

To: Councillor McKenna (Chair)
Councillors Sokale, Carnell, Duveen, Ennis,
Lovelock, McEwan, Page, Robinson,
Rowland, DP Singh, Stanford-Beale,
J Williams and R Williams

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5 November 2019

Your contact is: **Nicky Simpson**

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 13 NOVEMBER 2019

A meeting of the Planning Applications Committee will be held on Wednesday, 13 November 2019 at 6.30 pm in the Council Chamber, Civic Offices, Bridge Street, Reading RG1 2LU. The Agenda for the meeting is set out below.

AGENDA	ACTION	WARDS AFFECTED	PAGE NO
<u>KEY TO CODING</u>			
1. MINUTES	Decision		9 - 16
2. DECLARATIONS OF INTEREST	-		
3. QUESTIONS	-		
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	Decision		17 - 20
5. PLANNING APPEALS	Decision		21 - 26
6. APPLICATIONS FOR PRIOR APPROVAL	Decision		27 - 36
7. PERFORMANCE MONITORING REPORT - DEVELOPMENT MANAGEMENT SERVICE - QUARTERS 1 & 2 2019/20	Information		37 - 40
8. ADOPTION OF THE READING BOROUGH LOCAL PLAN	Information		41 - 48

PLANNING APPLICATIONS TO BE DETERMINED

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9.	190627/FUL - GAS HOLDER, ALEXANDER TURNER CLOSE	Decision	ABBEY	49 - 126
	Proposal	Demolition of existing buildings and Gas Holder and the erection of new buildings ranging between 2 and 9 storeys in height, providing 130 residential units (Class C3) with associated access, car parking, landscaping and open space.		
	Recommendation	Permitted subject to Legal Agreement		
10.	191086/FUL - UNIT 16, NORTH STREET	Decision	ABBEY	127 - 152
	Proposal	Redevelopment of site to provide 295sqm of office space (Class B1(a)) and 6no. 1-bed apartments and 4no. 2-bed apartments (Class C3) including cycle and bin storage.		
	Recommendation	Permitted subject to Legal Agreement		
11.	191482/FUL - BACK OF BEYOND PH, 108 KINGS ROAD	Decision	ABBEY	153 - 162
	Proposal	Alterations to existing and new boundary treatment along Bembridge Place, to facilitate dual use of the service yard as a service yard/beer garden, and associated works.		
	Recommendation	Application Permitted		
12.	191341/REG3 - SUN STREET COMMUNITY CENTRE, SUN STREET	Decision	ABBEY	163 - 168
	Proposal	New boundary fence to creche play area		
	Recommendation	Application Permitted		
13.	191632/REG3 - VARIOUS TOWN CENTRE LOCATIONS	Decision	ABBEY	169 - 176
	Proposal	Retention of existing non-illuminated direction, place identification, other feature signs and interpretation panels within public pedestrian areas in Reading town centre and the Abbey Quarter on a permanent basis. Additional directional signage on a permanent basis.		
	Recommendation	Application Permitted		
14.	190760/FUL & 190929/FUL - 76 CHRISTCHURCH ROAD	Decision	CHURCH	177 - 194
	190760 Proposal	Change of use ground, first and second floor of A2 (Bank) to A5 on the ground floor, and on first and second floor from A2 to C4 HMO. Part-retrospective application for flat roof rear dormer.		
	Recommendation	Application Permitted		
	190929 Proposal	Change of use of 1st and 2nd floors from bank (Class A2) to C4 HMO. Part-retrospective application for flat roof rear dormer.		
	Recommendation	Application Permitted		

15.	190591/FUL - 127A LOVEROCK ROAD	Decision	KENTWOOD	195 - 214
	<p>Proposal</p> <p>Recommendation</p>	<p>Demolition of 2 number existing single storey buildings, removal of telecoms plant. Replacement with new single unit for B1c, B2 and B8 use classes with ancillary offices including associated service areas, car parking and landscaping. Modified access onto Wigmore Lane.</p> <p>Permitted subject to Legal Agreement</p>		
16.	190702/REG3 - LAND TO THE REAR OF 51 TO 65 WENSLEY ROAD	Decision	MINSTER	215 - 228
	<p>Proposal</p> <p>Recommendation</p>	<p>Erection of two 2 bedroom dwellings</p> <p>Permitted subject to Legal Agreement</p>		
17.	190087/FUL - LAND AT AUTUMN CLOSE, EMMER GREEN	Decision	PEPPARD	229 - 250
	<p>Proposal</p> <p>Recommendation</p>	<p>Construction of a 4-bedroom dwelling, garage, and associated works</p> <p>Permitted subject to Legal Agreement</p>		
18.	191396/LBC - SOUTHCOTE LODGE, BURGHFIELD ROAD	Decision	SOUTHCOTE	251 - 262
	<p>Proposal</p> <p>Recommendation</p>	<p>Replacement of existing timber sliding sash windows with new white uPVC double-glazed sliding sash windows within existing window openings in Grade II Listed Building (resubmission of 181469).</p> <p>Application Refused</p>		
19.	190890/FUL - UNIT 6, PROCTOR END SOUTH	Decision	WHITLEY	263 - 272
	<p>Proposal</p> <p>Recommendation</p>	<p>Change of use of unit from retail (Class A1) to gym (Class D2) and insertion of 1,105sqm GIA mezzanine floor</p> <p>Application Permitted</p>		
20.	190705/REG3 - LAND ADJACENT 4 CAMELFORD CLOSE	Decision	WHITLEY	273 - 286
	<p>Proposal</p> <p>Recommendation</p>	<p>Erection of detached 3 storey 4 bed dwelling</p> <p>Permitted subject to Legal Agreement</p>		

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

KEY TO CODING OF PLANNING APPLICATIONS

1. Planning application reference numbers are made up of 2 parts.
 - 1.1 The number begins with the year e.g. **19**
 - 1.2 This is followed by a consecutive number, showing what number the application is in any year (e.g. **190128**).
 - 1.3 The following codes are used to abbreviate the type of permission sought:
 - FUL - Full detailed planning permission for development or change of use
 - OUT - Principal of developing a site or changing a use
 - REM - Detailed matters “reserved matters” - for permission following approval of an outline planning application.
 - HOU - Applications for works to domestic houses
 - ADV - Advertisement consent
 - APC - Approval of details required by planning conditions
 - VAR - Significant change to a planning permission previously granted
 - NMA - Insignificant change to a planning permission previously granted
 - ADJ - Consultation from neighbouring authority on application in their area
 - LBC - Works to or around a Listed Building
 - CLE - A certificate to confirm what the existing use of a property is
 - CLP - A certificate to confirm that a proposed use or development does not require planning permission to be applied for.
 - REG3 - Indicates that the application has been submitted by the Local Authority.

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

GF1	-	Giorgio Framaliccio	9372604
JW6	-	Julie Williams	9372461
RJE	-	Richard Eatough	9373338
JPM	-	Jonathan Markwell	9372458
SDV	-	Steve Vigar	9372980
CJB	-	Christopher Beard	9372430
SGH	-	Stephen Hammond	9374424
MDW	-	Mark Worringham	9373337
AJA	-	Alison Amoah	9372286
SEH	-	Sarah Hanson	9372440
BXP	-	Boja Petkovic	9372352
MJB	-	Matthew Burns	9373625
EH1	-	Ethne Humphreys	9374085
SKB	-	Sarah Burr	9374227
TRH	-	Tom Hughes	9374150
SFB	-	Susanna Bedford	9372023
NW2	-	Nathalie Weekes	9374237
TF1	-	Tom French	9374068
CD3	-	Connie Davis	9372413
AS9	-	Anthony Scholes	9374729
JO1	-	James Overall	9374532
BC2	-	Brian Conlon	9373859
JPS	-	James Schofield	9374656

Material planning considerations

Material planning considerations can include (but are not limited to):

- Overlooking/loss of privacy
- Loss of daylight/sunlight or overshadowing
- Scale and dominance
- Layout and density of buildings
- Appearance and design of development and materials proposed
- Disabled persons' access
- Highway safety
- Traffic and parking issues
- Drainage and flood risk
- Noise, dust, fumes etc
- Impact on character or appearance of area
- Effect on listed buildings and conservation areas
- Effect on trees and wildlife/nature conservation
- Impact on the community and other services
- Economic impact and sustainability
- Government policy
- Proposals in the Local Plan
- Previous planning decisions (including appeal decisions)
- Archaeology

Concerns that cannot be taken into account:

- Who the applicant is/the applicant's background
- Loss of views
- Loss of property value
- Loss of trade or increased competition
- Strength or volume of local opposition
- Construction noise/disturbance during development
- Fears of damage to property
- Maintenance of property
- Boundary disputes, covenants or other property rights
- Rights of way and ownerships disputes over rights of way
- Personal circumstances

Glossary of usual terms

Affordable housing - Housing provided below market price to meet identified needs.

Air Quality Management Area (AQMA) - Area where air quality levels need to be managed.

Apartment-hotel - A use providing basic facilities for self-sufficient living with the amenities of a hotel. Generally classed as C1 (hotels) for planning purposes.

Article 4 Direction - A direction which can be made by the Council to remove normal permitted development rights.

BREEAM - A widely used means of reviewing and improving the environmental performance of generally commercial developments (industrial, retail etc).

Brownfield Land - previously developed land.

Brown roof - A roof surfaced with a broken substrate, e.g. broken bricks.

Building line - The general line along a street beyond which no buildings project.

Bulky goods - Large products requiring shopping trips to be made by car: e.g. DIY or furniture.

CIL - Community Infrastructure Levy. Local authorities in England and Wales levy a charge on new development to be spent on infrastructure to support the development of the area.

Classified Highway Network - The network of main roads, consisting of A, B and C roads.

Conservation Area - areas of special architectural or historic interest designated by the local authority. As designated heritage assets the preservation and enhancement of the area carries great weight in planning permission decisions.

Control of Major Accident Hazards (COMAH) Competent Authority - The Control of Major Accident Hazards Regulations 1999 (COMAH) and their amendments 2005, are the enforcing regulations within the United Kingdom. They are applicable to any establishment storing or otherwise handling large quantities of industrial chemicals of a hazardous nature. Types of establishments include chemical warehousing, chemical production facilities and some distributors.

Dormer Window - Located in the roof of a building, it projects or extends out through the roof, often providing space internally.

Dwelling- A single housing unit - a house, flat, maisonette etc.

Evening Economy A term for the business activities, particularly those used by the public, which take place in the evening such as pubs, clubs, restaurants and arts/cultural uses.

Flood Risk Assessment - A requirement at planning application stage to demonstrate how flood risk will be managed.

Flood Zones - The Environment Agency designates flood zones to reflect the differing risks of flooding. Flood Zone 1 is low probability, Flood Zone 2 is medium probability, Flood Zone 3a is high probability and Flood Zone 3b is functional floodplain.

Granny annexe - A self-contained area within a dwelling house/ the curtilage of a dwelling house but without all the facilities to be self contained and is therefore dependent on the main house for some functions. It will usually be occupied by a relative.

Green roof - A roof with vegetation on top of an impermeable membrane.

Gross floor area - Total floor area of the house, including all floors and garage, measured externally.

Hazardous Substances Consent - Consent required for the presence on, over, or under land of any hazardous substance in excess of controlled quantity.

Historic Parks and Gardens - Parks and gardens of special historic interest, designated by English Heritage.

Housing Association - An independent not-for-profit body that provides low-cost "affordable housing" to meet specific housing needs.

Infrastructure - The basic services and facilities needed for the smooth running of a community.

Lifetime Home - A home which is sufficiently adaptable to allow people to remain in the home despite changing circumstances such as age or disability.

Listed building - Buildings of special architectural or historic interest. Consent is required before works that might affect their character or appearance can be undertaken. They are divided into Grades I, II and II*, with I being of exceptional interest.

Local Plan - The main planning document for a District or Borough.

Luminance - A measure of the luminous intensity of light, usually measured in candelas per square metre.

Major Landscape Feature - these are identified and protected in the Local Plan for being of local significance for their visual and amenity value

Public realm - the space between and within buildings that is publicly accessible, including streets, squares, forecourts, parks and open spaces whether publicly or privately owned.

Scheduled Ancient Monument - Specified nationally important archaeological sites.

Section 106 agreement - A legally binding agreement or obligation entered into by the local authority and a land developer over an issue related to a planning application, under Section 106 of the Town and Country Planning Act 1990.

Sequential approach A method of considering and ranking the suitability of sites for development, so that one type of site is considered before another. Different sequential approaches are applied to different uses.

Sui Generis - A use not specifically defined in the use classes order (2004) - planning permission is always needed to change from a sui generis use.

Sustainable development - Development to improve quality of life and protect the environment in balance with the local economy, for now and future generations.

Sustainable Drainage Systems (SUDS) - This term is taken to cover the whole range of sustainable approaches to surface water drainage management.

Tree Preservation Order (TPO) - An order made by a local planning authority in respect of trees and woodlands. The principal effect of a TPO is to prohibit the cutting down, uprooting, topping, lopping, wilful damage or wilful destruction of trees without the LPA's consent.

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- Present:** Councillor McKenna (Chair);
Councillors Sokale (Vice-Chair, in the Chair for Items 64-68 and 72-73), Duveen, Ennis, Lovelock, McEwan, Page, Rowland, DP Singh, Stanford-Beale, J Williams and R Williams
- Apologies:** Councillors Carnell and Robinson

RESOLVED ITEMS

58. MINUTES

The Minutes of the meeting held on 4 September 2019 were agreed as a correct record and signed by the Chair.

59. QUESTION

Councillor Josh Williams submitted the following question to the Chair of the Planning Applications Committee:

Local Listing

Reading Borough Council maintains a list of locally important buildings which are subject to more detailed planning control. That list has recently protected Grovelands Church from being demolished, and includes entries such as the Arthur Hill Swimming Baths. It's right that Reading protects its architectural heritage and culture. Could the Chair of the Committee please briefly outline the Local Listing process? Our Planning Committee confirms protection orders on trees, chooses new street names, and determines new applications based on planning matters such as Local Listings. Does the Chair agree with me that requests to add or remove buildings from this Local list should be decided by Reading's Planning Committee?

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

Q1. Could the Chair of the Committee please briefly outline the Local Listing process?

Historic England's advice is that local listing is a way to identify and celebrate historic buildings which enrich and enliven their area. They build a sense of place and history and are intended to highlight assets in order to ensure that they are given due consideration when change is being proposed.

Unlike national listing, Local Listing does not provide any additional legal protection for the building. However Locally Listed buildings *are* specifically referred to in existing and emerging local planning policy and the effect of development on their heritage significance can be controlled through the planning application process where an application is required.

The process of Locally Listing a building begins with the building being nominated. This nomination could be from a variety of different persons including a Council officer, a Councillor, a member of the public, or a local amenity group.

The current process was agreed by Cabinet on 18 February 2013 as follows *“That Cabinet delegates the decision for adding buildings or structures to the List of Locally Important Buildings and Structures of local heritage significance to the Head of Planning and Building Control in consultation with the Lead Member for Regeneration, Transport and Planning.”*

The Council has identified and locally listed buildings under the current procedure and there are 11 buildings currently on the list. The Council has successfully defended appeals in respect of 3 Craven Road and Pearsons Court on Northcourt Avenue, where the Inspectors accepted their local listed status.

Q2. Our Planning Committee confirms protection orders on trees, chooses new street names, and determines new applications based on planning matters such as Local Listings. Does the Chair agree with me that requests to add or remove buildings from this Local list should be decided by Reading's Planning Committee?

The current process, by operating outside the committee cycle and involving just a few key people, has shown itself to be an efficient and effective way of protecting buildings potentially at risk without taking up scarce resources.

However, following a discussion with the Lead Member for Strategic Environment, Planning and Transport I can confirm that a review will be undertaken of the whole local listing process and a report brought back for discussion at Planning Applications Committee.

60. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS

The Executive Director for Economic Growth 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 Assistant Director of Planning, Transport and Regulatory Services might consider appropriate, be the subject of unaccompanied site visits:

190760 - 76 CHRISTCHURCH ROAD

Change of use ground, first and second floor of A2 (Bank) to A5 on the ground floor, and on first and second floor from A2 to C3 Residential.

190929 - 76 CHRISTCHURCH ROAD

Change of use of 1st and 2nd floors from bank (Class A2) to 4 bed flat.

- (2) That the under-mentioned application be the subject of an accompanied site visit:

190087 - LAND AT AUTUMN CLOSE, EMMER GREEN

Construction of a 4-bedroom dwelling, garage, and associated works.

61. PLANNING APPEALS

(i) New Appeals

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

(ii) Appeals Recently Determined

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

(iii) Report on Appeal Decision

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the following appeal decision in Appendix 3:

181533/FUL - 62 MANCHESTER ROAD

Conversion of existing commercial basement to a 1-bed flat (Class C3).

Written representations.

Appeal dismissed.

Resolved -

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

62. APPLICATIONS FOR PRIOR APPROVAL

The Executive Director for Economic Growth and Neighbourhood Services submitted a report giving details in Table 1 of eight pending prior approval applications, and in Table 2 of eight applications for prior approval decided between 22 August and 27 September 2019.

Resolved - That the report be noted.

63. MHCLG CONSULTATION ON PROPOSED REFORMS TO PERMITTED DEVELOPMENT RIGHTS TO SUPPORT THE DEPLOYMENT OF 5G AND EXTEND MOBILE COVERAGE

The Director of Economic Growth and Neighbourhood Services submitted a report on the publication of a consultation by the Ministry of Housing, Communities and Local Government and the Department for Digital, Culture, Media & Sport seeking views on changing the permitted development rights in England for structures required to extend mobile phone coverage and to adapt to 5G networks for operators with rights under the Electronic Communications Code.

The report summarised the main changes proposed, and set out initial officer views on the proposed changes. The Committee were asked to agree the initial response and authorise the Director of Economic Growth and Neighbourhood Services, in consultation with the Chair of the Committee and the Lead Councillor for Strategic Environment, Planning and Transport to agree the final representations for submission by the consultation end date of 4 November 2019.

Resolved -

- (1) That the publication of the Proposed Reforms to Permitted Development rights for mobile telecommunications operators be noted;
- (2) That the initial officer commentary on the proposed changes to permitted development rights, as set out in the report, be agreed;
- (3) That the Director of Economic Growth and Neighbourhood Services, in consultation with the Chair of the Planning Applications Committee and the Lead Councillor for Strategic Environment, Planning and Transport be authorised to agree the final representations on the consultation.

64. 191209/FUL - KINGS MEADOW, NAPIER ROAD

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 2019.

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

Comments were received and considered.

Resolved -

That temporary planning permission for application 191209/FUL be granted, subject to the conditions and informatives as recommended.

65. 191310/REG3 - WEIRSIDE COURT, ORTS ROAD

Glazed platform lift covering an area of 4 m² with overall dimensions 2.05 m deep and 1.92 m wide; supported on steel frame clad in white powder coated aluminium laid on low red brick plinth and brown brick cill to match existing facing and feature brickwork, surrounding a lift pit not exceeding 200mm depth. Clear and opaque glass to front side walls, capped with flat roof; guttering and fascia to match existing.

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

Comments were received and considered.

Resolved -

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, planning permission for application 191310/REG3 be granted, subject to the conditions and informatives as recommended.

66. 191205/LBC - CAVERSHAM LIBRARY, CHURCH STREET, CAVERSHAM

Replacement of heating system.

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

Comments were received and considered.

Resolved -

That listed building consent for application 191205/LBC be granted subject to the conditions and informatives as recommended.

67. 190681/REG3 - LAND TO REAR OF 67 FOXHAYS ROAD

Erection of single storey building comprising 1 (1x2 bed) Bungalow unit (Class C3) with associated bin and cycle storage, and a two- storey maisonette comprising 2 (2 x 2 bed) residential units (Class C3) with landscaping and associated works.

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

Comments and objections were received and considered.

Resolved -

- (1) That the Deputy Director of Planning, Transport and Regulatory Services be authorised to grant full planning permission for application 190681/REG3 subject to completion of a unilateral undertaking legal agreement by 31 October 2019 (unless a later date be agreed by the Deputy Director of Planning, Transport and Regulatory Services) to secure the Heads of Terms set out in the report;
- (2) That, in the event of the requirements set out not being met, the Deputy Director of Planning, Transport and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives as recommended.

68. 191143/NMA - FORMER CAR PARK, EAST STREET

Non material amendments to planning permission ref. 181849 (Erection of a part 4 part 5 storey building (plus basement) to provide 135 units of purpose built student accommodation and associated facilities (Sui Generis), landscaping and access) for internal reconfiguration and associated external changes including re-location of stair cores, re-location of cycle store, level changes to the rear (west) of the building and associated alterations to windows and doors.

The Director of Economic Growth and Neighbourhood Services submitted a report on the above application. At the meeting an additional condition was recommended to require retention and maintenance of the cycle rail on the stair access to the cycle storage area.

Resolved -

That the non-material amendments to permission 181849 be agreed subject to the informatives as recommended in the report and the additional condition as recommended at the meeting.

69. 190087/FUL - LAND AT AUTUMN CLOSE, EMMER GREEN

Construction of a 4-bedroom dwelling, garage, and associated works.

The Director of Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which summarised an additional objection that had been received. At the meeting an additional condition regarding electric vehicle charging was proposed.

Comments and objections were received and considered.

Objectors Steve Sharp and Fay Dyer, and Ward Councillor Clare Grashoff attended the meeting and addressed the Committee on this application.

Resolved -

That consideration of application 190087/FUL be deferred for an accompanied site visit.

70. 190835/FUL - 199-203 HENLEY ROAD & LAND TO REAR OF 205-207 HENLEY ROAD, CAVERSHAM

Demolition of 199-203 Henley Road and erection of part four, part three and part two storey 82 unit residential care home building (C2 use class) with associated external structures, access from Henley Road, car parking and landscaping.

The Director of Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which set out comments from the Ecological Consultant, confirmation that the submitted Sustainable Drainage Strategy scheme was acceptable, a corrected road adoption plan and a representation from an objector. Additional conditions and amended triggers for some of the proposed conditions were recommended.

Comments and objections were received and considered.

Objector Nigel Roberts, the applicant's agent James Wilson, and Ward Councillor Clare Grashoff attended the meeting and addressed the Committee on this application.

Resolved -

- (1) That the Deputy Director of Planning, Transport and Regulatory Services be authorised to grant full planning permission subject to completion of a S106 legal agreement by 30 October 2019 (unless a later date be agreed by the Deputy Director of Planning, Transport and Regulatory Services) to secure the Heads of Terms set out in the original report;
- (2) That, in the event of the requirements set out not being met, the Deputy Director of Planning, Transport and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended in the original report, with the additional conditions and amendments recommended in the update report.

71. 190890/FUL - UNIT 6, PROCTOR END SOUTH

Change of use of unit from retail (Class A1) to gym (Class D2) and insertion of 1,105sqm GIA mezzanine floor.

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

The Chair reported that consideration of the application would be deferred to a future meeting.

Resolved -

That consideration of application 190890/FUL be deferred to a future meeting.

72. EXCLUSION OF THE PRESS AND PUBLIC

Resolved -

That, pursuant to Section 100A of the Local Government Act 1972 (as amended), members of the press and public be excluded during consideration of item 73 as it was likely that there would be a disclosure of exempt information as defined in the relevant paragraphs of Part 1 of Schedule 12A (as amended) of the Act.

73. PLANNING ENFORCEMENT QUARTERLY UPDATE

The Director for Economic Growth 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 7.57 pm)

READING BOROUGH COUNCIL
REPORT BY EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD
SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
Date:	13 November 2019	AGENDA ITEM:	
TITLE:	POTENTIAL SITE VISITS FOR COMMITTEE ITEMS		
SERVICE:	PLANNING	WARDS:	BOROUGH WIDE
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	Acting Planning Manager	E-MAIL:	Julie.williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To 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 The purpose of the planning service is to support the delivery of economic and sustainable growth while providing appropriate regulation to secure an attractive and safe town. We do this by maintaining planning performance and developing policy and systems to secure sustainable development. This contributes to the following priorities in the Corporate Plan 2018-21:
- Securing the economic success of Reading;
 - Improving access to decent housing to meet local needs;
 - Keeping Reading's environment clean, green and safe;
 - Promoting great education, leisure and cultural opportunities for people in Reading.

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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READING BOROUGH COUNCIL
REPORT BY EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND
NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	13 November 2019	AGENDA ITEM:	
TITLE:	PLANNING APPEALS		
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	Planning Manager	E-MAIL:	Julie.Williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To 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: WHITLEY
APPEAL NO: APP/E0345/19/3235069
CASE NO: 190487
ADDRESS: 235 Basingstoke Road
PROPOSAL: Two storey side extension and single storey rear extension
CASE OFFICER: Connie Davis
METHOD: Householder Written Representations
APPEAL TYPE: REFUSAL
APPEAL LODGED: 30.09.2019

WARD: KENTWOOD
APPEAL NO: APP/E0345/19/3228876
CASE NO: 181868
ADDRESS: 16 Broomfield Road
PROPOSAL: Erection of fence (part-retrospective)
CASE OFFICER: Tom Hughes
METHOD: Written Representations
APPEAL TYPE: REFUSAL
APPEAL LODGED: 08.10.2019

WARD: PEPPARD
APPEAL NO: APP/E0345/D/19/3236122
CASE NO: 190885
ADDRESS: 267 Peppard Road
PROPOSAL: Roof alteration to existing extension
CASE OFFICER: Tom Hughes
METHOD: Householder Written Representations
APPEAL TYPE: REFUSAL
APPEAL LODGED: 09.10.2019

WARD: REDLANDS
APPEAL NO: APP/E0345/D/19/ 3237840
CASE NO: 182214
ADDRESS: 45 Upper Redlands Road
PROPOSAL: Erection of 4 dwellinghouses and accesses with associated landscaping and parking
CASE OFFICER: James Overall
METHOD: Written Representations
APPEAL TYPE: REFUSAL
APPEAL LODGED: 11.10.2019

WARD: CHURCH
APPEAL NO: APP/E0345/D/19/ 3236712
CASE NO: 180750
ADDRESS: 85 Cressingham Road
PROPOSAL: Demolition of existing two storey dwelling/shop and erection of two storey detached building at front of site consisting of ground floor shop and 2 flats above and two storey building at rear of site consisting ground floor dwelling with 2 dwellings above (re-submission of 171277).
CASE OFFICER: Julie Williams
METHOD: Written Representations
APPEAL TYPE: REFUSAL
APPEAL LODGED: 17.10.2019

APPENDIX 2

Appeals Decided:

WARD: SOUTHCOTE
APPEAL NO: APP/E0345/W/19/3231881
CASE NO: 190148
ADDRESS: "Land adjacent to the Horncastle", 208 Bath Road, Reading
PROPOSAL: Application under s.73. Erection of one four bedroom dwelling at the rear of the Horncastle public house on New Lane Hill. Variation of condition 2 of planning permission 162366.
CASE OFFICER: Connie Davis
METHOD: Written Representation
DECISION: DISMISSED
DATE DETERMINED: 18.10.2019

WARD: NORCOT
APPEAL NO: APP/E0345/D /19/3236058
CASE NO: 190357
ADDRESS: 10 Pegs Green Close
PROPOSAL: Two storey side/rear extension and single storey front and rear extensions, loft conversion with new dormer window and 2 Velux windows.
CASE OFFICER: James Overall
METHOD: Householder Written Representation
DECISION: DISMISSED
DATE DETERMINED: 18.10.2019

WARD: ABBEY
APPEAL NO: APP/E0345/D/19/3226998
CASE NO: 182234
ADDRESS: 14 Franklin St
PROPOSAL: Proposed loft conversion with dormers to the rear and roof
windows to the front elevation
CASE OFFICER: Tom French
METHOD: Written Representations
DECISION: DISMISSED
DATE DETERMINED: 22.10.2019

APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

No reports available this time.

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READING BOROUGH COUNCIL
REPORT BY EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD
SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	13 November 2019	AGENDA ITEM:	
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Julie Williams & Richard Eatough		
JOB TITLE:	PLANNING MANAGER (acting) & Team Leader	E-MAIL:	Julie.williams@reading.gov.uk Richard.eatough@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

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

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 £1,219,130.

(Office Prior Approvals - £1,114,373: Householder Prior Approvals - £73,742: Retail Prior Approvals - £10,696: Demolition Prior Approval - £2135: Storage Prior Approvals - £5716: Shop to Restaurant Prior Approval - £3574: Shop to Leisure Prior Approval - £305: Light Industrial to Residential - £8490)

Figures since last report

Office Prior Approvals - £6642: Householder Prior Approvals - £220

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 @ 1st November 2019

Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	191577	25 Mason Street, Reading, RG1 7PD	Battle	Rear extension measuring 4.6m in depth, with a maximum height of 2.77m and 2.4m in height to eaves level.	26/09/2019	17/11/2019		£110
Householder Prior Approval - Class A, Part 1 GPDO 2015	191669	27 Tamarisk Avenue, Reading, RG2 8JB	Church	Rear extension measuring 4.5m in depth, with a maximum height of 3.6m and 2.8m in height to eaves level.	17/10/2019	27/11/2019		£110

Office to Residential Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Office use to dwelling house - Class O, Part 1 GPDO 2015	191520	1-2 Wesley Gate, Queens Road, Reading, RG1 4AP	Abbey	Change of use of building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 15 flats.	20/09/2019	15/11/2019		£3600

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	191646	16a Bridge Street, Caversham, Reading, RG4 8AA	Caversham	Change of use from Class B1(a) (offices) to C3 (dwelling houses) to comprise 2no. 2-bed flats.	11/10/2019	06/12/2019		£828
Office use to dwelling house - Class O, Part 1 GPDO 2015	191513	1 St Giles Court, Southampton Street, Reading	Katesgrove	Change of use of building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 5 x 1-bedroom flats.	18/09/2019	15/11/2019		£2214

Light Industrial to Residential pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Prior Notification	191617	Onc House, 68 St Johns Road, Caversham, Reading, RG4 5AL	Caversham	Notification of Prior Approval for a Change of use of Southern part of building from Class B1(c) (Light Industrial) to C3 (dwellinghouses) to comprise 8 x flats.	25/09/2019	20/11/2019		£3600

Telecommunications Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
Telecommunications Notification - Prior Approval	190789	Land At Mere oak Busway, Basingstoke Road, Shinfield, Reading, RG7 1NR	Whitley	Installation of a 20m Monopole, supporting 6 no. antennas, 3 no. equipment cabinets and a meter cabinet and development ancillary thereto.	14/05/2019	09/07/2019	

Shop to Restaurant Prior Approval applications pending - None

Retail Prior Approvals applications pending -None

Storage to Residential Prior Approval applications pending - None

Shop to Assembly & Leisure Prior Approval applications pending - None

Demolition Prior Approval applications pending - None

Prior Notification applications pending - None

Solar Equipment Prior Approval applications pending - None

Table 2 - Prior-approval applications decided 27 September 2019 to 1 November 2019

Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Householder Prior Approval - Class A, Part 1 GPDO 2015	191428	42 William Street, Reading, RG1 7DE	Abbey	Rear extension measuring 6.0 metres in depth, with a maximum height of 3.0 metres, and 2.7 metres in height to eaves level.	30/08/2019	10/10/2019	Prior Approval Notification - Refusal
Householder Prior Approval - Class A, Part 1 GPDO 2015	191558	18 Hampden Road, Caversham, Reading, RG4 5ED	Caversham	Rear extension measuring 6m in depth, with a maximum height of 3.87m and 3m in height to eaves level.	24/09/2019	31/10/2019	Application Withdrawn

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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	191446	1 Station Road/22 Friar Street, Reading, RG1 1LG	Abbey	Change of use of 1st, 2nd and 3rd floors from Class B1(a) (offices) to C3 (dwelling houses) to comprise 12 flats.	04/09/2019	31/10/2019	Prior Approval Notification - Approval

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Office use to dwelling house - Class O, Part 1 GPDO 2015	191335	Equity House, 29 Whitley Street, Reading, RG2 0EG	Katesgrove	Change of use of first and second floors from Class B1(a) (offices) to C3 (dwelling houses) to comprise 4 residential units.	12/08/2019	07/10/2019	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	191165	51 Vastern Road, Reading, RG1 8DJ	Abbey	Change of use of ground floor from Class A1 (shops) to C3 (dwelling houses) to comprise 2 x studio flats.	16/07/2019	08/10/2019	Prior Approval Notification - Approval

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Light Industrial to Residential applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Prior Notification	191330	Onc House, 68 St Johns Road, Caversham, Reading, RG4 5AL	Caversham	Notification of Prior Approval for a Change of use from Class B1(c) (Light Industrial) to C3 (dwellinghouses) to comprise 6 x flats.	08/08/2019	08/10/2019	Prior Approval Notification - Refusal

Telecommunications Prior Approval applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Telecommunications Notification - Prior Approval	191434	308-314 Kings Road, Reading, RG1 4HP	Redlands	Installation of 6no. pole mounted antennas, 6no. ERS modules, 1no. GPS module, 2no. transmission dishes and ancillary equipment to rooftop. Removal of 3no. existing antennas	02/09/2019	01/11/2019	Prior Approval Notification - Approval

Shop to Assembly & Leisure Prior Approval applications decided - None

Demolition Prior Approval applications decided - None

Shop to Restaurant Prior Approval applications decided

Solar Equipment Prior Approval applications decided - None

Prior Notification applications decided - None

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READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	13 th November 2019		
TITLE:	PERFORMANCE MONITORING REPORT - DEVELOPMENT MANAGEMENT SERVICE - Quarters 1 & 2 2019/20		
SERVICE:	PLANNING	WARDS:	BOROUGHWIDE
LEAD OFFICER:	JULIE WILLIAMS	TEL:	0118 937 2461
JOB TITLE:	ACTING PLANNING MANAGER	E-MAIL:	Julie.williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 This report provides performance figures for the past year starting with quarter 1 (April - June) and quarter 2 (July - September) of 2019. The report sets out the Council's current performance against government criteria for designation as under-performing.

2. RECOMMENDED ACTION

- 2.1 That the contents of the report be noted.

3. BACKGROUND

- 3.1 Performance is assessed by government based on the speed and quality of decisions made on major and non-major planning applications.
Major applications are those for 10+ dwellings or dwellings on sites over half a hectare or non-residential building(s) exceeding 1000m² or on sites exceeding 1 hectare.
Non-Major (or Minor) applications are those for 1-9 dwellings (unless floorspace exceeds 1000m² / under half a hectare or non-residential buildings up to 999 m² or on sites under 1 hectare.
Other applications are therefore a subset of minor applications and include all the other types of applications including householders.
Householder applications are for changes to or in the grounds of an existing dwelling for any purpose of a domestic nature.
- 3.2 To meet the speed performance requirement major applications should be determined within 13 weeks or an agreed extended timescale while non-major applications should be determined within 8 weeks unless an extension is agreed. Major applications tend to take longer due to their greater complexity and likelihood of requiring extensive consultations and legal agreements before

decisions can be issued. In all cases decisions should be made within 26 weeks of validation unless agreement is made in writing to go beyond this.

- 3.3 The quality performance requirement is based on the percentage of appeal decisions allowed, thus overturning the local planning authority’s decision, when compared to the total number of decisions made. The current percentage threshold is 10 per cent of an authority’s total number of decisions.

4. PERFORMANCE

- 4.1 The following table (Table 1) provides information on the speed this planning service is making planning decisions so far this year compared to previous years:

Table 1 RBC Planning Service Speeds Performance Indicators for first half of year 2019/20 compared with previous years.

Description	MCHLG 2019 Target	17-18	18/19	Q1 19-20	Q2 19-20
Number and Percentage of major applications decided within: (i) statutory 13/16 weeks, or (ii) the extended period agreed with the applicant.	60%	29 93%	32 97%	4/4 100%	5/5 100%
Number and Percentage of all other minor applications decided within (i) statutory 8 weeks or (ii) the extended period agreed by the applicant.	70%	234 88%	179 90%	44/52 85%	52/62 84%
Number and Percentage of other applications (including householder applications) decided within (i) statutory 8 weeks or (ii) the extended period as agreed by applicant.	70%	698 90%	611 94%	167/177 94%	112/137 82%
Number and Percentage of householder applications (not for prior approval) decided within (i) statutory 8 weeks or (ii) the extended period agreed by the applicant.	70%	464 88%	418 94%	114/118 97%	75/90 83%

- 4.2 The next table (Table 2) shows our performance on quality based on how well we have been able to defend decisions at appeal when we refuse planning permission.

Table 2: Performance at Appeals against refusal of planning permission

	2017/18	2018/19	2019/20 so far
APPEALS LODGED	38	41	35
NUMBER OF APPEAL DECISIONS	43	37	25
APPEALS ALLOWED	8	11	8
APPEALS DISMISSED	34	26	17
SPLIT DECISIONS	0	0	0
APPEALS WITHDRAWN	1	0	0

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The purpose of the planning service is to support the delivery of economic and sustainable growth while providing appropriate regulation to secure an attractive and safe town. We do this by maintaining planning performance and developing policy and systems to secure sustainable development. This contributes to the following priorities in the Corporate Plan 2018-21:
- Securing the economic success of Reading;
 - Improving access to decent housing to meet local needs;
 - Keeping Reading’s environment clean, green and safe;
 - Promoting great education, leisure and cultural opportunities for people in Reading.

6. COMMUNITY ENGAGEMENT AND INFORMATION

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

7. EQUALITY IMPACT ASSESSMENT

- 7.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to:
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 In terms of the key equalities protected characteristics, it is considered that the development management performance has no adverse impacts.

8. LEGAL IMPLICATIONS

8.1 The collection and monitoring of performance indicators is a statutory requirement and a requirement of MHCLG while the determination of planning applications is a mandatory requirement on the Local Planning Authority.

9. FINANCIAL IMPLICATIONS

9.1 There are no direct financial implications arising from this report.

READING BOROUGH COUNCIL

REPORT BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	13 November 2019		
TITLE:	ADOPTION OF THE READING BOROUGH LOCAL PLAN		
AUTHOR:	Mark Worringham		
JOB TITLE:	Planning Policy Team Leader	E-MAIL:	Mark.Worringham@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 Over recent years, the Council has been working on the production of a new comprehensive Local Plan for Reading, to set out policies and proposals up to 2036. At the time of writing, this is expected to have been adopted at the meeting of Full Council on 4 November, which means that it will be the main consideration for planning applications determined from that date, and that existing development plans will cease to apply. This report summarises the implications of this for decision-making.

2. RECOMMENDED ACTION

- 2.1 That Committee notes the adoption of the Reading Borough Local Plan and the replacement of the existing Development Plan Documents.

3. BACKGROUND

- 3.1 The need to review the local plan as a single, comprehensive document was identified in a Local Development Scheme, which is the programme for producing planning policy documents, the latest version of which was agreed by Strategic Environment, Planning and Transport Committee on 23rd November 2016. The production of the plan went through three stages of community involvement, with a consultation on Issues and Options between January and March 2016, a Draft Local Plan consultation during May and June 2017 and a Pre-Submission Draft Local Plan consultation between November 2017 and January 2018.
- 3.2 The Local Plan was submitted to the Secretary of State in March 2018, which began a process of public examination of the document by an independent Planning Inspector. This included public hearings in September and October 2018. The Inspector identified a number of main modifications to the document, which required additional consultation during June and July 2019. The final Inspector's Report was received on 24th September 2019. This concluded that, subject to a number of main modifications (virtually identical to those that had been subject to consultation in June and July), the Local Plan was sound and legally compliant and could proceed to adoption.
- 3.3 The Local Plan is expected to be adopted at the meeting of full Council on 4th November 2019.

4 LOCAL PLAN ADOPTION

- 4.1 The Local Plan is the main consideration in determining planning applications under S38(6) of the Planning and Compulsory Purchase Act 2004. Adoption of the Local Plan means that the three existing development plan documents - the Core Strategy (adopted 2008, amended 2015), Reading Central Area Action Plan (adopted 2009) and Sites and Detailed Policies Document (adopted 2012, amended 2015) - are replaced and cease to be used in determining planning applications as of the 4th November.
- 4.2 The adoption of a new set of planning policies does pose some issues for new developments that have already gone some way through the process, and a pragmatic approach will be needed. This will particularly apply where a resolution to grant permission subject to Section 106 agreement has already been made, and it is suggested that in those cases the decision should not be reopened to comply with new policies. However, for the most part, developments determined after that date will be expected to have taken these new policies, which have been in the public domain for some time and in most cases since at least March 2018, into account.
- 4.3 In some cases, existing planning policies have been broadly carried forward to the new Local Plan, albeit with some minor amendments. However, this Local Plan is more ambitious in a number of areas and makes some significant changes to the approach to development in Reading that are worth highlighting.
- 4.4 Firstly, the amount of housing that is planned has increased substantially, from 521 dwellings per year in the Core Strategy to 689 dwellings per year in the new Local Plan. The need for an up-to-date approach to housing need was one of the main reasons for preparing a new plan, and this figure represents a challenging but deliverable target to help to provide much needed housing. The plan cannot meet the full need of 699 dwellings per year, which leaves a small shortfall of 230 dwellings over the plan period to be met in neighbouring authorities.
- 4.5 In order to meet the need for housing, as well as uses such as employment, retail and leisure, there are a new set of allocated development sites across the town. This includes a number of as-yet unimplemented sites from the previous development plans, but also a range of wholly new development allocations.
- 4.6 The Local Plan raises the bar in terms of sustainability of new development. The main headline is the requirement for major new build residential to be developed to zero carbon homes standards¹, which places Reading as one of the most ambitious authorities in the country. Standards for minor residential development and major non-residential development are also raised. In addition, the plan requires the highest level of water efficiency set out in the Building Regulations for new homes, and includes new requirements for charging points for low emission vehicles. These policies will form a key plank of Reading's response to the Climate Emergency.
- 4.7 Other standards for new housing are also increased. The Local Plan requires that new build housing complies with the nationally-described internal space standards, whereas the previous documents did not set any standards. The Local Plan also requires that new build housing be built to be accessible and adaptable as defined in the Building Regulations, with 5% of units in developments of 20 dwellings or more providing wheelchair user housing. These accessibility standards will need to be secured by condition.
- 4.8 Affordable housing continues to be a major emphasis of Local Plan policies. The policy requirements remain broadly the same as those that were set out in the

¹ As a baseline, this involves a 35% in emissions improvement over 2013 Building Regulations plus a contribution of £1,800 per tonne of carbon for carbon offsetting.

amended Core Strategy and Sites and Detailed Policies Document in 2015. However, since those documents, national policy has changed to seek to exempt sites of less than 10 dwellings from the need to provide affordable housing. This is a matter which, when it was introduced through a Ministerial Statement, this Council, together with West Berkshire District Council, challenged in the High Court. Although that challenge was successful, the decision was reversed in the Court of Appeal. Therefore, the Council needed to demonstrate to the Planning Inspector that there was a strong justification for an exception to national policy in Reading to continue to seek affordable housing from sites of one dwelling upwards. After substantial amounts of additional evidence were provided, the Inspector has supported the Council's position. The main difference is that financial contributions would now also be sought in the first instance for developments of 5-9 dwellings.

- 4.9 New policies are also included to address some of the types of development which have become more prevalent than at the time of adopting the previous documents. This includes build-to-rent accommodation, the first example of which in Reading, Thames Quarter, is currently under construction. It also includes new student accommodation in off-campus locations, particularly the town centre, as well as betting shops and payday loan companies.
- 4.10 The new Local Plan also includes a much stronger emphasis on heritage. The previous documents contained one development management policy on heritage assets, but did not provide a particularly positive approach. There are now six policies on aspects of the heritage of Reading, which include much more proactive proposals for enhancing assets and taking account of heritage in new development.
- 4.11 The above summary is by no means comprehensive, and there are a number of other changes to the policy approaches throughout the document.
- 4.12 Appendix 1 lists the policies from the previous development plan documents and identifies if and how that policy is replaced in the new Local Plan. Where it lists a policy as a replacement, it means that it covers the same issue, but does not necessarily mean that it has the same approach.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The Local Plan, through setting out the way Reading will develop to 2036, will contribute to the following priorities in the Corporate Plan 2018-21:
- Securing the economic success of Reading;
 - Improving access to decent housing to meet local needs;
 - Keeping Reading's environment clean, green and safe;
 - Promoting great education, leisure and cultural opportunities for people in Reading.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The Local Plan has been through three community involvement stages, plus an additional consultation on main modifications. All consultation stages were in accordance with the adopted Statement of Community Involvement (adopted March 2014)

7 EQUALITY IMPACT ASSESSMENT

- 7.1 The Sustainability Appraisal process that has been conducted alongside the Local Plan incorporates the requirement to carry out a screening stage of an Equality Impact Assessment. A full Sustainability Appraisal that examines the effects of each policy and development site within the plan was submitted alongside the Local Plan on 29th

March 2018. It did not identify any significant adverse impacts on specific groups due to race, gender, disability, sexual orientation, age or religious belief.

8. LEGAL IMPLICATIONS

- 8.1 Adoption of the Local Plan will mean that this document is the development plan for Reading. Under Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning applications have to be determined in accordance with the development plan unless other material considerations indicate otherwise. The previous development plan documents will be replaced and will no longer be material considerations.

9. FINANCIAL IMPLICATIONS

- 9.1 None of this report.

10. BACKGROUND PAPERS

Reading Borough Local Plan, November 2019
Report to Council on 4th November 2019 on Adoption of the Reading Borough Local Plan

APPENDIX 1: REPLACEMENT OF POLICIES IN PREVIOUS DEVELOPMENT PLAN DOCUMENTS

Development plan policy to be replaced	Where and if replaced in the Local Plan
Policy	
Core Strategy	
CS1: Sustainable Construction and Design	CC2: Sustainable Design and Construction H5: Standards for New Housing
CS2: Waste Minimisation	CC5: Waste Minimisation and Storage
CS3: Social Inclusion and Diversity	No direct replacement
CS4: Accessibility and the Intensity of Development	CC6: Accessibility and the Intensity of Development
CS5: Inclusive Access	CC7: Design and the Public Realm
CS6: Settlement Boundary	No direct replacement
CS7: Design and the Public Realm	CC7: Design and the Public Realm
CS8: Waterspaces	EN11: Waterspaces
CS9: Infrastructure	CC9: Securing Infrastructure
CS10: Location of Employment Development	EM2: Location of New Employment Development
CS11: Use of Employment Land for Alternative Uses	EM3: Loss of Employment Land
CS12: Maintaining a Variety of Premises	EM4: Maintaining a Variety of Premises
CS13: Impact of Employment Development	CC9: Securing Infrastructure
CS14: Provision of Housing	H1: Provision of Housing
CS15: Location, Accessibility, Density and Housing Mix	H2: Density and Mix
CS16: Affordable Housing	H3: Affordable Housing
CS17: Protecting the Existing Housing Stock	H7: Protecting the Existing Housing Stock
CS18: Residential Conversions	H8: Residential Conversions
CS19: Provision for Gypsies and Travellers	H13: Provision for Gypsies and Travellers
CS20: Implementation of the Reading Transport Strategy (Local Transport Plan 2006-2011)	TR1: Achieving the Transport Strategy
CS21: Major Transport Projects	TR2: Major Transport Projects
CS22: Transport Assessments	TR1: Achieving the Transport Strategy
CS23: Sustainable Travel and Travel Plans	TR1: Achieving the Transport Strategy
CS24: Car/Cycle Parking	TR5: Car and Cycle Parking and Electric Vehicle Charging
CS25: Scale and Location of Retail, Leisure and Culture Development	RL2: Scale and Location of Retail, Leisure and Culture Development
CS26: Network and Hierarchy of Centres	RL1: Network and Hierarchy of Centres
CS27: Maintaining the Retail Character of Centres	RL3: Vitality and Viability of Smaller Centres CR7: Primary Frontages in Central Reading
CS28: Loss of Open Space	EN7: Local Green Space and Public Open Space EN8: Undesignated Open Space
CS29: Provision of Open Space	EN9: Provision of Open Space
CS30: Access to Open Space	EN10: Access to Open Space
CS31: Additional and Existing Community Facilities	OU1: New and Existing Community Facilities
CS32: Impacts on Community Facilities	CC9: Securing Infrastructure
CS33: Protection and Enhancement of the Historic Environment	EN1: Protection and Enhancement of the Historic Environment EN2: Areas of Archaeological Significance

Development plan policy to be replaced	Where and if replaced in the Local Plan
Policy	
	EN4: Locally Important Heritage Assets
CS34: Pollution and Water Resources	EN15: Air Quality EN16: Pollution and Water Resources EN17: Noise Generating Equipment
CS35: Flooding	EN18: Flooding and Drainage
CS36: Biodiversity and Geology	EN12: Biodiversity and the Green Network
CS37: Major Landscape Features and Strategic Open Space	EN13: Major Landscape Features and Areas of Outstanding Natural Beauty EN7: Local Green Space and Public Open Space
CS38: Trees, Hedges and Woodlands	EN14: Trees, Hedges and Woodland
Reading Central Area Action Plan	
RC1: Development in the Station/River Major Opportunity Area	CR11: Station/River Major Opportunity Area
RC2: Development in the West Side Major Opportunity Area	CR12: West Side Major Opportunity Area
RC3: Development in the East Side Major Opportunity Area	CR13: East Side Major Opportunity Area
RC4: Other Opportunity Sites	CR12: West Side Major Opportunity Area CR14: Other Sites for Development in Central Reading
RC5: Design in the Centre	CR2: Design in Central Reading
RC6: Definition of the Centre	CR1: Definition of Central Reading
RC7: Leisure, Culture and Tourism in the Centre	CR4: Leisure, Culture and Tourism in Central Reading RL6: Protection of Leisure Facilities and Public Houses
RC8: Drinking Establishments	CR5: Drinking Establishments in Central Reading
RC9: Living in the Centre	CR6: Living in Central Reading
RC10: Active Frontages	CR7: Primary Frontages in Central Reading
RC11: Small Shop Units	CR8: Small Shop Units in Central Reading
RC12: Terraced Housing in the Centre	CR9: Terraced Housing in Central Reading
RC13: Tall Buildings	CR10: Tall Buildings
RC14: Public Realm	CR3: Public Realm in Central Reading EN7: Local Green Space
Sites and Detailed Policies Document	
SD1: Presumption in Favour of Sustainable Development	CC1: Presumption in Favour of Sustainable Development
DM1: Adaptation to Climate Change	CC3: Adaptation to Climate Change
DM2: Decentralised Energy	CC4: Decentralised Energy
DM3: Infrastructure Planning	CC9: Securing Infrastructure
DM4: Safeguarding Amenity	CC8: Safeguarding Amenity
DM5: Housing Mix	H2: Density and Mix
DM6: Affordable Housing	H3: Affordable Housing
DM7: Accommodation for Vulnerable People	H6: Accommodation for Vulnerable People
DM8: Residential Conversions	H8: Residential Conversions
DM9: House Extensions and Ancillary Accommodation	H9: House Extensions and Ancillary Accommodation
DM10: Private and Communal Outdoor Space	H10: Private and Communal Outdoor Space
DM11: Development of Private Residential Garden Land	H11: Development of Private Residential Gardens

Development plan policy to be replaced	Where and if replaced in the Local Plan
Policy	
DM12: Access, Traffic and Highway-Related Matters	TR3: Access, Traffic and Highway-Related Matters
DM13: Vitality and Viability of Smaller Centres	RL3: Vitality and Viability of Smaller Centres
DM14: Impact of Main Town Centre Uses	RL5: Impact of Main Town Centre Uses
DM15: Protection of Leisure Facilities and Public Houses	RL6: Protection of Leisure Facilities and Public Houses
DM16: Provision of Public Open Space	EN9: Provision of Open Space
DM17: Green Network	EN12: Biodiversity and the Green Network
DM18: Tree Planting	EN14: Trees, Hedges and Woodland
DM19: Air Quality	EN15: Air Quality
DM20: Hazardous Installations	OU2: Hazardous Installations
DM21: Telecommunications Development	OU3: Telecommunications Development
DM22: Advertisements	OU4: Advertisements
DM23: Shopfronts and Cash Machines	OU5: Shopfronts and Cash Machines
SA1: South Reading Development Principles	No direct replacement – see South Reading key principles
SA2: South Reading Strategic Development Sites	SR1: Island Road Major Opportunity Area SR2: Land North of Manor Farm Road Major Opportunity Area SR3: South of Elgar Road Major Opportunity Area SR4: Other Sites for Development in South Reading
SA3: Retail, Leisure and Culture Uses in South Reading	RL2: Scale and Location of Retail, Leisure and Culture Development
SA4: Dee Park	WR1: Dee Park
SA5: Park Lane Primary School, The Laurels and Downing Road	WR2: Park Lane Primary School, The Laurels and Downing Road
SA6: Whiteknights Campus, University of Reading	ER2: Whiteknights Campus, University of Reading
SA7: Crescent Road Campus	No replacement – development completed
SA8: Other Sites for Housing Development	CR11: Station/River Major Opportunity Area SR4: Other Sites for Development in South Reading WR3: Other Sites for Development in West Reading and Tilehurst CA1: Sites for Development in Caversham and Emmer Green ER1: Sites for Development in East Reading
SA9: Other Sites for Mixed Use Development Including Housing	WR3: Other Sites for Development in West Reading and Tilehurst ER1: Sites for Development in East Reading
SA10: Other Sites for Leisure Development	SR5: Leisure and Recreation Use of the Kennetside Areas
SA11: Settlement Boundary	No direct replacement
SA12: Core Employment Areas	EM2: Location of New Employment Development
SA13: Transport Improvements	TR2: Major Transport Projects
SA14: Cycle Routes	TR4: Cycle Routes and Facilities
SA15: District and Local Centres	RL1: Network and Hierarchy of Centres
SA16: Public and Strategic Open Space	EN7: Local Green Space and Public Open Space
SA17: Major Landscape Features	EN13: Major Landscape Features and Areas of Outstanding Natural Beauty
New policy areas	

Development plan policy to be replaced	Where and if replaced in the Local Plan
Policy	
	EN3: Enhancement of Conservation Areas EN5: Protection of Significant Views with Heritage Interest EN6: New Development in a Historic Context EN17: Noise Generating Equipment H4: Build to Rent Schemes H12: Student Accommodation H14: Suburban Renewal and Regeneration RL4: Betting Shops and Payday Loan Companies CR15: The Reading Abbey Quarter CR16: Areas to the North of Friar Street and East of Station Road CA2: Caversham Park ER3: Royal Berkshire Hospital

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: Abbey

Application No.: 190627/FUL

Address: Gas Holder Site Alexander Turner Close

Proposal: Demolition of existing buildings and Gas Holder and the erection of new buildings ranging between 2 and 9 storeys in height, providing 130 residential units (Class C3) with associated access, car parking, landscaping and open space

Date valid: 28th May 2019

Application target decision date: 27th August 2019

Extension of time date: 4th December 2019

RECOMMENDATION

Subject to :

1. Confirmation from the Council's Ecologist that the final ecological surveys have been carried out to an appropriate standard and that the proposed ecological mitigation/enhancement measures are acceptable, and;

Delegate to the Head of Planning, Development and Regulatory Services (HPDRS) to i) **GRANT** full planning permission, subject to the satisfactory completion of the Section 106 agreement and subject to outstanding sustainability (carbon off-setting) matters being satisfactory resolved with these matters being delegated to Officers to further assess and determine or ii) Refuse full planning permission if the S106 agreement is not completed and sustainability matters resolved by 4th December 2019 (unless officers on behalf of the Head of Planning, Development and Regulatory Services agree to a later date for completion of the legal agreement)

The S106 to include the following heads of terms:

- Provision of 15 on-site residential units as affordable housing. 10 x shared ownership units (3 x 3 bedroom units and 7 x 2 bedroom units) and 5 x affordable rented units (5 x 2 bedroom units) and a deferred payment mechanism (the principles of which will be subject to an update report)
- A financial contribution of £200,000 towards bus service improvements
- A financial contribution of £200,000 towards leisure and recreation improvements
- Section 278 Highways agreement to provide the works to connect the access road and footpath to Alexander Turner Close
- Section 278 Highways agreement to provide the works for the new link to the pedestrian footbridge over the River Kennet
- Provision of on-street parking controls.
- Car club (2 spaces - the 1st provided prior to occupation then the 2nd should demand arise)
- A construction phases Employment Skills and Training Plan or equivalent financial

contribution

Conditions:

1. Time limit - standard three years for implementation
2. In accordance with the approved Plans
3. Pre-commencement (barring demolition) submission and approval of materials
4. Pre-commencement submission and approval of Construction and Demolition Management Plan (consult National Rail)
5. Pre-commencement submission and approval of a parking layout plan, pre-occupation provision of parking spaces and retention of the spaces thereafter free from obstruction
6. Pre-commencement submission and approval of a cycle parking layout plan, pre-occupation provision of spaces and retention of the spaces thereafter free from obstruction.
7. Pre-occupation provision of approved vehicular access
8. Pre-occupation provision of the approved bin stores
9. Within 5 months of first occupation submission and approved of a travel plan
10. Annual travel plan review
11. Pre-commencement submission and approval - Contaminated Land 1: site characterisation report
12. Contaminated Land 2: remediation scheme
13. Contaminated Land 3: implementation of remediation scheme
14. Contaminated Land 4: reporting any unexpected contamination
15. Contaminated Land 5: verification report of completed works
16. No piling works other than with the written consent of the LPA (consult EA and Network Rail)
17. No drainage systems for the infiltration of surface water to the ground are permitted other than with the written consent of the LPA (consult EA)
18. Pre-commencement submission and approval - Land Gas 1: site investigation report
19. Land Gas 2: remediation scheme
20. Land Gas 3: implementation of remediation scheme
21. Pre-commencement submission and approval of a scheme for provision and management of a minimum 10m wide buffer zone to the banks of the Kennet (consult EA)
22. Pre-commencement submission and approval of a landscape and ecological maintenance plan (consult EA).
23. In accordance with the approved flood risk assessment
24. Pre-commencement submission and approval of a SuDs scheme including implementation and maintenance details (consult EA)
25. Pre-occupation implementation of SuDs
26. Pre-occupation lighting scheme details to be submitted/approved/maintained as such thereafter (including consultation with the Network Rail Asset Protection Engineer at Network Rail and RBC Ecology Consultant)
27. Pre-commencement (barring demolition) glint and glare study (consult Network Rail at the time of submission)
28. Pre-commencement submission and approval of a security strategy. Pre-occupation implementation of the strategy and its retention thereafter.
29. Pre-commencement submission and approval of hard and soft landscaping scheme

30. Implementation of approved landscaping details.
31. Landscaping maintenance
32. Landscaping: planting specification including native species and maintenance
33. Pre-commencement submission and approval of a final arboricultural method statement and tree protection plan
34. Pre-commencement submission and approval of boundary treatments (consult Network Rail)
35. Pre-occupation pay facilities to be submitted and approved. Pre-occupation implementation and retention thereafter.
36. No use of flat roof to car park building as a roof garden, terrace or balcony.
37. No fixing or installing of miscellaneous item to the external faces or roof of any building without the prior approval from the LPA
38. Provision of 7 wheelchair user units as per the approved plans
39. Pre-occupation implementation and retention thereafter of the specifications within the approved noise mitigation scheme
40. Pre-occupation implementation of the ventilation specifications within the air quality mitigation scheme.
41. Hours of construction: 8am-6pm (Mon-Fri); 9am-1pm (Sat); no Sundays/holidays
42. No bonfires during construction
43. Pre-commencement pest site clearance
44. Pre-occupation submission and approval of details of measures to prevent pests accessing the bin store
45. Pre-commencement submission and approval of details of entrance signage/graphics
46. Pre-occupation evidence of dwellings achieving zero carbon homes standards
47. Pre-occupation provision and retention of lifts to Blocks A and B
48. Pre-occupation provision of approved electric vehicle charging spaces.
49. Pre-commencement submission and approval of proposed site and floor levels

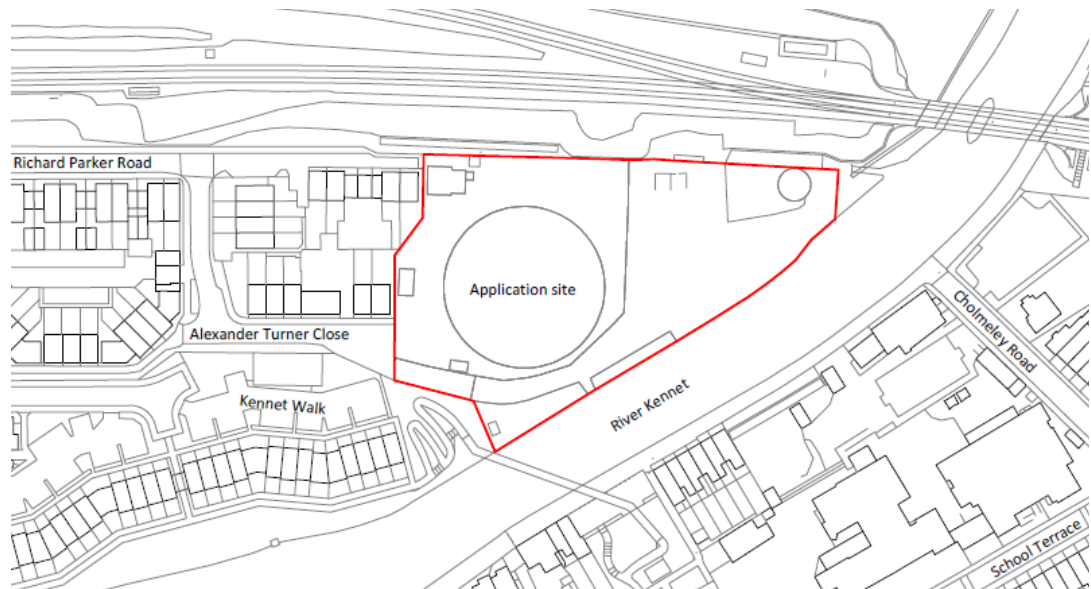
Informatives:

1. Positive and proactive requirement
2. S.106 applies
3. CIL-liable
4. Terms and conditions
5. Pre-commencement conditions
6. Works affecting the Highway
7. Fee for conditions discharge
8. Building Regulations - noise between residential units
9. Thames Water requirements
10. Environment Agency requirements
11. Part Wall Requirements - Network Rail
12. No encroachment - Network Rail
13. No foundation work to penetrate Network Rail land
14. Scaffolding - Network Rail

1. INTRODUCTION

- 1.1 The application site measures 0.71 hectares and is broadly triangular in shape. It is bounded by the River Kennet to the south and the east, railway lines to the north, which sits on a 3.5 meter high embankment, and residential development to the west. This includes the Kennet Walk development and the more recent development along Robert Parker Road and Alexander Turner Close.
- 1.2 The site itself is occupied by the existing 33 metre high Gas Holder, some ancillary buildings, a water tower and an area of hardstanding. The north and south boundaries of the site benefit from existing vegetation, predominately in the form of trees, although the majority of these are situated beyond the application boundary for the site.
- 1.3 The site formerly comprised one small part of the wider Reading gasworks which previously extended to the west of the site and was first established in 1880. The site has considerable ground contamination due to its historical use. The remaining Gas Holder on the site, known as GH4, was built in 1916 by C. & W. Walker Limited. It replaced an earlier Gas Holder that had been on the site since the late-19th century. The design of the Gas Holder comprises a narrow lattice box-section standard. It is identified as a 'Type 37' in the categories identified as part of the study of Gas Holders commissioned by English Heritage (now Historic England) in 2000, and it is a late example of its type.
- 1.4 In the mid-20th century the production of gas shifted towards intake from the North Sea and Gas Holders became increasingly obsolete. The investment and upgrading of infrastructure means that gas is now stored more efficiently in underground pipework. The majority of the holders at the Reading gasworks were dismantled and GH4 was decommissioned in March 2008. The hazardous substances consent for the Gas Holder was revoked at the end of 2012.
- 1.5 The site is currently owned and operated by Southern Gas Network (SGN), however the Gas Holder has been taken out of service and so is no longer in use. The Gas Holder occupies the majority of the site and the existing buildings and hardstanding remain in use as a depot for SGN, where vehicles and materials are stored.
- 1.6 There is a pedestrian footbridge crossing the River Kennet adjacent to the site, which provides access to New Town.
- 1.7 As well as the Grade II Listed New Town Primary School building, which is situated to the south of the site on the opposite side of the river, the railway bridge to the north-east of the Site is also Grade II listed. These and other local heritage assets are given full consideration in the Heritage, Townscape and Visual Impact Assessment (HTVIA) which accompanies this application. The site does not lie within a Conservation Area.

- 1.8 Part of the site falls within the Reading Air Quality Management Area (AQMA) due to its proximity to the railway line where it passes through the built-up area. The site also falls within Flood Zone 2.
- 1.9 The site also forms the far eastern corner of the East Side Major Opportunity Area (EMO) which has been allocated for development as a new community at the eastern fringes of the centre when the Reading Central Area Action Plan (RCAAP) was adopted in 2009 (Policy RC3). The Gas Holder is the last phase of development to come forward and is still allocated within the New Reading Local Plan (2019) under Policy CR13d. Here it is identified as an area for residential development, which should enhance the character of the mouth of the Kennet and should maximise the potential of the site to be a river gateway to Reading.
- 1.10 In terms of vehicular access to the site, the only access is as used by SGN from Alexander Turner Close, which connects to Robert Parker Road.



Location Plan

2. PLANNING HISTORY

Gas Holder Site

- 2.1 180392/Pre-Application Enquiry - Redevelopment of the existing gas holder site with a residential development of c. 120 no 1, 2 and 3 bedroom flats with associated open space, landscaping, access and car parking - Advice given
- 2.2 181687/Environmental Impact Assessment Screening Opinion - Request for confirmation that a Screening Opinion under Regulation 6 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 is not required - Confirmation given that EIA not required

42 Kenavon Drive

- 2.3 131280/Full Planning Permission - Erection of 192 dwellings with associated access, parking, landscaping and open space - Granted (with S106)
- 2.4 140782/Full Planning Permission - Construction of additional refuse storage and sub-station provision within the permitted residential scheme ref. 131280 at 42 Kenavon Drive - Granted
- 2.5 140786/Non Material Amendment - Non-material amendments to planning permission 131280 - Agreed

Former Homebase and Toys R Us Site

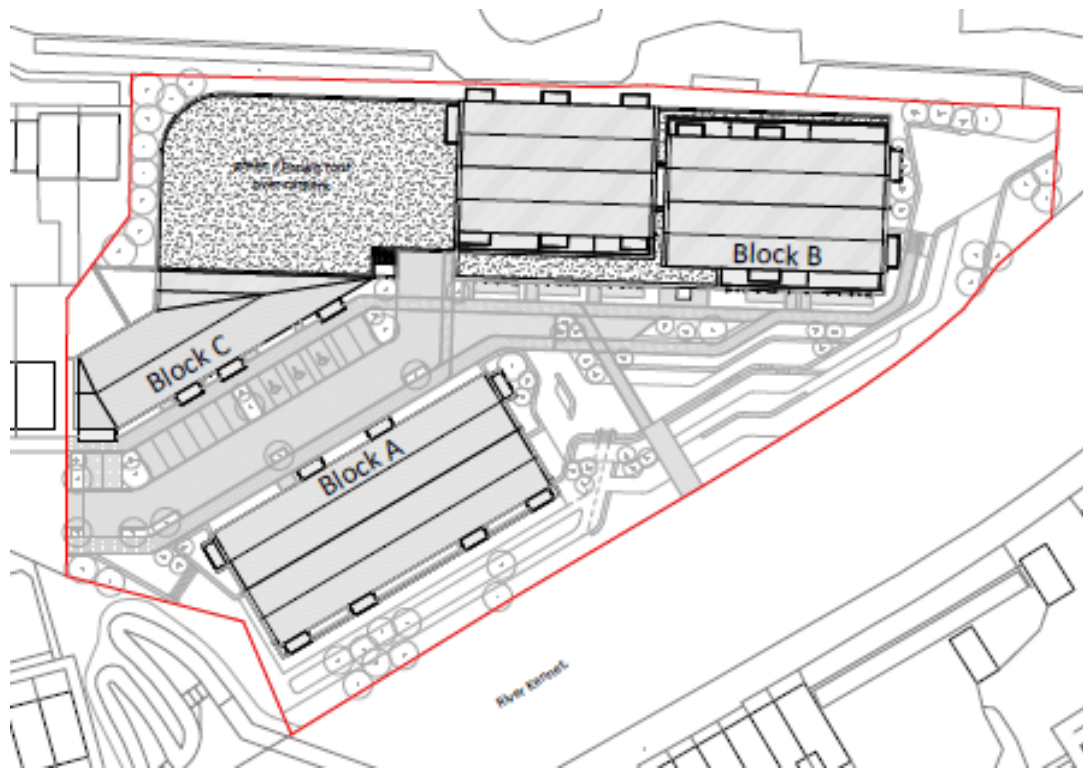
- 2.6 170509/Full Planning Permission - Demolition of the two existing retail (Homebase and former Toys R Us) structures and the erection of new buildings ranging between 2 and 11 storeys in height, providing 765 (18 x studio, 302x1, 409x2 and 36x3- bed) residential units (Class C3), 5 commercial units (1x flexible Class A1-A4, B1 or D1-D2, 1x flexible D1 or D2, 1x flexible Class A1- A5, 1x flexible Class A3 or A4, 1x flexible A1-A5 or D1-D2 uses), various works to the public realm, including a new riverside square, landscaping, accesses, parking and associated works - Granted (with S106).

2 and 3 Forbury Place, Forbury Road

- 2.7 121826/Full Planning Permission - Demolition of existing building and construction of two new office buildings (Use Class B1) with associated access, car parking, servicing, landscaping and engineering works - Granted (with S106).

3. PROPOSALS

- 3.1 The application seeks full planning permission for demolition of existing buildings and Gas Holder and the erection of new buildings ranging between 2 and 9 storeys in height, providing 130 residential units (Class C3) with associated access, car parking, landscaping and open space.
- 3.2 The proposed development is formed of 3 buildings; a 5 storey apartment building (Building A) parallel with but set back from the river edge, a taller 9 storey building on the northern boundary incorporating a covered 2 storey car park (Building B) and a 2 storey building (Building C) forming an extension to the existing homes along Alexander Turner Close. 127 car parking spaces are proposed.



Proposed Site Plan

- 3.3 A unit mix of 48 x 1 bedroom apartments (36.9%), 74 x 2 bedroom apartments (56.9%) and 8 x 3 bedroom apartments (6.2%) is proposed. Each proposed dwelling would have access to private amenity space. In blocks A and B this would be in the form of the balconies or terraces at ground floor whilst the ground floor units in block C would have private rear gardens.
- 3.4 Building A comprises 38 market apartments (including 3 wheelchair accessible homes) and is 5 storeys high and incorporates 13 x 1 bedroom apartments, 20 x 2 bedroom apartments and 5 x 3 bedroom apartments. The building incorporates a refuse store for residents of these apartments.
- 3.5 Building B comprises 82 units including 4 wheelchair accessible homes) and is 9 storeys high and incorporates 35 x 1 bedroom apartments, 45 x 2 bedroom apartments and 2 x 3 bedroom apartments. This includes 3 x 2 bedroom duplexes and 2 x 3 bedroom duplexes at ground floor level which form part of the affordable housing provision. The building is split into two staggered but connected parts. 114 car parking spaces are proposed within the two level covered car park including accessible and electric charging spaces. A refuse store will be located at the eastern entrance to the multi-story car park in Block B, as well as at both the northern and southern boundaries of the access road. Each refuse store will serve each of the three blocks.
- 3.6 Building C comprises 10 affordable housing units provided across 3 storeys. This includes 2 apartments (1 x 2 bedroom and 1 x 3 bedroom) at ground floor level, as well as the entrance to the cycle store for the development. Across the first and second floors there are 8 x 2 bedroom apartments. 13 car parking spaces (including disabled parking) are located to the front of the building adjacent to

the footway and the access road into the site from Alexander Turner Close. Secure cycle storage for the whole development is proposed on the ground floor of Building C to provide 74 cycle parking spaces.

- 3.7 The design for all three buildings proposes to use red brick, with detailing and accents in grey and white brick. Dark grey materials are used for window frames and other features such as metal balustrades and metal gable pitched roofs to each building. The design approach is influenced by the industrial character of the site and surrounding area. In terms of context within the site, building A relates to the river frontage and the access road, building B relates to the open space and the railway line and Building C relates to the access road and the existing development to the west of the site. The development has been designed to reduce in height to the west where the site abuts the existing terraced houses and to rise in height to the east to mark a 'gateway' into Reading.
- 3.8 Vehicular access into the site is from Alexander Turner Close and a network of pedestrian routes would run through the development site and include provision of a physical connection to the existing footbridge over the Kennet in the south west corner of the site.
- 3.9 The proposals include a 520m² public community garden, located between Buildings A and B and the river frontage. This area includes 2 x 50m² play areas (to Local Area for Play specifications) and space for informal play, native planting and sheltered seating by the river. A viewing platform is proposed that projects out into the river and provides informal seating areas. A nature corner is proposed as a sunken area to the east of Building B, which provides an ecologically diverse area of approximately 160m².



Proposed Visual - View east into the site from entrance on Alexander Turner Close



Proposed Visual - View north-west into the site from River Kennet

- 3.10 This application is reported to planning applications committee because it is a major category application.
- 3.11 The applicant sought detailed pre-application advice in relation to the proposed development and also held 2 public consultation events during the pre-application stage. A statement of community involvement was submitted with the application and a further public consultation event has been held at application stage. The proposals were also reviewed by Design South East at pre-application stage and the Council's Design Review Panel at application stage.
- 3.12 Members also carried out an accompanied site visit on 11th July 2019.

4. CONSULTATIONS

Environment Agency

4.1 No objection subject to conditions to secure:

- Pre-commencement submission and approval of a contaminated land site characterisation report, remediation scheme, implementation of remediation and verification reports
- No piling works other than with the written consent of the LPA
- No drainage systems for the infiltration of surface water to the ground are permitted other than with the written consent of the LPA
- Pre-commencement submission and approval of a scheme for provision and management of a minimum 10m wide buffer zone to the banks of the Kennet
- Pre-commencement submission and approval of a landscape and ecological maintenance plan
- In accordance with the approved flood risk assessment

- Pre-commencement submission and approval of a SuDs scheme including implementation and maintenance details

National Rail

4.2 No objection subject to conditions to secure:

- Pre-commencement submission and approval of Construction and Demolition Management Plan
- Pre-commencement details of SuDs
- Pre-commencement submission and approval of boundary treatments
- No piling works other than with the written consent of the LPA
- Pre-commencement submission and approval of a lighting strategy and glint study.

A number of informatives are also proposed with regard to activities close to Network Rail land.

Thames Valley Police

4.3 No objection subject to a condition to secure pre-commencement submission and approval of a security strategy.

British Waterways Canal and River Trust

4.4 Does not wish to comment.

Berkshire Fire and Rescue

4.5 No comments received.

Southern Gas Networks

4.6 No comments received.

Health and Safety Executive

4.7 No objection.

Thames Water

4.8 No comments received.

Wokingham Borough Council

4.9 No objection.

South Oxfordshire Borough Council

4.10 No comments received.

Berkshire Archaeology

4.11 No objection.

RBC Natural Environment Trees

4.12 No objection, subject to condition to secure:

- Pre-commencement submission and approval of hard and soft landscaping scheme
- Implementation of approved landscaping details.
- Landscaping maintenance
- Landscaping: planting specification including native species and maintenance
- Pre-commencement submission and approval of a final arboricultural method statement and tree protection plan

RBC Transport

4.13 No objection, subject to conditions to secure:

- Pre-commencement submission and approval of Construction and Demolition Management Plan
- Pre-commencement submission and approval of a parking layout plan, pre-occupation provision of parking spaces and retention of the spaces thereafter free from obstruction
- Pre-commencement submission and approval of a cycle parking layout plan, pre-occupation provision of spaces and retention of the spaces thereafter free from obstruction.
- Pre-occupation provision of approved vehicular access
- Pre-occupation provision of the approved bin stores
- Within 5 months of first occupation submission and approved of a travel plan
- Annual travel plan review

And a section 106 agreement to secure:

- A financial contribution of £200, 000 towards bus service improvements
- Section 278 Highways agreement to provide the works to connect the access road and footpath to Alexander Turner Close
- Section 278 Highways agreement to provide the works for the new link to the pedestrian footbridge over the River Kennet
- Provision of on-street parking controls.
- Car club (2 spaces - the 1st provided prior to occupation then the 2nd should demand arise)

RBC Environmental Protection

4.14 No objection subject to conditions to secure:

- Pre-commencement submission and approval of a contaminated land site characterisation report, remediation scheme and implementation of remediation
- Pre-commencement submission and approval of a land gas site characterisation report, remediation scheme and implementation of remediation
- Implementation of approved measures for control of construction noise and dust
- Pre-occupation implementation and retention thereafter of the specifications within the approved noise mitigation scheme
- Pre-occupation implementation of the ventilation specifications within the air quality mitigation scheme
- Control of hours of construction
- Pre-commencement site pest clearance
- Pre-commencement submission and approval of bin store strategy for control of pests.

RBC Ecological Consultant

4.15 Final comments awaited.

RBC Emergency Planning

4.17 No objection.

RBC Leisure

4.18 No objection subject to a section 106 agreement to secure:

- A financial contribution of £200, 000 for leisure and recreation improvements

RBC Sustainability

4.19 It is good that zero carbon homes standards are to be met and in particular the waste water heat recovery system. Disappointed that on site decentralised energy is not being provided.

Public Consultation

4.20 Neighbouring occupiers at no.s 1-21 Alexander Turner Close, the Jolly Anglers Public House, no.s 318-346 Kennet Side, no.s 216-232 Kennet Walk and no.s 45-53 Robert Parker Road were notified of the application by letter. 17 site notices were also displayed within the area surrounding the application site.

4.21 70 objections have been received raising the following issues:

Transport

- The single access route to the site through an existing house development will not work and is insufficient to serve both for both future and existing residents
- The single access through the existing housing development is a highway safety hazard
- Worsen traffic in the surrounding area from multiple ongoing developments
- Construction pollution impacts
- Who will be responsible for day to day clean up and repair to the single access road during construction
- Electric vehicle charging points should be included within the proposed development
- Large amount of parking proposed will encourage car use
- Increased car emissions
- How will refuse collection and access be managed
- Cycle storage should be provided
- A new bus service will be required
- Will there be any cycle paths to connect to the existing network
- Concern about fly tipping
- Not enough car parking is proposed to be provided

Amenity

- Scale of the proposals will block light from New Town Primary School and will overlook the playground
- Loss of light and overlooking and privacy impact upon existing houses on School Terrace and other surrounding streets in New Town, Kingsmead and Kennetside
- The proposals would be overbearing to the surrounding area
- The existing gas holder structure lets light pass through unlike the proposed development
- New Town is already overcrowded and his proposed will worsen drug and litter issues
- Concern regarding the sites contaminated nature and carrying out of construction works so close to a primary school and housing
- A play area should be provided as part of the proposed development
- The daylight sunlight assessment regarding impact on surrounding properties has not been carried out accurately or to an appropriate standard
- Increased light pollution from street lights, flats and cars
- The proposal would result in a cramped form of development with limited personal space and freedom and can result in higher levels of crime and violence

Character/Design/Appearance

- The existing gas holder structure is an iconic local landmark and non-designated heritage asset that creates a sense of place and history to this part of the town. The structure is part of Reading's industrial heritage and marks the gateway to reading via the train line. The replacement of this structure with a generic block of flats would erode this sense of place.
- The proposed development would be an eyesore on the riverside
- The proposals are much larger than Council's local plan has allocated for
- The scale of the proposal is out of keeping with the surrounding area

- The historic waterway setting should be development more sensitively
- The proposals would appear overbearing to this part of the River Kennet
- The style of the proposed building is out of keeping with surrounding architecture
- The gas holder structure should be re-used as part of the proposed development similar to Kings Cross in London
- The proposed design and architecture fails to respect Reading's industrial heritage in terms of scale or design
- The height of the proposals should only match that of buildings in the surrounding area
- The existing gas holder is not a solid structure and should not set a precedent for solid buildings of the same scale on the site

Natural Environment

- Harm to wildlife in the area
- Peregrine falcons utilise the gas holder structure and their habitat should be preserved
- Harm to bat, otter, kingfisher, swan and geese habitats
- The Council has declared a climate emergency yet the proposed buildings are not in any way sustainable nor does the proposed landscaping mitigate the harm to wildlife
- Ecology survey has now been carried out to an appropriate standard
- Insufficient wildlife mitigation is proposed
- The proposed landscaping works to the bank of the river would be harmful to the existing wildlife
- Loss of healthy tree grounds and replacement with other trees increases risk of disease and environmental threat

Other

- There is a lack of infrastructure (schools, doctors surgeries, nurseries, shops etc) to support the proposed new homes
- The proposed 10% on-site provision of affordable housing falls well below the 30% policy requirement
- The site would be better developed as a youth centre, community garden or playground
- No sustainable drainage system proposed
- No renewable energy proposals are incorporated within the development
- Insufficient public engagement as part of the application
- The proposals will not help mitigate against climate change
- The proposal will reduce property values for existing surrounding houses
- Why is the Council selling so much public land to private investors (*Officer comment: the site is not owned by the council*)
- The majority of flats will be bought by investors to rent out
- Increased flood risk
- No environmental assessment for the weight of such a tall building on contaminated land

Kingsmead Residents Association Comments:

- Insufficient local infrastructure and amenities
- Timings for deliveries and waste vehicles should be used to reduce impact on commuters and local residents
- The HGV access plan does not take account of the parking bays on Robert Parker Road
- The construction method statement refers to holding areas for HGV's - these should not be within the Kingsmead estate
- How will parking control be enforced
- The construction environmental management plan refers to water suppression and wheel washing to reduce risk of contaminants - more measures are required
- Reassurance over who is responsible for maintenance of the access road required
- What child safety measures are proposed
- Anti-social behaviour and vandalism concerns for the construction site
- There is significant existing pressure on local roads - the number of proposed parking spaces should be reduced, more cycle spaces should be provided, public transport and public rights of way links should be improved and an on-site car club considered
- Inadequate ecological surveys - bat survey completed outside of breeding season, presence of red kites not considered, no assessment of peregrine falcon nest within the gas holder structure
- The proposals are for many more units than the Council's local plan has allocated for
- Insufficient local engagement by the Developer

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.
- 5.3 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:
- 5.4 Reading Local Plan 2019

CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT
 CC2: SUSTAINABLE DESIGN AND CONSTRUCTION
 CC3: ADAPTATION TO CLIMATE CHANGE
 CC4: DECENTRALISED ENERGY

CC5: WASTE MINIMISATION AND STORAGE
 CC6: ACCESSIBILITY AND THE INTENSITY OF DEVELOPMENT
 CC7: DESIGN AND THE PUBLIC REALM
 CC8: SAFEGUARDING AMENITY
 CC9: SECURING INFRASTRUCTURE
 EN1: PROTECTION AND ENHANCEMENT OF THE HISTORIC ENVIRONMENT
 EN4: LOCALLY IMPORTANT HERITAGE ASSETS
 EN6: NEW DEVELOPMENT IN A HISTORIC CONTEXT
 EN7: LOCAL GREEN SPACE AND PUBLIC OPEN SPACE
 EN9: PROVISION OF OPEN SPACE
 EN10: ACCESS TO OPEN SPACE
 EN11: WATERSPACES
 EN12: BIODIVERSITY AND THE GREEN NETWORK
 EN14: TREES, HEDGES AND WOODLAND
 EN15: AIR QUALITY
 EN16: POLLUTION AND WATER RESOURCES
 EN18: FLOODING AND DRAINAGE
 H1: PROVISION OF HOUSING
 H2: DENSITY AND MIX
 H3: AFFORDABLE HOUSING
 H5: STANDARDS FOR NEW HOUSING
 H10: PRIVATE AND COMMUNAL OUTDOOR SPACE
 H11: DEVELOPMENT OF PRIVATE RESIDENTIAL GARDENS
 H12: STUDENT ACCOMMODATION
 TR1: ACHIEVING THE TRANSPORT STRATEGY
 TR3: ACCESS, TRAFFIC AND HIGHWAY-RELATED MATTERS
 TR4: CYCLE ROUTES AND FACILITIES
 TR5: CAR AND CYCLE PARKING AND ELECTRIC VEHICLE CHARGING
 CR1: DEFINITION OF CENTRAL READING
 CR2: DESIGN IN CENTRAL READING
 CR3: PUBLIC REALM IN CENTRAL READING
 CR6: LIVING IN CENTRAL READING
 CR13: EAST SIDE MAJOR OPPORTUNITY AREA

5.5 Supplementary Planning Documents (SPD's)

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

6. APPRAISAL

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

- Principle
- Development Density, Unit Mix and Affordable Housing

- Layout, access, height and massing, appearance, design and impact on heritage assets
- Open Space/Public Realm, Recreation and Leisure, Trees, Landscaping and Ecology
- Amenity of Surrounding Occupiers
- Standard of Residential Accommodation
- Transport
- Flooding
- Sustainability
- Archaeology

Principle

- 6.1 The National Planning Policy Framework (2019) 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, located within the Reading Central Area as defined by the Reading Local Plan (2019), is considered acceptable for the proposed development in accordance with Policy CC6 (Accessibility and Intensity of Development) whilst the provision of new housing would align with the broad objectives of Policy H1 (Provision of Housing) in assisting in meeting the annual housing targets.
- 6.2 The site forms part of the East Side Major Opportunity Area (MOA) which is allocated for residential development in the Reading Local Plan (2019) under policy CR13 (Development in the East Side Major Opportunity Area). The vision for the East Side MOA, which includes the entirety of Kenavon Drive and Kennet Walk to the east and Forbury Road to the west (incorporating Reading Prison and the recently developed Forbury Place office buildings) is for the area to *“be a new community at the eastern fringes of the centre, lending a more urban character to the area, and helping to frame the historic east of the central core”*.
- 6.3 Policy CR13 continues by stating that development in the east side MOA will:
- i) Provide a more defined urban environment than currently exists, of a medium to high density;
 - ii) Contribute towards the provision of a new residential community at the eastern fringes of the central area;
 - iii) Help facilitate greater pedestrian and cycle permeability, in particular east-west links through the area and links between development areas and the station, including improved crossings of the IDR and railway;
 - iv) Safeguard land which is needed for mass rapid transit routes and stops;
 - v) Preserve the historic features in the area and enhance their setting where possible;
 - vi) Provide additional areas of open space where possible, particularly in the centre of the new community;
 - vii) Maintain, improve and create new access along the River Kennet.

- 6.4 It is considered that the proposed development meets all of these overarching objectives, as will be demonstrated in more detail throughout this report.
- 6.5 More specifically the application site forms part of the eastern Gas Holder Site sub-area under Policy CR13d which states that *'This area will be used for residential development. Development should enhance the character of the mouth of the Kennet and should maximise the potential of the site to be a river gateway to Reading. Public access along the river will be sought. Development should be set back at least ten metres from the top of the bank of the river and allow for a wildlife corridor along the river. Development should take account of potential contamination on the site.'*
- 6.6 Again, it is considered that the proposed development meets the objectives of this policy, as will be demonstrated in more detail in this report.
- 6.7 In addition, the Council's adopted Kenavon Drive: Urban Design Concept Statement (UDCS) (2004) recognises the potential for regeneration in this area. The UDCS recognises that the Kenavon Drive area has the potential to provide a mixed use townscape and envisages the application site will *'continue as a blend of residential and commercial uses or transfer to a wholly residential development'*. The principles of the Kenavon Drive UDCS are incorporated within Policy CR13 of the Local Plan (2019).
- 6.8 The broad principle of the proposal for residential development is therefore considered to be acceptable and in accordance with CC6, H1 and CR13. The details of the proposed development are now considered within the rest of this report.

Development Density, Unit Mix and Affordable Housing Provision

- 6.9 The application proposes a development density of 183 dwellings per hectare (130 dwellings/ 0.71 hectare site). Although a high density development, it is noted that there is no prescribed local policy density upper limit for town centre sites, with Policy CR13 (i) specifying development within the East Side MOA will be of a medium to high density. In addition, Policy H2 (Density and Mix) outlines an indicative density of above 70 per hectare in town centre locations, with factors such as site characteristics, accessibility and need to achieve high quality design and minimise environmental impacts informing the appropriate density. The sustainable location of the site, together with the quality of the design on brownfield land have encouraged officers to conclude that the density of development proposed is appropriate. It is also relevant to note that at pre-application stage Design South East considered the density to be generally appropriate.
- 6.10 Whilst the site allocation within emerging Policy CR13d gives an indicative potential of 46-70 dwellings per hectare, paragraph 5.4.23 of supporting text to this policy clarifies that the number of dwellings are, to an even greater extent than other areas, an indication only.

- 6.11 In terms of unit mix Policy CR6 (Living in Central Reading) seeks that residential developments within the town centre area should incorporate a maximum of 40% of 1 bedroom units and a minimum of 5% of 3 bedroom units. The application proposes 48 x 1 bedroom units (37%), 74 x 2 bedroom units (57%) and 8 x 3 bedroom units (6%) and is therefore policy compliant in this respect. In particular the proposal would contribute to the provision of a new residential community within the wider East Side Major Opportunity Area as per Policy CR13 (ii).
- 6.12 In terms of affordable housing Policy H3 (Affordable Housing) seeks that development proposals of more than 15 dwellings should provide a 30% on-site provision of affordable housing. The application proposes to provide 15 on-site affordable units which equates to 12%. Given this falls below the policy compliant level of provision the applicant has submitted a viability appraisal with the application documents to justify this. This appraisal document has been reviewed on behalf of the Local Planning Authority by BPS Chartered Surveyors who consider that this offer maximises affordable housing delivery on the site. This is largely down to the former use of the site as a gas works and the associated major remediation and decontamination works necessary to bring the land forward for residential use. Discussions are ongoing between the applicant and the Council's Principal Valuation Officer on this matter and final details of the affordable housing offer will be provided in the form of an update report.
- 6.13 In terms of the 15 on-site affordable dwellings proposed 10 of these would be located within block C which is all of the units in this block and 5 would form duplex units across the ground and first floors of Block B. The affordable dwellings would comprise of 10 shared ownership units (3 x 3 bedroom units and 7 x 2 bedroom units) and 5 x affordable rented units (5 x 2 bedroom units)
- 6.14 The proposals would be liable for CIL and the liability is projected to be £1.9m. Albeit this may decrease slightly in practice as the applicant could apply for relief on the affordable housing units.

Demolition and effect on heritage assets

- 6.15 Policy CC7 aims to preserve or enhance the character of the area in which a development is located. Policy EN11 (Waterspaces) seeks to protect and enhance Reading's waterspaces, so that they can continue to contribute to local and regional biodiversity and ecology, flood mitigation, local character, heritage and visual amenity, the provision of accessible leisure and recreational opportunities and, where appropriate, navigation. Policy CR2's (Design in the Centre) purpose is to secure appropriate relationships between buildings, spaces and frontages within the centre of Reading. Policy CR3 requires proposals to make a positive contribution towards the quality of public realm in the central area of Reading. Finally, Policy EN1 (Protection and Enhancement of the Historic Environment) seeks to preserve or enhance the historic character and setting of heritage assets. These policies are in addition to the wider policy aims of the East Side MOA outlined above are relevant to consideration of the appearance and impact of this proposal on the area.

6.16 At 33m in height the existing gas holder structure to be demolished is a prominent and distinctive local landmark which is visible both from short and long range views within the surrounding area. The structure known as gas holder no. 4 dates from 1916 and is the last of 4 gas holders built on the wider gas works site which once extended as far to the west as to Kenavon Drive. Gas holder no. 4 was decommissioned in March 2008 and is now redundant. The design of Gas Holder no. 4 is described as of narrow lattice box-section standard and is a frame guided has holder with 18 lattice columns and four lifts. It is known as a 'Type 37' gas holder, the earliest example of this type was in Manchester at Miles Platting from 1892 which is still standing, albeit there is an extant consent for its demolition, and is considerably larger than Gas Holder no.4 in Reading.



Gas Holder No. 4

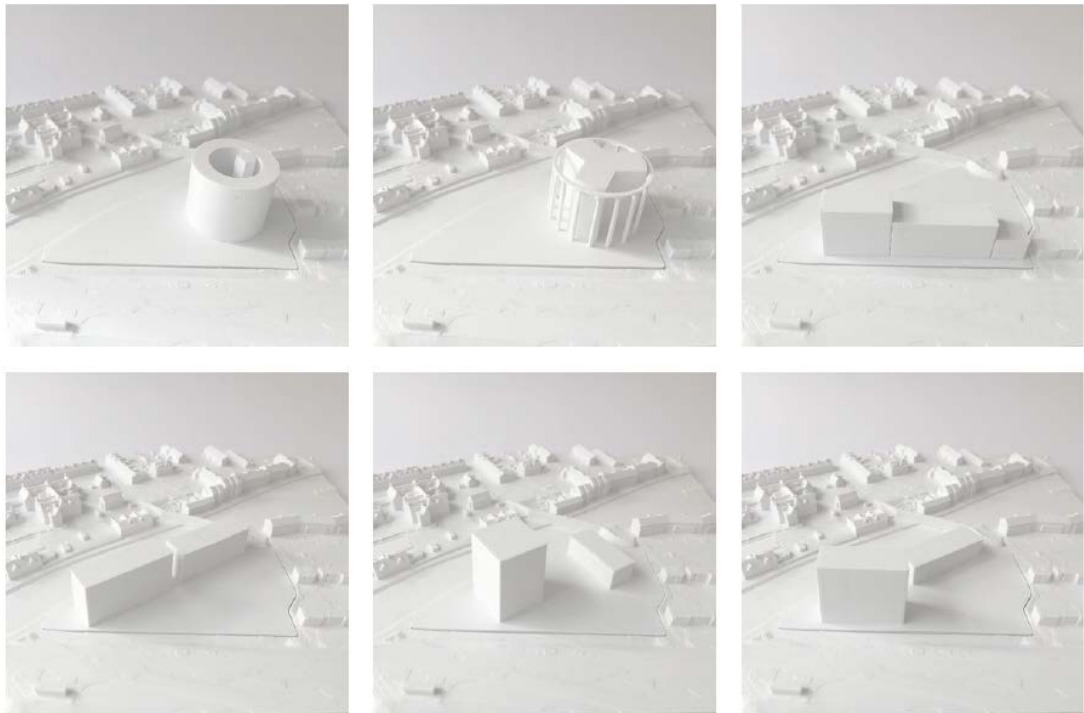
- 6.17 As part of the applicants Heritage, Townscape and Visual Impact Assessment (HTVIA) the applicant has provided a review of the heritage and townscape value of the structure. This document notes that gas storage in England was researched by Historic England as part of the Monument Protection Plan's (MPP) survey and comprehensive review of the gas industry completed between 1997 and 200. Reports produced as a result of this survey identified 150 sites of historic or architectural interest related to the gas industry but Gas Holder no. 4 in Reading was not identified as being of national significance as part of the review.
- 6.18 Whilst not a designated heritage asset, owing to its age and local value, the applicants HTVIA identifies the Gas Holder Structure as a non-designated heritage asset due to its local heritage interest as the remaining identifiable feature of the gasworks. The report identifies that whilst the structure has some historical interest from its age representing the period of industrial development in this part of Reading this industrial context has now been largely lost as a result of the demolition of the wider gas works site with the structure now isolated within a residential setting. The structure is also identified as being a late example of its type noting that some 'Type 37' gas holders incorporated rolled sections to the frontage to give a neater appearance but that this is not the case for Gas Holder

no. 4 which is more utilitarian and functional in appearance. The structure is noted as being of limited engineering or architectural interest and not a technologically innovative example of its type, whilst also not exhibiting the decorative detail associated with listed examples of gas holders (designated heritage assets) such those seen at Bromley by Bow and Kings Cross in London.

- 6.19 The HTVIA concludes, in respect of the existing gas holder structure, that it is of limited heritage significance. The Council's Heritage Consultant concurs with the findings of the applicants HTVIA and similarly officers are satisfied that this assessment has been carried out to a high standard.
- 6.20 Paragraph 197 of the NPPF (2019) states that, 'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'. Given the proposal is to demolish gas holder no.4 this balanced judgement approach must be followed in the assessment of this application. However, it should also be noted that as a non-designated heritage asset the structure is not subject to statutory protection and could be subject to demolition under Part 11 Class B (demolition of buildings) of the General Permitted Development Order 2015 (as amended) without the need for planning permission.
- 6.21 Notwithstanding the above, during pre-application discussions with officers in relation to the proposed development the applicant, as set out within the supporting information submitted with the planning application, has reviewed and considered alternative options to demolition of the gas holder structure including its re-use as part of any redevelopment. This review identified that:
- If the existing structure was to be re-used and incorporated into the new development in its original form and location, then the structure would need to be dismantled, removed, cleaned, and then re assembled and strengthened with additional structure in order that it can support new building.
 - If the existing structure was to be left untouched, it would require repair and upkeep as mentioned above, but would also prejudice the redevelopment of the rest of the site. Notwithstanding the design implications, the remaining land would be too small to accommodate the development necessary to afford to regenerate the land in what is already a very constrained site. The site would as a result also remain classified as a depot.
 - Engineering advice sets out that the loading of any new building sitting within the footprint of the gas holder site needs to be limited to 4 storeys. This is because any greater height in combination with the ground conditions (the ground within the footprint of the gas holders is largely made ground and contaminated ground) would require piled foundation solution, which in turn would breach the clay layer and potentially allow contamination to reach the water course. If a building on the footprint of the existing structure is limited to four storeys, a different foundation design is possible that avoids this.

- There is also a financial aspect to associated costs for retention/redevelopment of the existing structure. The limitations on the scale of any redevelopment on the gas holder site are a key constraint on value as only 4 floors of accommodation is possible within the footprint of the existing structure which limits the viability of an redevelopment taking into account required contributions toward the infrastructure serving the site, affordable housing, and notably the engineering and remediation costs associated with redeveloping a former gas site. The applicant's assessment notes that probably the most famous example of re-use of a gas holder structure is Kings Cross London however; there is a very significant difference in the value profile of the finished developments for the current application site and that of a site within Central London.

6.22 As part of the review of the existing structure a number of design concepts were considered for either re-use or provision of a new building within the footprint of the existing gas holder.



Design concepts for re-use or re-provision of a new building on the footprint of the existing gas holder

6.23 The review concluded that the option of a new building in the same location and of the same scale would result in an overbearing form of development upon its neighbours, in particular the directly adjacent properties to the west in Alexander Turner Close and Robert Parker Road and would also create a difficult balance within the site in terms of location of a solid building of this scale (as opposed to the open structure of the existing gas holder). The 'Kings Cross' style approach and retention/adaptation of the existing building was also explored but results in the same problems in terms of relationship with neighbouring buildings and balance of the site.

- 6.24 It is considered that the Applicant has satisfactorily explored options for retention, re-use or adaptation of the existing gas holder structure. Officers conclude that the bulk of an 'infilled' gas holder or of a new building of similar scale in this location would result in significant and unacceptable overbearing and loss of light impacts upon existing adjacent occupiers at Alexander Turner Close and Robert Parker Road to the west. The massing of such a solid structure or new building would also form a significant jump in massing and present an awkward relationship with the small 2-3 storey buildings within these adjacent streets in design and street-scene terms. The engineering and remediation challenges referred to by the Applicant and set out earlier in this report are also acknowledged.
- 6.25 Therefore, Officers accept that re-use or adaptation of the existing gas holder structure is very unlikely to be feasible as part of an overall redevelopment of the site for residential purposes and that whilst considered to have value as a non-designated heritage asset the existing structure is of limited heritage significance. Nonetheless, in consideration of this application, demolition of the structure can only be considered appropriate subject to the proposed replacement buildings being suitable in design and related terms as discussed below (as well as the wider public benefits of the scheme discussed elsewhere in the report).

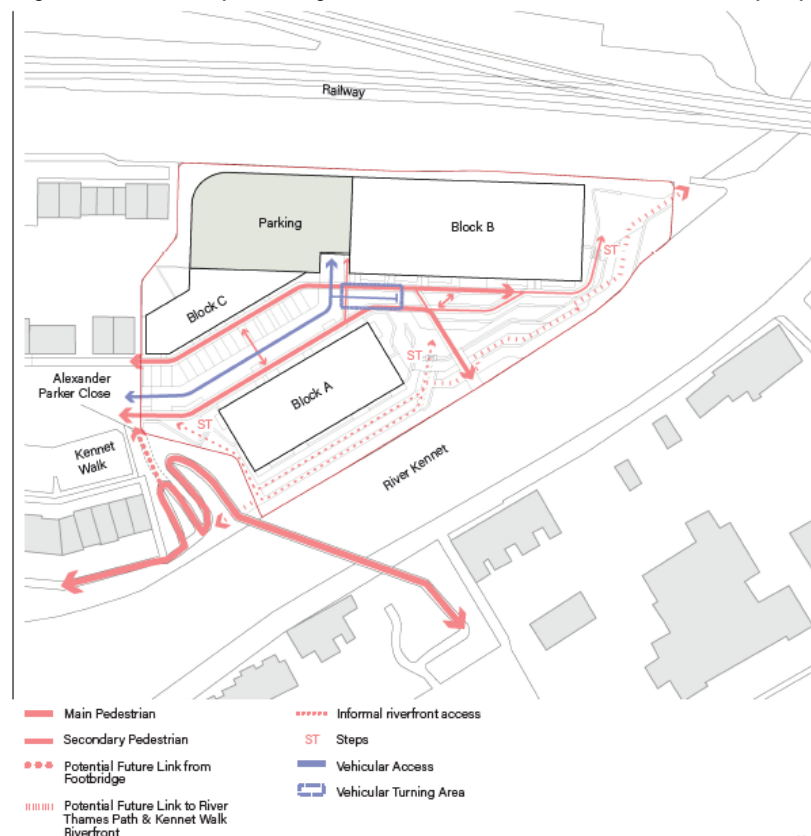
Layout, access, height and massing, appearance, design and impact on heritage assets

- 6.26 The proposed layout is considered to respond positively to its surroundings. The layout is heavily influenced by the site's constrained location with the railway line directly to the north of the site and the River Kennet directly to the south. The river also wraps north around the eastern end of the site as it joins the Thames such that the site is enclosed by both natural and man-made features to three sides.
- 6.27 The Gas Holder site is also located on the very eastern edge of the East Side MOA which spreads westwards towards the Abbey Ruins and Forbury Gardens. Importantly the adjacent site, formerly known as 42 Kenavon Drive, which shares the entire western boundary of the Gas Holder site, has already been redeveloped for 192 dwellings under planning permission ref. 131280. Vehicular access to the application site can only be obtained via this adjacent development at a single point of access from Alexander Turner Close. Therefore, the location of this access point is already fixed. When the adjacent 42 Kenavon Drive site was developed this access point and connecting roads were designed to accommodate additional traffic flow to the Gas Holder Site for a future residential development.
- 6.28 The proposals would extend Alexander Turner Close just under half way into the site and provide the primary access points to the three proposed buildings, including vehicular access to the proposed car park.

- 6.29 In terms of the general layout of the three proposed buildings, Block C is located at the entrance to the site and at three storeys is the smallest block within the development. This block is designed as a transitional block between the two storey terraces which sit on the boundary of the adjacent Bellway Homes site on Alexander Turner Close and is intended as a visual continuation of this form of development into the site and a link to Blocks A and B which are larger in scale. Block B is the largest building in the development at 9 storeys and is located in the north east corner of the site to the south of the railway line and is intended as the marker building as part of the site's gateway status. The proposed two storey covered car park would connect blocks B and C and its position to the rear of block C is such that its location is largely hidden from view.
- 6.30 Block A forms the frontage block onto the River Kennet and would be 5 storey's in height. This block would sit on the south side of the new central street opposite block C and would be set back 10m from the river bank in accordance with Environment Agency buffer requirements intended to protect and encourage riverside biodiversity. In general terms it is considered that the proposed layout relates well to the site's context whilst the general massing approach, which sees heights increase across the site from east to west, facilitates the integration of the development with and transition from the adjacent Bellway Homes scheme but also the policy aspiration of the development forming a gateway site.
- 6.31 Pedestrian routes would also connect to Alexander Turner Close along both sides of the new central street and the cycle route would be extended along the northern side of the new road. The two pedestrian routes would then continue across the site merging into one in the far eastern corner. It is here that the pedestrian route would terminate but with potential to continue further east, onto land currently outside the Applicant or RBC's control, in the future should the opportunity arise.
- 6.32 A significant benefit of the proposed development is the provision of a new pedestrian footpath link to the existing footbridge over the Kennet to the south of the site. On the north side of the river the footbridge is currently only accessible from the river towpath to the south of the Kennet Walk which is poorly located for access to the Gas Holder Site and also for residents of the existing Bellway Homes development, known as 42 Kenavon Drive, to the west of the site. It is proposed to reconfigure the existing winding and ramped access to the footbridge to provide a direct pedestrian link from the new central street which would adjoin Alexander Turner Close.
- 6.33 In terms of river front access at a central point within the site the pedestrian route would also lead down to the river front providing access to a central viewing platform and informal public access routes across the entirety of the river frontage. These routes across the river frontage would not be laid out as formal pathways due to requirements from the EA to maintain a 10m buffer to the riverbank frontage for biodiversity mitigation/enhancement and maintenance access. However, public access would be available across the frontage indicated by mown areas within the soft landscaping.

6.34 During pre-application discussions Officers highlighted the aspiration and importance of providing a continuous access along the river frontage to connect to the existing pathway to the rear of the Kennet Walk properties to the east of the site. The transport statement submitted by the Applicant sets out that this has been considered in some detail but that there is insufficient room to provide a footpath along the abutment of the bridge at the water's edge to connect the site to the existing Kennet Walk route. Therefore to facilitate this, given the convoluted ramped access up to the bridge, this would require the entire bridge to be replaced which would be hugely significant in terms of costs and undertaking. The applicant also sets out that the Environment Agency , as a statutory consultee) have also indicated that they would also not support this connection in terms of their requirement for a buffer zone beside the river. Policy EN11 (Waterspaces) also seeks retention of a 10m buffer zone to waterway frontages in line with the EA aspiration for biodiversity enhancement to Readings waterways. Therefore, the proposals include a potential future exit point to the side at the western end of the informal route but a direct link across the river frontage to the Kennet Walk path is not proposed. Whilst this is disappointing officers acknowledge the applicants reasoning as to why this cannot be provided.

6.35 The proposed new connection to the footbridge from Alexander Turner Close would provide a slightly more direct route for pedestrians to continue their journey along this side of the river bank. The proposed plans indicate that one of the two informal routes across the front of block A towards the eastern boundary of the site would turn north allowing access up past the east flank elevation of block A which would lead up to the new central street and new footway access to the footbridge. The ramped access to the footbridge could then be followed down to join the river pathway to the rear of the Kennet Walk properties.



Vehicle and Pedestrian Routes

- 6.36 As discussed above it is already considered that the site links well with the surrounding area and at street-level it is considered that the proposed layout contributes positively towards creating a sense of place and community within the site as well. All blocks are accessed from and include ground floor units facing onto the new central street or in the case of Block B on to the pedestrian routes which extend off the new street creating active frontages on to the street. Landscaping also plays a key role in the development and all three blocks would have direct access to a large area of public space in the centre of the site and in particular blocks A and B would have units fronting onto this space. The opens space would include informal play equipment set in planted areas and public art, whilst a series of stepped gabion walls would lead down to the riverfront and proposed central viewing platforms. The riverfront buffer area would include informal pedestrian routes across the river frontage and consist of natural and biodiverse wildlife friendly riverfront planting. In the north east corner of the site would be a nature corner with biodiverse further biodiverse planting and wildlife mitigation.
- 6.37 In terms of detailed design the application sets out that the approach was to provide high quality modern buildings to mark the aspirations for the site to be a gateway to Reading but also to reflect and celebrate the industrial heritage of the site. The form and architecture of the proposed buildings is considered to be reflective of a warehouse style with elements also relating to former factories and mills. The buildings all follow similar key principles to form a cohesive group of buildings, with red brick elevations, strong horizontal and vertical emphasis to fenestration and steep metal gable pitched roofs reflecting an industrial character. Projecting balconies are also a theme and are a common feature of warehouse conversion developments together with dark grey window and door frames. However, each building also displays a distinct character though subtle variations in brickwork detail and different architectural elements.
- 6.38 Block A is the middle building both in terms of location and height and fronts the river. In terms of architectural detail the building includes grey and white horizontal brick works bands between each of the floors, inspired by the Huntley and Palmers Factory, to contrast with the red brick core of the building and vertical emphasis of the window positions. Recessed window reveals, use of light mortar, as well as sections of red Herringbone brick detailing below each of the windows assist in providing a good degree of details and variation to the design. Block B is the tallest building in the development and largest in terms of footprint and has been designed to be the marker building on the site in line with the aspirations for a gateway development. At 9 storeys in height the building is not considered a 'tall building' in planning policy terms with the threshold being 12 storeys and above for residential schemes (Policy CR10). Due to its general scale the building has been designed as a split block with one footprint of the building off-set from the other, although still one building with access available internally between the two sections. Due to its height the ground and first floors are expressed differently to the rest of the building providing a modestly projecting base to the duplex apartments located in this part of the building which assist in presenting a more human scale façade to activate street level

frontages of the building. This treatment wraps around the east side elevation of the building. The upper elements of the building again incorporate small variations compared to the other blocks, in this instance light mortar is proposed to the core redbrick work areas in one half of the split block and dark mortar to the other, whilst the Herringbone brick detail below each of the recessed window reveals is shown in a grey rather than red brick.

- 6.39 Block C as the smallest block within the development takes its cues from the other two blocks but in a simplified form given its smaller scale. The main difference to this block is the roof form which whilst presenting a gable to the west flank towards the boundary with the adjacent development the east edge of the roof tapers into a narrow hip where the building changes orientation as it adjoins the car park and block B, which run parallel with the rear boundary of the site with the railway line. The proposed car park building is largely hidden from view within the site with only the vehicle entrance visible from the new central street. This two storey building would also be red brick in design and incorporates hit and miss detailing and incorporates a green roof.
- 6.39 It is considered that the proposed design of the buildings demonstrates a high quality approach which effectively presents a development that is representative of the site and surrounding areas industrial past but is also contemporary in manner. The proposals indicate use of locally distinctive and high quality materials and (detailed samples of which are to be secured by way of condition) and successfully utilise subtle variations in detailing to present a cohesive form of development but with buildings that are distinctive in their own right.

Views

- 6.40 Moving on to consider massing and the integration of proposals within the character of the surrounding area, the applicant has submitted a detailed Heritage, Townscape and Visual Impact Assessment. For the reasons set out earlier in this report, officers have no objection to removal of the existing gas holder structure, subject to a high quality replacement development which contributes positively to the surrounding area. Whilst the gas holder structure itself is a well known local landmark, it, as well as the utilitarian character of the depot, in some respects, has become increasingly alien to the surrounding area as sites within the East Side MOA come forward for residential development.
- 6.41 As discussed above the general massing approaching of increasing heights from west to east is considered appropriate within the site in terms of the transition from the smaller scale buildings on the western boundary and facilitating provision of a marker building to the eastern part of the site to align with the aspiration for a gateway development with the East Side MOA.
- 6.42 In more detailed terms Block C most closely relates and impacts upon the existing adjacent Bellway Homes development to the west. It is considered that the three storey height of this block and subtle step up in massing would integrate well with the existing adjacent terrace of houses to Alexander Turner Close. The similar materials palette and siting of the buildings which continue

the street form of Alexander Turner Close into the site also assist in providing a visual link and sense of interconnectedness between the two developments. Whilst not visible from street along Alexander Turner Close the proposed two storey flat roof car park building would be visible from the rear of the closest dwellings along this road as well the rear of the closest dwellings to Robert Parker Close further to the north. The 6m high west flank elevation of the two storey flat roof car park building would set 3.5m from the flank boundary of the site with the Robert Parker Road properties. At 6m the height of the car park building would be below that of the adjacent properties, screen planting is proposed along this boundary and together with the proposed green roof and separation to the boundary is considered to satisfactorily soften the transition to the adjacent dwellings in visual terms.

- 6.43 Block A fronts onto the River and most directly impacts upon townscape views towards the site along the towpath on the south side of the Kennet. Buildings on along the towpath are generally modest two storey red brick Victorian terraced properties and the red brick New Town Primary School site also abuts the tow path. At five storeys in height it is clear that Block A would be of greater massing than the existing buildings on the opposite side of the Kennet. However, existing views up and down the river from the tow path provide a relatively wide vista and sense of openness. The tow path on the south side of the river itself is relatively wide at 4m whilst Block A would also be set back 10m from the bank of the river such that there would be around a 37m separation between the front of Block A and residential buildings on the opposite side of the river. A number of visuals of the proposed development have been provided by the Applicant looking both east and west along the tow path and Officers are of the opinion that the massing of Block A would sit comfortably in this context. In addition to the significant separation distance across the river extensive landscape planting is proposed to the 10m river front buffer area to the front of Block A which would further screen and soften views of the development.
- 6.44 Views across the river towards Block A would also include the adjacent three storey terraced properties to Kennet Walk which also front the river. The footbridge over the Kennet and its convoluted access sit between the two sites such that there would be a separation distance of around 25m. Given this separation the step up from three to five storeys is considered a subtle transition to views along the river.
- 6.45 Block B due to its greater scale at nine storeys would also be prominent to views from the Kennet tow path. Due to its orientation, which runs parallel to the railway line to the north of the site, the siting of this block is off-set relative to the river. As such, the far eastern end of the building, at its closest point, would share the same 37m separation to the buildings on the opposite side of the river as block A. However, this separation increases gradually to the west of the building towards the centre of the site to over 75m. Officers acknowledge that the eastern end of the building due to its scale is somewhat of a pinch point relative to views along the river. In particular to views looking west along the towpath the east side end gable of Block B would appear prominent set only 10m back from the river bank. However, this is a narrow end gable views with the

main width of the building set gradually further away from the river bank. Whilst acknowledging that the solid form of block B is a more prominent feature than the open and structural nature of the gas holder it is considered that the a red brick building, particularly one this is of a high quality design, fits more comfortably in the views of the surrounding residential landscape as opposed to utilitarian gas holder structure. To views east along the tow path Block B appears as the backdrop to the smaller Block B. The split block design approach to block B is considered to assist in breaking up its massing whilst the different orientation of Block A in the foreground adds variation to the view and allow the gradual step in heights across the site from the adjacent Kennet Walk development to be seen. Direct views of Block B would also be possible from Robert Parker Road to the east of the site within the Bellway Homes development. Block B, set at the eastern end of the site be positioned further away from this this road than the existing gas holder and as such appears less prominent and is considered to fit comfortably in views east from this location.

- 6.46 Due to their siting and scale both Blocks A and B can be seen from a number of longer range views from the surrounding area. Over 20 different views of the development have been provided as art of the HTVIA. In terms of total height the gas holder and ridge height of Block B are similar at around 33m, but both represent a very different townscape view. Proposed block B is also set to the east part of the site whilst the gas holder is positioned to the west such that their context within longer range views is also different. In many ways it is considered that the red brick form of block B fits more comfortably in the views of the surrounding residential landscape as opposed to existing utilitarian gas holder structure. The proposed detailed design and high quality materials are also considered to assist in providing a landmark building that enhances the visual interest of the townscape views of the site. Officers feel this is particularly evident in longer range views of blocks A and B from New Town to the south of the site where the existing gas holder structure is prominent as a central and contrasting feature against the predominant red brick Victorian architecture when looking north and west along Cumberland Road and Liverpool Road. Furthermore, when looking in the same direction from Chomeley Road the gas holder stands as a back drop to New Town Primary School. The siting of Block B is such that it would sit more to the east of the school and reduce interference with views of the historic roof of the grade II listed school.
- 6.47 With regards to longer range views of the development from the west of the site, from the Forbury Road and Kenavon Drive roundabout junction the existing blocks of flats at the western end of the Bellway Homes adjacent to the application site (known as 42 Kenavon Drive) would largely obscure views of the proposed development. Similarly views from the area of open space to the rear of Canal Way off Orts Road demonstrate that the proposals would only appear very slightly above the modest residential houses to Canal Way and would appear much less prominent that the existing gas holder structure.
- 6.48 In terms of longer range views from the north the site the HTVIA demonstrates that the proposals would not be visible from Kings Meadow, there would be views of the proposals form the Thames and Kennet Marina but these would largely be

screened by the dense tree coverage in this area and the proposals would appear less prominent than the existing gas holder structure. Similarly longer range view from the bank of the Thames to the East would be obscured by vegetation along the river and railway line as well as existing railway infrastructure. Block B would be prominent to views from the train line to the north east of the site to people arriving and leaving Reading by train similar to the existing gas holder. It is considered that the merits of the design discussed above would present a suitable landmark feature to such views and would enhance the general townscape vista.

Whilst the proposal is not a tall building the applicant has also undertaken an assessment of a number of the distant views referenced as being of importance within the Council's Tall Buildings Strategy (2008). This includes viewpoints from Castle Hill, London Road (towards Woodley), Balmore Park View, Wokingham Road and the University Sports Pitches on Queens Drive amongst others. These have been reviewed by officers and it has been found that the buildings would integrate well and comfortably within the townscape and in many cases do not impact upon distant views at all.

- 6.49 The HTVIA also assesses the impact of the proposed development on nearby heritage assets. The Council's Conservation Consultant has reviewed the proposals and HTVIA and identifies that the setting of the grade II listed New Town Primary School to the south of the site on the opposite side of the Kennet and the grade II listed railway bridge to the east of the site as the features with most potential to be impacted upon by the proposals. The Conservation Consultant considers that the proposed scheme forms a hierarchy of new residential buildings which achieve an appropriate relationship with the surrounding historic townscape. It is considered that the siting and separation of the proposals across the Kennet together with the good quality design and proposed high quality materials are such that the proposals would preserve the setting of the New Town Primary School listed building whilst the use of industrial references for the proposed buildings is considered sympathetic to the character of the location between the riverside and railway and to adequately preserve the setting of the listed railway bridge.
- 6.50 In overall terms it is relevant to note that the application proposals have been reviewed by the Council's Design Review Panel who, in general terms, were supportive of the proposals, commenting that 'the general principles of the approach are sound. Blocks A & B address the two main edges of the site whilst also creating a generous landscaped space fronting the Kennet, which in time could offer a well utilised south facing space to be shared with the public travelling along the water's edge. The landscape design is interesting and engaging'. Furthermore, an, albeit early stage, pre-application review by Design South East (DSE) raised no concern with the scale of the proposals whilst a number of the DSE's suggestions such as siting the car park adjacent to the railway line hidden from view and the importance of providing a connection to the existing footbridge over the Kennet have been incorporated within the proposals.

- 6.51 In short, Officers consider that the proposals present a high quality scheme in terms of layout and design which would integrate positively with the character of the surrounding area. In terms of the balance of weighing the benefits of the proposed development against the loss of the existing gas holder structure as a non-designated heritage (albeit one considered to be of limited heritage significance as referenced in paragraph 6.18) it is considered that the high quality design approach are key tangible planning benefit of the proposals.

Open Space/Public Realm, Recreation and Leisure, Trees, Landscaping and Ecology

- 6.52 Policy EN9 (Provision of open space) requires all new development to make provision for the open space needs of the development through appropriate on or off-site provision, or through contributions towards the provision or improvement of leisure or recreational facilities. In areas with relatively poor access to open space facilities, Policy EN10 (Access to Open Space) stipulates that new development should make provision for, or contribute to, improvements to access to green space.
- 6.53 The site abuts the River Kennet, which is also an identified green network. Policy EN12 (Biodiversity and the Green Network) seeks to protect Reading's existing Green Network, and for the enhancement and extension of that network and requires development to retain, protect and incorporate features of biodiversity or geological interest found within the application site into their schemes. Policy EN14 (Trees Hedges and Woodlands) states that individual trees, groups of trees, hedges and woodlands will be protected from damage or removal, and the Borough's vegetation cover will be extended with new development to make provision for tree planting within the application site, or off-site in appropriate situations.

Open Space/Public Realm

- 6.54 Intrinsically linked to design matters are the open space/public realm, trees, landscaping and ecology elements of the proposals. The scheme comprises a number of elements in this respect which have largely been outlined above.
- 6.55 The main element is the provision of a 520m² area of public open space in the central and eastern part of the site. This area would open up views of the river and consist of informal play equipment set in planted areas, lawn areas, stepped gabion walls with sheltered riverside seating areas and would incorporate the various formal and informal routes across the site discussed earlier in this report. Subtle changes in the hard landscaping palette for pathways and surfacing and soft landscaping will help inform the public/private hierarchy across the site with respect to the private terrace areas to the ground floor units to blocks A and B.
- 6.56 The proposed public open space would lead down to the riverfront area which forms the 10m buffer provided along the river bank as required by the Environment Agency for biodiversity mitigation/enhancements and maintenance access. This area would consist of biodiverse and ecologically rich landscaping

and provide access to a viewing platform onto the river bank and informal routes along the river bank. In the north eastern corner of the site would be a nature corner where biodiversity mitigation/enhancement measures would be focused.

- 6.57 In addition the above pedestrian priority landscaping, including street trees would be set out within the new central street, breaking up the visual dominance of on-street parking to the front of block C and creating a focal route towards the public open space in the centre of the site. For the narrow stretch of land to the rear of Block B along the boundary with the railway a wildlife corridor is proposed whilst a green roof is proposed to the flat roof of the covered car park (both not accessible to the public). It is also proposed to provide a green entrance to the site with feature gabion walls and signage. Details of the signage would be secured by condition.

Leisure and Recreation

- 6.58 Reading Open Space Strategy recommends that at least some open space for children to play, whether publicly or privately owned, be available within 100-200m of every home. This will primarily affect very high density developments, like flats, as almost all other houses have some form of garden'.
- 6.59 RBC Leisure have confirmed that, in accordance with Fields in Trust (FIT) guidelines, as a scheme for 130 dwellings the proposals should provide play facilities equivalent to a Locally Equipped Area for Play (LEAP) which should be a minimum of 400m² in size. The proposal include provision of areas for play but rather than a dedicated facility incorporates informal play equipment set amongst the proposed area of public open space. The areas for play proposed equate to around 100m² and therefore would be below the recommended guidelines and would be equivalent to a smaller Local Area for Play (LAP). However, given the fairly high density nature of development and constraints of the site (size and shape) it is accepted that a LEAP would not be achievable in this space. To make up for this shortfall of provision against the Policy requirement (Policy EN9) a financial contribution of £200,000 is to be secured by way of a section 106 legal agreement. RBC leisure have identified that this would be put towards maintenance and improvement of existing play facilities and either Christchurch Meadows or Palmer Park to cater for potential increased demand for these facilities generated by occupiers of the proposed development.

Trees, Landscaping and Ecology

- 6.60 The current depot site is sparse with limited existing soft landscaping, albeit there are trees located to the sites edge. A tree survey and arboricultural method statement has been submitted which identifies four groups of trees of low quality to be removed from the site to accommodate the proposed buildings and replacement higher quality landscaping. Tree protection measures are also included for tree groups to be retained which are mainly located along the river frontage. The tree officer raises no objection to the trees identified for removal and retention subject to conditions to secure the proposed tree protection measures during construction.

- 6.61 In terms of the proposed soft landscaping works proposals seeks to provide a green and biodiverse landscape across the site. Planting within the public open space is proposed to be a mix of wildlife friendly soft grasses and shrubs and trees that provide seasonal interest and highlights. The planting will be evergreen and provide structure to protect ground floor windows. It will also ensure a green outlook for residents. All private terraces will be set in generous planting blocks to give the feeling of being part of the landscape. Tree planting is proposed along the 3.5m wide strip of land between the car park building and dwellings to Robert Parker Road to provide screening. The proposed street trees will be set in evergreen groundcover to provide a green outlook to the street. The railway boundary buffer planting will include biodiverse hedgerow meadow mix to provide a species rich and ecological buffer. Meadow style areas would extend across the community gardens and along the riverfront. The riverfront planting will be mainly native with a mix of meadow, grasses and shrubs.
- 6.62 The tree officer advises that the soft and hard landscaping works principles and species proposed are acceptable with both native and non-native trees, wildlife friendly trees and native trees on the river frontage being included. Conditions are recommended to secure submission and approval of final planting specification details and maintenance details.

Ecology

- 6.63 Ecological surveys have been submitted as part of the application. This identifies bat activity close to the site along the river corridor to the south and railway corridor to the north and presence of nesting birds including peregrine falcons. No other protected species were identified on the site. Ecological mitigation and enhancement measures are proposed across the site. This includes sensitive wildlife friendly planting, lighting and a range of built wildlife interventions and a green roof to the car park.
- 6.64 A range of nesting/refuge aids for wildlife are proposed including, gabion walls throughout the site, insect hotels, swift and bat boxes in the building elevations/roofs, hedgehog houses among hedgerow and shrub planting. A peregrine ledge and nestbox is proposed to Block B as well as installation of temporary landing tower during construction phase. Loggeries are also proposed to be populated by moss, lichens, fungi and many kinds of insects. The northern railway corridor and southern riverbank are important green links and habitats for bats, birds, invertebrates, insects and mammals, providing opportunities for foraging, nesting, roosting, and commuting. The proposed landscape design protects and rejuvenates these corridors through the wildlife buffer planting to the northern boundary and river bank buffer to the south by adding to existing planting with an ecologically sensitive of trees, shrubs, mixed native hedgerow, meadow and riparian planting species.
- 6.65 The Environment Agency advises that development that encroaches on watercourses can have a potentially severe impact on their ecological value. In this instance the taller buildings will be set back away from the river to reduce

shading of the river and the proposed 10m undeveloped buffer zone along the river bank is required to undeveloped buffer zone alongside the river will help wildlife adapt to climate change and will help restore the river to a more natural state as required by the Thames River Basin Management Plan. The EA consider that the ecological enhancements that have been proposed are acceptable but will require a Landscape and Ecological Management Plan to be in place. This will ensure the newly created habitats are managed in a sensitive manner to retain their biodiversity interest over the long-term and that the landscape provides a maximum benefit to people and the environment. Provision of the ecological enhancements and a management plan will be secured by way of condition.

- 6.66 A detailed lighting strategy has also been submitted to demonstrate that this would not adversely impact on bat activity around the site. This and the final ecological surveys and mitigation/enhancement measures are being reviewed by the Council's Ecological Consultant. The officer recommendation is therefore subject to confirmation from the Ecologist that these matters are acceptable and comments in this respect will be provided in the form of an update report.

Amenity of Surrounding Occupiers

- 6.67 Policy CC8 (Safeguarding Amenity) and CR6 (Living in Central Reading) seeks to protect the amenity of existing surrounding occupiers. Policy EN16 (Pollution and Water Resources) seeks to protect surrounding occupiers from the impact of pollution.
- 6.68 Considering first privacy and overlooking matters, the site's only immediate neighbour is the residential properties to Alexander Turner Close and Robert Parker Road. Block C, the smallest building, is located closet to these properties and due to its angled orientation has limited windows which look directly towards these adjacent dwellings. However, there are two windows at first and second floor level to two units which would look towards the side garden boundary of no.21 Alexander Turner Close. This would be at a distance 12m which as a side on relationship is considered sufficient to prevent any adverse overlooking. Block A would be positioned over 25m from these properties at the closest point and Block B over 45m away such that any overlooking is unlikely to be significant from this element of the proposed development.
- 6.69 Block A is positioned closest to the properties to Kennet Walk to the west but at over 25m away there is not considered to be any potential for undue loss of privacy. There is a separation of 35m from Block A the properties on the opposite side of the river to south along Kennet Side and over 50m separation from Block B. These distances are again considered significant and sufficient to prevent any undue overlooking or loss or privacy. The playground of New Town Primary School also abuts the Kennet Side river pathway but given the separation distances described above there is not considered to be any undue overlooking impact in this respect either.
- 6.70 With regard to daylight/sunlight impacts on neighbouring properties the applicant submitted a detailed assessment as part of the application. This has

been reviewed on behalf of the Local Planning Authority by BRE, who are producers of the good practice guidance on these matters. Properties to Alexander Turner Close, Kennet Side (including New Town Primary School) and Kennet Walk were identified as having the most potential to be impacted upon by the proposed development. However, BRE do not raise concerns with any loss of daylight and sunlight to these properties which would be within their recommended guidelines. There would be a minor to moderate adverse impact on daylight distribution to rooms at 336 to 346 Kennet Side which face the site. However, BRE advise some flexibility in consideration of these results given that the gas holder would have obstructed a lot more light to these premises when it was operational and full and suggest that mitigation is not required.

- 6.71 BRE have also reviewed loss of sunlight to the gardens of no.s 18, 21 Alexander Tuner Close and 51 and 53 Robert Parker Road to the west of the site which have potential to be impacted upon by Block C and also the two storey car park building. Any loss of sunlight to three of the gardens would be within BRE guidelines and not considered to be of concern. Loss sunlight to the garden of no. 21 is identified as being of moderate adverse impact albeit noting that the resultant level of sunlight received would be similar to the existing situation for many of the surrounding properties within this existing adjacent development and BRE suggest that this result should be considered with some flexibility.
- 6.72 In terms of impact with regard to visual dominance and overbearing it is considered that, as touched on earlier in this report in the townscape section, that the separation of distance of Blocks A and B to the Kennet Side properties on the opposite side of the river and Kennet Walk to the West is sufficient to present any undue impacts. The position of the west flank two storey car park wall relative to the adjacent properties to Alexander Turner Close and Robert Parker Road was also touched on in the townscape section with this 6m high wall set 3.5 from the closest garden boundaries. Given the proposed landscaping buffer planting between the gardens and the wall, green roof to the car park and findings of the daylight/sunlight review above officers consider that the car park would not result in any significant detrimental overbearing impact to neighbour properties.
- 6.73 With regard to further impacts on surrounding occupiers a condition is recommended to prevent use of the green roof to the car park being used as a terrace area to prevent any unacceptable overlooking impacts to adjacent dwellings. An air quality assessment has been submitted as part of the application. This has been reviewed by Environmental Protection Offices who are satisfied that the proposals would not result in a significant negative impact on air quality. Environmental Protection Officers also advise that the construction method statement submitted as part of the application is acceptable in terms of measures to control noise and dust impact on surrounding properties during construction and carrying out of the development in accordance with this document should be secured by condition. A Condition to control construction hours to reasonable times (as standard) is also proposed.

- 6.74 With respect to the impact of the proposed development on the nearby rail line, Network Rail has requested a number of conditions. Officers consider that some elements of the suggested conditions should be secured as recommended; others do not pass all the required tests of a condition, while others can be included as informatives rather than conditions. More specifically, with regard to lighting, it is considered reasonable for the Network Rail Asset Protection Engineer to be consulted on the detailed lighting proposals, but it is not considered reasonable for the applicant to fund alterations/mitigation for any conflict Network Rail subsequently identifies once the approved lighting scheme has been implemented (as officers consider that Network Rail should be expected to fully consider this when the details are submitted). It is considered necessary and reasonable to secure a pre-occupation (barring demolition) glint and glare study, to protect the amenity of train drivers and the wider public too. However, it is not considered reasonable for this to then be subject to future change should Network Rail complain to the Council within 12 months of the completion of the development about the details previously agreed within the glint and glare study (as officers consider that Network Rail should be expected to fully consider this when the details are submitted). This is consistent with the approach to lighting and the railway line taken when planning permission was granted for the residential led development on the former Homebase and Toys R Us site on Kenavon Drive in 2017 (ref. 170509).
- 6.75 In overall terms the proposals are not considered to cause a significant detrimental impact to the living environment of existing or new residential properties or wider users of the area.

Standard of Accommodation for Future Occupiers

- 6.76 Policies H5 (Standards for New Housing) seeks that all new build housing is built to high standards. In particular new housing should adhere to national prescribed space standards, water efficiency standards above building regulations, zero carbon homes standards (for major schemes) provide at least 5% of dwellings as wheelchair user units. Policy EN16 (Pollution and Water Resources) seeks to protect future occupiers from the impacts of pollution. Policy H10 (Private and Communal Outdoor Space) seeks that residential developments are provided with adequate private or communal outdoor amenity space.
- 6.78 The internal layout of the proposed residential units are arranged so as to create a high standard of living accommodation for all future occupiers. All units would adhere to national overall and individual room space standards and are considered to provide good opportunities for suitable outlook and natural ventilation. Large units are located to the corners of the building to provide dual aspect outlook and daylighting.
- 6.79 The 6 ground floor units to block A are all served by small private front garden terrace areas and have a direct relationship with the surrounding open space. Block B includes 5 duplex units (to be affordable dwellings) to the ground floor of the south elevation only also served by small private front garden terrace areas. The remainder of the ground and first floor of block B forms part of the

undercover car park such that there are no units which have outlooks at these levels to the rear of the site towards the railway line which would be limited. Access to the covered car park is available from the central street or internally from block B. Off-street parking for block C is located along the central street to the front of the building. Each block is served by its own internal ground floor bin store whilst the internal cycle store for the development is located off the new central street adjacent to the car park entrance between blocks C and B. Block C contains some of the larger units which would all be affordable dwellings. also contain the affordable units within the development. The two ground floor units (3 bed unit and a 2 bed unit) would also be served by their own private rear gardens. Upper floor units to blocks A, B and C are served by generous private balconies and combined with the direct access to the public open space and riverside nature areas within the site officers are satisfied with the level of private and communal amenity space provision within the development.

- 6.80 The design and layout of the proposals as a whole ensures that there is a minimum 18m distance between a window and the edge of a facing balcony to prevent any undue overlooking within the development itself.
- 6.81 Policy H5f sets out that developments of 20 or more new build dwellings provide at least 5% of dwellings as wheelchair user units in line with M4(3) of the Building Regulations. The proposal adheres to this target with 7 of the units (5.4%) being wheelchair accessible. There are 3 wheelchair units proposed to the ground floor of block A and four to the second and third floors of block B accessible by lift with level access to the building available from the street. Block A is also served by a lift and level access. In practice it is considered reasonable to secure provision of the wheelchair user units by way of condition.
- 6.82 In terms of daylight and sunlight matters for future occupiers a daylight sunlight assessment in this respect was submitted by the applicant. This has been independently reviewed by BRE who advise that the all rooms within the development would receive levels of daylight within their recommended guidelines apart from 1 living room which would only very marginally below this standard. The proposed large balconies have been taken into account in this assessment and do not materially impact upon the day light levels. BRE also advise that the amenity areas within the development would be served by ample daylight and sunlight.
- 6.83 A noise assessment and mitigation scheme for all the new residential units has been submitted. Environmental Protection Officers have reviewed this and are satisfied that glazing and ventilation specification proposed would ensure internal noise levels standards are met whilst internal noise transmission between units would be covered under building regulations. Environmental Protection Officers also advise that the assessment submitted in respect of air quality demonstrates that the proposed ventilation scheme would ensure suitable air quality standards within the units. Implementation of both noise and air quality measures detailed are recommended to be secured by conditions.

- 6.84 The development lies on the site of former gas works and also within the buffer zone of a former landfill site which has the potential to have caused contaminated land and the presence of land gas. Contaminants could be mobilised during construction to pollute controlled waters. The Environment Agency advises that controlled waters are particularly sensitive in this location because the proposed development site is within a source protection zone 3 and located upon a principal aquifer. The EA and the Council's Environmental Protection Officers have reviewed the Geo-environmental site assessment submitted as part of the application and are satisfied that this demonstrates that it will be possible to manage the risks posed to controlled waters by the development. The EA and Council's Environmental Protection Officers recommended a range of conditions to secure detailed investigation reports and remediation schemes for both land contamination and land gas that are to be submitted to and approved by the Local Planning Authority prior to the commencement of development.
- 6.85 Conditions to ensure any pest or vermin issues on site are dealt with prior to construction/demolition are also recommended along with a condition to require details demonstrating how the proposed bin stores will be designed in terms of pest control.
- 6.86 With regard to crime and safety issues the proposals have been reviewed by the Thames Valley Police Crime Prevention Disorder Advisor who made a number of recommendations which have been taken on board by the applicant in the proposed plans. This includes the addition of gates to prevent access to the railway buffer strip to the rear of block B which lacks surveillance and addition of gates to the car park. Provision of postal boxes for each of the units within the lobby areas to each of the blocks has also been introduced to the proposed plans. A condition is also recommended to secure pre-commencement submission and approval of a security strategy to cover issues such as CCTV and security fob access.
- 6.87 Although fire safety is not a material planning consideration, the application includes details of the fire strategy for the development. This sets out that the proposals would accord with the fire safety requirements (Part B) of the Building Regulations 2010. Also of note is block B, owing to its height, would be fitted with a sprinkler system.
- 6.88 In overall terms it is considered that the proposals would provide a high standard of amenity for future occupiers.

Transport

- 6.89 Policies TR3 (Access, Traffic and Highway related matters), TR1 (Achieving the Transport Strategy) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking relates matters relating to development.

Accessibility - Walking and Cycling

- 6.90 The site is a former gas storage facility and depot. While the gas holder itself is now out of use the site it still used as a depot. To the west of the site is the recent residential development on Alexander Turner Close, built by Bellway Homes. Alexander Turner Close provides access to Robert Parker Road, the principal route through the recent development providing vehicle access to the site. Further west beyond Alexander Turner Close retail units and disused industrial units can be found.
- 6.91 The local area is supported by a good pedestrian and cycle network. This facilitates safe and convenient movement on foot and cycle between the site and the surrounding area. Furthermore, recent and planned developments within the area will help to improve the quality of infrastructure and permeability of the area.
- 6.92 The adjacent Bellway Homes development included new pedestrian/cycle routes to Kenavon Drive and Napier Road. A new route runs parallel to Kennet Walk linking with Kenavon Drive. A passageway between Kennet Walk and the route has been provided. A new route also links the Bellway Homes development with Napier Road (via the railway underpass). This route runs parallel to the existing railway line.
- 6.93 Alternatively a 2m footway is also provided along Alexander Turner Close and Robert Parker Road. These footways are lit with dropped kerbing and uncontrolled pedestrian crossing points. The new pedestrian and cycle route via the railway underpass linking Napier Road and Kenavon Drive provides an improved connection to the Tesco Extra store, bus services on Napier Road and King's Meadow.
- 6.94 It is also possible to walk the footpath along the banks of the River Kennet. A pedestrian/cycle bridge immediately opposite the site and another just beyond the railway line provide a link across the river and to the Thames path.
- 6.95 Reading has a comprehensive cycle network with 7 colour coded routes from the town centre to the wider urban area of Reading and a circular route around the town centre. The cycle network connects all the town's major public facilities, employment and leisure areas.
- 6.96 'Manual for Streets' (MfS) describes "walkable neighbourhoods" as those which are "typically characterised by having a range of facilities within 10 minutes' (around 800m) walking distance". Table 3.1 (taken from the TA) summarises the IHT guidelines for Journeys on Foot (IHT, 2000).

Table 3.1: IHT Guidelines for Journeys on Foot

	Town Centres	Commuting / School / Sight Seeing	Elsewhere
Desirable	200	500	400
Acceptable	400	1000	800
Preferred Maximum	800	2000	1200

- 6.97 The Transport Assessment submitted as part of the application sets out that the site is in an ideal location in close proximity to Reading Town Centre (approximately 800m). However, following a review it is evident that this is based on a straight line assessment and the 800m threshold falls short of the Town Centre area, the site is actually 1.3km from the site. This is however still within the recommended commuting distance of 2km and the site is therefore considered accessible relative to the town centre.

Bus Services

- 6.98 As part of the Bellway Homes site on Kenavon Drive, the 42/42a bus service was implemented to serve the surrounding roads. The route provides a link from the site to Reading town centre via the Reading Railway Station and Rivermead Leisure Centre on Richfield Avenue. Reading Buses route 42/42a eastern terminus is located 370m from the site at the roundabout to the Bellway Homes development. This stop is easily accessible on foot from the application site. This service provides 2 buses an hour Monday to Friday with 1-2 buses an hour on Saturdays. This route is developer funded with funds secured via the Bellway Homes development; therefore a contribution would need to be secured through this development given increased demand that would be generated by the proposals. A contribution of £200, 000 for this purpose is proposed to be secured as part of the section 106 legal agreement.
- 6.99 Other bus stops can be found on Kings Road, approximately 700m or less than a 9 minute walk from the site which are served by some 7 bus services. These buses serve the town centre and surrounding towns of Reading including; Bracknell, Maidenhead, Wokingham and Newbury. Bus route 17 runs 24 hours, 7 days a week. This connects the site to central Reading, Three Turns in the east and Tilehurst in the west. Therefore the site is well served in terms bus connectivity.

Train Services

- 6.100 The site is located 1.5km west of Reading train station, a major train interchange. The majority of services into Reading have an origin/destination of London Paddington. The station is served by three major train operating companies: Great Western Rail, Cross Country, and South West Trains. Services operate 7 days a week at a high frequency through the day and night.

Local Road Network

- 6.101 The A329 Caversham Road forms part of the Inner Distribution Road (IDR) which loops around Reading town centre. The A329 takes the form of a dual carriageway and is restricted to a 40mph speed limit. To the north the A329 connects with Vastern Road and the A4155. To the south the A329 continues to connect to the A33, which provides direct access to the M4 at junction 11. Alternative access to the M4 and for destinations east of Reading, can be sought via the A329 south of the site linking with the A4 Kings Road / London Road. To

head north of the development towards Caversham, traffic will use the A4155 over the river Thames.

- 6.102 Kenavon Drive is subject to a 30mph speed restriction, typical of a built-up area. There are on-street parking restrictions along with pay and display bays present along the road.

Access Arrangements

- 6.103 The proposed development will use an extension of Alexander Turner Close as a point of vehicle access. This access was considered within the allocation of the site and the connection built into the existing adjacent Bellway development scheme. This has always therefore been the intended access point for the site. Given that the Gas Holder Site is still operational this has not allowed for the Highway works to be completed at the eastern boundary of the site which would form the access into the site. As such the roads within the Bellway scheme have not been formally adopted by RBC and therefore the adjacent road network remains private.
- 6.104 The width of the proposed access road is 6.1m although some localized narrowing is proposed which accommodates planting. The retained width would still be 5m and this would be sufficient to accommodate two-way flows.
- 6.105 The proposed internal road layout not only allows suitable reversing space for the proposed parking spaces along the northern side of the road but allows sufficient width for a larger vehicle including an emergency vehicle to pass a car.

Connection to Alexander Turner Close

- 6.106 As part of the pre-application discussions Officers requested that consideration be given to the connection to the existing Alexander Turner Close and its current layout. As part of the adjacent Bellway scheme the design of Alexander Turner Close allowed for a connection through to the Gas Holder site, however as the Gas Holder site layout has developed the access alignment has moved further south of the anticipated connection point and more in line with the existing site access. Officers indicated that this alignment would leave an area of unused tarmac on Alexander Turner Close which the Council would prefer to see landscaped to provide a better overall road alignment connecting the two sites. The developer has confirmed that they will provide these works via a S278 agreement as this is work to the public highway and this requirement would form part of the section 106 legal agreement.
- 6.107 In addition to the above a footway was also to be provided at part of the Bellway scheme along the Southern boundary of Alexander Turner Close linking to the application site. However, given that the gas holder site is still operational and the footway would obstruct access this footway has not been provided. The path has been terminated 11m (approx.) to the west of the application site but would need to be provided to retain a connection into the site and to the bridge over the River Kennet. Given that the extension of this path has not been possible due

to the retained use on the site the extension of the path should be provided by the developer again by way of a S278 Agreement as part of the section 106 legal agreement.

- 6.108 A plan has now been submitted by the applicant illustrating the proposed layout of these elements (Drawing 5757.001) which is considered acceptable.

Connection to the footbridge over the Kennet

- 6.109 There is an existing footbridge to the south of the site which provides access over the River Kennet. As part of the pre-application discussions officers requested that the development consider possible connection from the site to the footbridge and possible improvements to allow a more central access ramp that accommodated the three key desire lines, from the existing pathway on the riverside, the central footway from Kennet Walk and the access from the application site/Alexander Turner Close.

- 6.110 The applicant has considered these requests, however the Transport Statement submitted with the application set out that there were a number of constraints relating to the possible reworking of the ramps and providing the connections suggested including land ownership and costs. However, following discussion with the applicant during the course of the application it has been established that the whole of the works required can be accommodated within the extent of the Public Highway and the applicant has agreed to provide for this new pedestrian link to the bridge as part of the S278 works to be secured through the S106. A plan indicating the proposed works has been submitted and is considered acceptable.

Servicing

- 6.111 The proposed site layout shows a refuse store at the eastern entrance to the multi-story car park and the southern boundary of the access road. A refuse vehicle would be able to get within 10m of the refuse store and therefore this is considered acceptable. A swept path analysis has been submitted which shows that a refuse vehicle can fully enter and exit the site and has is considered acceptable. The turning head to the east of the site allows the refuse vehicle to turn and reverse up to the refuse store at the entrance to the multi-story car park. Access to the other bin stores can also be achieved. Changes to the surface treatment of the turning facility have been included so as to reduce potential conflict between pedestrians and refuse/delivery vehicles and this is deemed acceptable.

Trip Generation and Impact - Trip Rates

- 6.112 The applicant has calculated the proposed trip generation from the development using the Trip Rate Information Computer System (TRICS). 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. It is a database system, which allows its users to establish potential levels of trip

generation for a wide range of development and location scenarios, and is widely used as part of the planning application process by both developer consultants and local authorities and is accepted by Inspectors as a valid way to ascertain likely trip generation. The Transport Development Control Manager is therefore happy that the proposed methodology is acceptable and having reviewed the trip rates proposed is satisfied that the assessment undertaken is acceptable with all the sites used from TRICS comparable to the application site. The total number of trips by all modes within the peak periods that would be generated by the development can be found in the table below taken from the TA.

Table 5.1: Trip Rates from TRICS Database

	Trip Rates			Potential Trip Generation		
	Arrivals	Departures	Two Way	Arrivals	Departures	Two Way
AM Peak 08:00-09:00	0.045	0.118	0.163	6	15	21
PM Peak 17:00-18:00	0.116	0.077	0.193	15	10	25

6.113 To ascertain the number of trips per mode the applicant has utilized census data which is an acceptable method and the percentages per mode can be found in the table below. (It should be noted that the daily total is the amount of movement from the census data assessed and not the amount of movements the development would generate).

Table 5.3 – Trip Generation to work by mode

Mode of Travel	Daily	%
Car Driver	4033	33%
Car Share	397	3%
Cyclist	601	5%
Pedestrian	3657	29%
Bus/Tram	1518	12%
Train	2015	16%
Motorcyclist	55	1%
Other	98	1%
Total	5394	100%

Traffic Impact

6.114 As part of the scoping exercise it was agreed with RBC that the TA would look at the following key junctions:

- Forbury Road/ Vastern Roundabout;
- Forbury Road / Kenavon Drive Roundabout;
- Oscar Wild Road / Kenavon Drive / Kennet Walk;
- Watlington Street Gyrotary.

- 6.115 To determine the baseline traffic situation near the proposed development site, Manual Classified Counts (MCC) and queue length counts were undertaken by Advanced Transport Research, in locations agreed with the local HA.

The following assessment scenarios have been undertaken for the AM peak and PM peak hours:

- 2018 Baseline
- 2024 Baseline + Committed Developments
- 2024 Baseline+ Committed Developments + Proposed 130 unit Development

- 6.116 It has been agreed that following an initial assessment of the increased trips at the Oscar Wild Road / Kenavon Drive / Kennet Walk; that no formal assessment is required given the proposed increase in flows would not be a material increase.

- 6.117 The assessments undertaken identify that the junctions operate within capacity when assessed in isolation however the surveys do not take account of the queues that extend through the junction from subsequent junctions. The applicant has however clarified that including the queue lengths from further along the network does not assess the capacity of that actual junction and that any mitigation to that junction would not alter the queues that commence further along the network.

- 6.118 Given that the proposal will result in increases to these existing queues it has been agreed that the applicant provide an overall package of sustainable travel measures to support the development and promote non car modes in order to mitigate the development impact. These measures include the provision of suitable cycle parking, pedestrian facilities within the site and connections to the wider network including the adjacent footbridge, car club provision, a site Travel Plan and a contribution towards the local bus services.

Parking Provision - Car Parking

- 6.119 The proposed development will provide 127 unallocated parking spaces within the site. One of these spaces will be a dedicated car club space. This provides an overall car parking ratio of 0.97. As previously stated this provision is acceptable as it is a mix of between zones 1 and 2 of the Council's adopted parking standards.

- 6.120 It has been agreed that the car ownership ratio of 0.62 is representative of the car ownership levels of flats within the immediate local area. This is evidence based on local data and best represents the likely parking demand for the site. On this basis, a total of 81 spaces would be required to meet the actual parking demand for the development. This would leave a further 46 spaces being provided on site to accommodate any further parking demand likely such as visitor parking, equivalent to 13 spaces as set out in the Councils adopted parking standards. The 127 spaces proposed are therefore consistent with Local and National Policy requirements.

- 6.121 The proposed 13 visitor spaces should be specifically identified on a plan to ensure that they are retained and as such a condition is recommended to ensure such a plan is submitted to and approved by the Local Planning Authority.
- 6.122 The proposed development requires a provision of 2 car club spaces rather than the 1 currently proposed. The applicant contacted a number of potential operators prior to submission of the application to ensure that a car club could be operated from this site. Whilst the car club operator acknowledged that RBC would want to see 2 cars operating; it was felt that this would not be required in this location and the operator considers that only 1 car space would be viable.
- 6.123 The Transport Development Control Manager has been agreed that the development could initially provide for a provision of 1 car club space but with the provision of a second should there be sufficient demand and this approach can be secured as part of the section 106 legal agreement.
- 6.124 Within the overall parking provision the developer has included the provision of 13 electric vehicle charging spaces and 7 disabled spaces. This complies with the requirements set out in the Council's Parking SPD and Policy TR5.

Cycle Parking

- 6.125 The Council's Parking and Design SPD notes 0.5 cycle spaces is required for 1 or 2 bedroom dwellings and 1 space is required for 3 or more bedroom dwellings. The proposed development is to provide 74 cycle parking spaces or 0.52 spaces per unit, providing some 5.5 spaces over the number required by the SPD.
- 6.126 Although it is not confirmed it is assumed that the type of cycle parking would be two tier josta cycle parking which would be acceptable. However this would need to be confirmed by way of an amended plan, but as there would be sufficient space to accommodate this level of cycle parking, the Transport Development Control Manager is happy for this to be dealt with by way of a condition.

Travel Plan

- 6.127 A Framework Travel Plan has been submitted to encourage sustainable travel. This has also been reviewed by the Transport Development Control Manager and is considered acceptable subject to conditions to secure its implementation and regular review.
- 6.128 The proposals are considered to be acceptable in transport terms subject to the recommended condition and section 106 heads of terms.

Sustainability

- 6.129 Policies H5 (Standards for New Housing) seeks that all new building housing is built to high standards. In particular new housing should adhere to national prescribed space standards, water efficiency standards above building

regulations, zero carbon homes standards (for major schemes) provide at least 5% of dwellings as wheelchair user units. Policy CC2 (Sustainable Design and Construction) and CC3 (Adaption to Climate Change) seeks that proposals should incorporate measures which take account of climate change. Policy CC4 (Decentralised Energy) seeks that developments of more than 20 dwellings should consider the inclusion of combined heat and power plant (CHP) or other form of decentralised energy provision.

- 6.130 The applicant has submitted a sustainability and energy report as part of the application which follows the relevant policies and Sustainable Design and Construction SPD guidance applying the recognised energy hierarchy of 'be lean', 'be clean' and 'be green'.
- 6.131 Policy H5 includes a number of specific requirements for new housing. The information submitted as part of the application demonstrates that the proposals would be compliant in this respect. Notably the proposals would achieve zero carbon homes standards in achieving a 35% improvement over 2013 Building Regulations Standards and in providing a carbon off-setting contribution equivalent to £1, 800 per tonne of carbon. The building regulations improvement would be secured via use of highly efficient building materials as well as a Waste Water Heat Recovery System. The applicant has agreed to the principle of providing the carbon off-setting contribution and has calculated this to be one hundred and thirty eight thousand seven hundred and thirty six pounds (£138,736.00) which would be secured as part of the section 106 legal agreement. Officers are currently seeking specialist review of the applicant's carbon off-setting calculations and as set out in the recommendation box at the beginning of the report officers seek that, should planning permission be granted, agreement of the final level of the carbon off-setting contribution is delegated to officers once the specialist review of the calculations has been completed.
- 6.132 The carbon off-setting contributions would be ring-fenced for energy-efficiency improvements or renewables projects within the Borough. This may include (but is not limited to):
- Visits from energy advice officers;
 - Free energy-efficient lightbulbs;
 - Subsidised loft and cavity wall insulation;
 - Boiler cash-back scheme for replacement of inefficient boilers with higher rated boilers; and
 - Draught proofing.
- 6.133 Projects funded through the offset fund cannot also be secured via CIL, as they are not 'infrastructure' in the sense that is covered by CIL. Projects funded by the offset fund should emphasise energy efficiency improvements and should maximise co-benefits, such as alleviating fuel poverty, reducing energy bills, improving air quality, providing heat for vulnerable residents, increasing the efficiency of public sector buildings and reducing operations costs.

- 6.134 In terms of decentralised energy provision the applicant has considered a number of measures with CHP being considered to be the most appropriate. However, due to cost inefficiencies from installation and running of CHP in development that is split into 3 separate buildings this has been discounted. The potential to connect the development to the existing district heating system at the adjacent Bellway Homes site has also been considered however, the district heating serves the flatted elements of the adjacent scheme only which are located at the far west of the site at the furthest point from the application site and therefore connection into this system would not be possible.
- 6.135 A sustainable drainage strategy (SuDs) has also been submitted as part of the application. This has been reviewed by the Local Flood Authority (RBC Transport) and is considered acceptable subject to conditions to secure a timetable for its implementation and details of management and maintenance of the scheme and its implementation in accordance with the approved details.
- 6.136 On balance, officers are satisfied that the proposals demonstrate a good standard of sustainability and in particular adhering to zero carbon homes standards is considered to be a positive benefit of the scheme.

Flooding

- 6.137 Policy EN18 (Flooding) seeks that development should not increase the risk of flooding and that major schemes should include provision of sustainable drainage systems (SuDs).
- 6.138 The proposals are located within Flood Zone 2. As allocated land, the local planning authority has already been through and passed the sequential test and an exception test is not required in this instance. The land levels will be raised as part of the proposed development (by up to 1.6m) to remove the risk from flooding as part of the proposals. Safe access would be maintained for all rainfall events up to and including the 1 in 100 year + 35% climate change event and would not create an unacceptable increase in flood risk elsewhere.
- 6.139 Due to the depth of the made ground and the high water levels, infiltration methods of disposal of surface water run-off will not be feasible. Surface water run-off will therefore be discharged into the watercourse. The proposed development will lead to an overall decrease in impermeable area across the site, providing a betterment to the existing situation. Attenuation storage will be provided using porous paving, with geo-cellular crates underneath.
- 6.140 The Environment Agency raises no objection to the proposed development in terms of flood risk and the proposals are not considered to result in increased risk of flooding.

Archaeology

- 6.141 Policy EN2 (Areas of Archaeological Significance) seek that development, where appropriate, should preserve archaeological remains.

- 6.142 An 'Archaeological Desk-Based Assessment' has been submitted as part of the application. This highlights past developments on the site resulting from its former use as part of Reading Gas Works and cartographic sources and geotechnical data provide evidence for other former Gas Works structures within the site. The application area is not substantial in size (0.71ha) and it is clear that a large proportion of the site has suffered considerable impacts as part of its former use. On this basis, the areas of the site that retain an archaeological potential are, at best, modest.
- 6.143 Berkshire Archaeology have reviewed the submitted assessment and concur with the conclusions that the likelihood of buried archaeological remains within the site is, at best, low, and likely to be negligible. On this basis, they advise that further archaeological investigation of the site would not be proportionate and therefore no further action is required in this respect.

Other Matters

- 6.144 A construction phase Employment Skills and Training Plan would also be secured via the section 106 legal agreement as per the Councils Employment Skills and Training SPD. This could be in the form of a site specific plan or equivalent a financial contribution. As such, the s106 will secure this in a flexible manner covering both options.
- 6.145 Policies CC9 (Securing Infrastructure) and DM3 (Infrastructure Planning) allow for necessary contributions to be secured to ensure that the impacts of a scheme are properly mitigated. It is considered that each of the obligations referred to above would comply with the National Planning Policy Framework and Community Infrastructure Levy (CIL) in that it would be: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonably related in scale and kind to the development.
- 6.146 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.

Matters Raised in Representations

- 6.147 All matters raised are considered to be covered within the appraisal section above.

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.
- 7.2 The proposals are considered to demonstrate a good level of adherence to the policy objectives within the East Side Major Opportunity Area and Kenavon Drive Urban Design Concept Statement. The lack of a continuous access from the site to the existing Kennet Walk riverside pathway to west of the site owing the location of the existing footbridge is considered to be a shortfall of the application however the proposals do not preclude such a link being provided in the future. There are considered to be a number other tangible planning benefits to the proposed development, in particular provision of a high quality riverside area of open space with significant landscape and biodiversity enhancements, provision of a new pedestrian link to the footbridge over the Kennet from Alexander Turner Close, high quality design approach and adherence to zero carbon homes standards. Therefore, when applying an overall critical planning balance of all material considerations, the benefits are considered to evidently outweigh the conflicts. As such, full planning permission is recommended for approval, subject to the recommended conditions and completion of the S106 Legal Agreement.

Drawings and Documents Submitted:

Site Location Plan P0-001 P
Existing Site Plan E0-010 P
Proposed Plan - Second Floor P0-102 P
Proposed Plan - Third Floor P0-103 P
Proposed Plan - Fourth Floor P0-104 P
Proposed Plan - Fifth to Eight Floor P0-105 P
Proposed Plan - Roof P0-109 P
Proposed Plan - Block B - Ground Floor P1-200 P
Proposed Plan - Block B - First Floor P1-201 P
Proposed Plan - Block B - Second to Third Floor P1-202 P
Proposed Plan - Block B - Fourth to Eighth Floor P1-204 P
Proposed Plan - Block C Plans P 1-300 P
Proposed Elevations - Block A - South and East P3-101 P
Proposed Elevations - Block A - North and West P3-102 P
Proposed Elevations - Block B - North P3-202 P
Proposed Elevations - Block C P3-301 P
Dated 01/04/2019

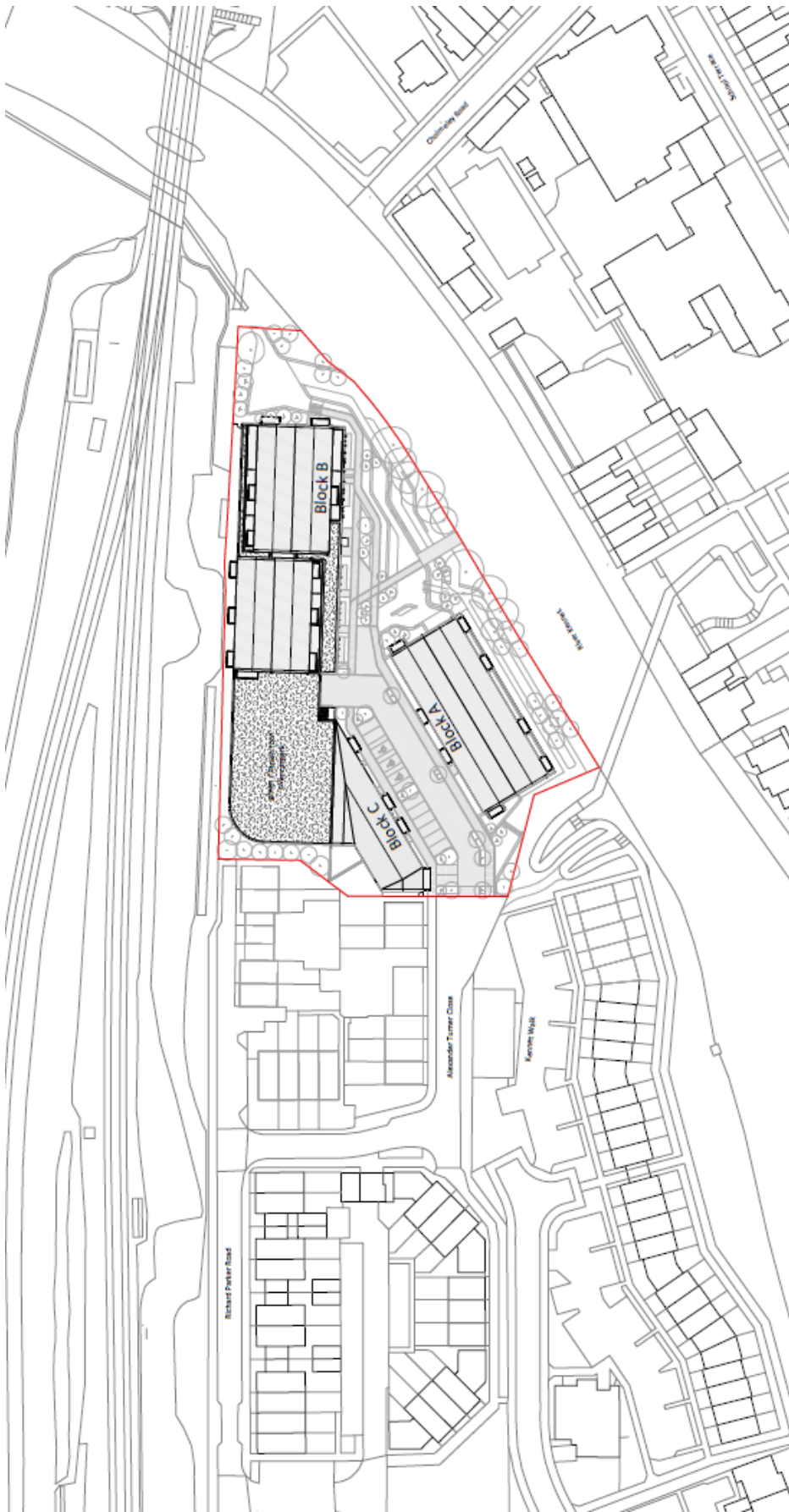
Proposed Sections P2-201 P1
Proposed Context Elevations - Block A (1) P3-011 P1
Proposed Context Elevations - Block A (2) P3-012 P1
Proposed Context Elevations - Block C P3-015 P1
Proposed Context Elevations - Block C (2) P3-016 P
Proposed Elevations - Block C - West P3-302 P
Dated 14/05/2019

Proposed Site Plan P0-010 P1

Proposed Plan - Ground Floor P0-100 P1
Proposed Plan - First Floor P0-101 P1
Proposed Plan - Block A - Ground Floor P1-100 P1
Proposed Plan - Block A - First to Fourth Floor P1-101 P1
Proposed Elevations - Block B - South P3-201 P1
Proposed Elevations - Block B - East and West P3-203 P1
Proposed Context Elevations - Block B (1) P3-013 P2
Proposed Context Elevations - Block B (2) P3-014 P2
Dated 23/09/2019

Landscape Softworks Strategy Plan 716-FH-XX-00-DP-L-401 P2
Landscape Hardworks Strategy Plan 716-FH-XX-00-DP-L-201 P2
Levels Strategy Plan 716-FH-XX-00-DP-L-301 P1
Topographical Survey 716-FH-XX-00-DP-L-P000 P1
Dated February 2019

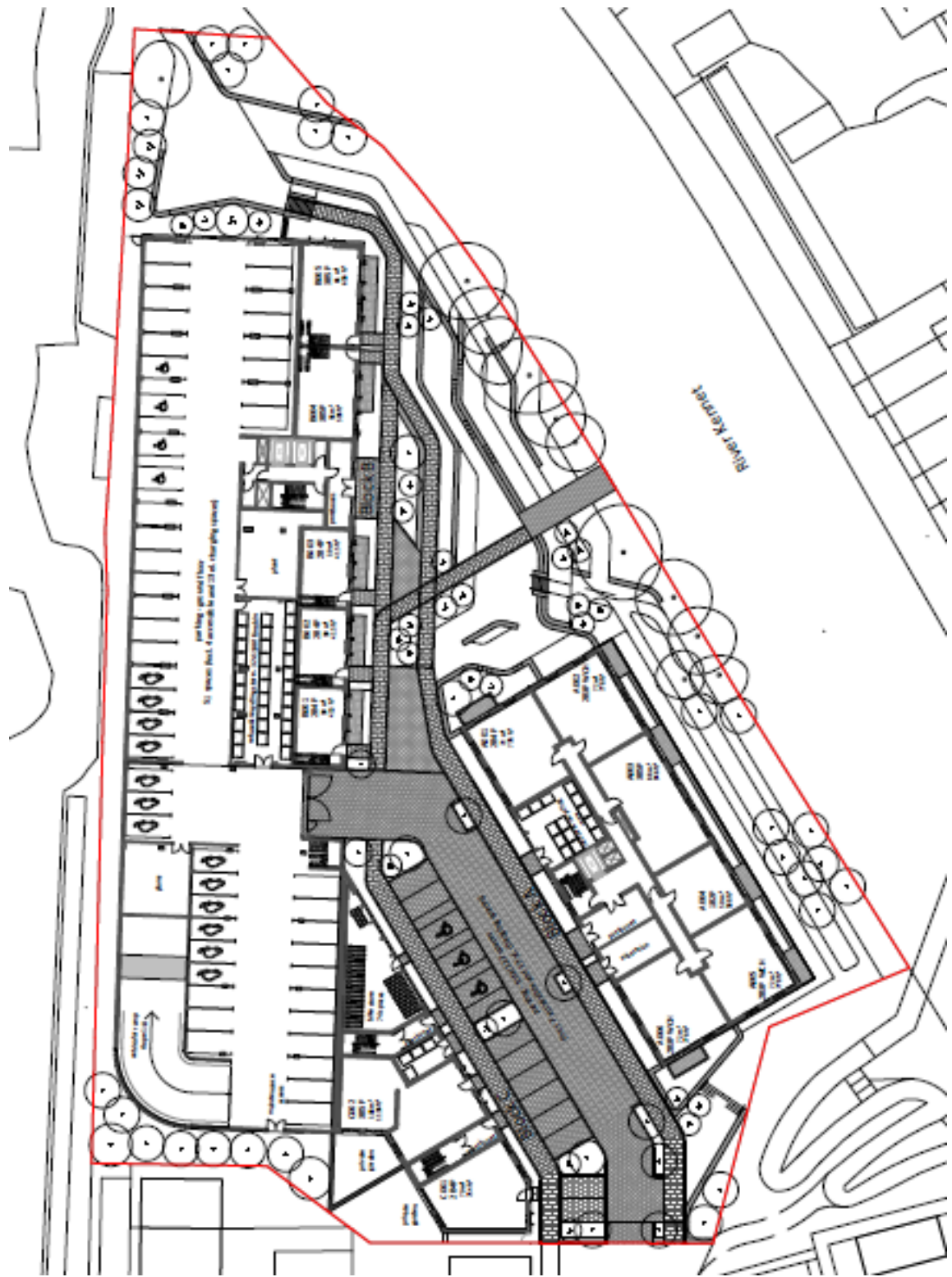
Anstey Home Daylight and Sunlight within the Proposed Dwellings
Atkins Geotechnical & Structural Engineering Planning Design Report
Boyer Planning Statement
Boyer Statement of Community Involvement
Briary Energy Energy Statement
Collado Collins Design and Access Statement
Farrer Huxley Landscape Statement
Greenspace Ecological Solutions Arboricultural Impact Assessment
Greenspace Ecological Solutions Bat Emergence Survey
Greenspace Ecological Solutions Preliminary Ecological Appraisal
Montagu Evans Heritage, Townscape, Visual Impact Assessment
Stuart Michael Associates Limited Air Quality Assessment
Stuart Michael Associates Limited Construction Environmental Management Plan
Stuart Michael Associates Limited Flood Risk Assessment and Drainage Statement
Stuart Michael Associates Limited Framework Travel Plan
Stuart Michaels Associates Limited Noise Assessment
Stuart Michaels Associates Limited Transport Assessment
Turner Morum LLP Affordable Housing Statement
Wessex Archaeology Archaeological Desk-Based Assessment
WSP Geo-Environmental Site Assessment



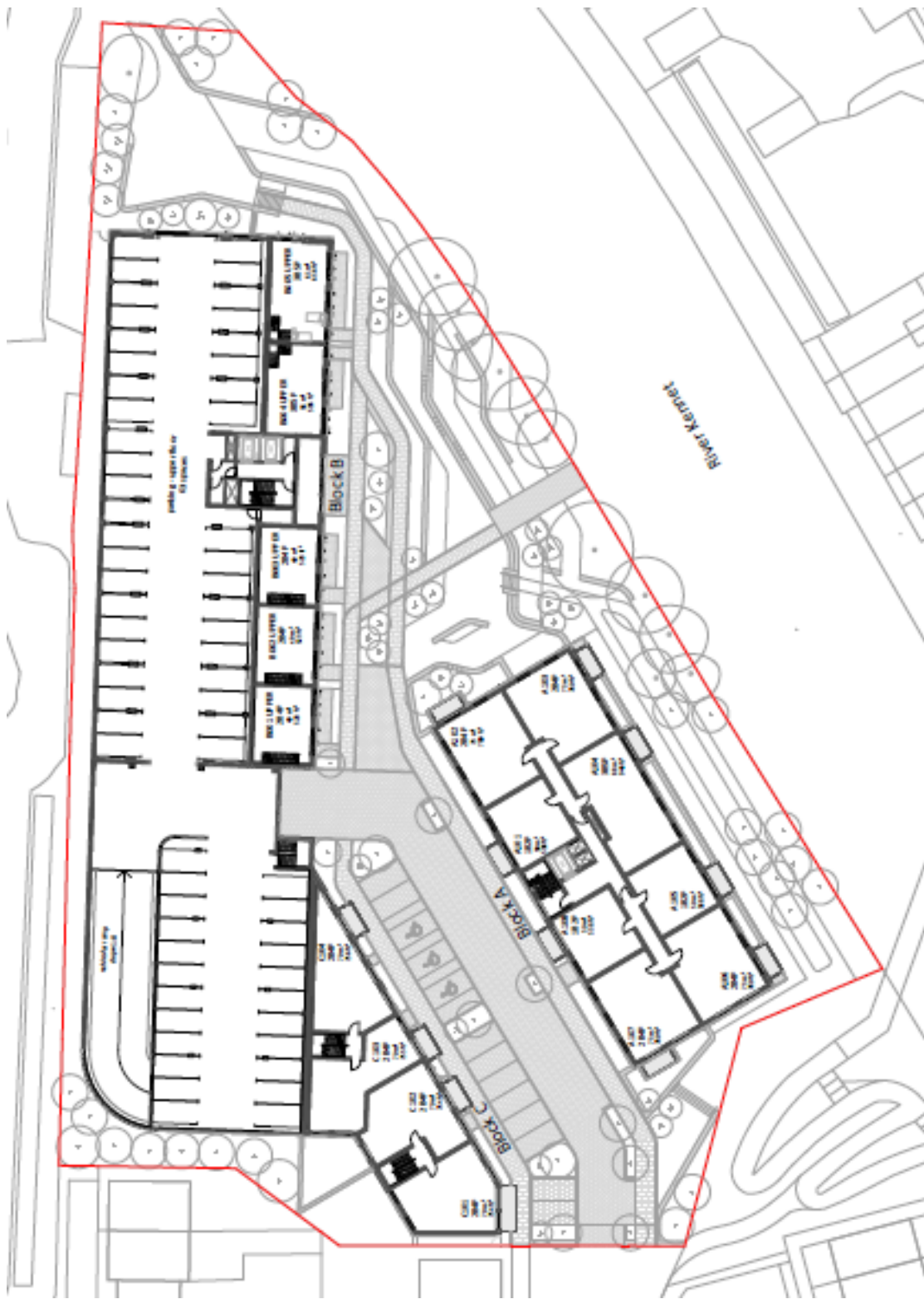
Proposed Site Plan



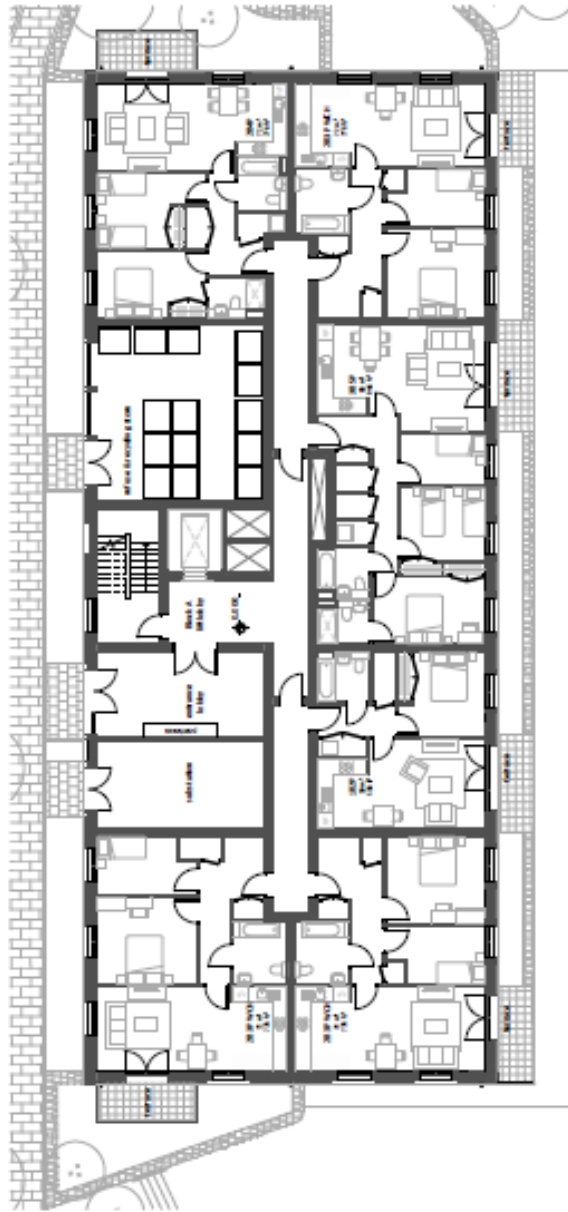
Proposed Master Plan Site Layout



Proposed Ground Floor Layout



Proposed First Floor Layout

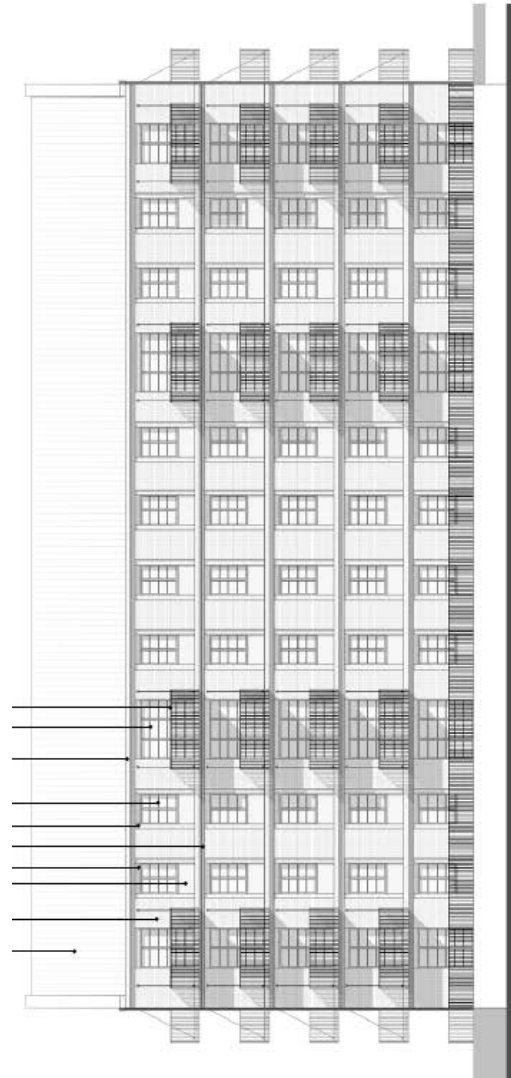
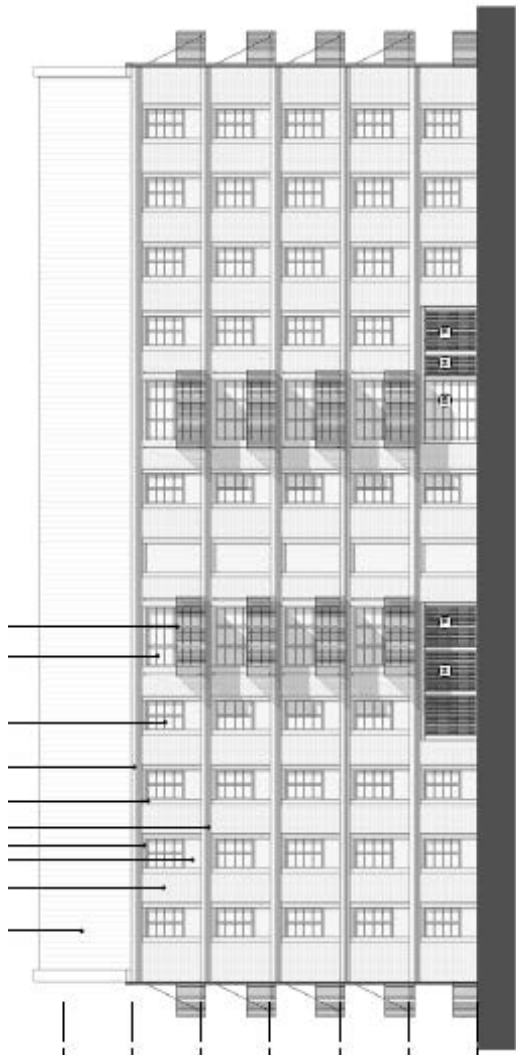
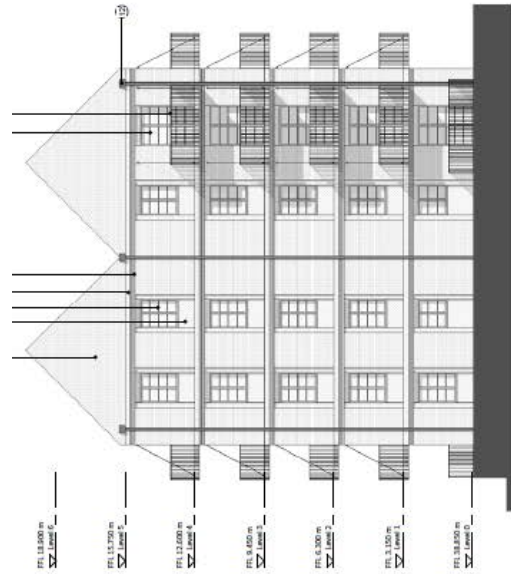
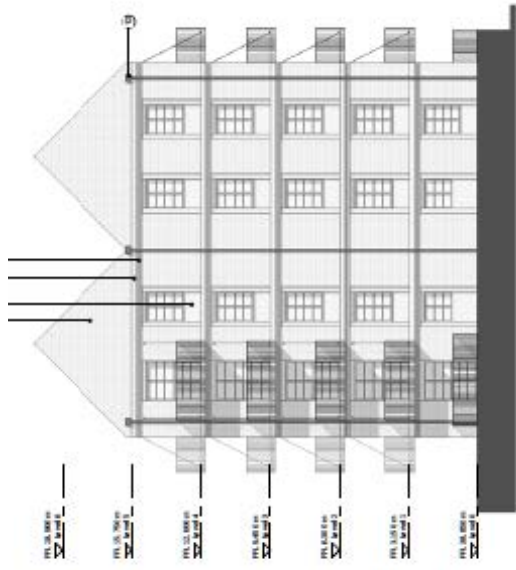


1 Ground Floor Plan
1:100

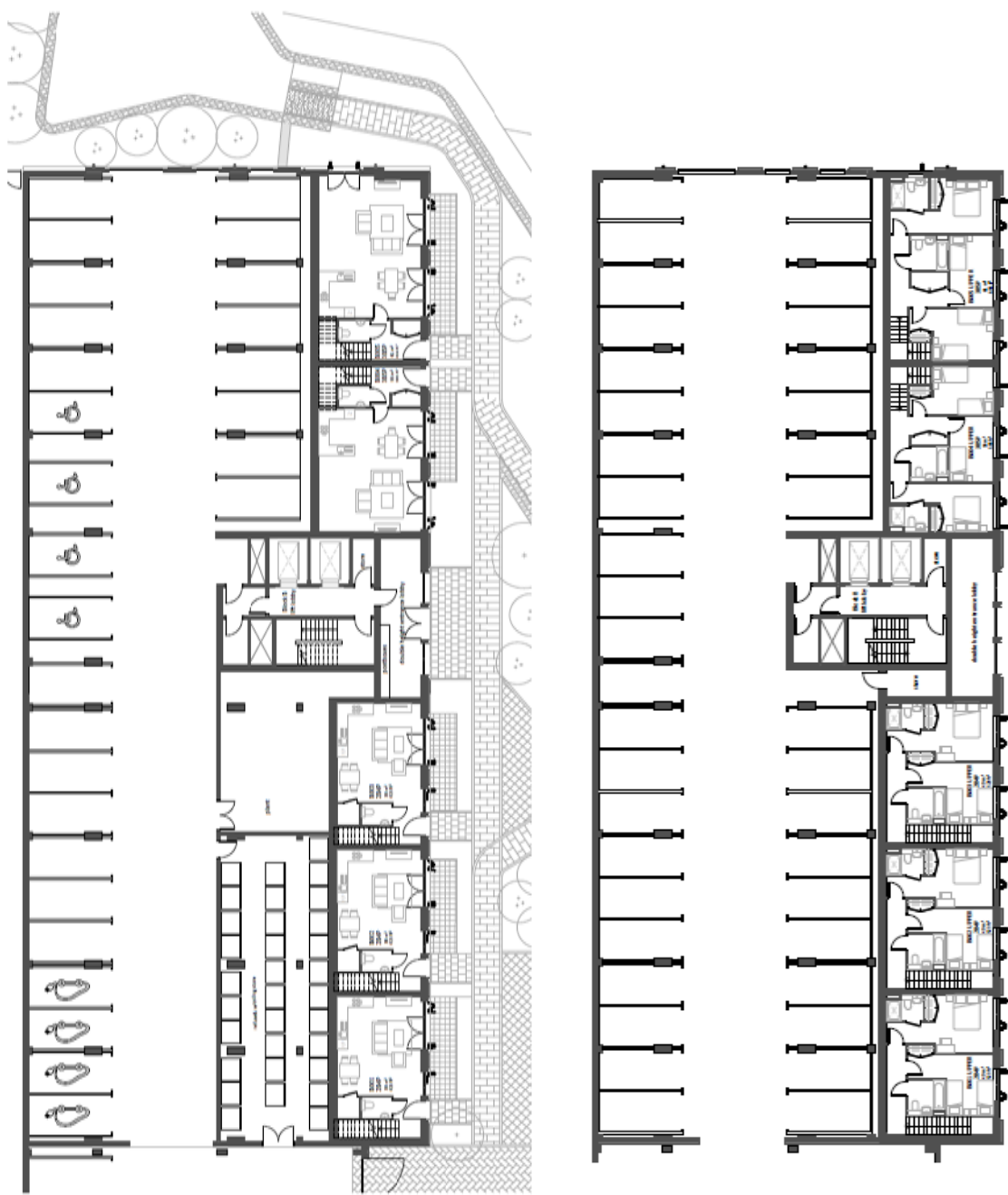


2 First to Fourth Floor Plan
1:100

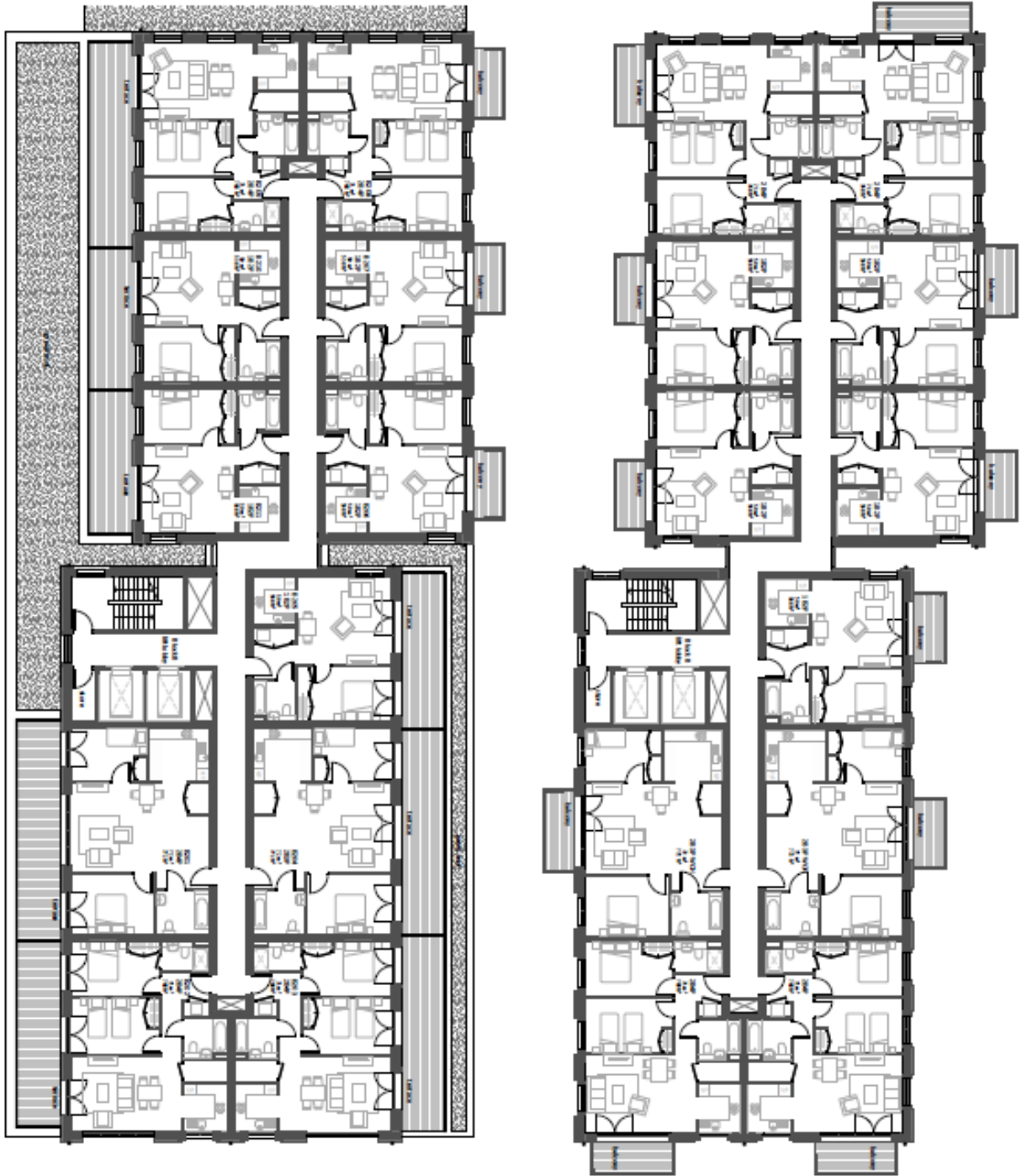
Block A – Proposed Floor Plans



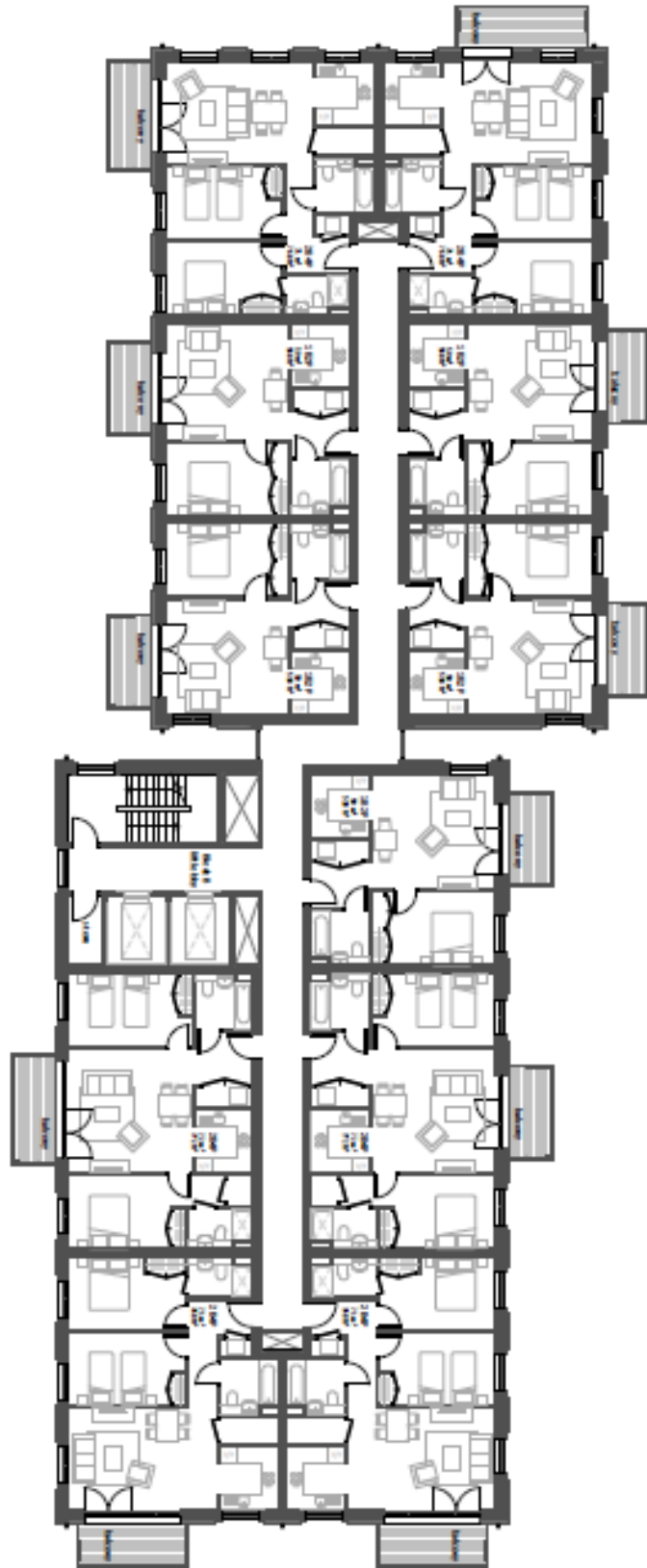
Block A Proposed Elevations



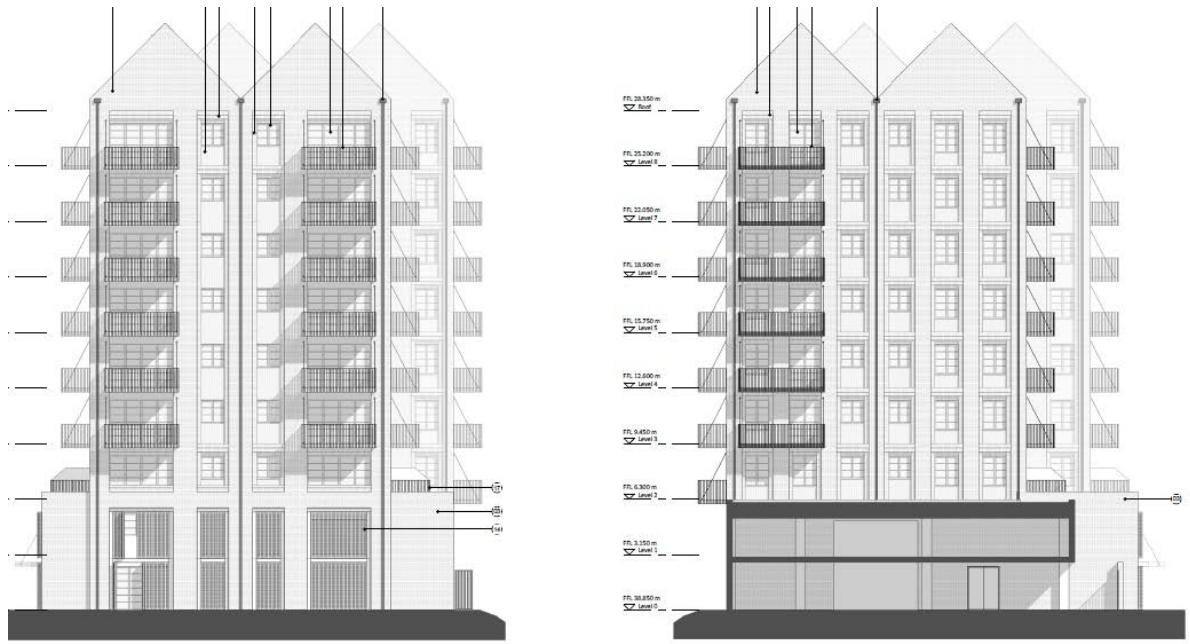
Block B – Proposed Ground and First Floor Plans



Block B - Proposed Second and Third Floor Plans



Block B – Proposed Fourth to Eighth Floor Plans



Block B - Proposed East, West and South Elevations



Block B – Proposed North Elevation



Block C – Proposed Floor Plans



1 Proposed South Elevation
1 : 100



2 Proposed West Elevation
1 : 100



3 Proposed North Elevation
1 : 100

Block C – Proposed Elevations



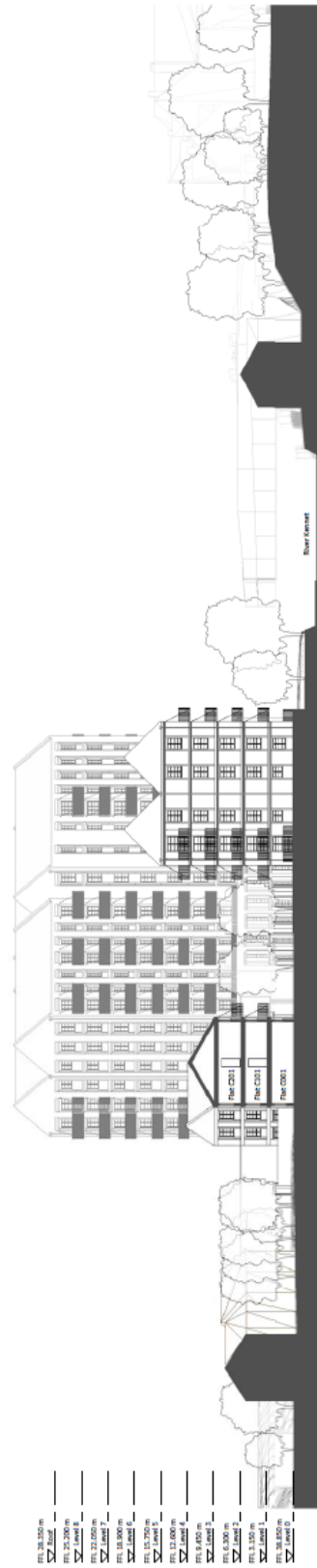
1 Proposed South Context Elevation
1:250



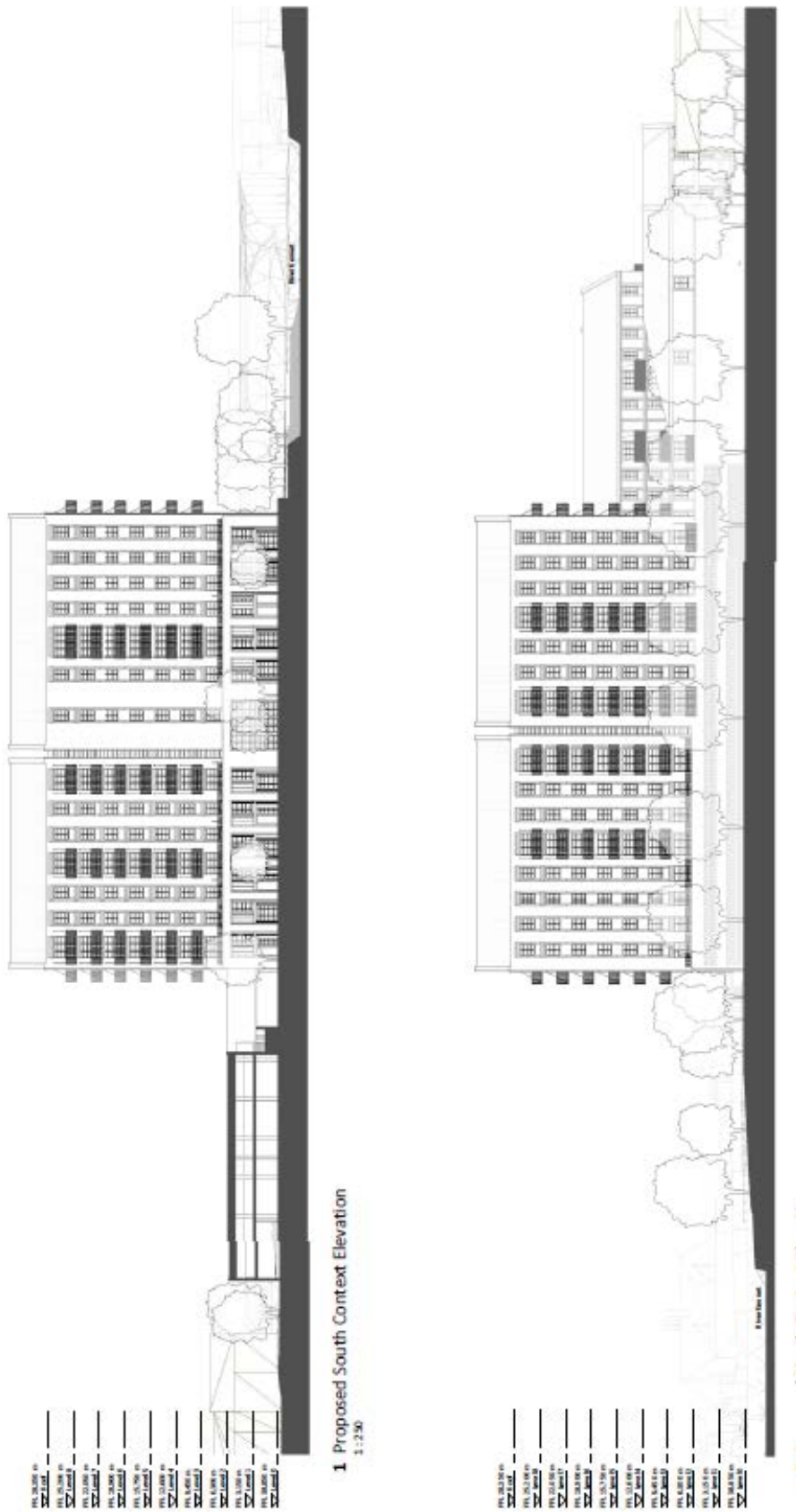
Block A - Proposed North and South Context Elevations



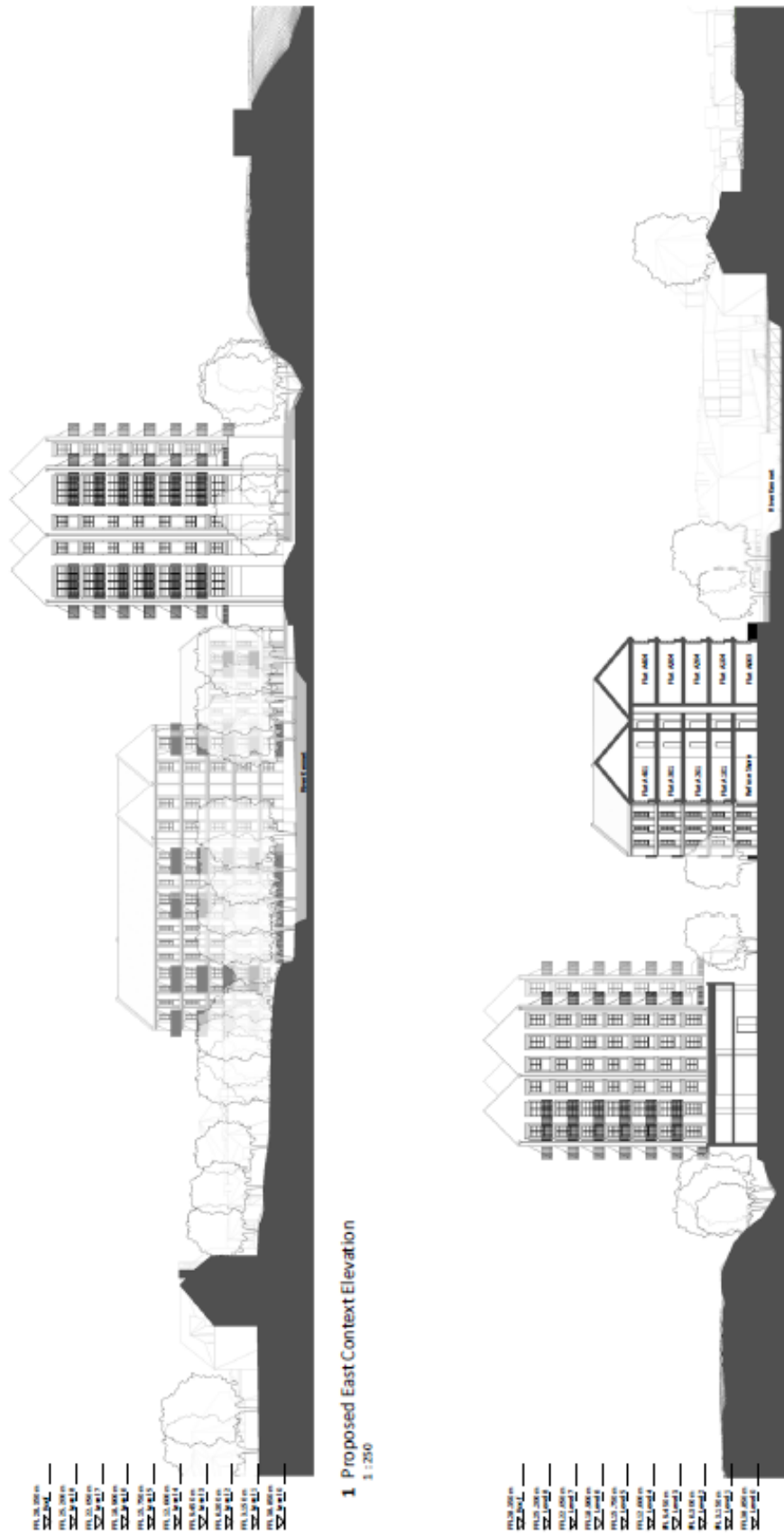
1 Proposed East Context Elevation
1 : 250



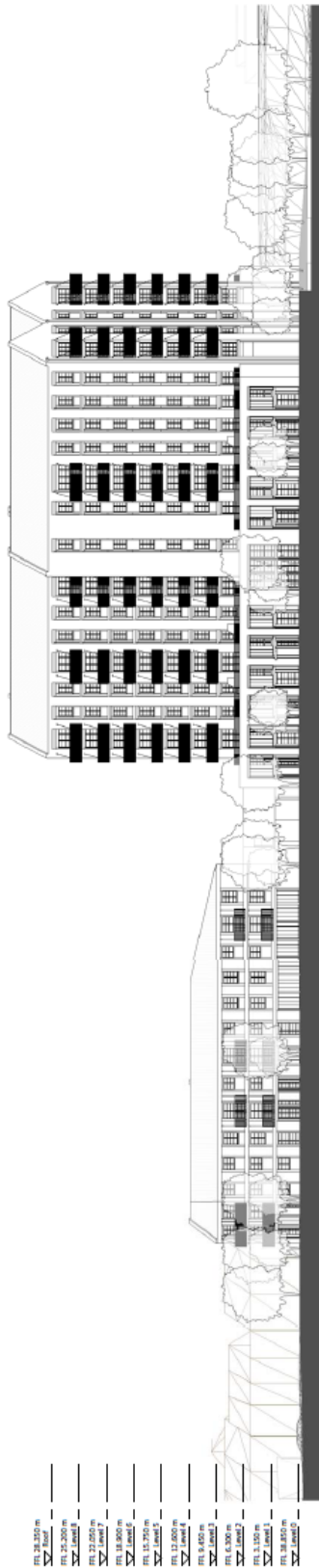
Block A – Proposed East and West Context Elevations



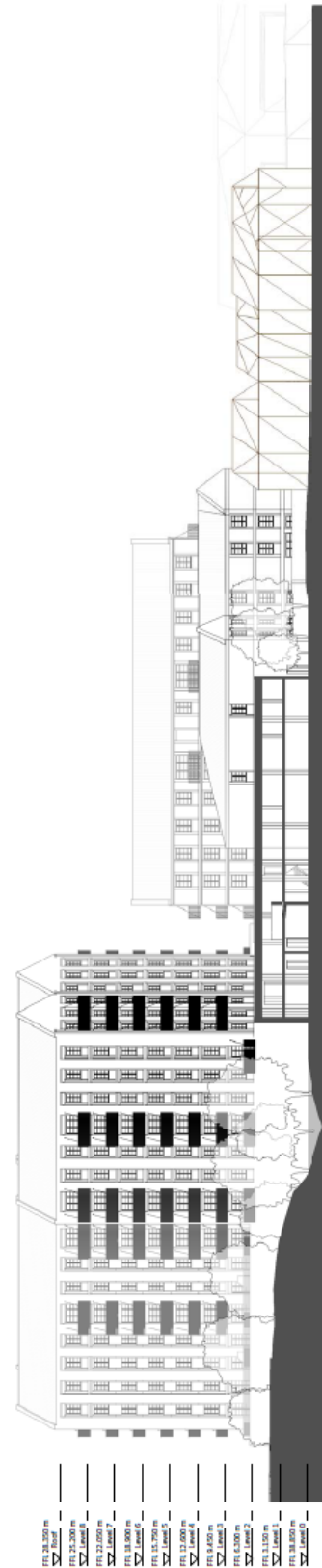
Block B – Proposed North and South Context Elevations



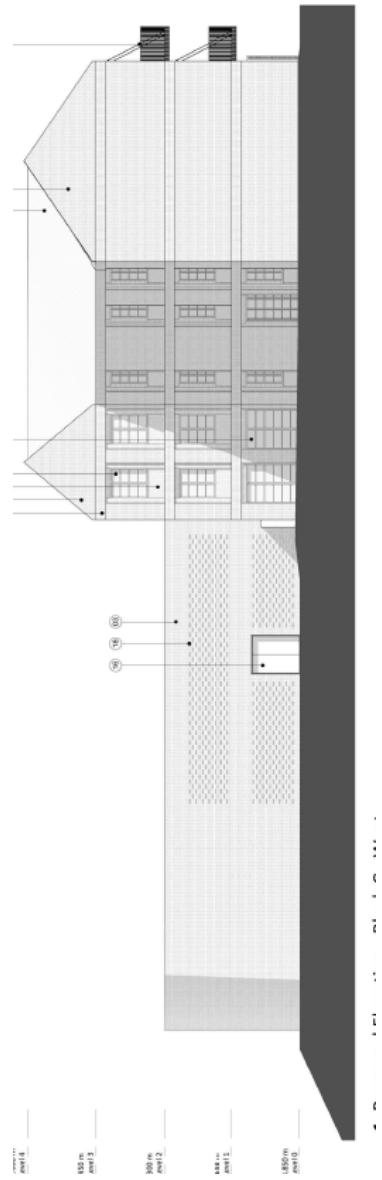
Block B – Proposed East and West Context Elevations



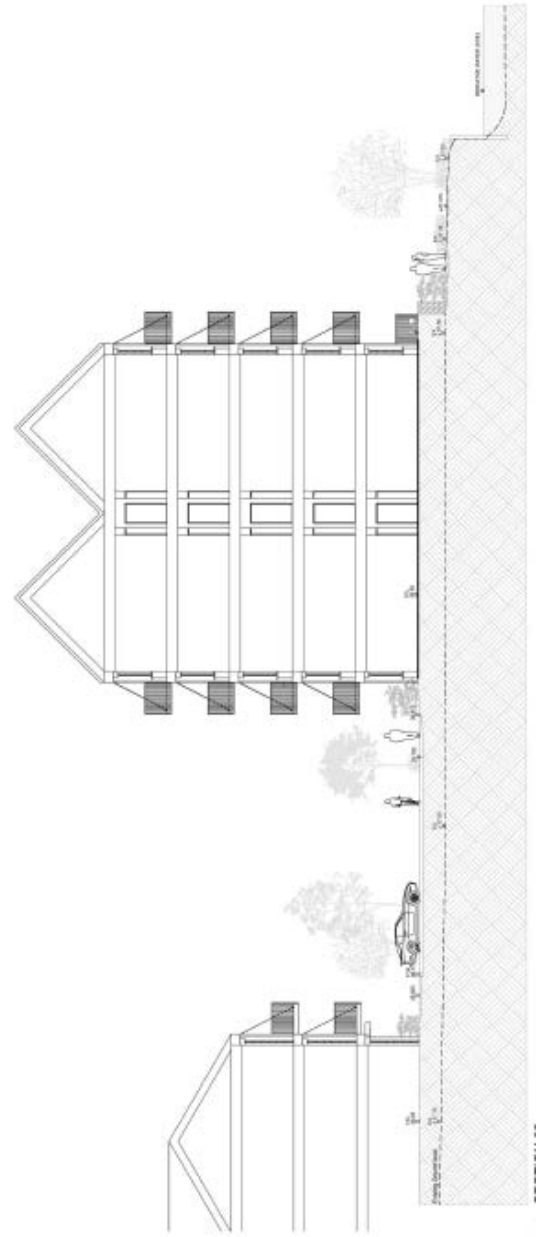
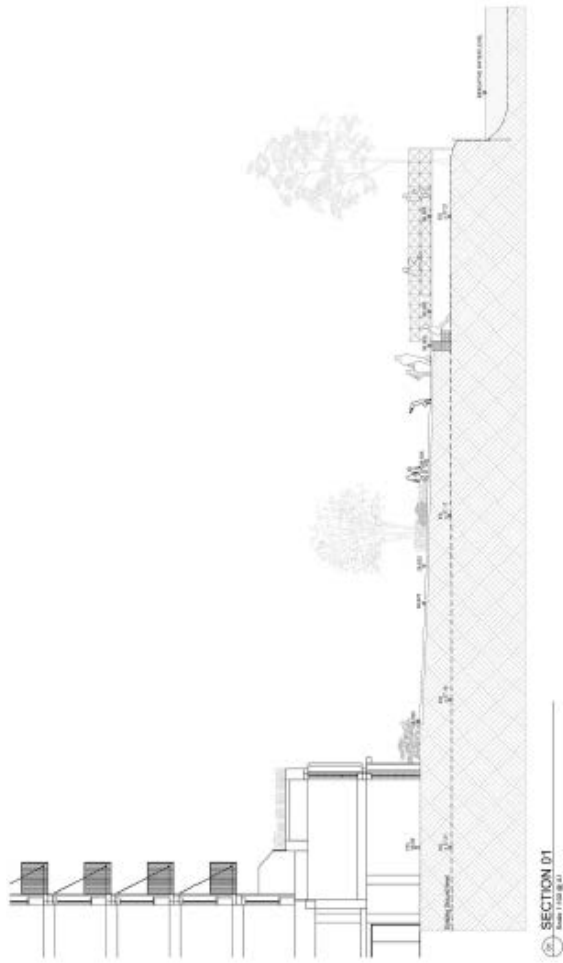
1 Proposed South Context Elevation
1 : 250



Block C - Proposed North and South Context Elevations



Block C – Proposed West Context Elevation



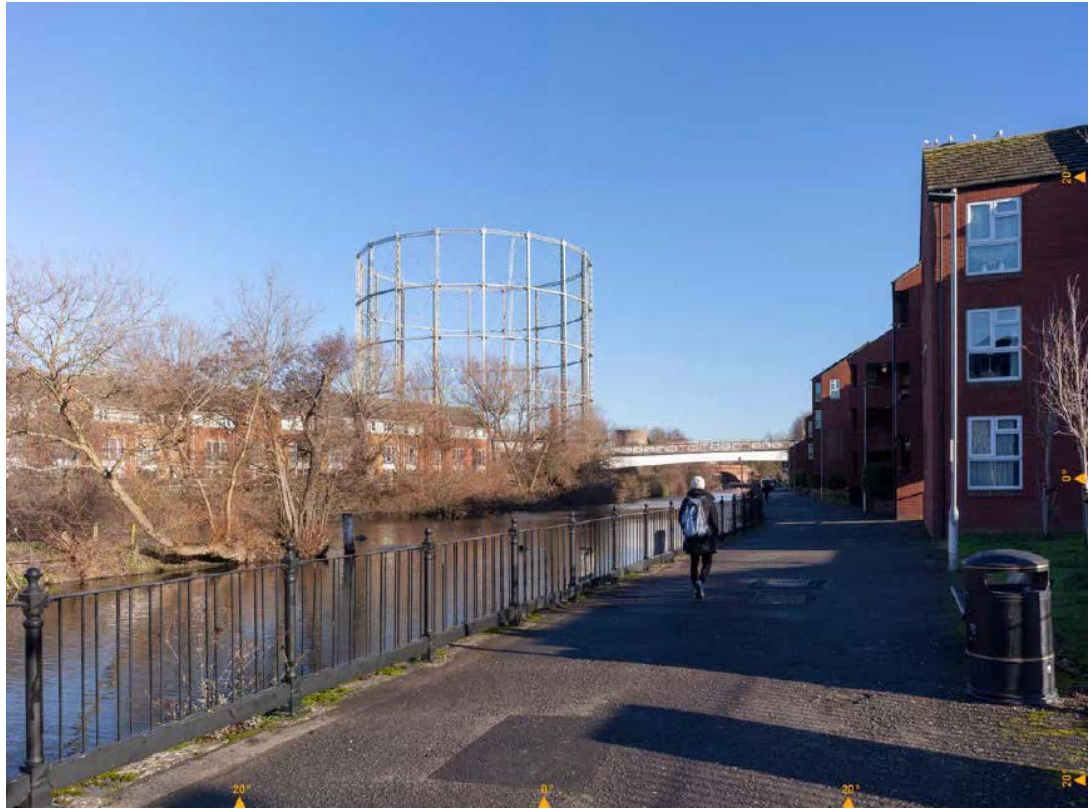
Existing and Proposed Site Levels Section (from river)



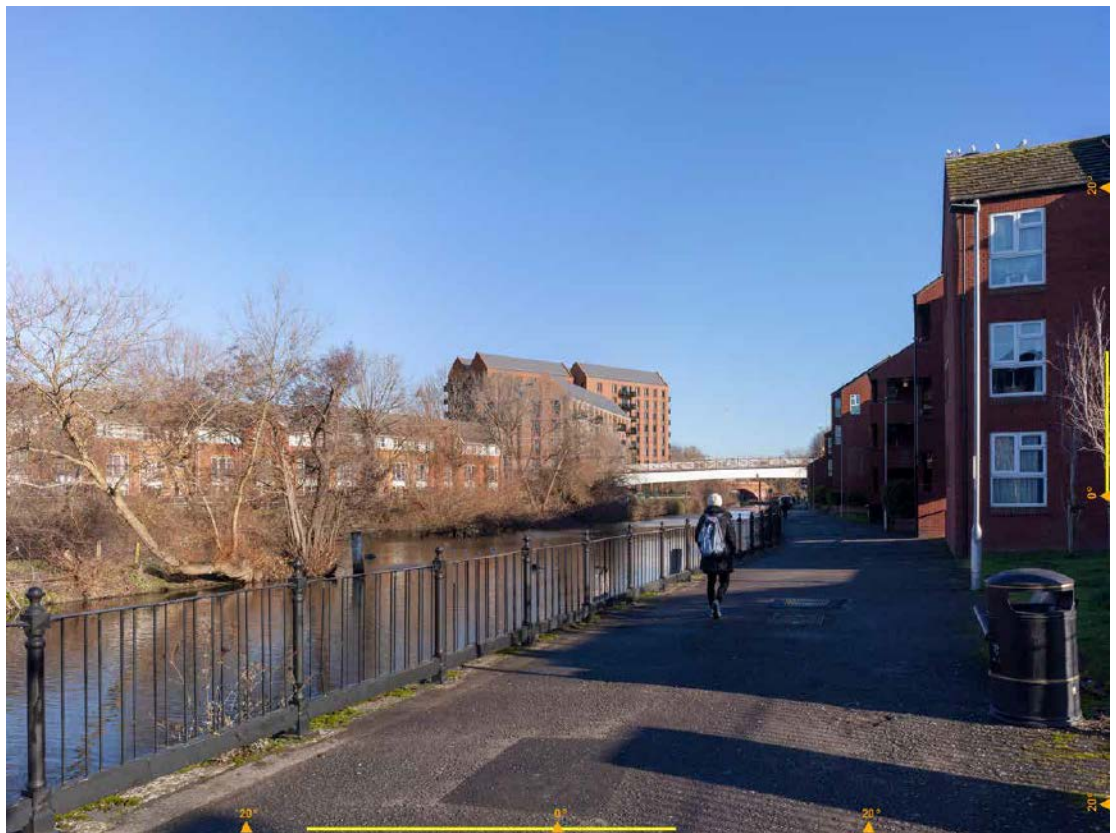
Existing View West from South Bank of River Kennet



Proposed View West From South Bank of River Kennet



Existing View East from South Bank of the River Kennet



Proposed View East from South Bank of the River Kennet



Existing View North from Cholmeley Road and Grade II Listed Newtown Primary School



Proposed View North from Cholmeley Road and Grade II Listed Newtown Primary School



Existing View North from Cumberland Road



Proposed View North from Cumberland Road



Existing View South West past Grade II Listed Railway Bridge



Proposed View South West past Grade II Listed Railway Bridge



Existing View North West from Liverpool Road



Proposed View North West from Liverpool Road



Proposed Visual Looking Directly North towards the Application site from Kennet Side across the River



Proposed Visual Looking East From Alexander Turner Close at the Entrance to the Site



Proposed Visual Looking North West from the River Bank within the site

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: Abbey

Application No.: 191096/FUL

Address: "Unit 16" North Street, Reading, RG1 7DA

Proposal: Redevelopment of site to provide 295sqm of office space (Class B1(a) and 6no. 1-bed apartments and 4no. 2-bed apartments (Class C3) including cycle and bin storage.

Applicant: Atlas Controls

Date Valid: 04/07/2019

Application target decision date: Originally 03/10/19, but extensions of time have been agreed until 30th November 2019

RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services (HPDRS) to

- (i) GRANT full planning permission subject to the satisfactory completion of the S106 legal agreement and subject to outstanding sustainability (carbon off-setting) matters being satisfactorily resolved with these matters being delegated to Officers to further assess and determine; or
- (ii) to REFUSE permission should the S106 legal agreement not be completed and sustainability matters resolved by the 30th November 2019 (unless officers on behalf of the Head of Planning, Development and Regulatory Services agree to a later date for completion of the legal agreement or resolution of sustainability matters).

The legal agreement to secure the following heads of terms:

- Provision of 3 on-site residential units as affordable housing (1 x 1 bed unit and 2 x 2 bed units). Split in terms of tenure with 2 x social rented units and 1 shared ownership unit
- A cascade mechanism for payment of affordable housing financial contribution should a Registered Provider not be secured
- Financial contribution of £3,500 towards Traffic Regulation Order
- Financial contribution of £15,000 towards Car Club
- Employment Skills and Training for the construction phase (to be agreed as per the SPD formulae)
- Carbon off-set payment (tbc)

And the following conditions to include:

1. Time Limit - 3 years
2. Approved plans
3. Pre-commencement (except demolition) submission and approval of materials
4. Pre-commencement submission and approval of Construction Method Statement
5. Pre-commencement submission and approval of a cycle parking layout plan, pre-

- occupation provision of spaces and retention of spaces thereafter
6. Pre-occupation provision of approved bin stores
 7. Pre-commencement submission and approval - Contaminated Land 1: site characterisation report
 8. Contaminated Land 2: remediation scheme
 9. Contaminated Land 3: implementation of remediation scheme
 10. Contaminated Land 4: reporting any unexpected contamination
 11. Contaminated Land 5: verification report of completed works
 12. Pre-commencement submission and approval of a SuDs scheme including implementation and maintenance details (consult EA)
 13. Pre-commencement submission of Design-Stage BREEAM assessment demonstrating compliance with BREEAM 'Excellent' standard.
 14. Pre-commencement submission of Design-Stage SAP assessment demonstrating compliance with Zero Carbon Homes standards
 15. Pre-occupation implementation of SuDs
 16. Pre-commencement submission and approval of hard and soft landscaping scheme, to include full details of proposed green wall to façade, and native species.
 17. Implementation of approved landscaping details.
 18. Landscaping maintenance, including to secure long-term retention of green wall as approved and details of pruning to maximise daylight penetration.
 19. Pre-occupation implementation and retention thereafter of the specifications within the approved noise mitigation scheme
 20. No mechanical plant to be installed until a noise assessment has been submitted and approved.
 21. Hours of construction: 8am-6pm (Mon-Fri); 9am-1pm (Sat); no Sundays/holidays
 22. No bonfires during construction
 23. Pre-occupation submission and approval of details of measures to prevent pests accessing the bin store
 24. Pre-occupation evidence of dwellings achieving zero carbon homes standards as built.
 25. Pre-occupation evidence of non-residential floorspace achieving BREEAM 'Excellent'
 26. Pre-occupation provision of approved electric vehicle charging spaces.
 27. Pre-occupation parking permits postal address
 28. No automatic entitlement to car parking permit
 29. Pre-occupation stopping up of existing vehicular access.

Informatives:

1. Positive and Proactive Statement
2. S106 Legal Agreement
3. CIL Liable
4. Terms and Conditions
5. Pre-Commencement Conditions
6. Works Affecting the Highway
7. Building Regulations
8. Thames Water Requirements
9. Encroachment
10. Parking Permits

1. INTRODUCTION

- 1.1 The application site relates to a two storey building “unit 16” located on the east side of North Street, west of Reading Town Centre, south of the railway line and a short distance from the Inner Distribution Road. The building has been converted and occupied as office accommodation (B1 use).
- 1.2 The surrounding area comprises a mix of uses; the immediate vicinity of the site features mostly light industrial and commercial uses. To the south of the site is Stratheden Place, a residential cul-de-sac of flats and houses. To the south-east is the Iceland/Wickes site, which has recently gained planning permission for a residential development.
- 1.3 The site is located within the Reading Central Area Action Plan area. The site is also within the adopted West Side Major Opportunity Area (Policy RC2). The vision for the area is a ‘mixed-use extension to the west of the centre containing high quality mixed-use environments and fostering stronger east-west links into the central core’. Policy RC2 is structured with general points applicable to all sub-areas, then some individual guidance for each sub-area. The more general points that are particularly relevant specify that development will:
- i) Contribute towards providing a mix of uses including residential;
 - ii) Help facilitate greater pedestrian and cycle permeability, in particular on key movement corridors and east-west links through the area and between development areas and the station, including the IDR;
 - iii) Provide additional areas of open space where possible, generally in the form of town squares;
 - iv) Give careful consideration to the areas of transition to low and medium density residential and conservation areas and protect and, where appropriate, enhance the setting of listed buildings.
- 1.4 More specifically at an individual level, the site is the southern half of the Great Knollys Street & Weldale Street Policy RC2b sub-area. Policy RC2b states:
- “This area will be developed primarily for residential, although development resulting in the loss of small business units should seek to replace some of those units, preferably on site. Residential development should be located on the parts of the site at lower flood risk.”
- 1.5 The site is also within the Office Core (Policy RC6), and air quality management area (Policy DM19) and the site potentially includes contaminated land (Policy CS34).
- 1.6 The site is located outside the designated tall building clusters (Policy RC13) although it is located nearby. The site is also located outside of both the Primary Shopping Area and the Central Core (Policy RC6).

- 1.7 Within the emerging new Local Plan (Submission Draft March 2018) the overarching vision for the West Side MOA (Policy CR12) remains unchanged from the 2009 adopted RCAAP vision (Policy RC2). The more general points are similar too, with the relevant addition of:
“vii) Demonstrate that it is part of a comprehensive approach to its sub-area, which does not prevent neighbouring sites from fulfilling the aspirations of this policy, and which contributes towards the provision of policy requirements that benefit the whole area, such as open space”
- 1.8 In addition, in terms of the specific allocation, the site remains as the southern half of Great Knollys Street and Weldale Street sub-area, with CR12b (in comparison with RC2b) stating:
“This area will be developed primarily for residential. Any development which would result in the loss of small business units should seek to replace some of those units, preferably on site. There should be a careful transition to the lower density residential areas to the west. Listed buildings and their settings in the area will be conserved and where possible enhanced.”
- 1.9 As such, the emerging site specific allocation builds on that of the RCAAP, with additional references to the transition to the west and nearby listed buildings. The other site constraints identified in paragraphs 1.4-1.5 above are also carried over in the emerging Local Plan.
- 1.10 The application is referred to Committee owing to it being a ‘major’ development.



Site Location Plan (not to scale)



Site photograph taken from the west side of North Street

2. PROPOSALS

- 2.1 Full planning permission is sought for the redevelopment of the site so the proposal involves the demolition of existing building.
- 2.2 The proposed development seeks the erection of a five and a half storey building with accommodation in the roof space. 10 residential units are proposed; 6 x 1 bed units and 4 x 2 bed units (Class C3). Each flat features a private balcony.
- 2.3 In addition to the residential units, 295m² of office (Class B1(a)) is proposed; 149.5m² at ground floor and 145.5m² at first floor. Level access is provided at ground floor and the office features its own internal lift and stairwell.
- 2.4 The application proposes 3 affordable units; 2 of these being social rent units and 1 being shared ownership unit. These are shown as being located at the first, fourth and fifth floors.
- 2.5 The proposed development will bar car-free and cycle parking is to be provided at the front and rear of the building. In this respect, 18 cycle spaces are allocated to office use and 12 spaces allocated to the residential flats.

- 2.6 In terms of the Community Infrastructure Levy (CIL), the applicant duly completed a CIL liability form as part of the submission of this application. As per the CIL charging schedule this proposal will attract a charge of £123,558.04 (833.5 x the 2019 CIL rate for residential developments).

3. PLANNING HISTORY

- 3.1 181290 Demolition of existing two storey building (Class B1) and erection of a seven storey building to provide 10 (2x1 & 8x2-bed) residential units (Class C3) at third to sixth floor level, office (Class B1a) at first and second floor level, and associated ground floor car parking, bin storage and cycle parking. Withdrawn

Surrounding Area:

- 3.2 181652 Outline - erection of a 2.5, 3.5 and 4.5 storey building comprising 47 apartments (including 30 per cent affordable housing) in a mix of one, two and three-bedroom units. Landscaping, cycle and car parking with associated works (all matters reserved except layout and means of access). Permitted subject to Legal Agreement 12/3/2019 (Committee 5/12/2018)
- 3.3 181653 Outline - erection of a 2.5, 3.5 and 4.5 storey building comprising 47 apartments for affordable housing in a mix of one, two and three- bedroom units. Landscaping, cycle & car parking with associated works (all matters reserved except layout and means of access). Permitted subject to Legal Agreement 12/3/2019 (Committee 5/12/2018)
- 3.4 170326 - Demolition of all existing buildings (including 3 retail units) and structures, and erection of new buildings ranging between lower ground & 4 storeys to lower ground & 11 storeys in height, providing 427 (233x1, 182x2 & 12x3-bed) residential units (Class C3) and 1 flexible ground floor retail shop (Class A1) or restaurant and cafe (Class A3) unit, together with new public realm, landscaping, accesses, parking and associated works (amended description). Permitted following completion of s106 Legal Agreement 15/03/18 (Committee 8/11/2017)

4. CONSULTATIONS

- i) RBC Transport

No transport objections, subject to conditions and informatives and incorporation of TRO and Car Club into the S106 Legal Agreement.

- ii) RBC Environmental Health - Environmental Protection

No environmental protection objection in respect of noise, air quality or contaminated land subject to conditions and informatives.

Concern about light levels achieved to the residential flats in respect of the addition of the green wall; concerns minimised without the green wall.

iii) RBC Housing

Reading Housing officers are satisfied with the affordable housing contribution and tenure provide subject to completion of S106 legal agreement in this respect, and inclusion that the agreement contains cascade to a financial payment should the residential units not be sold to a Registered Provider.

iv) RBC Planning Natural Environment

No tree/landscape objections subject to conditions and informatives.

v) RBC Ecology

No ecology objections subject to conditions.

vi) Public consultation

4.12 Notification letters were sent to nearby occupiers on 16th July 2019. And a site notice was also put up. Three letters of representation received, concerned with:

- out of character/overdevelopment
- noise
- lack of parking

5. LEGAL AND PLANNING POLICY CONTEXT

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'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making.

5.4 Accordingly, the application has been assessed against the following policies:

5.5 National
National Planning Policy Framework (2019)
National Planning Policy Guidance (2014 onwards)

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

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation

- CS3 Social Inclusion and Diversity
- CS4 Accessibility and the Intensity of Development
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS9 Infrastructure, Services, Resources and Amenities
- CS10 Location of Employment Development
- CS12 Maintaining a Variety of Premises
- CS13 Impact of Employment Development
- CS14 Provision of housing
- CS15 Location, Accessibility, Density and Housing Mix
- CS16 Affordable Housing
- CS20 Implementation of the Reading Transport Strategy
- CS22 Transport Assessments
- CS23 Sustainable Travel and Travel Plans
- CS24 Car / Cycle Parking
- CS25 Scale and Location of Retail, Leisure and Culture Development
- CS26 Network and Hierarchy of Centres
- CS27 Maintaining the Retail Character of Centres
- CS29 Provision of Open Space
- CS30 Access to Open Space
- CS31 Additional and Existing Community Facilities
- CS32 Impacts on Community Facilities
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources
- CS35 Flooding
- CS36 Biodiversity and Geology
- CS38 Trees, Hedges and Woodlands

5.7 Reading Central Area Action Plan (2009)

- RC2 West Side Major Opportunity Area
- RC5 Design in the Centre
- RC6 Office Core
- RC9 Living in the Centre
- RC10 Active Frontages
- RC12 Terraced Housing in the Centre
- RC13 Tall Buildings
- RC14 Public Realm

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

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaptation to Climate Change
- DM2 Decentralised Energy
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM5 Housing Mix
- DM10 Private and Communal Outdoor Space

DM12 Access, Traffic and Highway Related Matters
DM18 Tree Planting
DM19 Air Quality
DM23 Shopfronts and Cash Machines
SA14 Cycle Routes

Reading Local Plan 2019

CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT
CC2: SUSTAINABLE DESIGN AND CONSTRUCTION
CC3: ADAPTATION TO CLIMATE CHANGE
CC4: DECENTRALISED ENERGY
CC5: WASTE MINIMISATION AND STORAGE
CC6: ACCESSIBILITY AND THE INTENSITY OF DEVELOPMENT
CC7: DESIGN AND THE PUBLIC REALM
CC8: SAFEGUARDING AMENITY
CC9: SECURING INFRASTRUCTURE
EN12: BIODIVERSITY AND THE GREEN NETWORK
EN14: TREES, HEDGES AND WOODLAND
EN15: AIR QUALITY
EN16: POLLUTION AND WATER RESOURCES
EN18: FLOODING AND DRAINAGE
H1: PROVISION OF HOUSING
H2: DENSITY AND MIX
H3: AFFORDABLE HOUSING
H5: STANDARDS FOR NEW HOUSING
H10: PRIVATE AND COMMUNAL OUTDOOR SPACE
TR1: ACHIEVING THE TRANSPORT STRATEGY
TR3: ACCESS, TRAFFIC AND HIGHWAY-RELATED MATTERS
TR4: CYCLE ROUTES AND FACILITIES
TR5: CAR AND CYCLE PARKING AND ELECTRIC VEHICLE CHARGING

New Local Plan (Draft Reading Borough Local Plan): site is also identified as GREAT KNOLLY STREET & WELDALE STREET

5.9 Reading Borough Council Supplementary Planning Documents

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

5.10 Other relevant documentation

Reading Tree Strategy (2010)
DCLG Technical housing standards - nationally described space standard (2015)

6. APPRAISAL

6.1 The main issues are considered to be:

- i) Principle of development and land use considerations, including housing mix/density and provision of affordable housing
 - ii) Design Considerations
 - iii) Trees, landscaping and ecology
 - iv) Quality of accommodation for future occupiers
 - v) Amenity for nearby occupiers
 - vi) Transport
 - vii) Sustainability, Zero Carbon Homes and SuDS
 - viii) Other matters - Archaeology, S106, CIL & Equality
- i) Principle of development and land use considerations, including housing mix/density and provision of affordable housing

6.2 The National Planning Policy Framework (2019) 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 sustainable development. As per the introduction section of this report, the site forms part of an allocated site within the West Side Major Opportunity Area which is allocated for residential development in the Reading Local Plan (2019) under Policy CR12 (Development in the West Side Major Opportunity Area). More specifically, the site forms part of the Great Knollys Street and Weldale Street Policy CR12b sub-area. In the wider sub-area the allocation details that the land will be developed primarily for residential use. In this respect, the proposed development accords with the policy objective of primarily proposing residential accommodation. In addition, the specific allocation outlines that residential development should be located on the parts of the site at lower flood risk. The entirety of the application site is located within Flood Zone 1. Accordingly, the proposal accords with this overarching principle too. Furthermore, as discussed in more detail throughout this report, the proposals also generally meet the relevant wider West Side Major Opportunity Area policy objectives as well.

6.3 The existing building has, until recently, been occupied by the Reading Youth Offending Service, in office use, as per the lawful use of the site and the Council's lease on the building expired 23rd September 2019. Given the existing/emerging site allocation, the principle of the loss of the existing building is accepted and, whilst residential led, the proposal, which includes office accommodation at ground and first floor level is therefore able to maintain the provision of existing office and employment opportunities on the site which is welcomed.

6.4 In relation to the proposed office space (Class B1(a)), an occupier has not been specified at this time by the applicant, but the open plan nature and location of the space means it is considered to be as attractive as possible to a range of occupiers.

- 6.5 In relation to the principle of residential accommodation at the site, as well as meeting the site and major opportunity area objectives outlined above, this proposal would also align with the broad objectives of Policy H1 (Provision of Housing) in assisting in meeting the annual housing targets. .
- 6.6 The proposed density of residential development at the site is 250dph. In this instance, owing to a combination of the factors mentioned above (with design / environmental impacts discussed elsewhere in this appraisal), officers are content that the density is, on balance, appropriate for this specific site and provides an efficient use of the land, appropriate for the sites location on the edge of the WMOA. In particular, the development would be making an extremely efficient use of brownfield land in a highly sustainable location, which tips the balance in favour of the density of development proposed. Furthermore, the proposal accords with the emerging indicative density range of providing over 100 dwellings per hectare in the town centre, as referenced by Policy H2 (Density and Mix).
- 6.7 In relation to the mix of units, 6 x 1 bed units and 4 x 2 bed units are proposed which is suitable and acceptable in this location close to the town centre.
- 6.8 In relation to affordable housing, Policy H3 (Affordable Housing), seeks that development proposals of 10 or more dwellings should provide a 30% on-site affordable housing provision. The scheme proposes 3 on-site affordable units which equates to 30% and provides a policy complaint scheme. In terms of the tenure mix of the affordable housing units, the applicant seeks for 2 social rent and 1 shared ownership unit to be provided on the first, fourth and fifth floors of the building. This will result in the provision of 1 x 1 bed and 1 x 2 bed social rented dwelling and 1 x 2 bed shared ownership. The tenure mix would be as close as possible to the 70% rented and 30% shared ownership split, reflective of current needs in the Borough and as agreed with by the RBC Housing department. The proposed dwelling mix for the affordable housing units is considered a good representation of the overall mix unit sizes within the scheme and is welcomed. This is considered to be a significant benefit of the proposed redevelopment of the site. Should it not be possible to secure a registered provider to manage the proposed units on site, then the equivalent financial contribution will be secured by S106 to provide offsite housing provision.
- 6.9 The re-development of this site represents an opportunity to enhance the quality of development in this area, but this necessitates a building which is of an appropriate scale, mass, location and materiality. The proposal is therefore considered to be acceptable in principle subject to the detail matters set out below.
- ii) Design Considerations
- 6.10 Policy CC7 (Design and the Public Realm) seeks to preserve or enhance the character of the area in which a development is located. This is in addition to the wider policy aims of the West Side MOA outlined above. The existing building at the site is a somewhat uninspiring two storey industrial looking building that is not

considered to be of any particular architectural merit to warrant its retention in its own right. Nevertheless, in terms of its scale it sits modestly within its context and sits comfortably within the street scene. The demolition of the existing building is considered to be acceptable subject to the replacement building being suitable in design and related terms as detailed further below.

- 6.11 In terms of the scale of the building, this has been subject to careful consideration by the applicant, as demonstrated during pre-application discussions. It is noted that the time of the previous application (181290) officer concerns were raised in relation to the overall height and design of the proposed building. There has been a significant reduction (and in comparison with the previously withdrawn application) from 10 storeys to 5 and half storeys plus accommodation in the roof and a more thorough analysis of the surrounding area has been provide as part of this submission.
- 6.12 Whilst the building would be no further forward in the site than the existing built form, it does significantly increase the built form within the site in terms of bulk and mass. In this respect, it would have 5 storeys plus accommodation in the recessed roof to minimise the bulk. Whilst not classified as a “tall building” (criteria being 10 storeys of residential/12 storeys of commercial), it is recognised that the building exceeds the height of the existing structure within the site and those immediately adjacent. It is also recognised, however, that the area, given its somewhat industrial appearance, is less sensitive (contextually). The siting of the building is located outside of but adjacent to the “Western Grouping Tall Building Cluster” to the south and is considered as a transitional site, where a “medium” height building is considered acceptable subject to its design.
- 6.13 Naturally, when compared with the two storey nature of the existing building, a five storey building is acknowledged to represent a significant change in appearance. A 3D visualization has been submitted as part of the Design and Access Statement submitted by the applicant, in order for officers to further consider the scale. Whilst the building would clearly alter the character of the area, it is not considered that any harm would be of such a substantial level which (which would warrant the refusal of planning permission) and any harm should be weighed against any perceived wider public benefits in the overall planning balance. On this matter, the proposal is considered to provide positive benefits by the removal of an uninspiring industrial looking building, provides a transitional building to tall buildings recently approved by Planning Applications Committee, to the west (181652 and 181653 - 4 and half storeys) and south east (170326 - between 4 and 11 storeys) as well as the tall buildings further to the south (Chatham Street), provides an appropriate active frontage to North Street and provides the appropriate 30% affordable housing, a key tangible planning benefit. In this respect, the proposal is considered to be a positive addition to the street scene.
- 6.14 Further to the above, the site marks the first plot within this West Side Major Opportunity Area (CR12b “Great Knollys Street and Weldale Street”) that has come forward for redevelopment and it is anticipated that through the new Local Plan

that other plots within the block will be brought forward. The scale proposed is not considered not to prejudice these adjoining plots, through inappropriate scale, or the overall site allocation itself from realizing its intended potential of medium density development.

- 6.15 Taking the above into account it is considered that the overall scale and design of the proposed development has been suitably justified that there is a suitable policy basis for a taller building of the scale proposed in this location. Although this will undoubtedly alter the context along this part of North Street, the emerging context to the west and south east helps mitigate the impact. It is considered that the appearance and detailed design accords with the specific major opportunity area requirements. However, officers also acknowledge and consider that the proposed height is the maximum permissible at this site, owing to the site constraints and surrounding characteristics of the immediate area.
- 6.16 In terms of its detailed design, the proposed plans, as submitted, include a 'green wall' on the front elevation, facilitated by vines growing on the balcony frames. When looking at the appearance of the proposed building without the green wall, the proposed steel façade framework has been designed as such to reflect a biscuit tin pattern, having regard to the history of Reading as the production centre for the Huntley and Palmer's Biscuit Tin. Notwithstanding, the somewhat simplified design approach, this has been informed by previous comments from officers and the Reading Design Review Panel. In this respect, it is a conventional rectangular building, geometric in form although it is noted that the ridges of the roofline are out of sync with the windows. Whilst not necessarily an ideal design solution in itself, this would allow for the addition of PV panels which are a positive sustainability benefit of the scheme and welcomed by the Council.
- 6.17 Further to the above, the front elevation is enlivened by full height glazing at the ground floor to serve the office accommodation element which also helps to break up the appearance of the front façade. The majority of the building's appearance comprises brick-coloured render, glazing (with PPC or Zinc surrounds) with steel framework on the frontage and grey, recycled slates). It is considered that the appearance of the proposed building is comparable to the indicative design of the approved development at the Former Reading Family Centre opposite the site (ref 181652). In this respect, the proposed materials palette would respond to its context, harmonizing with the design palette of more recently approved development within the area. Indeed, whilst the immediate area is currently somewhat industrial in appearance, the strong office feature and traditional materials are all appropriate to this rather transitional residential area.
- 6.18 Should the application be granted, conditions relating to materials are recommended to ensure that the quality of detailed design envisaged is achieved in the built scheme.
- 6.19 The green wall, as referenced above, would clearly alter the character and appearance of the street scene. Whilst it would potentially conceal the majority of the front of the building, it would also have the ability to add visual interest to the

building, with the potential to add a vibrant new addition that would add life and vitality to the area. Furthermore, a green wall provides a welcome introduction of greenery into a currently predominantly industrial area. As discussed further below, other benefits to the area may also arise through the support given to biodiversity, a reduction in rainwater run-off and an increase in energy efficiency, all of which are encouraged at national and local policy levels. Indeed, the Council welcome measures to adapt to Climate Change and the Council's draft Sustainable Design and Construction SPD considers a green wall to be a technique that can help with adaptation to climate change.

6.20 Furthermore, it is noted that, should it be installed, then for as long as the green wall is in place, there would be an obvious commercial imperative for the owner to keep it well maintained so that the building is an attractive proposition for occupiers and visitors.

iii) Trees, landscaping and ecology

6.21 Closely linked with the design of the proposed building area matters relating to landscaping, trees and ecology matters. The site has no tree constraints, yet, as it is situated within a 10% or less canopy cover area, ideally tree planting would be included. In this respect, the site specific circumstances and the proposal limit the ability to provide significant landscaping within the site.

6.22 Notwithstanding the above, the proposal has the capability for the addition of a green wall on the front elevation. Should this feature establish over a period of time, then, in principle, this is welcomed, as well as the benefits referenced above. The green façade treatment also has the added benefit of achieving net gain in street landscaping. Furthermore, The RBC Tree Strategy for Reading (2010) gives particular interest to the provision of greening of these areas.

6.23 There is a concern regarding the function of the green walling and how it would be delivered in practice. As the green walling essentially comprises planting, it is considered that the specifics could be dealt with in more detail via suitably worded soft and hard landscaping conditions.

6.24 Should the green wall be adopted, it is considered to provide several clear benefits to the scheme, over the alternative of a non-screened façade. These benefits include:

- In terms of sustainability:
 - The green walling forms a key element of the proposed sustainable design; it mitigates the need for less energy efficient mechanical cooling (which would also require some external infrastructure); and
 - The greenery would provide solar shading (and associated cooling) in the summer and would facilitate solar gains in the winter.
- In terms of design and landscaping:
 - The green walling would help generate a green street character and would soften the façade of the building; and

- The green wall would establish a positive precedent for further green walling in an area of Reading that is identified for long-term regeneration.
 - In terms of residential amenity:
 - The greenery also enhances the privacy of the proposed balconies by providing a sense of enclosure that helps define semi-private space.
 - It will help to improve the air quality while intercepting pollution and dust; and
 - Will deflect noise pollution
 - In addition, the green walling will:
 - Result in a net gain of biodiversity; and
 - Will establish a close relationship between the future occupiers and nature which is vital in providing general health and wellbeing benefits.
- 6.25 It is considered that green walls play in an important role in achieving sustainable development by, amongst other things, enhancing biodiversity, retaining rainfall, reducing water run-off and increasing insulation. This is supported by the Council's recent reaction to a Climate Change Emergency and afforded great weight in paragraph 131 of the NPPF (2019) which specifically promotes high levels of sustainability in decision making.
- 6.26 In terms of specific ecology matters, the Council's Ecologist considers that the bat survey report submitted with the application has been undertaken to an appropriate standard and that the proposals are unlikely to affect bats or other protected species. Furthermore, bat roosts are proposed on the roof which is to be welcomed as a positive biodiversity enhancement and to be secured via condition in any permission.
- 6.27 Further to the above, a green wall will likely have added value for wildlife when compared to both the existing buildings on site and proposed façade in isolation. The applicant will need to submit full details (via condition) of landscaping, in line with Natural Environment Officer comments.
- iv) Quality of accommodation for future occupiers
- 6.28 Policy H5 (Standards for New Housing) seeks that all new building housing is built to high standards. Policy EN16 (Pollution and Water Resources) seeks to protect future occupiers from the impacts of pollution and Policy H10 (Private and Communal Outdoor Space) seeks that residential developments area provided with adequate private or communal outdoor amenity space.
- 6.29 Considering first the size and shape of each of the residential units, a series of standardized layouts have been adopted and applied on each floor. All are regular in size and shape, whilst also having regard to the nationally described space standard guidance document (as well as Policy H5). Furthermore, there are regular floor to ceiling heights and the units are predominantly stacked from floor to floor (ie bedrooms above bedrooms) which is appropriate.

- 6.30 Concern was raised that the proposed green wall would affect the level of light afforded to each of the units, given they would be deep, single aspect units. As discussed above, the green wall, as soft landscaping, can reasonably be controlled via condition. A light survey has been submitted with the application which does indicate that some of the rooms would be below the guidelines for access to daylight provision, whilst the majority would be acceptable without the addition of the green wall. Officers recognise the uncertainty which surrounds the levels of growth and foliage from any landscaping scheme over time, and therefore the realistic level of daylight and sunlight experienced by the majority of future occupiers is considered to be adequate. It is expected that suitable pruning and long term maintenance to minimise daylighting issues can be addressed in the landscaping details which are recommended to be secured by condition.
- 6.31 In terms of amenity space for future occupiers, the residential units are provided with external balcony spaces on the front elevation of the building. Given the constraints of the site, this is considered to provide valuable outdoor space to the benefit of future occupiers.
- 6.32 Level pedestrian access to the units is proposed via the residential lobby area at ground floor, separate to the office accommodation which is considered acceptable. There is also a rear access to the lobby and lift to the upper floors, which is also separate to the lift associated with the office element.
- 6.33 In terms of privacy and overlooking, it is initially noted that the proposed accommodation is located sufficient distance away from existing nearby residential occupiers outside the application site. This is discussed in more specific detail in the 'amenity for nearby occupiers' section below (from the opposite perspective) but equally applies to future occupiers too. Given the nature of the proposal there would be loss of privacy or overlooking between different units at the site.
- 6.34 In terms of noise and disturbance, it is acknowledged that North Street is a relatively busy road, with the nearby Ambulance Station, bus depot and neighbouring industrial units. A noise survey and mitigation scheme has been submitted. Environmental Protection officers consider that the recommended standard for internal design can be met if the recommendations from the assessment are incorporated into the design in order to protect the amenity of future occupiers. This is recommended to be secured by condition. Furthermore, internal noise transmission would be covered under building regulations.
- 6.35 Similarly, in terms of noise, vibrations, dust and fume considerations, comments from Environmental Protection confirm that both during the demolition/construction phase, and subsequently, the proposals will be acceptable subject to a variety of conditions for any permission. In particular, a pre-commencement construction method statement will protect the amenity of future occupiers within the earliest phase of development.

- 6.36 In terms of air quality, an air quality assessment has been submitted with the application. Environmental Protection officers consider that this suitably demonstrates that the air quality at the proposed building will be acceptable and no further mitigation is necessary in this respect.
- 6.37 In terms of contaminated land matters, Environmental Protection officers advise that a series of standard contaminated land based conditions are necessary owing to the former uses at the site in order to ensure the land is suitable for the proposed end uses and does not create undue risks to future occupiers. Subject to these conditions, the proposals are appropriate in terms of contaminated land.
- 6.38 Conditions to ensure any pest or vermin issues on site are dealt with prior to construction are also recommended along with a condition to require details demonstrating how the proposed bin stores will be designed in terms of pest control.
- 6.39 With regard to the quality of accommodation for future non-residential occupiers, the office units are considered to be of a size and nature which would make them attractive to a wide variety of possible future occupiers. In particular, the open plan nature of the spaces, the double /largely glazed frontage will assist in height this regard. The potential impact of noise and disturbance of future occupiers from the non-residential elements will be mitigated by the Environmental Protection and Transport based conditions too. Should the future occupier seek to include any noisy plant in association with the future use of the unit, a noise assessment will be required, as secured via condition attached to any permission. With all of the above in mind it is considered that the unit would be of a suitable quality for a variety of Class B1(a) operators. It is also noted that no advertisement consent for signage has been sought at this time, as the future occupier has not been specified. Therefore an informative will remind the applicant of the possible need for advertisement consent in the future.
- 6.40 It is considered in overall terms that the proposals would provide a suitable standard of accommodation for all future occupiers, subject to the recommended conditions, in accordance with Policy CC8 in particular.
- v) Amenity for nearby occupiers
- 6.41 Another significant consideration in any proposal of this nature is the potential impact on existing adjoining and nearby occupiers to the application site. Accordingly, each of the matters outlined by Policy CC8, together with reference to other related policies of relevance, is considered in this section.
- 6.42 In terms of visual dominance, overbearing effects, it is acknowledged that the scale of the proposed building would result in a significant change in context for existing nearby occupiers. However, it is also recognised that there are limited existing residential units in the area and the impact of the proposed building on other adjacent commercial/industrial units is not considered to be significantly

adverse due to the commercial and industrial nature of these sites. Similarly the proposals would not result in harmful loss of daylight or overshadowing to surrounding properties.

- 6.43 In terms of privacy and overlooking, no windows are proposed on either flank elevation of the proposed building (towards the north and south of the site). On the west (front) side of the building, external balconies are proposed floors 1-5, which will be seen from other buildings in the area. However, in the context of nearby residential development, no significant material loss of privacy or overlooking is considered to occur. Furthermore, this is not considered to significantly impinge the future redevelopment of the site to the west.
- 6.44 In overall terms, the proposals are not considered to cause a significant detrimental impact to the occupiers of nearby properties or the wider area/uses, complying with Policy DM4 in particular. Similar to the conclusion reached in the quality of accommodation section above, this conclusion is subject to recommended conditions.

vi) Transport

- 6.45 The site is located in Zone 2, Primary Core Area, of the Revised Parking Standards and Design SPD. This zone directly surrounds the Central Core and extends to walking distances of 2 kilometres from the centre of Reading. This zone is well served by public transport, with buses continuing either into or out of the Central Core Area via this zone.
- 6.46 In accordance with the adopted Parking SPD, the development would be required to provide 1 space per 100m² of B1 office and 1 parking space per 1-2 bedroom dwelling plus 1 space per 10 dwellings for visitor parking. The residential element would generate a requirement for 11 parking spaces.
- 6.47 The site is proposed to be car-free which does not comply with the Council's Parking Standards. Therefore, mitigation measures would need to be offered if a full application is submitted. The recently approved residential development on the former Reading Family Centre located opposite the site secured a contribution towards a car club. Given that the proposed development has no on-site parking, car clubs allow members access to cars and reduce the need to own a car themselves. Therefore, a contribution towards the costs of funding a car club would be required which would be secured via S106 legal agreement.
- 6.48 Further to the above, a contribution would also be required to cover the costs of preparing, advertising and thereafter implementing a Traffic Regulation Order to alter the parking restrictions to provide an on-street reserved parking space for the aforementioned car club vehicle; this will also be secured via S106 legal agreement.
- 6.49 It should be noted that North Street and Weldale Street all within a Resident's Permit Zone; therefore future residents of the development would not be eligible

for a Residents Parking Permit. The standard parking conditions and informative would be applied if the application is approved.

- 6.50 Cycle parking should be provided in line with Council's adopted Parking Standards and Design SPD Section 5. The SPD notes 0.5 cycle spaces is required for 1 or 2 bedroom dwellings and 1 space per 200sqm of B1a office use. Good quality cycle storage must be incorporated into the design of scheme in order for a car-free development to be considered.
- 6.51 In this respect, the residential cycle store is located with a shed at the back of the property and accessed from a side alleyway. This is acceptable in itself; however, it is not clear whether the shed will be equipped with a Sheffield type stands as these types of stands should be set back 650mm from the back of the store which may make the store inaccessible. Therefore, clarification is required to ensure the cycle parking provision complies with design standards and it is considered that this can be dealt with by way of a suitably worded condition.
- 6.52 The office use will provide cycle parking across the site frontage. Again, whilst this in itself is acceptable, there is some concern that the spaces are somewhat exposed to the elements in respect of security and weather which may discourage use. It would be appropriate for a minimum of 2 spaces to be covered and it is considered that this can be dealt with by way of a suitably worded condition.
- 6.53 The existing vehicular access to the site will not be required and must be stopped up with the footway reinstated to the satisfaction of the Local Planning Authority. This can be dealt with by way of condition.
- 6.54 On the basis of the above, the proposals are considered to be satisfactory from a transport perspective, subject to a number of conditions and elements to be secure through the Section 106 Legal Agreement.

vii) Sustainability, Zero Carbon Homes and SUDS

- 6.55 The Planning Statement submitted in support of the proposal considers that the proposed development has been designed to achieve the highest levels of sustainability, as indicated in the Design and Access Statement. The DAS includes significant commentary in respect of sustainability and energy matters and, indeed, it is noted that should the green wall be adopted, it would enhance the suitability of the building through natural temperature management. Notwithstanding this, with regard to the office element proposed, Policy CC2 states that "All major non-residential development or conversions to residential are required to meet the most up-to-date BREEAM "Excellent" standards". It is therefore considered necessary to secure the standard two-part condition. The first, a pre-commencement condition, seeks a final design stage assessment and certificate to demonstrate that the units would achieve the required 'Excellent' rating. The second element, secured prior to first occupation, will secure final BREEAM domestic refurbishment certificate of compliance with the 'Excellent' rating.

- 6.56 In respect of the residential elements proposed, Policy H5 seeks that all new building housing is built to high standards. In particular new housing should adhere to zero carbon homes standards. Policy CC2 (Sustainable Design and Construction) and CC£ (Adaption to Climate Change) seeks that proposals should incorporate measures which take account of climate change. Specifically, Policy H5 states that “All major new-build residential development should be designed to achieve zero carbon homes”. In this respect, this will mean as a minimum 35% improvement over the Target Emissions Rate over the 2013 Building Regulations plus a contribution of £1,800 per tonne towards carbon offsetting within Reading (calculated as £60 per tonne over a 30 year period).
- 6.57 The Council would expect the applicant to submit an Energy/Sustainability assessment as part of the application submission, demonstrating how the energy related aspects of the proposed development actually meet the requirements of Policy H5. Furthermore, a financial contribution to offset remaining carbon emissions to zero should be included with the S106 Legal Agreement.
- 6.58 Given the time the application was submitted and validated, and that the application was originally due to be determined at the 9th October Planning Applications Committee, the above did not form part of the original assessment of the application. However, as the new Local Plan is due to be adopted 4th November 2019, this does now form a material planning consideration, with significant weight held due to the imminent adoption of the Plan. The applicant is aware of the change in policy context and an update report will be provided in respect of the above. As set out in the recommendation box at the start of the report, Officers seeks that, should planning permission be granted, agreement of the level of the carbon off-setting contribution is delegated to Officers once review of the calculations has been completed.
- 6.59 In terms SuDs, officers are satisfied with the information submitted as part of the application. This is subject to, in the event of permission being granted, pre-commencement conditions for a final implementation, maintenance and management plan, as well as the measures proposed being implemented prior to first occupation of residential units.
- 6.60 The comments of Thames Water are noted and can be addressed by their suggested informative.
- viii) Other matters - Archaeology, ESTP, S106, CIL & Equality
- 6.61 The site has previously been developed in respect of the existing unit and the Berkshire Archaeologist has confirmed that there are no concerns in respect of buried archaeological heritage and no further detail or action is required in this respect.
- 6.62 A construction phase Employment Skills and Training Plan would be secured which identifies and promotes employment opportunities generated by the proposed

development, or other developments within Reading, for the construction phase of the proposed development. Sometimes this requires a payment to Reading UK CiC, the Council's partner, to prepare the plan usually payable at least 1 month prior to implementation and index linked from the date of issue of planning permission. As such, the S106 will secure this in a flexible manner covering both options.

6.63 As already outlined in this report, a number of matters are to be secured via S106 Legal Agreement. Policies CS9 and DM3 allow for securing the necessary contributions to ensure that the impacts of a scheme are properly mitigated. The recommended heads of terms, in addition to affordable housing matters, are as follows, as also set out in the recommendation above.

- An Employment Skills and Training Plan (construction phase only)
- Contribution of £3,500 to cover the costs of preparing, advertising and thereafter implementing a Traffic Regulation Order
- Contribution of £15,000 toward the costs of funding a car club
- A financial contribution to offset remaining carbon emissions to zero - figure to still be agreed with the LPA

6.64 A S106 Legal Agreement is in the process of being prepared to secure these contributions.

6.65 It is considered that the 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.

6.66 Separately, the proposal would be a Community Infrastructure Levy (CIL) liable development. The applicant has provided the appropriate CIL Additional Information Form. An informative would be attached to the decision notice to advise the applicant of their responsibilities in this respect.

6.67 Pre-commencement conditions - In line with section 100ZA(5) of the Town and Country Planning Act (as amended) discussions are being undertaken with the applicant regarding pre-commencement conditions. To be updated.

Equality

6.68 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, sex, 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.

Matters Raised in Representation

6.69 All matters raised are considered to be covered within the appraisal section above.

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. Ultimately, when applying an overall critical planning balance of all material considerations, the benefits are considered to outweigh the conflicts. As such, full planning permission is recommended for approval, subject to the recommended conditions and completion of the S106 Legal Agreement.

Case Officer: Ethne Humphreys

Drawings and documents:

Plans and Documents submitted:

Drawing No: Existing Building and Maps (Location and Site Plan) Rev 7.4

Drawing No: Proposed Elevations: Structure Rev 7.4

Drawing No: Proposed Elevations: Summer Rev 7.4

Drawing No: Proposed Elevations: Winter Rev 7.4

Drawing No: Proposed Floorplans Rev 7.4

Drawing No: Comparative Sections Rev 7.4

Drawing No: Long Section Rev 7.4

Drawing No: Streetscene Rev 7.4

Received 10th October 2019

Contaminated Land Risk Assessment

Noise Report

Transport Statement

Air Quality Report

Bat Survey Report

Affordable Housing Statement

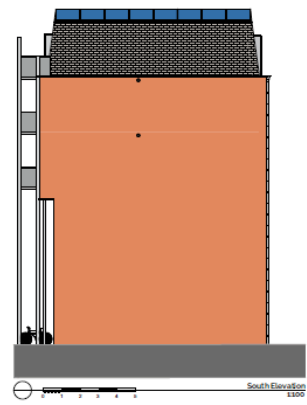
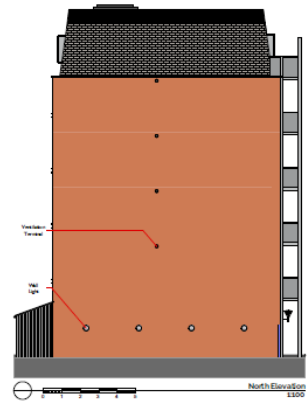
Open Space Statement

Surface Water Drainage Statement

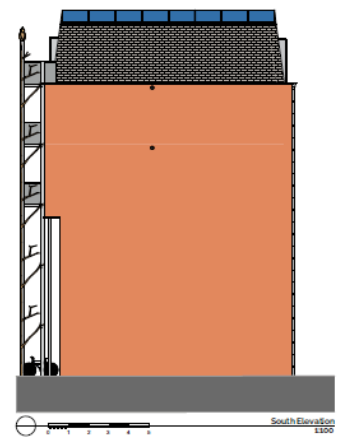
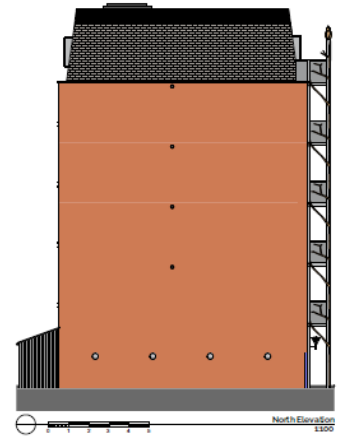
Received 3rd July 2019

Design and Access Statement

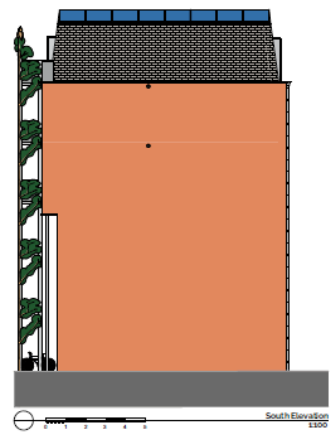
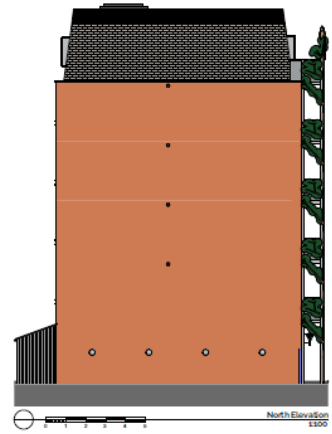
Received 10th October 2019



Proposed Elevations (Structure)



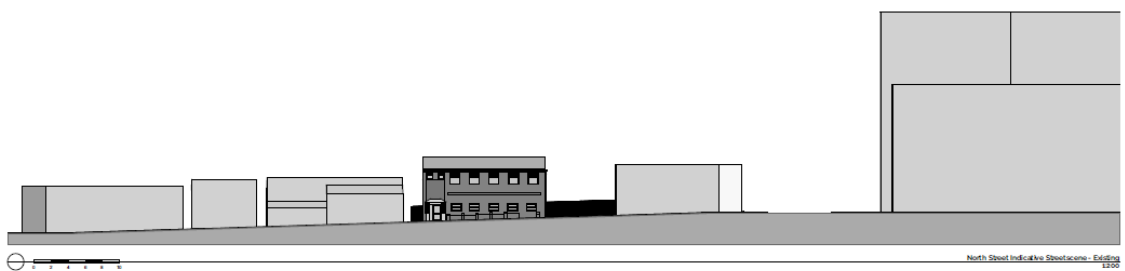
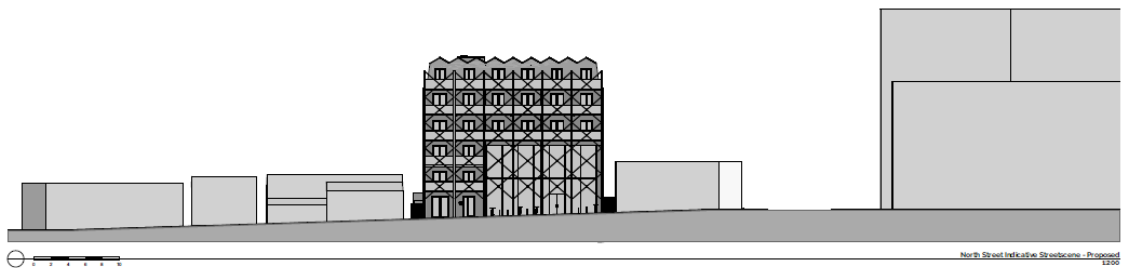
Proposed Elevations (Winter)



Proposed Elevations (Summer)



Proposed Floor Plans



Streetscene

COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: Abbey
App No.: 191482/FUL
Address: Back of Beyond Public House, Kings Road, Reading
Proposal: Alterations to existing and new boundary treatment along Bembridge Place, to facilitate dual use of the service yard as a service yard/beer garden, and associated works.
Applicant: JD Wetherspoon PLC
Date received: 12th September 2019
Target decision date: 8th November 2019
Extension of time agreed: 22nd November 2019

RECOMMENDATION

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

Conditions:

1. TL1 three year time limit for implementation
2. Approved plans
3. Materials to be used externally as applied
4. Standard hours of construction and demolition
5. Deliveries and servicing shall be undertaken in accordance with the Delivery Management Plan and the area required for servicing shall be kept free of obstruction and open to the public from 7:00am to mid-day.

Informatives:

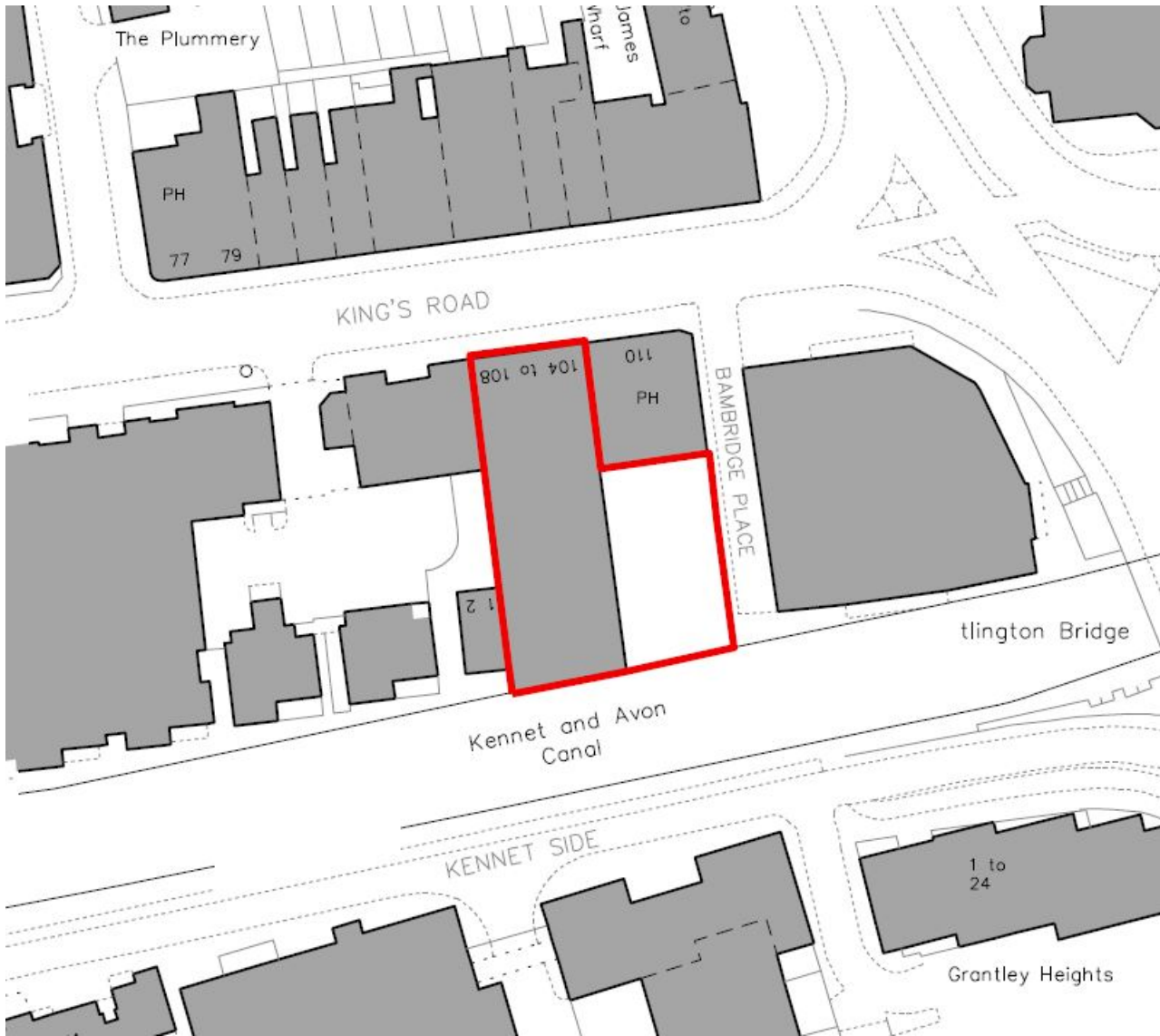
1. Terms and conditions
2. Positive and proactive
3. Environment Agency permit may be required
4. Highways

1. INTRODUCTION

- 1.1 The application site is the Wetherspoon pub (Back of Beyond) on Kings Road. The site is an L-shaped plot that is bounded by the Kennet and Avon Canal to the south. The southernmost part of the application site is a hard-surfaced beer garden. The part of the application site to which this application is concerned is an ancillary part of the premises, presently used as a service yard for the pub and accessed from Bembridge Place. The area is to the rear of another pub on Kings Road, the Thirsty Bear (formerly The Wynford Arms).

1.2 The pub is located in an area of the town centre that is mixed residential and commercial. The 18-storey Verto residential block is located opposite the access from Bembridge Place.

Site Location Plan (not to scale)



2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 The proposal is for changes to the boundary with Bembridge Place including a cantilever sliding gate, reconfiguration of the fire doors to the eastern elevation of the pub, extension of an existing pergola and insertion of a new door and window. This will allow for the existing service yard to be retained and facilitate dual use as a service yard and extended beer garden. The extended beer garden will accommodate approximately 100 people (50 standing and 50 seated).
- 2.2 The existing off-street service yard houses cages, bins, parked vehicles and a large air-handling unit. The proposal seeks to retain these elements, as well as access to the service yard from Bembridge Place. The site will serve as a service yard between the hours of 7:00 am to 12:00 pm and as a beer garden to 11:00 pm when patrons are required to move indoors until the pub closes.

3. PLANNING HISTORY

- 920520/FUL - Change of use to A3 (food and drink). Permitted 24/09/1992.
- 960306/FUL - New window to Kennet/Avon Canal. New walls to form landscaped area. New wall to Bembridge Place. Erection of plant room. Permitted 01/11/1996.
- 070417/FUL - Erection of glazing to existing timber frame and wall-mounted heaters to rear garden area. Permitted 16/08/2007.
- 141537/FUL - Extension of current beer garden into existing delivery area including repaving, erection of new and alterations to existing walls, timber pergola, fenestration, external lighting and associated works. Refused 30/06/2015.

4. CONSULTATIONS

- RBC Transport - No objection, subject to conditions.
- RBC Environmental Protection - No objections
- RBC Licensing - No objections
- RBC Ecological Consultant - No objections
- Environment Agency - No objections, subject to conditions.
- RBC Access Officer - No objections

Public Consultation

- 4.1 Three notices were displayed around the site from 02/10/2019, one on Kings Road, one at the access from Bembridge Place and one at the residents' entrance for the Verto apartment block.
- 4.2 Letters were sent to the following addresses:
- 91 Kings Road
 - 93 Kings Road, flats 1-8
 - 95 Kings Road

- 99 Kings Road
- 104 Kings Road, flats 1-6
- Wynford Arms Public House, 110 Kings Road
- 1-2 Selbourne Court

4.3 One representation was received from a resident of Verto apartments citing concerns about noise from the intensification of use of the beer garden and the noise produced by the waste collection in the service yard.

5. LEGAL AND PLANNING POLICY CONTEXT

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

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

National Planning Policy Guidance

National Planning Policy Framework (2019)

National Planning Practice Guide

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

CS7: Design and the Public Realm

CS8: Waterspaces

CS34: Pollution and Water Resources

CS35: Flooding

Reading Central Area Action Plan (2009) policies

RC5: Design in the Centre

RC14: Public Realm

Sites and Detailed Policies Document (2012, altered 2015)

SD1: Presumption in Favour of Sustainable Development

DM4: Safeguarding Amenity

DM12: Access, Traffic and Highway-Related Matters

Reading Borough Local Plan 2019

At the time of writing, the new Reading Borough Local Plan is proposed to be adopted by the Council on 4 November 2019. Relevant planning policies, which at the time of your meeting are likely to be the adopted policies of the Development Plan, are:

CC1: Presumption in Favour of Sustainable Development

CC5: Waste Minimisation and Storage

CC7: Design and the Public Realm

CC8: Safeguarding Amenity

TR3: Access, Traffic and Highway-Related Matters

EN12: Biodiversity and the Green Network
EN16: Pollution and Water Resources
EN18: Flooding and Drainage

6. APPRAISAL

The main issues raised by this planning application are:

- Amenity and Design Considerations
- Transport
- Flooding
- Natural Environment

Amenity and Design Considerations

- 6.1 The pub is an existing A4 drinking establishments use and as such, the entirety of the application site including the present beer garden and the service yard, are in ancillary A4 use. Therefore, your officers advise that the application results in no change of use from the introduction of further outdoor seating/drinking/dining areas. However, it is accepted that the intensity of the use of the beer garden overall may increase, but not to a significant extent. The Council's Environmental Protection Team has not required the production of any noise report or recommended any conditions. On this basis, officers advise that the application is suitable in terms of neighbouring residential amenity and complies with policies CC7 and CC8.
- 6.2 The proposed boundary conditions and associated changes include: a sliding gate, reconfiguration of the fire doors, creation of a new wall, removal of one panel of the existing wall and new timber pergola. Additional works include resurfacing and reconfiguration of storage areas. The planning application is only seeking permission for changes to the boundary and additional alterations that would facilitate dual use as a beer garden, not permission for an extended beer garden in itself. The use of this area as a beer garden does not require planning permission, as it is within the area for ancillary uses associated with the public house.
- 6.3 These proposals are considered to be minor in nature and not considered to cause detrimental impacts on the living environment in terms of visual dominance or harm to outlook and comply with Policy CC8: Safeguarding Amenity of the new Local Plan (2019).
- 6.4 The development proposed reflects the existing character of the area, utilising brickwork windows and timber to match existing. As such, it complies with CC7: Design and the Public Realm.

Transport

- 6.5 The pub is currently serviced by vehicles which enter Bembridge Place forwards heading south and these vehicles then reverse and turn into the service yard, where unloading and loading takes place. The applicant's delivery and servicing management plan advises

that this is proposed to continue and that deliveries will only occur between the hours of 7 am and midday.

- 6.6 It is considered that the proposals would be acceptable from a transport and highway safety perspective, in accordance with policies DM12 (Access, Traffic and Highway-Related Matters) of Sites and Detailed Policies Document (2012, amended 2015) and TR3 (Access, Traffic and Highway-Related Matters) of the emerging local plan.

Flooding

- 6.7 The proposals would not 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. Nevertheless because of the site's proximity to the Kennet and Avon Canal, it is subject to the Environment Agency's standing advice for minor development in a flood zone within 20 m of a main river and may require a separate permit. This will be addressed by way of informative.

Natural Environment

- 6.8 The Council's Ecological Consultant has confirmed that there are no objections to the proposal with regard to ecology. Therefore it is considered that the proposal accords with the aims of policies CS36 (Biodiversity and Geology) and policy EN12 (Biodiversity and the Green Network) of the new local plan.

Equalities Impact Assessment

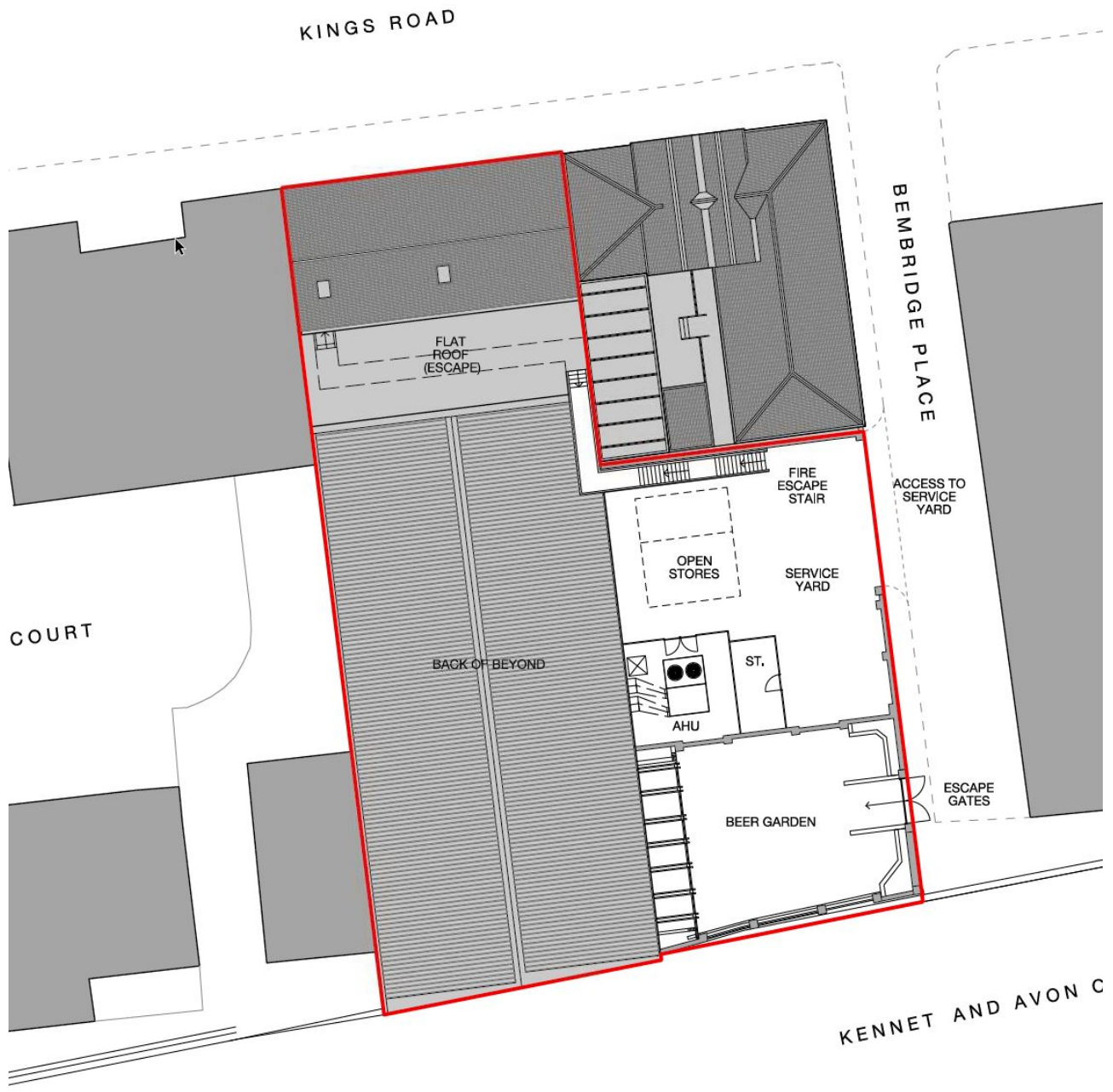
- 6.9 In determining this application the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, or sexual orientation. 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.
- 6.10 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 CS5 (Inclusive Access) of the Reading Borough LDF Core Strategy 2008 and CC7 (Design and the Public Realm) of the emerging local plan.

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. The proposal is considered to accord with the policies above.

Case Officer: Sarah Burr

- Document No. 19-266-001A - Site Location Plan
- Document No. 19-266-002A - Existing Site Plan (Block Plan)
- Document No. 19-266-003A - Proposed Site Plan
- Document No. 19-266-004A - Existing Ground Floor Plan
- Document No. 19-266-005A - Proposed Ground Floor Plan
- Document No. 19-266-006A - Proposed Service Yard Diagram
- Document No. 19-266-010A - Existing East Elevation
- Document No. 19-266-011A - Existing Sections
- Document No. 19-266-015A - Proposed East Elevation
- Document No. 19-266-016A - Proposed Sections
- Design and Access Statement
- Planning Statement
- Delivery and Service Management Plan



Existing Site Plan



Proposed Site Plan

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13/11/2019

Ward: ABBEY

App No: 191341/REG3

Address: Sun Street Community Centre, Sun Street, Reading, RG1 3JX

Proposal: Erection of a new boundary fence to an existing crèche play area

Applicant: Reading Borough Council

Date validated: 23/08/2019

Target date: 18/10/2019

Extension agreed: 15/11/2019

RECOMMENDATION

GRANT full planning permission subject to conditions, to include:

1. Three year time limit for implementation TL1
2. Approved plans AP1
3. Approved Materials to be used MS3

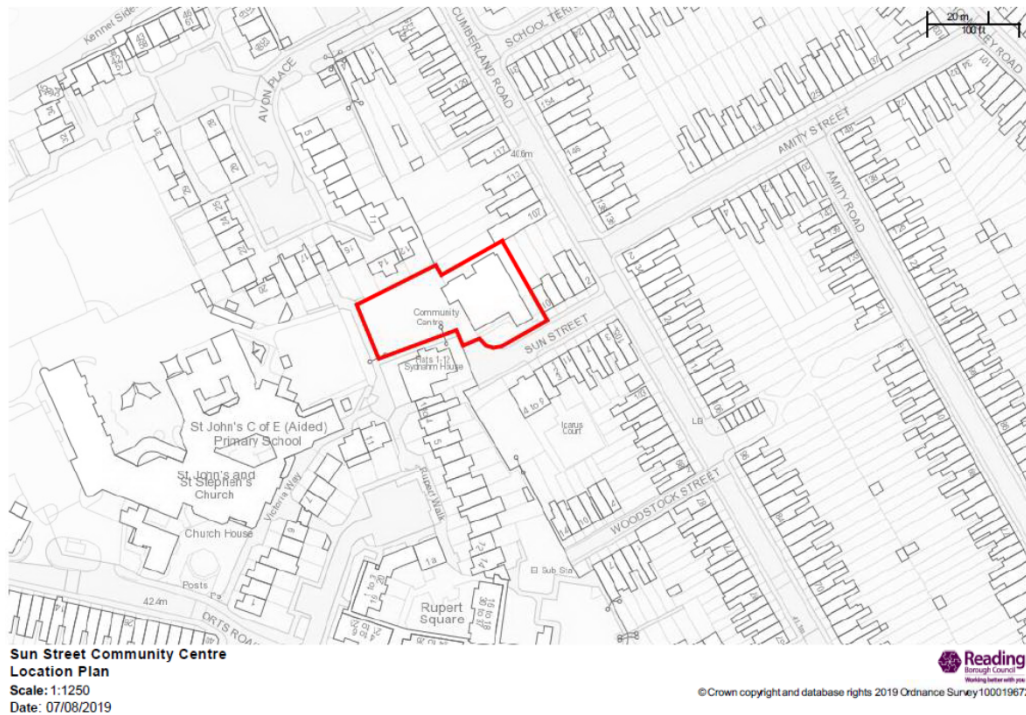
Informatives to include:

1. Terms and conditions IF5
2. Positive and proactive IF1
3. Highways IF3
4. Complaints about construction IF7

1. INTRODUCTION

- 1.1 The site is located in a predominantly residential area with a mix of flats and houses, east of the town centre. Sun Street is a no-through road off of Cumberland Road; itself a side street of London Road.
- 1.2 The site comprises a single-storey storey multi-purpose building circa 1980 with associated 24 car parking spaces. The building includes a large hall with various rooms and circulation spaces. The original building was extended in 2006 on the elevation facing Sun Street, to provide additional accommodation, including a wheelchair accessible toilet, office, interview room, laundry and stores. This area of the building is now used by Brighter Futures for Children (Children's Services). A community garden and play area lies in front of the main building fronting onto Sun Street.
- 1.3 Sun Street is within walking distance of two Primary Schools; St. John's C of E and New Town, directly to the west and east of the site, respectively. The Reading Campus of Thames Valley University is also a short distance away, further to the west.
- 1.4 Sun Street Community Centre is a Council-owned public amenity housing Children's Centre facilities from 8am-6pm seven days a week for 0-5 year olds and their families, including ante-natal and post-natal care for local

pregnant women, Adult Education/Parenting and a Crèche to support the preceding activities.



2. PROPOSAL

- 2.1 The proposed development is to erect a new two metre high fence within the existing boundary wall and fence adjacent to the footpath of Sun Street. The fence will enclose the existing Crèche external play area.
- 2.2 The existing brick and steel fence surrounding the community garden and play area is not considered to be fit for purpose due to insufficient fence height and easily climbable surfaces.
- 2.3 The proposed fence complies with Full Day Care: the national standards for under 8's day care and childminding, which outlines the relevant standards.
- 2.4 The proposed fencing would consist of the following:
 - 2.0m high galvanised polyester coated mesh fence panels with 60mm x 40mm Rectangle Hollow Section polyester coated fence posts. Colour to be Black (RAL 9005).
 - Mesh to have 195mm x 45mm wire gaps with 5mm diameter wire reinforcing folds.
 - 1 No. manual 900mm wide single pedestrian swing to match fence specified above to provide access to the Community Garden.
- 2.5 The application is being referred to Planning Applications Committee for a decision as Reading Borough Council is the applicant.

3. PLANNING HISTORY

- 3.1 None relevant.

4. CONSULTATIONS

- 4.1 The Environment Protection team expressed no objection to the application.
- 4.2 A site notice was displayed from 28th August 2019. No comments have been received.

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:

National Planning Policy Framework (2019)

Reading Borough Local Plan 2019

CC7: Design and the Public Realm

CC8: Safeguarding Amenity

TR1: Achieving the Transport Strategy

6. APPRAISAL

(i) Character and Appearance

- 6.1 The proposed works are fairly modest and not unusual for this type of public amenity. The development site itself has a relatively utilitarian appearance and the crèche area is dominated by the use of associated toys. The building is not listed nor is it in a conservation area. It is considered that, given the permeability of the fence, the context of the development site and its use by persons protected under the Equality Act 2010, that the proposed materials would not cause meaningful harm to the character of the area. The proposal would therefore accord with Policy CC7 of the Reading Borough Local Plan. A condition removing PD rights as they pertain to the fence is recommended to ensure the permeability of the fence is maintained.

(ii) Residential Amenity

- 6.2 The proposed works do not constitute any intensification or alteration of the existing uses or their siting; the proposal is to improve enclosure safety for the existing crèche play area. It is noted that environmental protection officers raised no objections to the proposal. As such the proposed fence is not considered to harm neighbouring residential amenity. As such, the proposal is therefore in accordance with Policy CC8.

(iii) Highway Safety

- 6.3 The siting of the fence is set back from the highway and follows the siting of the existing fencing. The proposed development does not impede the safe

operation of the public highway, nor does it have any other impact on the transportation network, and as such accords with policy TR1.

(v) Equality

- 6.7 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age and disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex or sexual orientation. The proposed development pertains to the safety of children who require additional protection and supervision.

7. CONCLUSION

- 7.1 The proposed works are considered to be acceptable in the context of national and local planning policy, and other material considerations, as set out in this report. The application is recommended for approval on this basis.

Plans considered:

Planning Statement: Sun Street Community Centre New Boundary Fence to Crèche Play Area (received 12/08/2019)

Sun Street Community Centre Location Plan (received 12/08/2019)

Drawing No. 2185/19/02/02 - Block Plan Plan (received 12/08/2019)

Drawing No. 2185/19/02/03 - Proposed Plan Plan (received 12/08/2019)

Drawing No. 2185/19/02/04 - Existing Elevations Plan (received 12/08/2019)

Drawing No. 2185/19/02/05 - Proposed Elevations Plan (received 12/08/2019)

Drawing No. 2185/19/02/06 - Existing Plan (received 12/08/2019)

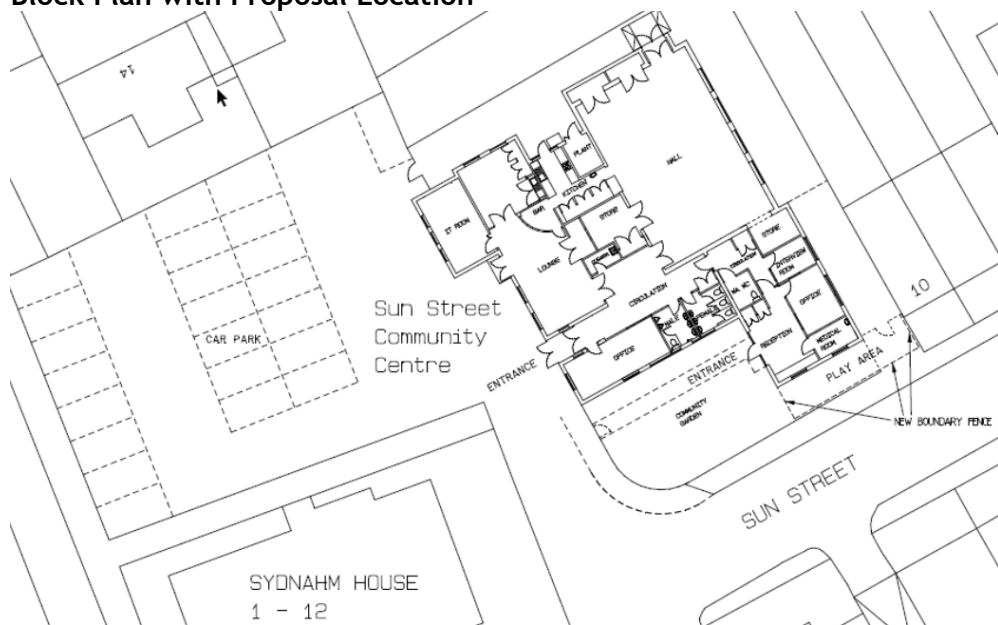
Drawing No. 2185/19/02/07 - Existing Block Plan (received 23/08/2019)

Case Officer: James Schofield

Indicative image of the proposed fencing



Block Plan with Proposal Location



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COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: Abbey

App No.: 191632/ADV

Address: Various Locations within Reading Town Centre

Proposal: Retention of existing non-illuminated direction, place identification, other feature signs and interpretation panels within public pedestrian areas in Reading town centre and the Abbey Quarter on a permanent basis. Additional directional signage on a permanent basis.

Target decision date: 3rd December 2019

RECOMMENDATION

GRANT Advertisement Consent

Conditions to include:

1. Approved Plans
2. Standard Advertisement Conditions in accordance with Schedule 2, Regulation 2(1) of the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

Informatives to include:

1. Terms and Conditions
2. The applicant is reminded to have due care to not place new signage (Z11) in a position on that would prevent access to, block views from or hinder the camera workings, repairs or operation
3. Positive and Proactive

1. INTRODUCTION

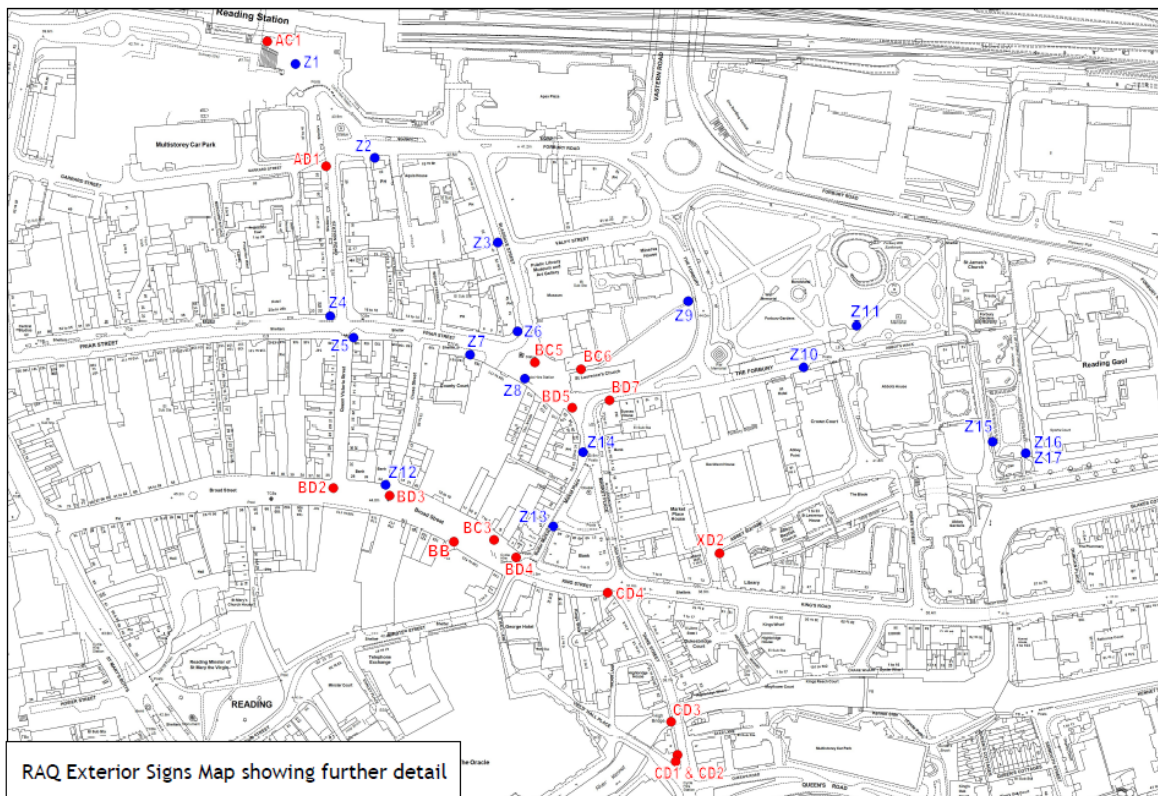
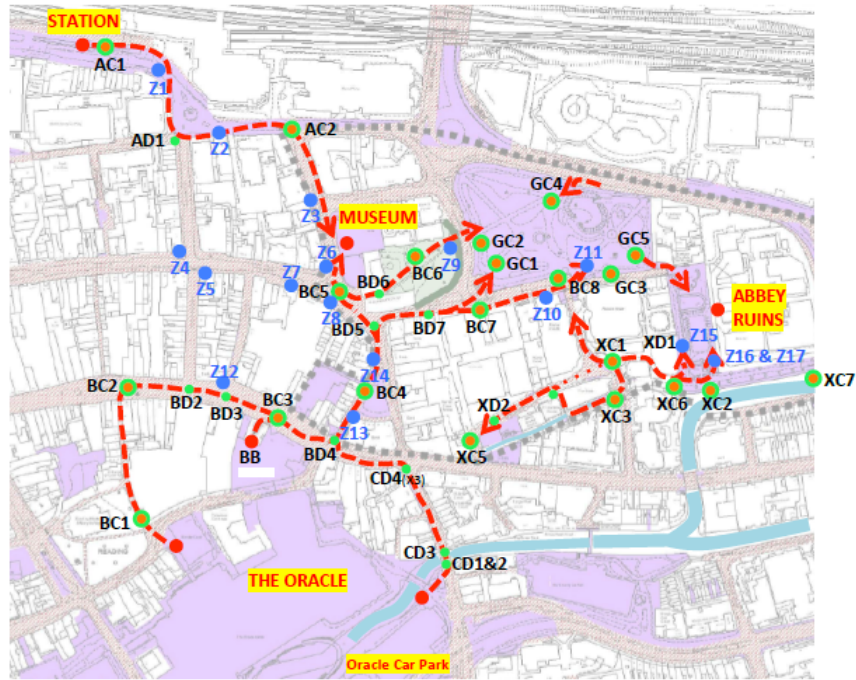
- 1.1 The advertisement consent application relates to various public locations spread across Reading Town Centre, spanning from Station Hill to the north, south to London Street, Broad Street and the junction with Chain Street to the west and across to Chestnut Walk towards the eastern part of the town centre.
- 1.2 The application also includes locations within the Abbey Ruins area, (which is Grade I listed and a designated Scheduled Ancient Monument and is a site

of significant historic and archaeological importance), as well as locations within the listed park and garden area of Forbury Gardens and the St Marys Butts/Castle Street and Market Place/London Street Conservation Areas.

- 1.3 The application is to be determined by Planning Applications Committee as the applicant is Reading Borough Council.

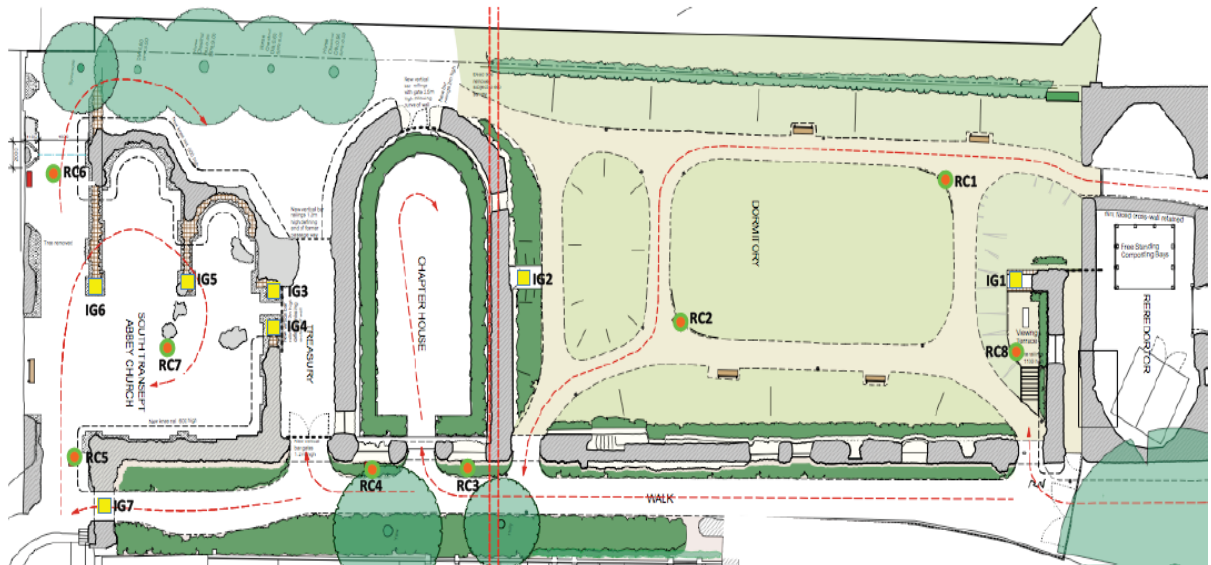
17 New directional signage beginning with 'Z' and shown in blue.

51 Signs to be retained on a permanent basis is indicated by other codes



RAQ Exterior Signs Map showing further detail

Abbey Ruins Locations



2. PROPOSAL & BACKGROUND

- 2.1 The proposal seeks advertisement consent for various non-illuminated direction, place identification, other feature signs and interpretation panels within public pedestrian areas in Reading town centre and the Abbey Quarter. The signs would incorporate information and history relating to the Abbey Quarter as well as directional information for the general public. The location of each of the proposed signs is indicated on the plans above.
- 2.2 51 of these advertisements were permitted by Committee under reference number 170962 and are in place (including 24 advertisements on existing infrastructure and 27 interpretation boards). However advertisement consent was only granted for 5 years. This application seeks to retain these existing signs on a permanent basis, along with the installation of 17 new directional signs which would all be placed on existing street furniture. In total, 68 signs would be located around the town centre.
- 2.3 The locations of the signage are illustrated on the maps above. The locations highlighted in blue beginning with 'Z' are the proposed new signs. All others indicate where signage is already located and proposed to remain on a permanent basis, some of which are within the Abbey Ruins, as indicated on the map above.
- 2.4 The following 51 signs are already in place, and permanent consent is applied for:
- 16 x square or tubular graphic collar sleeves to be attached to lamp/sign posts, bollards and other existing signage structures and street furniture (max 1.8m in height and 0.6m in width)
 - 7 x in-ground graphic plaques (0.5m x 0.5m)
 - 1 x double sided plaque set within railings (0.5m wide and 0.2m in height)

- 27 information boards which measure 1.3m in height, 1.2m in width and depth of 0.7m. They are angled upwards to aid readability. The structures themselves are steel framed with concrete bases foundations and 2 eco board display panels.
- 2.5 The new 17 directional signs proposed to be located on existing street furniture are:
- 13 x tubular graphic collar sleeves to be attached to lamp/sign posts, bollards and other existing signage structures and street furniture (max height 0.6m, depth 0.12m)
 - 3 x signs fixed to railings. Height (0.30m) x width (0.43m) x depth (0.03m)
 - 1 x graphic on collar fixing around existing lamppost. Height (0.40m) x width (0.50m) x depth (0.50m)
- 2.6 The works would also require Scheduled Ancient Monument Consent under the Ancient Monuments and Archaeological Areas Act 1979 for which a separate application is required to be made to Historic England to retain the signage within the Abbey Ruins on a permanent basis.

3. PLANNING HISTORY

- 3.1 170962/ADV - Non-illuminated direction, place identification, other feature signs and interpretation panels within public pedestrian areas in Reading town centre and the Abbey Quarter - Application Permitted

4. CONSULTATIONS

- 4.1 RBC Transport - No objection.
- 4.2 Historic England - No comments.
- 4.3 Conservation Area Advisory Committee (CAAC) - No comments at the time the report was written.
- 4.4 Public consultation:
As an application for advertisement consent no neighbour notification is has been carried out or is required.

5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 The Town and Country Planning (Control of Advertisements) Regulations 2007 apply.

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 National Planning Policy Framework
Part 7 - Requiring good design

5.3 Reading Borough Local Plan (2019)
CC7: Design and the Public Realm
EN1: Protection and Enhancement of the Historic Environment
TR3: Access, Traffic and Highway-Related Matters
OU4: Advertisements

6. APPRAISAL

(i) Legal context

6.1 Regulation 3 of the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 requires the Local Planning Authority to exercise its powers under these regulations in the interests of amenity and public safety taking into account the provisions of the development plan, so far as they are material; and any other relevant factors. Regulation 3 states that factors relevant to amenity include the general characteristics of the locality, including the presence of any feature of historic, architectural, cultural, or similar interest.

6.2 Factors relevant to public safety include highway safety and whether the advert would hinder security or surveillance devices, including speed cameras.

(ii) Main Issues

6.3 The main issues are considered to be:
a) The effect upon visual amenity and the public realm.
b) The effect upon public safety.

a) The effect upon visual amenity and the public realm

6.4 The nature of the proposal is for a clearly defined advertisement scheme to provide information and direction to members of the public regarding the historic Abbey Quarter. As such the proposed signage would not be comparable to, or open the way for, similar levels of signage outside of such a defined advertisement scheme. Whilst land ownership is not usually a planning consideration, it is relevant to note that the land and structures to which this application relates are controlled by the Council and as such there is an additional level of control of the signage.

- 6.5 It is therefore considered that because the signs form a clearly defined advertisement scheme that is limited and controlled in its extent, approval of this application would not set an undesirable precedent for additional signage from other sources within the town centre.
- 6.6 Policy OU4 states that advertisements will respect the building or structure on which they are located and/or their surroundings and setting in terms of size, location, design, materials, colour, noise, lettering, amount and type of text, illumination and luminance, and will not have detrimental impact on public safety. It also specifies that the cumulative impact of adverts will be taken into account, and a proliferation of advertisements that detrimentally affects visual or aural amenity or public safety will not be acceptable.
- 6.7 Policy CC7 seeks high quality design and that the appearance of proposals should maintain and enhance the character and appearance of the area of Reading in which it is located, whilst Policy EN1 seeks to preserve or enhance the Readings heritage assets.
- 6.8 51 of the proposed signs are already erected and advertisement consent is sought to maintain these on a permanent basis. It is not considered that their permanent status would conflict with the above policies, as was the case under application 170962. The LPA has no knowledge that the signs already in place have been the subject of complaints or caused controversy.
- 6.9 17 new directional signs are proposed which would utilise existing infrastructure and street-furniture (lamp posts, existing street signs, bollards, railings, benches) for their display. Therefore these signs do not involve the erection of specific advertisement structures.
- 6.10 By using existing essential street infrastructure for an additional purpose in a modest and controlled manner the proposed advertisements would not result in any harm to visual amenity by adding clutter. Similarly, attached to existing infrastructure these modest additions are not considered to harm the setting of listed buildings dotted throughout the town centre or the listed Forbury Gardens Park and Garden. Rather they would promote, direct and inform members of the public of the historic significance of these parts of Reading's Town Centre in a discreet and controlled manner.

b) The effect upon public safety

- 6.11 The siting of the proposed advertisement has been reviewed by transport development control officers. The CCTV operator noted that advertisements BD2, BD5 and Z11 are located on existing CCTV posts. The advice is that as long as these signs do not prevent access to, block views from or hinder the camera workings, repairs or operation then there is no conflict. An

informative would be attached reminding the applicant to have due care to this effect.

- 6.12 None of the proposed advertisements or associated structures results in any detrimental impact on sight lines and would ensure sufficient footway is retained for pedestrians. The proposals do not seek to introduce additional illumination and are not considered to represent a distraction to road users.
- 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 include age and disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex or sexual orientation. The proposed development pertains to the safety of children who require additional protection and supervision.

7 CONCLUSION

- 7.1 When assessed for their impact on amenity and public safety, the proposed signage is found to be acceptable and complies with national and local policy so advertisement consent can be granted.

Case Officer: Connie Davis

Plans Considered

Drawing ref. 1405-E10 - Ext Interpretation Sign Type 1
Drawings ref. Abbey Quarter Interpretation Panel Locations no.s 1 - 8
Drawings ref. Abbey Quarter signage locations no.s 1 - 3
Document ref. Summary of Exterior Interpretation Signage
Drawing ref: eq=al RAQ Exterior Signs Map -08.07.19
Document ref: Reading Abbey Quarter Exterior Signage Individual Locations 08.07.19

Received 9th October 2019

RAQ Exterior Signs Map showing further detail

Received 24th October 2019

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COMMITTEE REPORT

BY THE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: Church

App No: 190760/FUL & 190929/FUL

Address: 76 Christchurch Road, Reading

190760/FUL Proposal: Change of use ground, first and second floor of A2 (Bank) to A5 on the ground floor, and on first and second floor from A2 to C4 HMO. Part-retrospective application for flat roof rear dormer.

190929/FUL Proposal: Change of use of 1st and 2nd floors from bank (Class A2) to C4 HMO. Part-retrospective application for flat roof rear dormer.

Applicant: Rytdak Ltd

Date validated:

190760/FUL: 17/6/2019

190929/FUL: 23/7/2019

Application: 8 week target decision date:

190760/FUL: 17/6/2019

190929/FUL: 23/7/2019

Extension of time: Agreed for 30 November 2019 (both applications)

190760/ FUL - RECOMMENDATION

Grant Full Planning Permission, subject to the following conditions.

Conditions

1. Standard 3 Year Time Limit
2. Approved Plans
3. Materials to match
4. Hours of operation (1200 - 2300 all days)
5. Pre-occupation details of bicycle parking
6. Vehicle parking in accordance with approved plans
7. Pre-occupation details of bin stores
8. Pre-commencement details of ventilation and acoustic assessment
9. Mitigation measures in accordance with Noise Assessment
10. Pre-commencement details of odour management and extraction details
11. Litter management plan - Including restricted hours for such collection
12. Delivery and servicing plan
13. Pre-commencement details of permeable hard surfacing and boundary treatments
14. Parking permits - advising council of new address
15. Parking permits - advising occupiers of no availability of parking permits
16. No use of flat roof - PD Restriction

Informatives

1. Building Regulations
2. Positive and Proactive
3. Highways Act
4. Pre-commencement conditions

5. Bonfires
6. Terms and Conditions
7. CIL
8. HMO maximum occupancy and licensing requirements

190929/ FUL - RECOMMENDATION

Grant Full Planning Permission, subject to the following conditions.

1. Standard 3 Year Time Limit
2. Approved Plans
3. Pre-occupation details of bicycle parking
4. Vehicle parking in accordance with approved plans
5. Pre-occupation details of bin stores
6. Mitigation measures in accordance with Noise Assessment
7. Pre-occupation HMO Management plan to be submitted
8. Parking permits - advising council of new address
9. Parking permits - advising occupiers of no availability of parking permits
10. No use of flat roof - PD Restriction

Informatives

1. Building Regulations
2. Positive and Proactive
3. Highways Act
4. Pre-commencement conditions
5. Bonfires
6. Terms and Conditions
7. CIL
8. HMO maximum occupancy and licensing requirements

1. INTRODUCTION

- 1.1 The application site is a part 1 storey, 2 storey and 3 storey mid terrace building. It is a vacant A2 (financial institution) within the Christchurch Road Local Centre. The surrounding area is a mix of commercial and residential premises, with residential above the adjacent commercial premises.
- 1.2 Parking is within a shared, unrestricted on-street section in front of the commercial premises. In addition, the rear of the site is accessible via a private lane.
- 1.3 These applications have been called in to Planning Applications Committee by Ward Councillor's, citing concerns raised by local community.
- 1.4 At the time of the site visit, the frontage of the site (and adjoining site) was shrouded by scaffold for what appeared to be maintenance works.



Figure 1 - Location Plan - the site



Figure 2 - Aerial Image

2. PROPOSAL AND SUPPORTING INFORMATION

190760/FUL

- 2.1 Change of use of the ground floor from A2 (bank) to A5 (hot food takeaway) with part demolition of the single storey rear extension; car parking, bin storage, and cycle parking to the rear; landscaping to the rear; a part-retrospective application for full width flat roof rear dormer. Change of use of first and second floor from A2 (Bank) to C4 (House in multiple occupation) (HMO)).
- 2.2 This application does not include any physical changes to the shop front and any changes will require separate planning approval and/or advertisement consent.

190929/FUL

- 2.3 Change of use of first and second floor from A2 (Bank) to C4 (HMO)
- 2.4 For both applications, the proposal would make the first and second floor a small C4 HMO (4 rooms, in addition to bathroom and kitchen/ communal space shown on first and second floors plan.
- 2.5 Both proposals include the provision of a rear facing full width flat roof dormer window to ensure sufficient head heights within the second floor.
- 2.6 Access to the residential unit would be both from the front and the rear, with a door on the Christchurch Road frontage adjacent to the existing ATM, and an external staircase to the rear accessed from the parking/servicing area off the private lane.
- 2.7 In each proposal, the existing external access stairs from the rear would be unchanged, although the single storey rear extension as currently existing would be retained under application 190929.
- 2.8 Each application would include parking to the rear of the site, with 3 parking spaces proposed as part on application 190760, and 2 parking spaces to the very rear of the site as part of application 190929.
- 2.9 Submitted Plans and Documentation:

190760/FUL

- Drawing No: A-1200 Rev A Car park & Bin Store
- Drawing No: A-1130 Rev A Proposed elevations (A5 on ground floor)
- Drawing No: A-1030 Rev A Proposed plans (A5 on ground floor)
- Drawing No: A-1100 Rev A - Existing Elevations
- Drawing No: A-1010 Rev A - Existing plans
- Drawing No: A-1000 Rev A - Site Location Plan & Block Plan
- CIL form
- Application forms

As received 10 May 2019

- Planning Statement
- Drawing No: A-1200 Rev A Car park & Bin Store
- Noise Assessment Ref - 20190621_4471_ENS_01
- Drawing No: A-1000 Rev B - Site Location Plan & Block Plan
- Drawing No: A-1200 Rev C Car park & Bin Store

As received 23 July 2019

- Amended Planning Statement
- Drawing No: A-1200 Rev E Car park & Bin Store
- Drawing No: A-1000 Rev C - Site Location Plan & Block Plan

As received 9 September 2019

- Amended Noise Assessment Ref - 20190621_4471_NIA_01

As received 23 October 2019

190929/FUL

- CIL form
- Application forms
- Drawing No: A-1120 Rev A Proposed apartment elevations
- Drawing No: A-1010 Rev A - Existing plans

As received 12 June 2019

- Drawing No: A-1200 Rev A Car park & Bin Store
- Drawing No: A-1000 Rev B Site Location and Block Plan

As received 13 September 2019

- Drawing No: A-1020 Rev B - Proposed plans

As received 23 October 2019

3. RELEVANT PLANNING HISTORY

None applicable on-site.

60 Christchurch Road - 181571/FUL - Change of use of ground floor to Class A3 café/restaurant, part single, part two-storey rear extension, changes to shopfront and kitchen extract equipment on rear flat roof and increase of first and second floor flat to create small HMO. REFUSED, DISMISSED at appeal Ref: APP/E0345/W/19/3228388. *Officer Note: Relevant due to the differences between LDF and the new, to be adopted local plan (2019).*

4. CONSULTATIONS

RBC Environmental Protection

- 4.1 No objections subject to conditions and informatives.

RBC Transport

- 4.2 No objections subject to conditions and informatives.

RBC Licensing

- 4.3 No objections subject to conditions and informatives.

5. Public Consultation:

5.1 Letters have been sent to adjoining properties, a site notice was erected following amendments to the site location plan (including adjoining property owned by applicant for access) on 17 September 2019.

5.2 A number of representation have been received, and can be summarised as below:

- No formal notice originally erected. *Officer Note: Applicants are sent a site notice, although no statutory requirement to erect a site notice for this type of application, a site notice was erected following amendments to site plan*
- No consultation on amended plans. *Officer note: as per the first point above*
- Noise
- Impacts to highway safety - users, deliveries, delivery vehicles, parking
- Litter and antisocial behaviour.
- Rats associated with waste storage
- Noise impacts
- Concentration of takeaway uses in centre
- Trade waste disposal
- Mix of dwelling in the area
- Cooking Odour impacts
- Impacts on adjoining conservation area
- Errors/inaccuracies in planning statement

6. RELEVANT PLANNING POLICY AND GUIDANCE

6.1 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'.

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

6.3 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.

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

NPPF

Section 7: Ensuring the Vitality of Town Centres

Core Strategy (2008, altered 2015)

CS1: Sustainable Construction and Design
CS2: Waste Minimisation
CS5: Inclusive Access
CS7: Design and the Public Realm
CS9: Infrastructure, Services, Resources and Amenities
CS14: Provision of Housing
CS24: Car / Cycle parking
CS26: Network and Hierarchy of Centres
CS27: Maintaining the Retail Character of Centres
CS34: Pollution and Water Resources

Sites and Detailed Policies Document (2012, altered 2015)

SD1: Presumption in Favour of Sustainable Development
DM1: Adaptation to Climate Change
DM2: Decentralised Energy
DM3: Infrastructure Planning
DM4: Safeguarding Amenity
DM6: Affordable Housing
DM10: Private and Communal Outdoor Space
DM12: Access, Traffic and Highway-related Matters
DM13: Vitality and Viability of Smaller Centres
DM19: Air Quality
DM20: Hazardous Installations
DM23: Shopfronts
SA15: District and Local Centres

Supplementary Planning Document (SPDs)

Affordable Housing SPD, 2013
Revised Parking Standards and Design SPD, 2011
Planning Obligations under Section 106, 2015
Sustainable Design and Construction, 2011

Reading Borough Submission Draft Local Plan 2018

The New Reading Borough Local Plan is proposed to be adopted by the Council on 4 November 2019 so the following Policies will supersede those listed above.

Reading Borough Local Plan (Expected Adoption November 2019)

CC1: Presumption in Favour of Sustainable Development
CC2: Sustainable Design and Construction
CC3: Adaptation to Climate Change
CC4: Decentralised Energy
CC5: Waste Minimisation and Storage
CC7: Design and the Public Realm

CC8: Safeguarding Amenity
 CC9: Securing Infrastructure
 H1: Provision of Housing
 H3: Affordable Housing
 H10: Private and Communal Outdoor Space
 TR1: Achieving the Transport Strategy
 TR3: Access, Traffic and Highway-Related Matters
 TR5: Car and Cycle Parking and Electric Vehicle Charging
 EN15: Air Quality
 EN16: Pollution and Water Resources
 EN17: Noise Generating Equipment
 RL1: Network and Hierarchy of Centres
 RL3: Vitality and Viability of Smaller Centres
 OU2: Hazardous Installations
 OU5: Shopfronts and Cash Machines

7. APPRAISAL

The main matters to be considered are:

- Effect on the Local Centre - Principle of development
- Amenity of Existing and Proposed Residents
- Design
- Transport
- Community infrastructure levy & Affordable Housing
- Equalities impact

Effect on the Local Centre - Principle of development

7.1 The application site is within the Local Centre of Christchurch Road as defined within Policy RL1, which states that “the vitality and viability of these centres should be maintained and enhanced.” Policy RL3 provides further detail with regard to the balance of uses within specific centres. This requires that:

“Within the Key Frontages (identified on the Proposals Map), development involving a net loss of A1 retail or A2 financial and professional to other ‘centre uses’ will only be permitted where:

- *There would be no more than 3 consecutive units which are not in A1 or A2 retail use; and*
- *The proportion of the total length of the Key Frontage within the centre that is in A1 or A2 use would exceed the relevant proportion...*
 - *Christchurch Road - 60%”*

And

Within district, major local and local centres, development will be permitted provided that:

- *There would be no more than 2 consecutive A5 takeaways, and no more than 30% of the length of the Key Frontage would be in takeaway use;*

- ... on upper floors, other uses including residential will be acceptable; and ...
- ... at ground floor new development should provide some ‘centre uses’

7.2 A recent planning appeal against refusal of a conversion of an A1 unit to A3 at no.60 Christchurch Road (above), was recently refused due to the application being assessed against the Core Strategy (2008, altered 2015) and the Sites and Detailed Policies Document (2012, altered 2015), which had differing requirements on uses within the key frontage. In this instance, the number of units resulting from that approval would have been more than the 50% guidance for A1 units within the frontage and as such was refused and this reason for refusal was upheld at appeal. The Inspector in this case assessed the application, and in relation to the emerging local plan stated “I have given relevant emerging policies limited weight in my consideration of this appeal.” With the adoption of the Reading Borough Local Plan 2019 however these policies are now given full weight

7.3 The site is located within the key frontages as identified on the proposals map, which includes even no’s 56-82 inclusive (i.e. not including the Queen’s Head Public House). Policy RL3 outlines all ‘centre uses’ which includes A5 (takeaways). The proposed use would result in a loss of an A2 use and would re-provide another ‘centre use’.

7.4 The proposed change of use at the application site to A5 would be adjacent to an A2 use (Cintra Estates), and an A1 use (Today’s Local), as such would not result in more than 2 consecutive A5 takeaways. The change of use would make the development site the second A5 takeaway use within the centre (the other being Domino’s), making the total length of the Christchurch Road Local Centre 14.6% being in A5 use (based on physical length of each building).

7.5 In addition, the overall proportion of uses within A1 and A2 use, currently at 78.7% would only fall to 70.7%, well in excess of the 60% target as outlined above.

7.6 The conversion of the first and second floor to use as a small HMO would accord with conversion policy and could benefit from permitted development rights if the ground floor remained in either A2 or A1 use.

Amenity of Existing and Proposed Residents

7.7 A number of amenity issues have been raised through public consultation related to matters set out under Policy CC8: Safeguarding Amenity. This policy states that “Development will not cause a significant detrimental impact to the living environment of existing or new residential properties, in terms of:

- Privacy and overlooking;
- Access to sunlight and daylight;

- Visual dominance and overbearing effects of a development;
- Harm to outlook;
- Noise and disturbance;
- Artificial lighting;
- Vibration;
- Dust and fumes;
- Smell;
- Crime and safety; or
- Wind, where the proposals involve new development of more than 8 storeys.

As well as immediate impacts, other aspects to which this policy applies will include matters such as hours of operation of businesses, and effects of traffic movements, particularly of heavy goods vehicles (HGVs). Proposals which would generate regular movements of HGVs on residential roads will not be acceptable.”

- 7.8 The proposed ground floor change of use from A2 to A5 is within a Local centre where there are existing A3 and A5 premises and shops. The issues raised by local residents are that the addition of a further A5 use would have a significant detrimental effect on amenity. Although responses indicate that there are issues with existing premises with respect to noise and disturbance, anti-social behaviour and litter, it is not considered that the addition of one unit would be so significantly different to the existing situation and it is not likely that a reason for refusal on this basis would be possible to defend at appeal.
- 7.9 The Environmental Protection officer commented that the following was not sufficiently addressed in the original submission:
- Odour and noise from kitchen extraction;
 - Noise impact on development (from plant equipment, and commercial premises in vicinity)
- 7.10 The applicant has submitted an amended noise impact assessment detailing adequate mitigation measures to ensure sufficient internal noise standards for future residents living above, and would be secured by condition. A condition will also be attached to ensure any plant equipment meets these requirements.
- 7.11 In the appeal decision mentioned above, the Inspector concluded in that case, as the applicant was not yet aware of the future operators requirements a detailed odour assessment may not be practical at this time. The Inspector was content that a planning condition could be applied to satisfactorily guard against the potential odour nuisance. As such, this stance would be reasonable given the lack of details as to what the kitchen equipment would be. All environmental protection conditions are detailed in the appendix below.
- 7.12 It is likely that the amount of waste which would be generated from an A5 use would be greater than for an A2 (bank) and the nature of the waste

would of course be different. There is a bin storage area shown to the rear of the premises, accessed from the rear of the site, and it would appear sufficient space to also provide for bins associated with both the residential use above and the takeaway use, and details of bin storage arrangements will be required by condition, prior to occupation.

- 7.13 The proposed development proposes a single bin storage area for both the commercial and residential use. The Council's waste guidelines recommend that bin storage areas are separated for the different uses, to ensure that household waste is not disposed in commercial waste bins. The overall proposed storage capacity is considered sufficient, and would comply with Policy CC5: Waste Minimisation and the Council's Waste Management Guidelines. Officers are satisfied that the recommended conditions to require a HMO management plan and a waste management plan to ensure waste is managed appropriately (for both uses) including pick-up times for commercial waste, and to ensure appropriate subdivision of the bin storage area (i.e. separate gates/areas for each area) provide adequate reassurance in this matter.
- 7.14 The proposed scheme includes demolition of part of the single storey rear extension. This would allow for the vehicle parking, bin storage, and bicycle storage accessed from the private lane to the rear. A number of properties within the row of shops are currently serviced by this lane. As such, the addition of one would not significantly change the existing situation.
- 7.15 The external rear access is to be retained but altered for application 190760. The new use as a HMO is considered to have fewer movements associated with it than a business use. As such, it would not be significantly harmful to existing residents above other shops.
- 7.16 A number of concerns are related to the use as HMO, and the suitability of the size of the unit. The kitchen/ communal area is a good size. All bedrooms would benefit from an external window as does the proposed communal space. In addition, all bedrooms are in excess of the minimum requirements under the Council's adopted SPD, and as such it would be considered acceptable to provide only one communal area/kitchen.
- 7.17 There is no external amenity space, but this is not uncommon for residential uses above shops and this location is very close to the public open space of Cintra Park and open spaces at the University grounds, and is therefore considered acceptable in this regard. Subject to conditions the residential element of the scheme would be considered acceptable and in accord with Policy CC8. To ensure residential amenity of adjacent residential properties is not adversely affected, a condition will be attached restricting the use of the flat roof portion as private amenity space.

Design

- 7.18 The scheme does not include any physical alterations to the shop front. The applicant has also advised that the ATM is to be retained as part of any

future works, as mentioned above, any future proposed changes would require full planning permission, and any advertisements would require permission.

- 7.19 To the rear, application no. 190760 includes the part demolition of the single storey rear extension. This would facilitate the creation of 4 no. parking spaces to the rear of the site, and the provision of a combing bicycle and waste store. These changes include the removal of the boundary wall between the subject site (no.76) and the adjoining site (no.78) which is owned by the applicant. Materials will be required to match for works to re-instate the rear wall as proposed for application 190760.
- 7.20 Although the adjoining site is not within the application site boundary (red line plan) as the site is in control of the applicant, a condition can be attached to ensure the rear of no.78 is kept clear to enable cars to enter and exit the site.
- 7.21 The applicant has also confirmed by e-mail that this submission seeks part-retrospective consent for the construction of a full-width flat roof dormer. This would ensure all aspects of the building for which the use relates would benefit from planning permission.
- 7.22 In this instance, the proposed flat roof dormer would resemble that of a permitted development dormer, being no higher than the ridge height of the roof it is attached, maintains the guttering, includes materials similar to the roofing materials of the original dwelling. The dormer would not meet the requirements of the Council's 'Design guide to house extensions' which would generally seek to design a dormer with a commensurate roof shape. In this instance, although the dormer is bulky, the incongruous nature of dormer windows within the vicinity, and distance between other residential properties, this combined with the limited view of the dormer from the public realm, it is not considered that this would be significantly harmful to amount to a reason for refusal.
- 7.23 No details have been provided as to the type or scale of hard standing to the rear or details of means of enclosure for the bin/bike store. A condition is recommended to have details provided prior to commencement of development (demolition) to ensure an acceptable level of permeable paving is provided.
- 7.24 The proposals are therefore considered to accord with Policy CC7.

Transport

- 7.25 The proposed development would include 4no. parking spaces to the rear. All properties in this row of shops have shared rights of access over the private lane.

- 7.26 Application 190929 would not require changes to access (over the adjoining land) nor would it increase the space currently available for parking of vehicles. As such two vehicle spaces could be utilised for the site.
- 7.27 The intensification of the access to provide 2 additional car parking spaces would not be significantly greater than the existing use of the private road to the rear of the site. Therefore the proposed development would comply with Reading's Transport Policies.

Community Infrastructure Levy & Affordable Housing

- 7.28 The proposal does not result in any additional floor space that would be CIL chargeable.
- 7.29 The development would not be required to contribute toward affordable housing in the Borough as the change of use to residential would be restricted to the existing building.

Equalities Impact

- 7.30 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, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application.
- 7.31 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

8. CONCLUSION

- 8.1 This proposal has been carefully considered in the context of the Reading Borough Council Local Plan (expected adoption November 2019), and supplementary planning documents. The proposed development is considered appropriate within the current policy context, and it is recommended that approval be granted subject to the above mentioned conditions and informatives.

9. RECOMMENDATION

GRANT subject to conditions

Case Officer: Anthony Scholes

1. No mechanical plant shall be installed until a noise assessment of the proposed mechanical plant has been submitted and approved by the Local Planning Authority. The assessment shall be carried out for in accordance with BS4142:2014 methodology. The predicted specific sound level (LAeq,TR) (with reference to BS:4142) as measured at a point 1 metre external to the nearest noise-sensitive facade shall be at least 10dB below the pre-existing background sound level, LA90,T when all plant/equipment (or any part of it) is in operation. The predicted rating level, LAr,Tr (specific sound level plus any adjustment for the characteristic features of the sound) as measured at a point 1 metre external to the nearest noise-sensitive facade (habitable window of a dwelling) shall not exceed the pre-existing background sound level, LA90,T when all plant/equipment (or any part of it) is in operation. The plant shall thereafter only be installed in accordance with the assessment and shall thereafter be maintained so that it operates to the same standard.

REASON: To safeguard the amenities of the adjoining premises and the area generally, in accordance with Policy CC8 and EN17 of the Reading Borough Local Plan 2019.

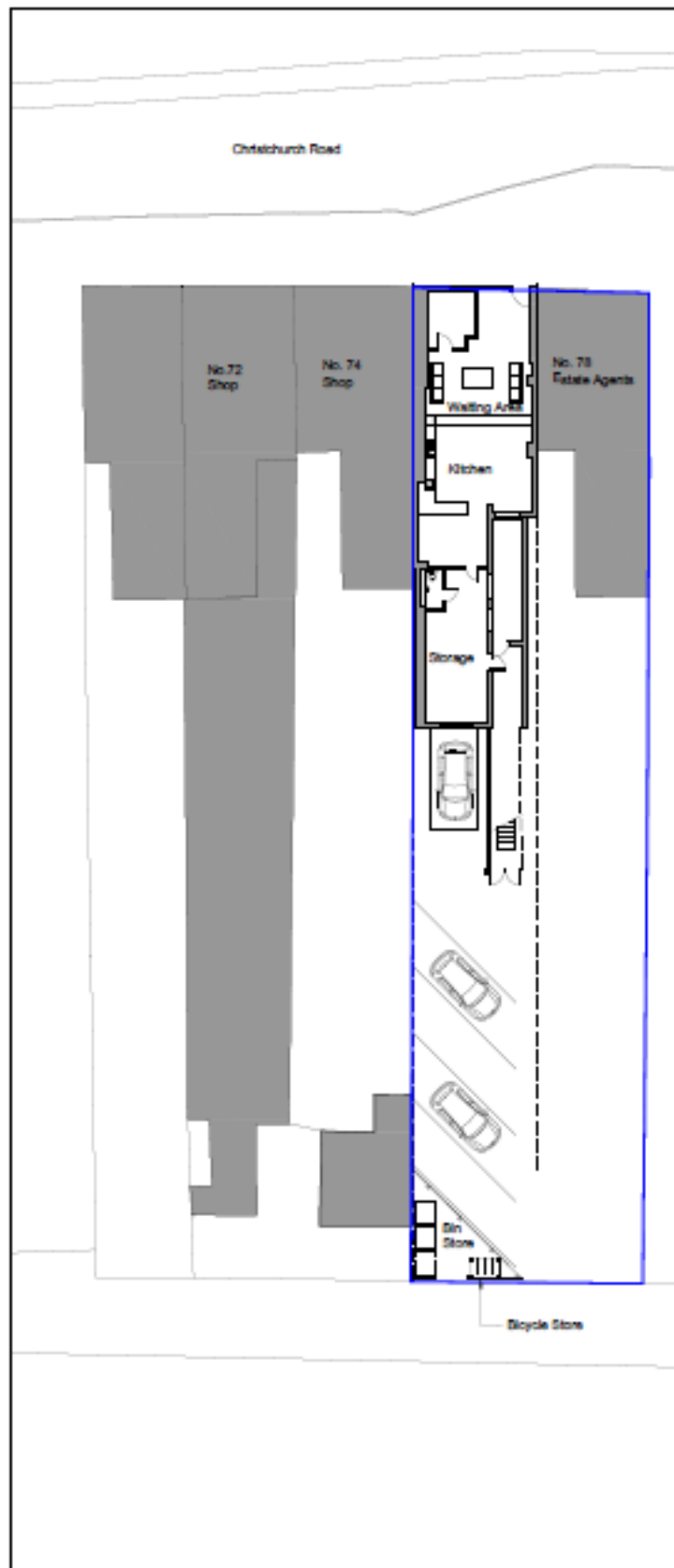
2. The HMO hereby approved shall not be occupied until, the glazing, ventilation and any other mitigation specified is installed in accordance with the specifications recommended within the Noise Assessment submitted with the application, prepared by Paragon Acoustic Consultants, dated 26/06/2019, document ref: 20190621_4471_NIA_01

REASON: In order to protect the amenity of future occupants of the proposed development in accordance with Policy CC8 of the Reading Borough Local Plan 2019.

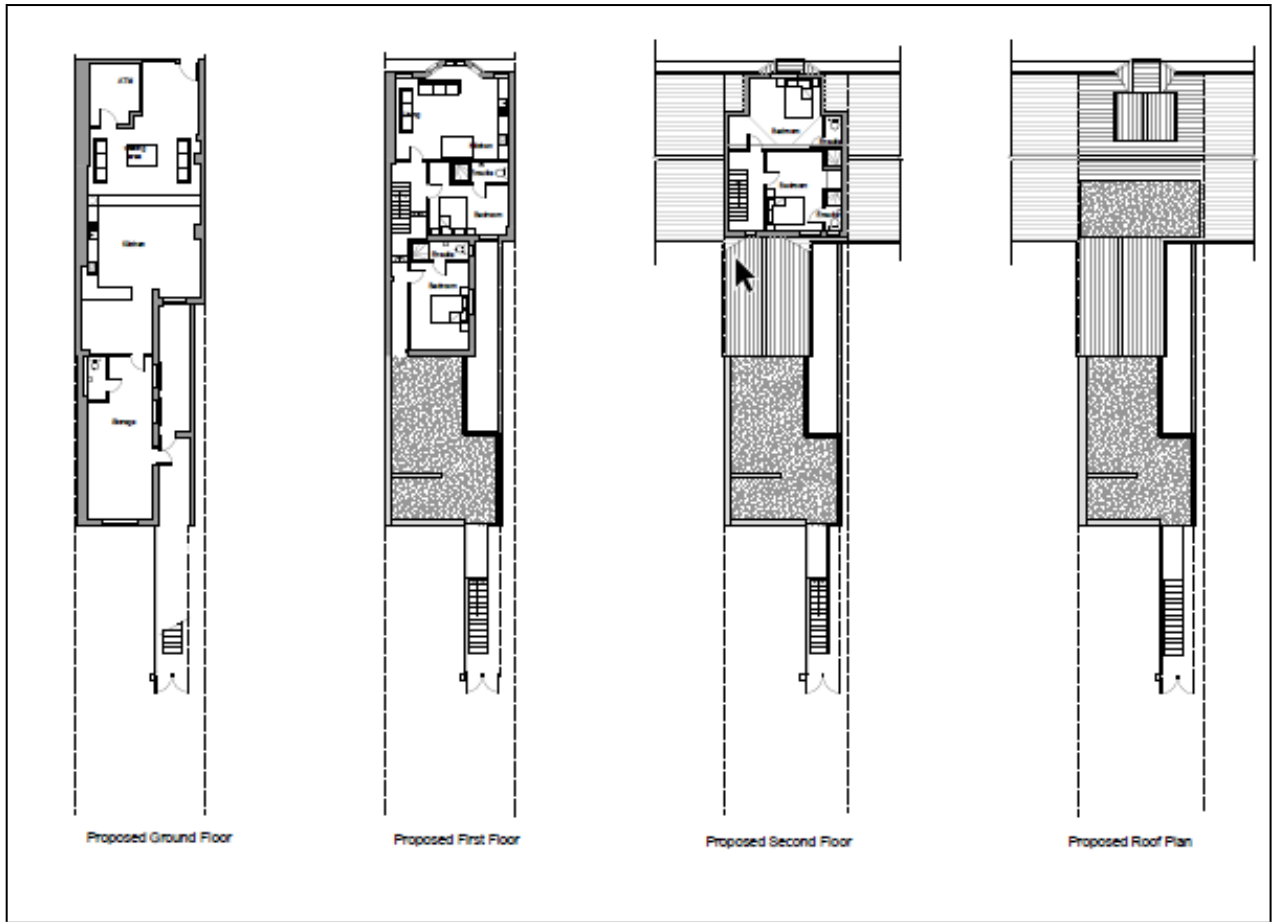
3. No development shall commence on site until an odour assessment has been carried out and a detailed odour management plan to include scaled plans, odour control specifications and a maintenance plan has been submitted to and approved in writing by the Local Planning Authority. Reference shall be made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

REASON: These details are required due to insufficient information being contained within this submission and to safeguard the amenity of adjoining properties and to protect the general environment in accordance with Policy CC8 of the Reading Borough Local Plan 2019.

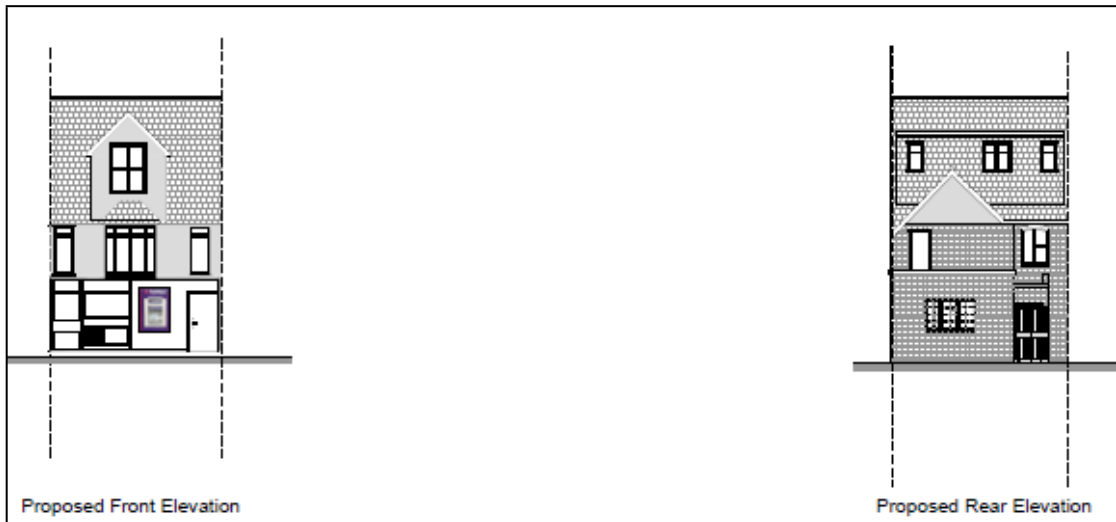
Plans



Proposed site plan (and GF plan)



Proposed floor plans



Proposed elevations



Floor space calculations (HMO)

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COMMITTEE REPORT

BY THE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: Whitley

App No: 190591

Address: 127a Loverock Road

Proposal: Demolition of 2 number existing single storey buildings, removal of telecoms plant. Replacement with new single unit for B1c, B2 and B8 use classes with ancillary offices including associated service areas, car parking and landscaping. Modified access onto Wigmore Lane.

Applicant: SHP Opportunity Fund General Partner Ltd

Date validated: 9 April 2019

Major Application 13 week target date: 9 July 2019

Planning Guarantee 26 week target: 8 October 2019

Extended deadline: 27 November 2019

RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a Section 106 legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by the 27th November 2019 (unless the assessing officer 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:

1. Traffic Order - £5000
2. Employment Skills Plan for the construction phase and employment phase of the development in accordance with the Council's SPD to be submitted and approved or a financial contribution of £9,689.48 at least one month prior to works commencing.

Conditions to include:

1. Time limit for implementation (3 years)
2. Materials
3. Approved plans
4. Works to be carried out in accordance with the precautionary measures given in Section 5 of the submitted bat survey report
5. Site Characterisation (Contamination assessment)
6. Submission of Remediation Scheme
7. Implementation of Approved Remediation Scheme
8. Reporting of Unexpected Contamination
9. Control of Noise and Dust - CMS to be submitted
10. Hours of Working - Construction and Demolition Phase
11. Construction Method Statement to be submitted (Transport)
12. Vehicle Parking space provided in accordance with approved plans
13. Vehicle access provided in accordance with approved plans
14. Bicycle Parking - plans to be approved
15. Delivery and Servicing Plan

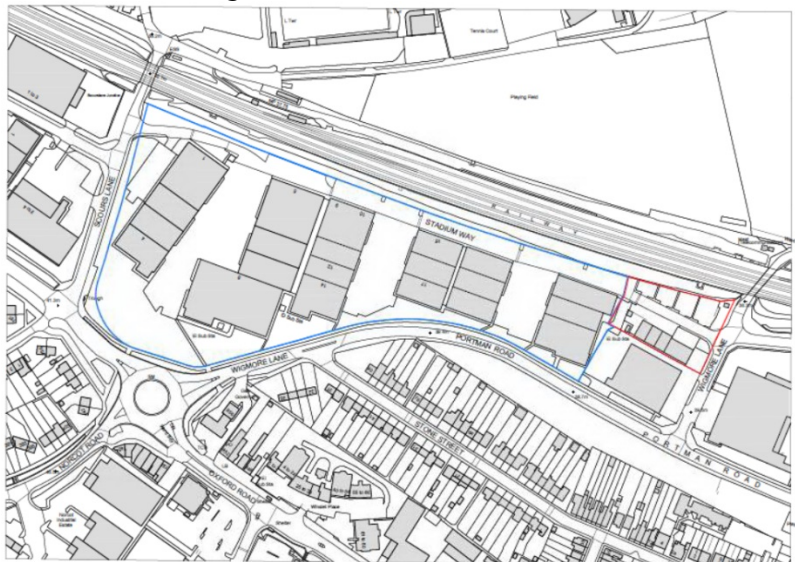
16. Sustainable Drainage - details to be submitted
17. Sustainable Drainage - completed in accordance with approved details
18. Hard & Soft Landscaping details to be submitted
19. Hard & Soft Landscaping - carried out in accordance with approved details
20. Planted materials maintained for 5 years
21. Arboricultural Method Statement and Tree Protection Plan to be submitted
22. Full details of Photovoltaics and solar water heating to be submitted and approved in writing by RBC before commencement
23. BREEAM pre-estimator report achieving a level of 'excellent' or otherwise agreed in writing; to be submitted and approved by RBC before commencement
24. Pre-occupation BREEAM completion certificate

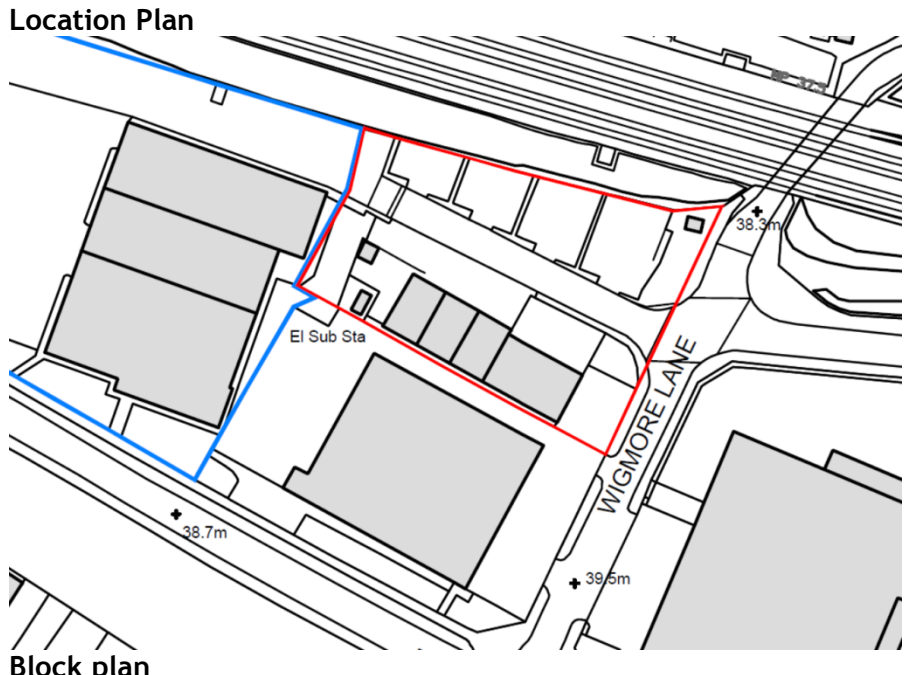
Informatives to include:

1. Positive and Proactive Statement
2. Terms and conditions
3. Need for building regulations
4. Bonfires
5. Highways
6. Clarification over pre-commencement conditions
7. S106 Heads of Terms
8. CIL (not liable)

1. INTRODUCTION

- 1.1 The site is located in the defined Portman Road Core Employment Area and Flood Zone 2. The closest residential dwellings are located approximately 110m south of the site at Stone Street.
- 1.2 The site occupies a prominent corner location at the junction of Stadium Way and Wigmore Lane. The site comprises four adjoining units within Stadium Way Industrial Estate. The site straddles Stadium Way, with an area of hardstanding located to its northern side, previously used for vehicle parking. Further hardstanding is located forward of the units. To the western end of the site is located a Vodafone communications tower and plant. The units are currently individually leased, in use variously for car repair and maintenance. The site is bounded to the north by the mainline railway embankment.
- 1.3 Industrial buildings are located to the south, east and west of the site.





2. PROPOSALS

2.1 The proposal is for the demolition of three existing single storey buildings, as well as the removal of a telecoms plant. Two of these buildings make up four small industrial business units. The new building would comprise one unit consisting of Use Classes: B1c (Light industrial), B2 (General industrial) and B8 (Storage & Distribution) with ancillary offices. The proposal also includes associated service areas, car parking and landscaping, as well as a modified access onto Wigmore Lane.

3. PLANNING HISTORY

Reference No.	Address	Detailed Description	Outcome
92-00924-CLP (920584)	127 Loverock Road	Refridgerated storage, distribution and offices. Certificate of Lawfulness for a Proposed Use.	Application Withdrawn on 25 Jan-93
92-00579-FUL (920966)	127 Loverock Road	Erection of garage for maintaining cars.	Application Permitted on 24 Sep-92
93-00043-FUL (930577)	127 Loverock Road	Change of use to refrigerated storage, and distribution and offices (Use Class B8)	Application Permitted on 8 Apr-93
95-00932-FUL (950508)	127 Loverock Road	Increase in height of existing door opening.	Application Permitted on 23 Jan-96
020161	127a Loverock Road	New MOT testing bay and new roller shutter door.	Application Permitted on 4 Sep-02
030594	127b Loverock Road	Use of site for private taxi hire.	Application Permitted on 11 Jun-03

030619	127b Loverock Road	Private hire company and car hire premises.	Application Refused on 1 Apr-03
150789	Land adjacent to Comtek Ltd. 127d Loverock Road	Telecommunications Prior Approval application for alterations to existing mast including an increase in height from 17.5 metres to 18.2 metres and installation of 6no. Replacement antennas, and ancillary works.	Prior Approval Notification - Approval on 15 Jun-15
181293	"Stadium Way Industrial Estate", Stadium Way.	Demolition of industrial warehouse and removal of plant, erection of replacement industrial warehouse	Pre-app Observations Sent on 4 Oct-18

4. CONSULTATIONS

4.1 Statutory:
None

4.2 Non-statutory:

Natural Environment

4.2.1 The site is within a 10% or less canopy cover area, as defined by our Tree Strategy, hence is one in which tree retention and planting is a priority. The development therefore needs to demonstrate a net increase in tree number to comply with Policy DM18 and the Tree Strategy.

The AIA shows that there are limited trees within the site boundary; those being a group of False acacia and a single Birch both of which were originally to be retained and can be successfully retained subject to agreeing works within RPAs. As you are aware, further discussion with the arb consultant has led to agreement to fell the False acacia on the basis of their poor condition and to replace these. A brief Arb Method Statement will need to be secured for works within the RPA of the Birch.

The Landscape proposals currently indicate the planting of 9 new trees, 2 Turkish hazel (*Corylus colurna*) and 7 Amelanchier, predominantly on the Wigmore Lane frontage - this will need to be amended to reflect the agreement to fell the False acacia and replace these with large canopy species. The extent of current tree planting is acceptable and subject to replacement of the False acacia, this will remain the case, however I question the use of multi-stem Amelanchier on the southern boundary of the car park in a fairly narrow strip. It would seem prudent to consider a single stem tree that could be crown lifted above the height of the cars rather than a multi-stem tree that is likely to expand outside the planting bed. An alternative species may be appropriate.

The Maintenance notes on the Landscape plan are not wholly acceptable, specifically in relation to watering. 6 Maintenance visits annually are specified with additional watering visits allowed for during periods of drought. In order to successfully establish the trees (and other plants), weekly watering is likely to be

required during the growing season (Apr-Oct) and trees should be provided with a sufficient amount of water (approx. 80 litres weekly for a 16-18cm girth tree). Insufficient watering is the most common cause of tree failure therefore the specification is of vital importance.

An amended landscape scheme could be submitted prior to a decision, otherwise the following conditions are prudent: L2a, L2b, L3, L6a.

Environmental Protection & Nuisance

- 4.2.2 The developer is responsible for ensuring that development is safe and suitable for use for the intended purpose or can be made so by remedial action.

The development lies on the site of an historic works which has the potential to have caused contaminated land and the proposed development is a sensitive land use.

The phase II investigation submitted with the application was carried out in 2009 and is not specific to this proposal. The investigation also recommends that further investigation is required if the site is to be redeveloped. An investigation specific to the proposed development should be completed and submitted to ensure that the risk of contaminated land at the site is known and dealt with appropriately.

Investigation must be carried out by a suitably qualified person to ensure that the site is suitable for the proposed use or can be made so by remedial action.

Conditions are required to ensure that future occupants are not put at undue risk from contamination.

Transport

- 4.2.3 This site is located within a Core Employment Area (SA12h: Portman Road) as stated in the Sites and Detailed Policies Document (SDPD). These Core Employment Areas (CEA) are the main location for industrial and warehouse uses, and a high proportion of the traffic using the road is commercial traffic ranging from light vans to articulated lorries. There is high demand for parking in the area.

The site currently comprises four units currently occupied by vehicle repair and maintenance companies accommodating a floor area of 586sqm including garage facilities, ancillary office and hardstanding, in addition to associated parking areas on the northern edge of the site.

The development proposals comprise the demolition of all existing structures on site to be replaced by a single unit under Use Class B1c / B2 / B8 with a gross external floor area totalling 1,667sqm.

The red line area includes Stadium Way where it joins Wigmore Lane and Loverock Road and forms a through route to Scours Lane. The site will retain access from Wigmore Lane, however, the proposal would prevent 'through' access to Scours Lane from Wigmore Lane, and vice versa. All other units located along Stadium Way will be accessed from Scours Lane only with no access to Wigmore Lane or Loverock Road.

It should be noted that the entire length of Stadium Way is a private industrial road and is not adopted highway. In the past, access controls were in place on Stadium Way to prevent vehicles 'rat running' between Scours Lane and Loverock Road. However, the access controls have not been in operation for a number of years and the industrial estate is frequently used by non-industrial traffic to cut through the

site. Once the development is constructed, vehicles accessing other units located along Stadium Way will have to enter and leave via Scours Lane.

The site will retain access from Wigmore Lane, via a reconstructed bellmouth junction in broadly the same position as the current junction with Stadium Way. The access will be gated and provided to a 13.65m width. The access arrangements are illustrated on appended plan 18132/TA/001 Rev B along with junction visibility splays of 2.4m x 43m onto Wigmore Lane.

The Transport Assessment submitted with the application includes swept path analysis diagrams. At pre-app stage, the applicant was requested to design the access to accommodate the full two-way movements of maximum articulated HGVs. However, given the anticipated daily movements by HGV's, the access has been designed to allow an HGV entering the site to pass a stationary HGV waiting at the access opposed to the free flow of two-way movements.

The area experiences high levels of on-street parking including on the junction Wigmore Lane and Loverock Road (which can be seen on Google Ariel and street view images). Therefore, HGV's would be unable to swing onto the opposite side of the carriageway to manoeuvre into the site if a HGV was waiting at the access. The revised swept path diagram demonstrates that a 16.5m articulated vehicle can access the site, passing a stationary HGV waiting at the access noting the presence of parked vehicles on the eastern side of the road. However, this is likely to lead to multiple manoeuvres at the site access in order to be in a position to reverse into the delivery and service bays. Given that the proposal would prevent 'through' access to Scours Lane from Wigmore Lane and increase HGV movements on Wigmore Lane, the applicant is, therefore, requested to pay towards a review of the existing parking regulations in the area with the view to implement no waiting restrictions (double yellow lines) on the junction of Wigmore Lane and Loverock Road. This process involves changes to the Traffic Regulation Order (TRO) and approval by the Traffic Management Sub Committee (TSUB). Changes to the Traffic Regulation Order (TRO) will be subject to statutory consultation which is under separate legislation to the Planning Act. Any costs associated this process and on-street signage and markings would have to be paid upfront by the applicant. Therefore, a S106 contribution of £5,000 is requested.

The site is located within Zone 3, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. Typically these areas are within 400m of a Reading Buses high frequency 'Premier Route', which provides high quality bus routes to and from Reading town centre and other local centre facilities. In accordance with the adopted SPD, B1(c) Light Industrial and B2 General Industrial uses require one car parking space per 100sqm whilst B8 Storage and Distribution use requires one car parking space per 150sqm.

The development will be provided with a total of 23 car parking spaces, equivalent to 1 space per 76sqm (inclusive of 2 disabled parking spaces) which is excess of the adopted Parking Standards. However, it is acknowledged that there is significant congestion within the vicinity of the site caused by an excess of private cars parking on the public highway.

The proposed parking provision seeks to ensure that demand for on-site parking does not create 'overspill' parking on the surrounding highway network which will intensify the existing on-street parking situation further. In view of this, the parking provision is acceptable.

In accordance with Reading Borough Council's Revised Parking Standards and Design SPD, the development should provide 1 cycle parking space per 250sqm based on

the 'Light Industrial' category, equating to a supply of 7 spaces across the site. It is stated that cycle parking spaces will be located within an accessible, lit, covered and secure storage area either internally or externally on the building perimeter. Full details should therefore be submitted, however, I am happy to cover this by condition to ensure the cycle parking provisions meet the Council's requirements in terms of layout.

4.2.4 Ecology

The application site comprises a number of buildings where it is proposed to remove two of the existing buildings and the telecom plant, and to erect a replacement unit with offices, service areas and a car parking, with associated landscaping.

The bat survey report (Greengage, March 2019) has been undertaken to an appropriate standard and states that the buildings have a number of features potentially suitable for use by roosting bats - gaps in the brickwork, loose roofing membrane and rotten wooden fascia boards. A subsequent endoscope inspection of the features was undertaken, and no bats or evidence of bats was found. The report concludes that, since no evidence of bats was found during the endoscope inspection, it is very unlikely that bats will be affected by the proposals. However, the report recommends a number of precautionary measures (Section 5) to ensure that bats are not harmed or killed during the works. Implementation of these measures should be secured via a planning condition, wording is given below.

In summary, subject to a condition, there are no objections to this application on ecological grounds.

4.2.5 Thames Water

Waste Comments

There are public sewers crossing or close to your development. If you're planning significant work near our sewers, it's important that you minimize the risk of damage. We'll need to check that your development doesn't limit repair or maintenance activities, or inhibit the services we provide in any other way. The applicant is advised to read our guide working near or diverting our pipes. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>.

Thames Water would advise that with regard to waste water network and waste water process infrastructure capacity, we would not have any objection to the above planning application, based on the information provided

With regard to surface water drainage, Thames Water would advise that if the developer follows the sequential approach to the disposal of surface water we would have no objection. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please refer to our website. <https://developers.thameswater.co.uk/Developing-a-large-site/Apply-and-pay-for-services/Wastewater-services>

Water Comments

On the basis of information provided, Thames Water would advise that with regard to water network and water treatment infrastructure capacity, we would not have any objection to the above planning application. Thames Water recommends the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes.

The developer should take account of this minimum pressure in the design of the proposed development.

If you are planning on using mains water for construction purposes, it's important you let Thames Water know before you start using it, to avoid potential fines for improper usage. More information and how to apply can be found online at thameswater.co.uk/buildingwater.

4.2.6 Archaeology

In accordance with Paragraph 128 of the NPPF the applicant has submitted with their application an 'Archaeological Desk Based Assessment' (AOC Archaeology, March 2018). This document presents the archaeological background to the application area, assesses its archaeological potential and considers the likely impacts of the development proposal on buried archaeological remains.

In summary the assessment concludes that the site has a low potential to contain buried archaeological remains. There are few known monuments or finds spots within the vicinity of the site and very few archaeological investigations have taken place nearby. The site was under agricultural use until the later 20th-century when the current industrial units were constructed. There is no geotechnical data for the application area but other data nearby indicates modern 'made ground' between 1m and 2m deep elsewhere within the Stadium Way industrial estate.

It was not included in the assessment report but it can also be noted that at the adjacent site of 62 Portman Road geotechnical data recorded modern 'made ground' deposits of between 3m and 4.5m deep above natural geology.

In view of the modest size of the site area, the geotechnical data from around the site, the impacts of the construction of the current buildings, services and hard standings on the site, the construction of the adjacent GWR railway line, the original route of Wigmore Lane across the application area (AOC, figs 6, 7 and 8) and the unclear archaeological potential of the site, Berkshire Archaeology is satisfied that further archaeological investigation would not be proportionate in this instance, should this application be permitted. No further action is therefore required as regards the buried archaeological heritage. This is consistent with our advice for similar proposals nearby.

4.2.7 SUDs

No objections subject to a couple of conditions.

4.2.8 Policy

The Policy Team have reviewed the evidence supplied by the applicant with relation to demonstrating the acceptable loss of the small units.

The Policy Team has confirmed that this evidence is acceptable.

4.3 Public consultation:

4.3.1 A site notice was displayed and the application was advertised in the local Press. Three letters of representation were received (all from the occupants of the existing small units within the application site), which raise the following concerns:

- loss of jobs
- loss of businesses
- Landlord never told about his intentions before the current businesses moved in

- The other available premises in the area are all too big, too small, or not within a suitable price bracket

5. RELEVANT LOCAL PLAN POLICIES

- 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) which states at Paragraph 11 “Plans and decisions should apply a presumption in favour of sustainable development”.

For this Local Planning Authority the development plan is now in one document - the Reading Borough Local Plan (November 2019), which fully replaces the Core Strategy, the Sites and Detailed Policies Document and the Reading Central Area Action Plan. The relevant policies are:

- CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT
- CC2: SUSTAINABLE DESIGN AND CONSTRUCTION
- CC3: ADAPTION TO CLIMATE CHANGE
- CC4: DECENTRALISED ENERGY
- CC7: DESIGN AND THE PUBLIC REALM
- CC8: SAFEGUARDING AMENITY
- EN12: BIODIVERSITY AND THE GREEN NETWORK
- EN14: TREES, HEDGES AND WOODLAND
- EN15: AIR QUALITY
- EN16: POLLUTION AND WATER RESOURCES
- EN17: FLOODING AND DRAINAGE
- EM1: PROVISION OF EMPLOYMENT
- EM2: LOCATION OF NEW EMPLOYMENT DEVELOPMENT
- EM3: LOSS OF EMPLOYMENT LAND
- EM4: MAINTAINING A VARIETY OF PREMISES

Relevant Supplementary Planning Documents (SPD) are:

- Reading Borough Council’s Revised Parking Standards and Design SPD
- Reading Borough Council’s Revised Sustainable Design and Construction SPD
- Employment, Skills & Training SPD

- 5.2 In the context of the current application the policy direction remains very similar with the large majority of the relevant policies carried forward to the emerging New Local Plan. However the one area where there is a significant change is with regard to sustainability. Emerging Policy CC2 (Sustainable Design and Construction) of the New Local Plan enhances the BREEAM standards sought for development. This policy now requires that, where possible, all major non-residential development should meet a BREEAM standard of ‘Excellent’.

6. APPRAISAL

Main Issues

- 6.1 The main issues are considered to be:
- (i). Principle of development
 - (ii). Design and appearance
 - (iii). Transport and parking
 - (iv). Residential amenity

- (v). Landscaping and ecology
- (vi). Flood risk/SUDS
- (vii). Equality
- (viii). Sustainability
- (ix). Employment, Skills and Training
- (x). Other Matters

(i) Principle of Development

- 6.2 Policy EM4 of the Reading Local Plan (November 2019) states, “A range of types and sizes of units should be present in the Borough, and proposals should maintain or enhance this range. In particular, the overall level of start-up and grow-on space should be maintained and, where possible, increased, and any loss of small units should be offset by new provision. Proposals should maintain the overall level of storage and distribution uses in the South of Basingstoke Road (EM2c).

Subject to these considerations, proposals for redevelopment of older industrial units for more flexible employment premises will be acceptable”.

- 6.3 The Policy seeks to ensure that adequate space for small-and medium-sized enterprises are maintained, in order to safeguard the future prosperity of Reading’s economy. This is a core component of Reading’s Community Strategy. There is a need for the continued development of start-up/incubator and grow-on space within the Borough, and opportunities to provide this should be sought. Whether units are suitable for start-up, businesses will depend partly on management arrangements and lease terms.
- 6.4 This Policy ensures that enough small units are available to be capable of acting as start-up space. In terms of implementation of this policy, small units are industrial or warehousing units of up to 150m² (gross external area). Where proposals anywhere in the Borough would lead to a reduction in this type of space, this will need to be offset by new premises elsewhere.
- 6.5 Move-on accommodation is more difficult to define, particularly in terms of space, but a reduction in the range of units of 150 - 500m² (g.e.a.) should only occur where it is demonstrated that there is a surplus of such space.
- 6.6 The proposal involves the loss of four units which have a gross external floor area measuring a total of 586 square metres. These four units are proposed to be replaced by a new single unit for B1c, B2 and B8 use classes with ancillary offices, which will have a gross external floor area of 1551.6 square metres.
- 6.7 The evidence submitted by the applicant included a letter from Sharps Commercial (a company specialising in the sale, letting and development of industrial/warehouse space in Reading and across the Thames Valley). Their letter concludes that Reading is in shortage of modern, good quality units over 20,000 square feet (1858 square metres) with a higher eaves height and self-contained yards; which has led to existing Reading based companies looking to relocate or expand outside of Reading.
- 6.8 Further evidence was supplied in the form of a vacant nursery warehouse/industrial accommodation audit. This was produced by Chartplan Ltd. and identified thirty-two small industrial units which are currently vacant in Reading. Further to this, it identified nine potential occupiers for the proposed development.

- 6.9 This evidence has been reviewed by Reading Borough Council's Policy Team who have confirmed that it is sufficient to confirm that the loss of the small units is acceptable in this case. As such although the proposal does not retain smaller units as described by Policy EM4, it does help to ensure that a range of types and sizes of units are present in the Borough, so overall complies with Policy EM4.
- 6.10 Policy EM1 of the Reading Local Plan (November 2019) states, "*Provision will be made for an additional 53,000-119,000 sq m of office floorspace and 148,000 sq m of industrial and/or warehouse space in Reading Borough for the period 2016 to 2036*".
- 6.11 The proposed scheme will result in an increase of industrial/warehouse floor space, as the existing site contains 586 square metres of floor space, and the proposed scheme will provide 1758 square metres (increase of 1172 square metres). As such the proposed scheme is considered to be compliant with Policy EM1.
- 6.12 Policy EM2 of the Reading Local Plan (November 2019) states, "*Other major employment uses, including industrial and storage and distribution will be located in the A33 corridor or in the Core Employment Areas*". The application site is situated within Core Employment Area EM2h: Portman Road; and therefore is compliant with this Policy.
- 6.13 As identified above, the proposed scheme is compliant with Policies EM1, EM2 and EM4 of the Reading Local Plan (November 2019); and therefore it is considered that the principle of the development is acceptable.

(ii) Design and appearance

- 6.14 Policy CC7 requires that all development must be of a high design quality that maintains and enhances the character and appearance of the area of Reading in which it is situated.
- 6.15 The existing buildings are reasonably old and are of poor quality - both from an occupiers and an environmental/visual standpoint. The proposed building will be more modern, and will be of a much higher quality than the existing structures.
- 6.16 Whilst the proposed structure will be considerably larger than existing, it will not be unattractive and will fit in with the character of the surrounding area, which is a core employment area and home to many industrial units of all shapes, sizes and designs.
- 6.17 The proposed scheme is considered to be compliant with Policy CC7 of the Reading Local Plan (November 2019).

(iii) Transport and Parking

- 6.18 The proposal involves the Stadium Way being made into a cul-de-sac served from Scours Lane. The access for the new unit will be direct from Wigmore Lane utilising the existing access, which is to be slightly modified.
- 6.19 The entire length of Stadium Way is a private industrial road and is not adopted highway. In the past, access controls were in place on Stadium Way to prevent vehicles 'rat running' between Scours Lane and Loverock Road. However, the

access controls have not been in operation for a number of years and the industrial estate is frequently used by non-industrial traffic to cut through the site.

- 6.20 The area experiences high levels of on-street parking including on the junction Wigmore Lane and Loverock Road (which can be seen on Google Ariel and street view images). Therefore, HGV's would be unable to swing onto the opposite side of the carriageway to manoeuvre into the site if a HGV was waiting at the access. The revised swept path diagram demonstrates that a 16.5m articulated vehicle can access the site, passing a stationary HGV waiting at the access noting the presence of parked vehicles on the eastern side of the road. However, this is likely to lead to multiple manoeuvres at the site access in order to be in a position to reverse into the delivery and service bays. Given that the proposal would prevent 'through' access to Scours Lane from Wigmore Lane and increase HGV movements on Wigmore Lane, the applicant is, therefore, requested to pay towards a review of the existing parking regulations in the area with the view to implement no waiting restrictions (double yellow lines) on the junction of Wigmore Lane and Loverock Road. This process involves changes to the Traffic Regulation Order (TRO) and approval by the Traffic Management Sub Committee (TSUB). Changes to the Traffic Regulation Order (TRO) will be subject to statutory consultation which is under separate legislation to the Planning Act. Any costs associated this process and on-street signage and markings would have to be paid upfront by the applicant. Therefore, a S106 contribution of £5,000 is requested.
- 6.21 In accordance with the adopted SPD, B1(c) Light Industrial and B2 General Industrial uses require one car parking space per 100sqm whilst B8 Storage and Distribution use requires one car parking space per 150sqm. The development will be provided with a total of 23 car parking spaces, equivalent to 1 space per 76sqm (inclusive of 2 disabled parking spaces) which is in excess of the adopted Parking Standards. However, it is acknowledged that there is significant congestion within the vicinity of the site caused by an excess of private cars parking on the public highway. The proposed parking provision seeks to ensure that demand for on-site parking does not create 'overspill' parking on the surrounding highway network which would worsen the existing on-street parking problems. In view of this, the parking provision is acceptable.
- 6.22 In accordance with Reading Borough Council's Revised Parking Standards and Design SPD, the development should provide 1 cycle parking space per 250sqm based on the 'Light Industrial' category, equating to a supply of 7 spaces across the site. It is stated that cycle parking spaces will be located within an accessible, lit, covered and secure storage area either internally or externally on the building perimeter. Full details should be submitted and an appropriate condition to ensure the cycle parking provisions meet the Council's requirements in terms of layout is recommended.
- (iv) Residential Amenity
- 6.23 Policy CC8 states that development will only be permitted where it would not be damaging to the environment through air, land, noise or light pollution and seeks to protect residential amenity.
- 6.24 The proposed development is located in an established industrial/warehousing area; and is currently operational. The nearest residential properties are located to the south of the site on the other side of Portman Road.

- 6.25 The new building layout has been carefully considered and is oriented so as to shield the service area from the houses. It will also act as a buffer to railway noise from trains which run at high level along the embankment to the north.
- 6.26 The residential properties to the south are considered to be a reasonable distance away and are unlikely to be impacted as a result of the development. The proposal is therefore considered to comply with Policy CC8.

(v) Landscaping and Ecology

- 6.27 Policy EN14 states, *“Individual trees, groups of trees, hedges and woodlands will be protected from damage or removal where they are of importance, and Reading’s vegetation cover will be extended. The quality of waterside vegetation will be maintained or enhanced.*

New development shall make provision for tree planting within the application site, particularly on the street frontage, or off-site in appropriate situations, to improve the level of tree coverage within the Borough, to maintain and enhance the character and appearance of the area in which a site is located, to provide for biodiversity and to contribute to measures to reduce carbon and adapt to climate change”.

- 6.28 The consultation comments from the Natural Environment department can be viewed in the consultations section of this report (above). To summarise, the site is within a 10% or less canopy cover area, as defined by Reading Borough Council’s Tree Strategy, hence is one in which tree retention and planting is a priority. Whilst there are some concerns, these can all be overcome with appropriate conditions.
- 6.29 It is considered that with appropriate conditions in place, the proposed scheme complies with Policy EN14.

(vi) Flood risk /SuDS

- 6.30 Policy EN17 states, *“All major developments must incorporate sustainable drainage systems (SuDS) as appropriate and in line with the Government’s Technical Standards”.*
- 6.31 The application was accompanied by a Flood Risk Assessment prepared by Cole Easdon Consultants. This concluded that, *“Providing the development adheres to the conditions advised in this Report, it can be accommodated without increasing flood risk within the locality in accordance with objectives set by Central Government and the EA”.*
- 6.32 The SuDS consultation response has confirmed that there are no objections with the addition of a couple of conditions.

(vii) Equality

- 6.33 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, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation.

6.34 There is no indication or evidence (including from consultation on the application) that the protected groups have or would 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.

(viii) Sustainability

6.35 Policies CC2 and CC3 seek that new development demonstrates how they have been designed to incorporate measures to adapt to climate change. Policy CC4 seeks that in addition to meeting the required BREEAM standards, Major developments should consider a form on-site decentralised energy provision. As referred to earlier in this report, Policy CC2 (Sustainable Design and Construction) of the New Local Plan now carries significant weight and enhances the BREEAM standards sought for development. This policy now requires that, where possible, all major non-residential development should meet a BREEAM standard of 'Excellent'.

6.36 An Energy and Sustainability Statement has been submitted with the application. The Statement considers the inclusion of an on-site combined heat and power plant (CHP) or a biomass-fuelled heating scheme as a form of decentralised energy provision yet concludes that neither forms of energy provision are suitable for this scheme. However, two technologies were identified as possibilities, which are 1) Photovoltaics (PVs) - commonly referred to as 'solar panels'; and 2) solar water heating. The applicant's agent has confirmed these can be secured via condition.

6.37 The applicant has advised that the development would meet a BREEAM standard of 'Very Good'. This is one level below the desired target level of 'excellent' to meet Policy. The applicant has agreed to BREEAM conditions, which will require a detailed BREEAM pre-estimator report to be submitted and agreed by the Local Planning Authority prior to the commencement of the development. The target BREEAM level sought by the condition will be 'excellent'.

(ix) Employment, Skills and Training

6.37 In accordance with Reading Borough Core Strategy Policy CC9: Securing Infrastructure and the Council's SPD 'Employment, Skills and Training' the developer is required to provide for a Construction Employment and Skills Plan which identifies and promotes employment opportunities generated by the proposed development, or other developments within Reading, for the construction phase of the proposed development. This or an equivalent financial contribution in accordance with the adopted SPD, calculated to be £9,689.48 is to be secured within the S106 legal agreement.

(x) Other Matters

6.38 As previously mentioned above in the consultations section, a few comments were received from the current occupiers of the existing units. These objected to the application on the following grounds:

- loss of jobs
- loss of businesses
- Landlord never told about his intentions before the current businesses moved in

- The other available premises in the area are all too big, too small, or not within a suitable price bracket
- 6.39 It is considered that the proposed scheme will likely provide more jobs than the existing businesses. The application form estimates the total number of existing employees as 10; and the proposal will provide 25 jobs. This is an increase of 15.
- 6.40 The existing businesses may be lost, but there is always the possibility of relocation into other available units; the latter of which seems the most likely. One of the comments mentioned that the owner was hoping to see the business out to retirement (which is coming up); and this indicates that losing this specific business is inevitable.
- 6.41 The landlord is not under an obligation to make aware his intentions for the site to tenants. The planning statement mentions that all tenants are on contracts with a maximum of three years; and the landlord is within his rights to apply to develop his own land. If granted, the planning permission will last three years until it lapses; which by this time will mean the contracts of the existing tenants will have expired, and as such the site will be vacant.
- 6.42 The evidence provided by the applicant suggests that there are other vacant industrial units in Reading, which are available for these businesses to relocate to.
- 6.43 Whilst the frustration of the existing tenants can be sympathised with, they do not amount to material considerations and the above report sets out that there are no planning reasons that would support refusing this application.

7. CONCLUSION

- 7.1 With the addition of appropriate conditions, the proposed development is considered to not have a detrimental impact upon employment, the character of the area, nor will it have a detrimental impact upon the amenity of neighbouring properties. Further to this, no concerns are raised with regards to flooding, ecology, landscaping or transport. As such planning permission is recommended for approval.

Case Officer: James Overall

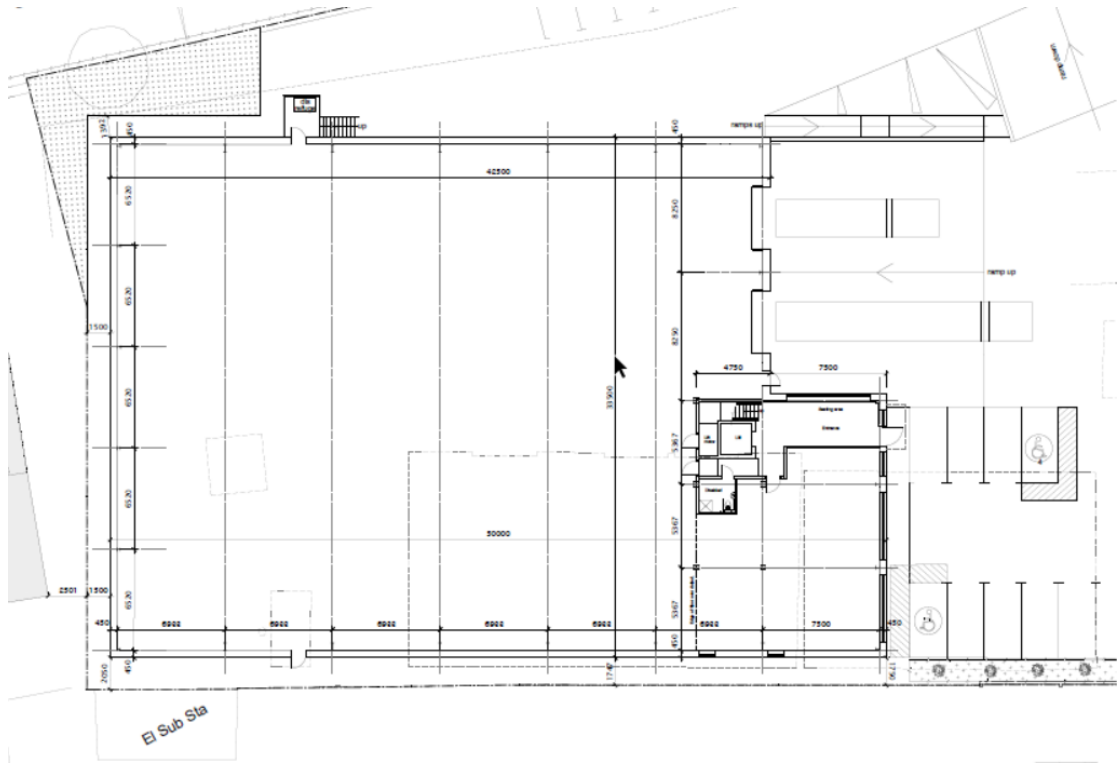
Plans:

Plan Type	Description	Drawing Number	Date Received
Location Plan		182.01.01 Rev B	10 Apr-19
Elevations	Existing	182.01.04	10 Apr-19
Block Plan	Proposed	182.01.15	10 Apr-19
Ground Floor Plan	Proposed	182.01.16	10 Apr-19
First Floor Plan	Proposed	182.01.17	10 Apr-19
Roof Plan	Proposed	182.01.18	10 Apr-19
Sectional Plan	Proposed	182.01.20	10 Apr-19
Front/Rear Elevations	Proposed	182.01.21	10 Apr-19
Side Elevations	Proposed	182.01.22	10 Apr-19

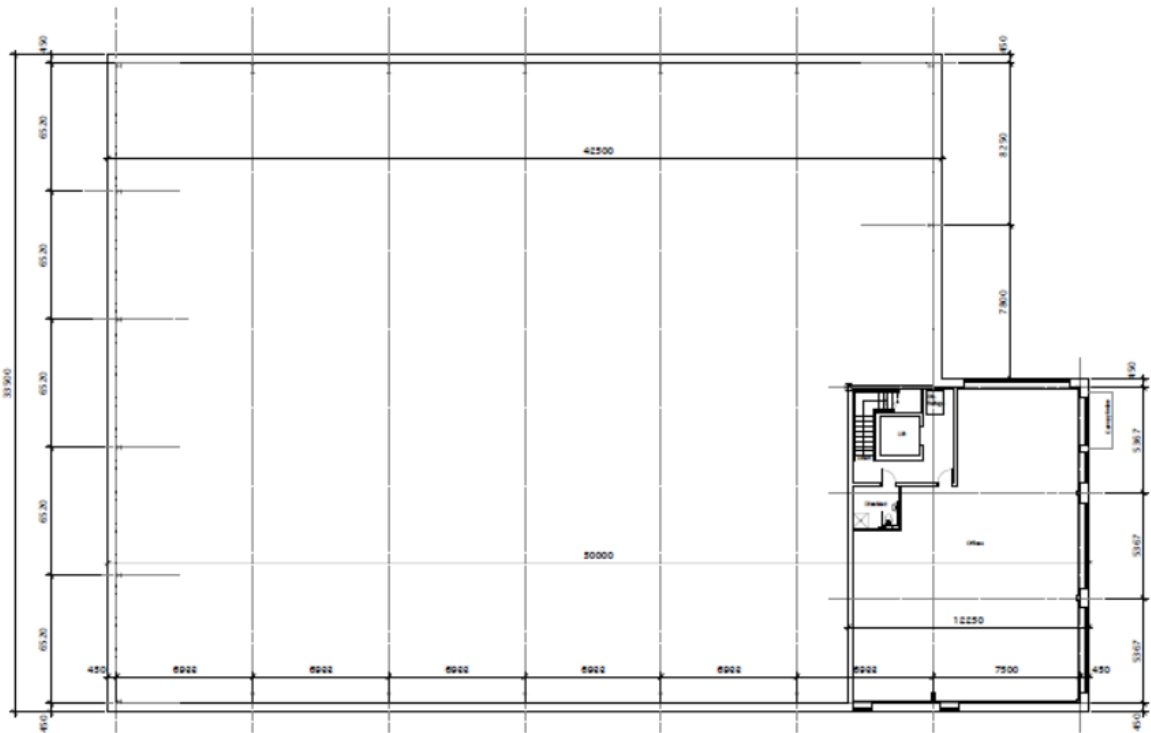
Swept-Path Analysis	Articulated Vehicles at Site Access	18132/TA/TK01 Rev C	3 Jun-19
Swept-Path Analysis	Max Legal Articulated Vehicle	18132/TA/TK03 Rev C	3 Jun-19
Landscape Planting	Proposed	PM - 1812 - 01 Rev B	10 Apr-19



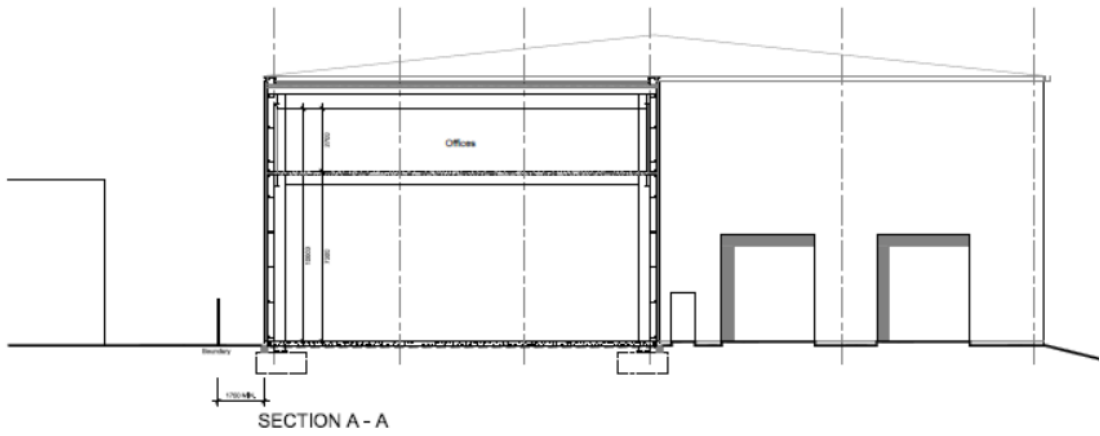
Proposed Block Plan



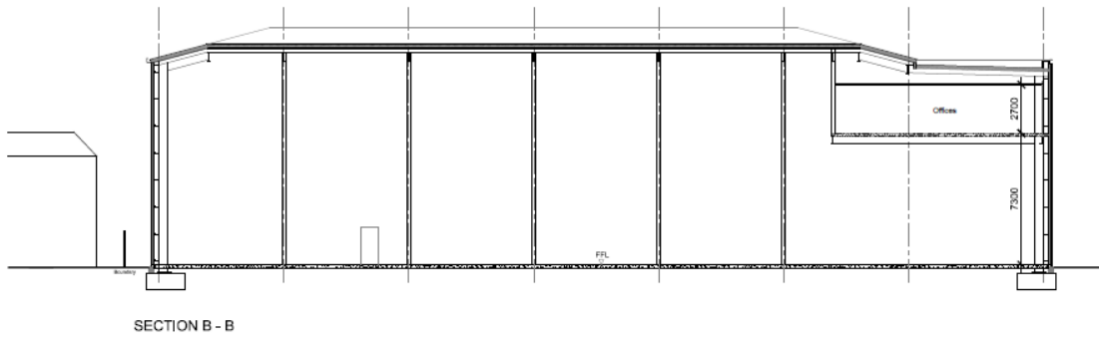
Proposed Ground Floor Plan



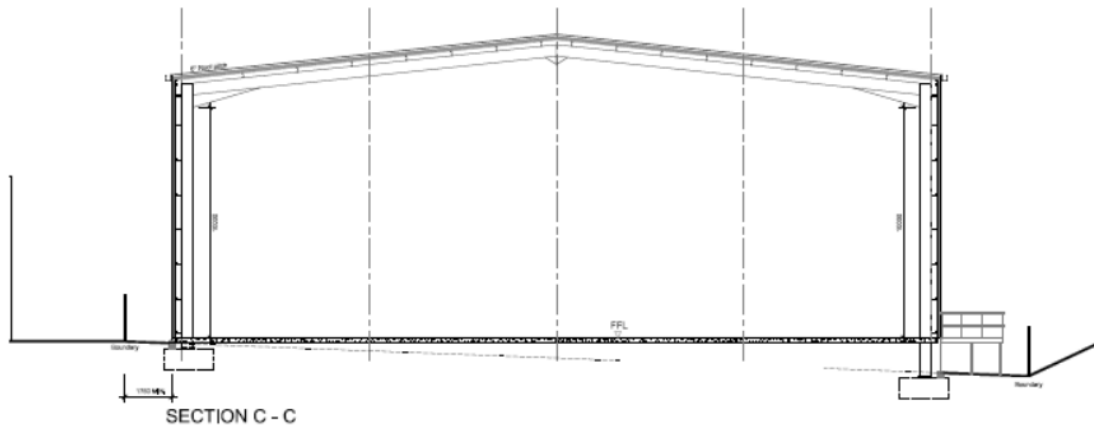
Proposed First Floor Plan



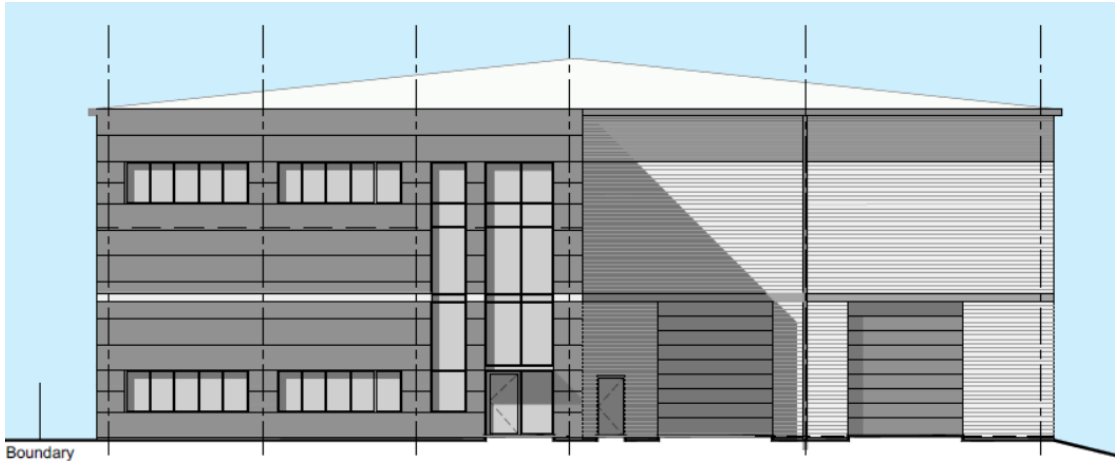
Proposed Section A-A



Proposed Section B-B

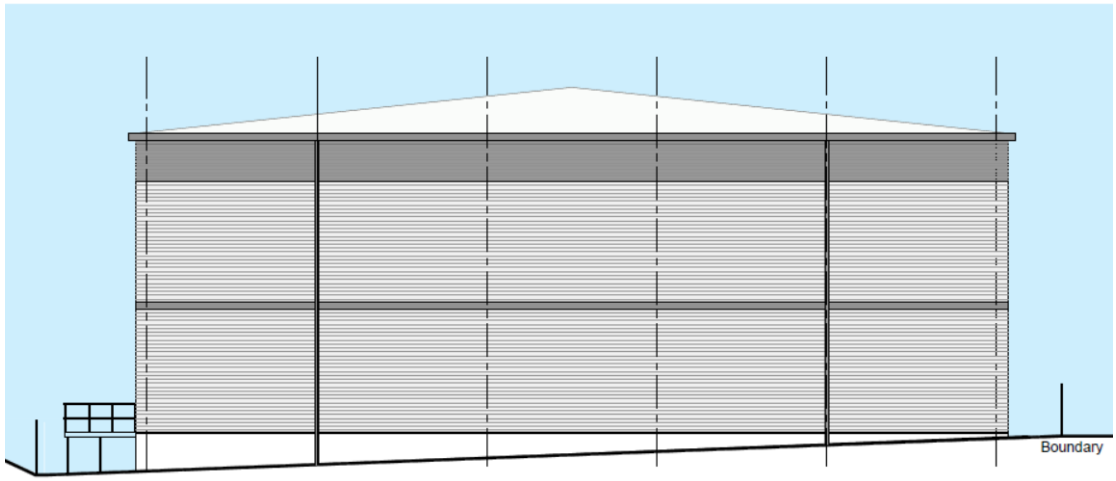


Proposed Section C-C



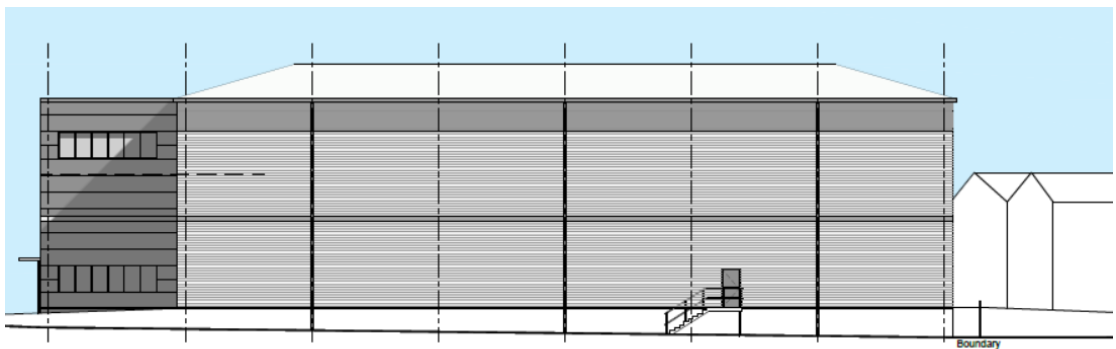
FRONT ELEVATION 1 - 1

Proposed Front Elevation



REAR ELEVATION 2 - 2

Proposed Rear Elevation



SIDE ELEVATION, NORTH 3 - 3

Proposed Side Elevation (North)

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: MIN

Application No: 190702/REG3

Address: Land to rear of 51-65 Wensley Road, Reading, RG2 8NA

Proposal: Erection of two 2 bed dwellings (Class C3)

Applicant: Reading Borough Council

Date Valid: 03/06/2019

Application target decision date: Originally 29/07/19 but an extension of time has been agreed until 30/11/2019

RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a unilateral undertaking legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by the 3th November 2019 (unless the assessing officer 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:

- ***2 x residential units as social rent affordable housing units in perpetuity***

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, tiles, glazing, window frames/cills/surrounds, doors, guttering and downpipes)
4. Pre-commencement - construction method statement (including noise & dust)
5. Pre-commencement - arboriculture method statement, and implementation
6. Pre-occupation - implementation bin storage facility details
7. Pre-occupation - implementation of cycle parking details provided
8. Pre-occupation - implementation of vehicle parking
9. Pre-commencement - hard and soft landscaping details (including manoeuvring areas)
10. Pre-commencement contaminated land - site characterisation
11. Pre-commencement contaminated land - submission of remediation scheme
12. Pre-construction contaminated land - implementation of approved remediation
13. Contaminated land - reporting of unexpected contamination
14. Prior to occupation - biodiversity enhancements
15. Implementation of approved hard and soft landscaping details
16. Landscaping maintenance for five years
17. Obscure glazing
18. No burning of waste on site

19. Construction hours (0800 - 1800 Mon-Fri; 0900-1300 Sat; Not at all on Sunday or public holidays)
21. Energy/carbon reduction: 19% Improvement on Building Regulations standard
22. Electric vehicle charging point

Informatives:

1. Terms and conditions
2. Highway works
3. Pre-commencement conditions
4. Building Regulations
5. Encroachment
6. No burning of waste on site
7. CIL
8. Unilateral Undertaking Legal Agreement
9. Positive and Proactive

1. INTRODUCTION

- 1.1 The application site comprises a plot of land located to the rear of No's 51-65 Wensley Road, on the southern side of Wensley Road. The site is a former car garaging block, which now comprises hardstanding and grassland. The site is generally flat with some tree screening and fencing to its boundaries.
- 1.2 The site is enclosed by rear gardens of properties on Wensley Road and Tintern Crescent. The access to the site is between Nos. 49 and 51 Wensley Road and the area is largely characterised by rows of terraced dwellings.
- 1.3 The proposals are being considered at Planning Applications Committee by virtue of being a Council's own (Regulation 3) application. The site in relation to the wider urban area is shown below, together with a site photograph and aerial view.

Site Location Plan (application site edged in red)



Aerial View



2. PROPOSALS

- 2.1 Full planning permission is sought for the erection of 2 two storeys comprising 2x2 bed unit with associated bin and cycle storage, landscaping and associated works.
- 2.2 Reading Borough Council is the landowner and applicant in this instance, with this being one of a series of sites being brought forward to deliver affordable housing in the Borough. Supporting info includes:

Site Location Plan A 600
Site Plan and Site Section A 601
Proposed Plans and Elevations A 602
Received 30th April 2019

Design and Access Statement
Received 22nd May 2019

- 2.3 In relation to the community infrastructure levy, the applicant has duly completed a CIL liability form with the submission. As per the CIL charging schedule this proposal will attract a charge of £24,904.32 (168 x the 2019 CIL rate for residential developments). However, the CIL form suggests that the applicant will be seeking social housing relief, which would result in the CIL charge being £0.

3. PLANNING HISTORY

171986/PREAPP - advice sought for residential development

4. CONSULTATIONS

i) RBC Transport

4.1 No objection objections subject to the following conditions:

- Pre-commencement construction method statement
- Pre-occupation implementation of bin storage
- Pre-occupation implementation of cycle parking details provided
- Pre-occupation implementation of vehicle parking

ii) RBC Environmental Health - Environmental Protection (EP)

4.2 No objection subject to conditions in respect of contaminated land.

Standard construction hours and details of noise/dust reduction measures should be secured via condition and an informative stating that there should be no burning of waste on the site.

iii) Natural environment (trees)

4.4 No objection subject to conditions.

iv) Natural environment (ecology)

4.5 No objection subject to condition.

v) Public consultation

4.6 Notification letters were sent to nearby occupiers on 7th June 2019 expiring on 28th June 2019.

One letters of representation received concerned with:

- Daily use of rear access - Officer comment: RBC Housing have confirmed that vehicular access will be maintained to the rear of No.58 Tintern Crescent.

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'. The application has been assessed against the following policies:

5.2 National

National Planning Policy Framework (2019)

National Planning Policy Guidance (2014 onwards)

The New Reading Borough Local Plan is at an advanced stage. The Inspector's report into the Proposed Modifications has now been received and the new local plan is proposed to be adopted by the Council on 4 November 2019. The following policies are of relevance to this application:

Reading Borough Submission Draft Local Plan 2018

- CC1: Presumption in Favour of Sustainable Development
- CC2: Sustainable Design and Construction
- CC3: Adaptation to Climate Change
- CC4: Decentralised Energy
- CC5: Waste Minimisation and Storage
- CC6: Accessibility and the Intensity of Development
- CC7: Design and the Public Realm
- CC8: Safeguarding Amenity
- H1: Provision of Housing
- H2: Density and Mix
- H3: Affordable Housing
- H5: Standards for New Housing
- H10: Private and Communal Outdoor Space
- H11: Development of Private Residential Gardens
- TR1: Achieving the Transport Strategy
- TR3: Access, Traffic and Highway-Related Matters
- TR5: Car and Cycle Parking and Electric Vehicle Charging
- EN12: Biodiversity and the Green Network
- EN14: Trees, Hedges and Woodland
- EN15: Air Quality
- EN16: Pollution and Water Resources
- EN17: Noise Generating Equipment

5.3 Other relevant documentation

- DCLG Technical housing standards - nationally described space standard (2015)
- 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)

6. APPRAISAL

6.1 The main issues are considered to be:

- i) Principle of development and land use considerations, including provision of affordable housing
- ii) Design considerations
- iii) Quality of accommodation for future occupiers
- iv) Residential amenity for nearby occupiers
- v) Transport

- vi) Trees, landscaping and ecology
- vii) Other matters

i) **Principle of Development and land use considerations, including provision of affordable housing**

6.2 The NPPF states that LPAs should “encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value”. The NPPF definition of ‘previously developed land’ is taken to include the land which was occupied by a permanent structure... and associated fixed surface infrastructure. As such, the development site is considered previously development land. Furthermore, set within this context and by virtue of the site not being allocated / specifically constrained in terms of land uses, the proposal to introduce two residential units would comply with the principles of Policy H1. This is by contributing to the housing needs within the borough.

6.3 The applicant has stated that the units proposed would all be socially- rented affordable housing units. As such, the 100% on-site provision of affordable housing is strongly welcomed as a key planning benefit of the proposal. The proposals exceed the Policy H3 requirement, where financial contributions to affordable housing scheme elsewhere in the borough are secured on 1-4 unit schemes. All units would be secured via unilateral undertaking legal agreement to be socially-rented affordable housing units in perpetuity.

6.4 With regards to the mix of the units proposed, the scheme seeks to create 2x2 bedroom units, which is considered a suitable and appropriate mix in this area, which is strongly characterised by single family dwellings. The mix has been proposed in conjunction with advice from RBC Housing officers, who advise that the greatest present need for affordable accommodation is for 2-bed units. The proposal, set within the context of the size and nature of the site, therefore seeks to assist meeting the greatest housing needs in the Borough.

ii) **Design Considerations**

6.5 The proposal site has no frontage on to Foxhays Road meaning that any proposal for the site would not be readily visible in the street scene. This does not, however, preclude the development from needing to respect and respond to the character and appearance of the locality. The surrounding area largely comprises rows of terraced dwellings, many of which have been extended. It is acknowledged that the proposal would not fully align with the general character of the area in terms of built form, pattern of development and amenity space, due to the siting of the buildings to the rear of properties along Wensley Road. This type of development is defined as ‘tandem development’ and Policy H11 seeks to ensure that proposals do not lead to ‘unacceptable tandem development’. There is no specific description of what constitutes ‘unacceptable tandem development; it is generally taken to be where existing and future residents will have poor amenity from disturbance or overlooking via the tandem arrangement.

- 6.6 In this specific instance, given the proximity of residential properties on three sides of the site, the positioning of the buildings is appropriately set away from these properties as far as possible. They would not be overly excessive in scale (as discussed below) and would allow for some amenity space, parking spaces, access and landscaping, whilst also not resulting in a cramped appearance. As such, this tandem development, in this location, is not considered to make the scheme unacceptable and there would be insufficient harm to justify refusal on this basis.
- 6.7 In terms of detailed design, the proposals would be of a fairly simple design, which whilst not fully reflective of the surrounding area, would not be unduly conspicuous given their location. The buildings would have a regular footprint and a relatively low height to minimise its impact from neighbouring properties. It is noted that the design is very similar to the recently approved developments at 72 Wentworth Avenue (190704) and land to the rear of 67 Foxhays (190681) two of the Council's affordable housing projects. The overall height would be reflective of the surrounding properties; indeed they would be subordinate in form to the surrounding houses. The proposal would be constructed out of materials to match those of the surrounding properties and the buildings, overall, would be as modest as possible given the location and existing context of neighbouring properties. As noted above the proposals would not be readily visible from the wider street scene and officers advised that there would not be unacceptable harm to the character and appearance of the surrounding area. As such, in respect of both the buildings themselves and the nearby context, the proposal is considered satisfactory in design terms.
- 6.8 Notwithstanding the above, 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. With this condition secured the proposals are considered to comply with Policy CS7.
- iii) **Quality of accommodation for future occupiers**
- 6.9 The internal layout of the proposed units would be regular in size and shape, providing suitable access to outlook, natural day/sunlight and ventilation. Furthermore, the internal space standards and room layouts for the proposed units considered appropriate and meet the National Technical Housing Standards and Policy H5. The units will be dual aspect and conveniently located shared cycle and waste storage facilities are incorporated within the scheme.
- 6.10 There is high level boundary tree screening from neighbouring properties which is to be retained and this, combined with the levels difference between the site and the dwellings to the north (51-65 Wensley Road), helps to minimise any impact from these properties in respect of overlooking.
- 6.11 It is acknowledged that the amenity space would not be in keeping with the prevailing character of the area in this respect. However, whilst the majority of

dwellings to the north and south have similar sized plots and garden areas, the dwellings to the east are more varied and indeed are smaller. The site is in a sustainable location and the proposed amenity space is considered to be of a suitable size within the context of the site and access to nearby public recreation facilities.

6.12 In overall terms it is considered that the proposals would provide a suitable standard of accommodation for future occupiers in compliance with Policy CC8.

iv) **Amenity for nearby occupiers**

6.13 Given the distance of the proposed building from neighbouring properties to the east and south, it is not considered there would be any significant material loss of privacy or overbearing impact to the occupiers of these properties. Although the building would be located close to the rear boundaries of No's 51-65 Wensley Road, the roof would be hipped away to minimise the impact and, as above, there is tree screening and a levels difference (with the site lower than these neighbouring properties). This, alongside a distance of 12m to these neighbouring dwellings themselves, it is not considered that there would be any significant material loss of light or overbearing impact to the occupiers of these properties, or detriment to the enjoyment of their gardens.

6.14 The first floor windows on the flank elevations would serve the landing/stairwells and as such could be conditioned to be obscurely glazed and maintained in that way so as to prevent any material loss of privacy. As above, the natural topography of the site allows the buildings to sit down within their surroundings slightly. This, combined with the side-to-back relationship between the proposed dwelling and the terrace of 51-65 Wensley Road, minimises the impact of overlooking.

6.15 Furthermore in relation to all nearby occupiers in the area, amenity during the implementation of the permission will be secured via the construction method statement measures, as secured via pre-commencement condition. In overall terms the proposals are therefore considered to comply with policy CC8 and relevant elements of policy EN16.

v) **Transport**

6.16 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.

In accordance with the adopted Parking Standards and Design SPD, the development would be required to provide a parking provision of 1 space per unit. Parking spaces would need to be a minimum 2.4m x 4.8m with a 6m forecourt depth. The proposed plans show 4 off road parking spaces on an area of permeable hard standing which exceeds the Councils current SPD and is acceptable. In addition to this, the submitted site plan appears to show 3 visitor parking spaces.

- 6.17 The proposed development site is accessed via a dropped crossing from Wensley Road; to be able to facilitate vehicles entering and exiting the site, the access point would need to be 4.1 m wide. Whilst, the plans illustrate that the existing access does not conform to the Councils current standards, this is considered acceptable in this instance, given the number of trips generated by the proposed development will be fewer than those for the original use (garages). Therefore there would be no detrimental change or impact as a result of the proposed development.
- 6.18 DfT Guidance Manual for Streets states at point 6.8.3 that for cul-de-sacs longer than 20m a turning area should be provided to cater for vehicles that will regularly need to enter the street. Whilst the site plan illustrates a turning area for vehicles, tracking diagrams will need to be submitted illustrating a supermarket delivery vehicle entering and turning to exit the site. It is considered this can be dealt with by way of condition.
- 6.19 Bin storage and cycle parking can be provided in suitable storage facilities, but this can be covered by condition.
- 6.20 The proposal would accord with Policies TR3, TR4 and TR5.
- vi) **Trees, Landscaping and Ecology**
- 6.21 There are a couple of significant trees on site, including a Sycamore and a large 'Tree of Heaven' adjacent to the site which will be rooting within the site. Both trees are healthy and visible as a backdrop to houses in the surrounding area with potential for future growth as well as offering significant amenity value. As such, these trees should be retained and protected as is currently proposed and welcomed. In this respect, the larger 'Tree of Heaven' is likely to only cast shade over the parking area which is acceptable. Furthermore, the proposed dwellings and their rear gardens would be set back from the Sycamore and on the far side of the access drive, the position of which will help prevent the tree from appearing too overbearing from the gardens.
- 6.22 Given the above, officers consider that for reasons of retention of residential amenity, it would be appropriate to ensure that the necessary steps are taken to maintain the health and stability of the boundary trees. An Arboricultural Method Statement will be required to deal with tree protection and required ground works within their rooting areas and this can be secured by way of a suitably worded condition.
- 6.23 The Council's Ecologist considers the site to be of limited ecological value (given that the grassland is short cut and the trees and hedgerow will be retained) and the proposals are unlikely to adversely affect protected species or priority habitats. However, in accordance with para 175 of the NPPF, which states that "*opportunities to incorporate biodiversity in and around developments should be encouraged*" a condition is recommended to ensure that enhancements for wildlife are provided within the new development. No objection subject to condition.

6.24 It is considered that landscaping would improve the ecology of the site, with greater levels of greening through improved landscaping and other measures intended to benefit wildlife. To achieve this, a quality landscape scheme to include native/naturalised species will be required. Biodiversity enhancements could include small mammal (e.g. hedgehog) holes around the boundary and garden fences to allow animals to continue to move between gardens.

6.25 Given the above, and subject to conditions to secure a landscaping scheme of native planting and on-site biodiversity mitigation/enhancement measures officers are satisfied that the proposals would accord with Policies EN12 and EN14.

vii) **Other Matters**

6.26 Sustainability - The applicant has not provided any specific information relating to sustainable design and construction. However, it is noted that the proposed elevations do show PV panels to be incorporated in both buildings. Such measures are welcomed and encouraged by officers.

6.27 Notwithstanding the above, Policy H5 'Housing Standards' requires that all new build housing integrate additional measures for sustainability. In light of this conditions are recommended to ensure the development meets the following requirements:

- Higher water efficiency standards of 110 litres per person per day; and
- A 19% improvement over building regulations energy requirements

Although secured by planning condition, these new requirements will be administered through the Building Regulations. Confirmation of compliance will need to be submitted to the LPA to discharge the condition.

6.28 Environmental Health - The previous land use has the potential to have caused contaminated land and the proposed development is a sensitive land use. In terms of contaminated land, Environmental Protection colleagues recommend the standard four-stage conditions to ensure that the possible presence of contamination is thoroughly investigated and removed/mitigated if necessary (3 of the conditions are pre-commencement). The proposal is considered to accord with Policy EN16.

6.29 Legal Agreement - Given the nature of the land ownership (as specified in the introduction section above) a unilateral undertaking (rather than a Section 106) legal agreement will be drafted. This will secure the units as affordable rented accommodation. It is considered that the obligation would comply with the National Planning Policy Framework 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.

6.30 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, sex, 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 generally acceptable within the context of national and local planning policies, as detailed in the appraisal above. Any remaining negative effects in terms of the character of the area and residential amenity are minor and are outweighed by the social benefits of the affordable housing. As such, full planning permission is recommended for approval, subject to the recommended conditions and completion of the Legal Agreement.

Drawings & documents submitted:

Site Location Plan A 600

Site Plan and Site Section A 601

Proposed Plans and Elevations A 602

Received 30th April 2019

Design and Access Statement

Received 22nd May 2019

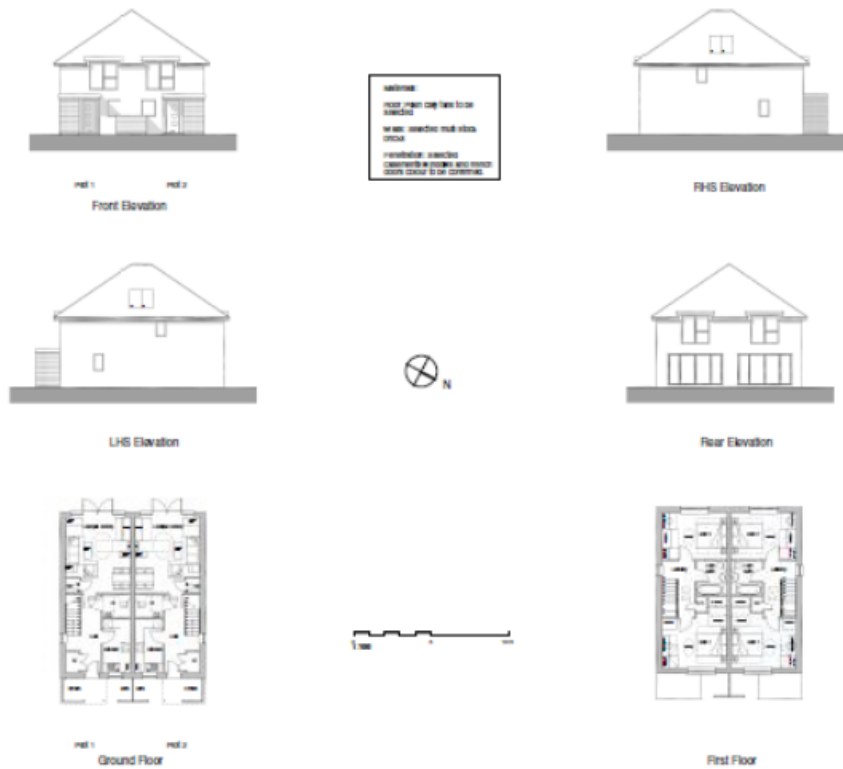
Case Officer: Ethne Humphreys

Proposal Plans

Proposed Site Plan



Proposed Elevations and Floor Plans



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COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

ITEM NO.

Ward: Peppard

App No: 190087

Address: Land at Autumn Close, Emmer Green, Reading

Proposal: Construction of a 4-bedroom dwelling, garage, and associated works

Applicant: Deepsea Engineering

Date validated: 11 February 2019

Target Date: 5 April 2019

Extended: 30 November 2019

RECOMMENDATION

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

- To secure an Affordable Housing contribution of £38,125.00 towards affordable housing in the Borough in accordance with Policy H3 Index-linked from the date of permission, to be paid on commencement of the development.

And the same conditions/informatives as recommended in the 9th October 2019 report, as included below as Appendix 1, with the addition of a condition requiring a minimum of 1 Electric Vehicle charging point.

1. Publicity period update

1.1 At the time the application was considered at the 9th of October 2019 Planning Applications Committee (PAC) meeting the proposal and a further publicity period was running due to finish on 18 October 2019.

1.2 One additional representation was received from the neighbour, who had spoken at PAC, who was a new resident in the area. The comments related to:

- Dropped kerb and transport matters;
- Character and appearance of the area

1.2 The points raised in this representation have been raised by other neighbours and it is felt they have been appropriately addressed in the appended committee report and update report.

2. Clarification of proposed fencing at no.6 Autumn Close.

2.1 At the Planning Applications Committee on October 9th a query was raised by the ward Councillor regarding whether the fencing was proposed to be retained as part of the application as the 3D drawings, which have been

provided to give members a sense of the scale and form of the proposal, have shown no boundary fence around the garage. As these plans are indicative, they cannot be taken as the approved plans, and as such cannot be relied upon for more than information purposes.

- 2.2 The applicant has confirmed that the fencing at this boundary is proposed to be retained.
3. Consideration of this application was deferred to allow Members to visit the site and this is scheduled to take place on 7th November 2019.

Case officer: Anthony Scholes

COMMITTEE REPORT

BY THE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 9 th October 2019	ITEM NO.
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Ward: Peppard

App No: 190087

Address: Land at Autumn Close, Emmer Green, Reading

Proposal: Construction of a 4-bedroom dwelling, garage, and associated works

Applicant: Deepsea Engineering

Date validated: 11 February 2019

Target Date: 5 April 2019

Extended: 30 October 2019

RECOMMENDATION:

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

i) GRANT Full Planning Permission with appropriate conditions and informatives; and subject to expiry of a further 21 days publicity period and no additional substantive objections being received by 18 October 2019; and subject to the satisfactory completion of a S106 legal agreement by 30th October 2019 or an extended timeframe as agreed by the case officer on behalf of the Executive Director DEGNS of to secure an Affordable Housing contribution of £38,125.00 towards affordable housing in the Borough in accordance with Policy CS16 Index-linked from the date of permission, to be paid on commencement of the development.

OR

ii) to **REFUSE** permission should the S106 agreement not be completed by 1st October 2019, unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the agreement to be able to grant permission.

Conditions to include:

1. TL1 Time limit for implementation (3 years)
2. M2 Materials to be submitted
3. Approved plans
4. Pre-commencement - control of noise and dust during construction
5. Landscaping
6. Landscaping implementation
7. Pre-occupation boundary treatment details
8. Landscaping maintenance/replacement within five years
9. Construction Method Statement
10. Energy/carbon reduction: 19% Improvement on Building Regulations standard
11. Water efficiency
12. Provision of Vehicle Parking
13. Biodiversity enhancements (details to be provided)
14. 0800-1800 Mon-Fri; 0900-1300 Sat; No time on sat or bank holidays - Std Hours of construction/demolition
15. No Bonfires
16. Removal of PD rights (obscure glazing specified windows)

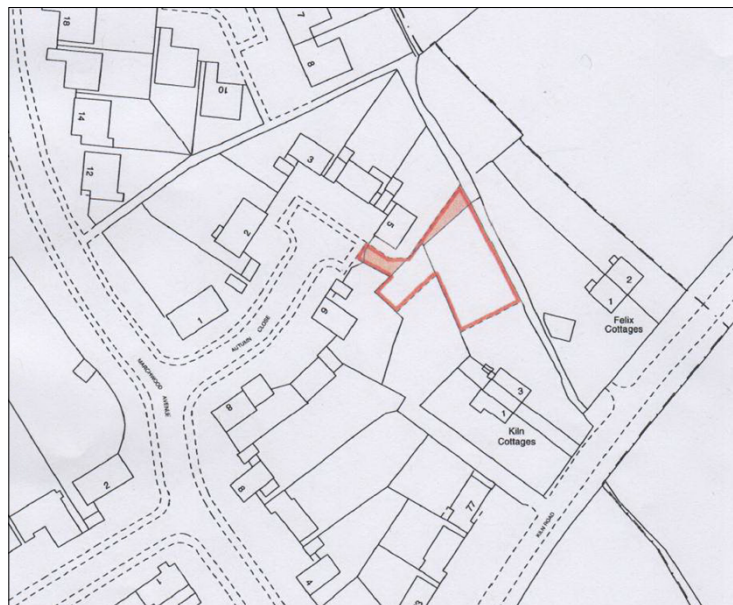
Informatives to include:

1. Positive and Proactive Statement
2. Pre-commencement Conditions

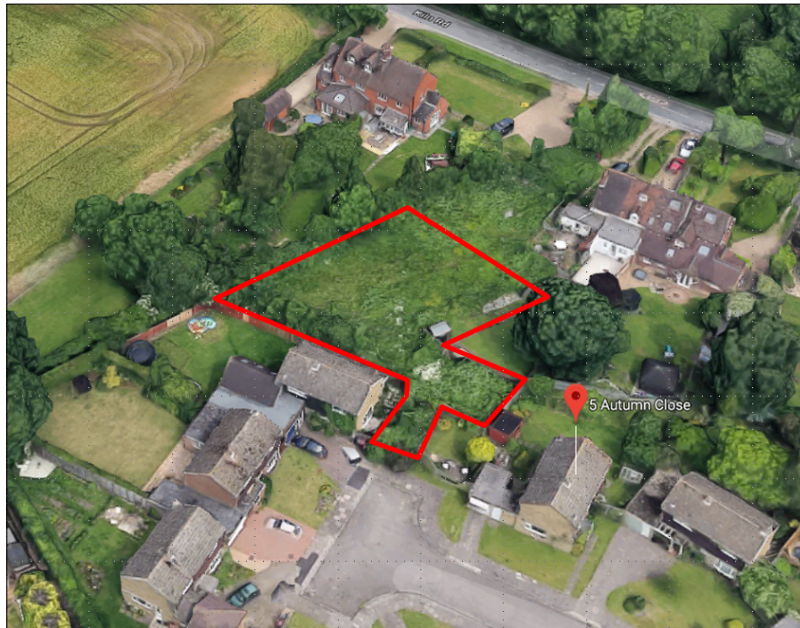
3. Terms and conditions
4. Need for Building Regulations approval
5. S59 Highways Act
6. S106 Agreement
7. Complaints about construction
8. Encroachment
9. CIL
10. Highways approval required

1. INTRODUCTION

- 1.1 The site relates to land adjacent to no. 5 Autumn Close, Emmer Green. The plot itself is situated to the rear of No, 5 and also to the rear of land off Kiln Lane and is accessed by a narrow entrance from Autumn Close. Autumn Close includes 8 detached residential dwellings and is close to the edge of the Reading Borough boundary with South Oxfordshire.



Location plan



Aerial view

2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 Permission is sought for construction of a 4-bed detached dwelling on a parcel of land located adjacent to no. 5 Autumn Close. The proposed dwelling would be accessed by a 4m wide driveway and includes the construction of a gate setback 5m from the edge of the pedestrian footpath. The dwelling itself is proposed to be part two-storey and part single storey. The dwelling would have a contemporary appearance with a gabled roof designed two storey portion linked to a gable end single storey portion by a flat roof entrance hall. The proposal also includes the provision of a two-car garage and attached bicycle store towards the boundary of no. 6 Autumn Close.
- 2.2 The application site has been subject to a previous appeal decision (Ref APP/E0345/A//10/2135967) following RBC's refusal of outline permission for the erection of a bungalow at the subject site.
- 2.3 This application is being reported to Committee at the request of ward councillors in response to the concerns raised by neighbours.
- 2.4 Supporting information accompanying the application includes:
- Design and Access Statement;
 - Affordable housing statement (and valuations);
 - Plans and elevations;
 - 3D visuals and perspective images
- 2.5 In relation to the Community Infrastructure Levy, the applicant has duly completed a CIL liability form with the submission. As per the CIL charging schedule adjusted for indexation (£148.24 per sq.m) this proposal will

attract a charge of approximately £13,500 based on the proposed floor areas (total GIA is 195 sq.m).

3. RELEVANT PLANNING HISTORY

Reference No.	Detailed Description	Outcome
09/01889/OUT (090903)	Outline application for erection of a new bungalow (access and layout only)	Application Refused on 9 March 2010
APP/E0345/A//10/2135967	Appeal against RBC's decision to refuse planning application 09/01889/OUT	Dismissed on 21 February 2011 The key reasons for the Inspector's decision to dismiss the appeal were: privacy of future occupiers of development, no evidence of lawful access to the site, impact of the character and appearance of the area, and no contribution toward infrastructure within the area.

4. CONSULTATIONS

RBC Environmental Protection

4.1 No objections subject to conditions.

RBC Transport

4.2 No objections subject to conditions.

Natural environment - Trees

4.3 No objection, subject to conditions.

RBC Ecology

4.4 No objections subject to conditions.

5. Public Consultation:

5.1 Consultation letters were sent to adjoining properties, and a site notice was displayed on 28 February 2019. It is noted that the site notice appeared to have not been displayed for the full 21 days, however as letters have been sent by the LPA to neighbouring properties, there is no statutory requirement to also display a site notice. A further publicity period has begun on 27 September 2019, and will end on 18 October, subject to no additional substantive objections having been received by the expiration of this time, the recommendation would remain unchanged.

5.2 Although public comments objected that consultation, and the site notice have not been undertaken correctly, all properties in Autumn Close have provided representations in relation to the application, and as such have not been disadvantaged by not being aware of the application.

5.3 The issues raised in objections are summarised below:

- Access, parking, and delivery and emergency vehicle access concerns;
- Impacts of proposal in terms of: overbearing/overshadowing, loss of outlook from adjoining properties, character and appearance of the area, loss of daylight/sunlight, overlooking;
- The Close was built for 8 properties;
- The proposal is ‘tandem development’;
- Impacts on air quality;
- Site notice display concerns;
- The proposal is not environmentally friendly;
- The fencing would negatively affect the appearance of the area;
- Restrictive covenants apply to the land; *Officer comment: covenants are not a planning matter.*
- No details of servicing have been provided;
- Insufficient distance to fire-fighting appliances;
- Garage is too close to boundaries;
- Building materials would not match area;

6. **RELEVANT PLANNING POLICY AND GUIDANCE**

6.1 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).

The ‘National Planning Policy framework’ (‘NPPF’) 2019 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).

6.2 National Planning Policy Framework 2019;
National Planning Policy Guidance 2014 onwards;

6.3 RBC Local Development Framework
Core Strategy 2008 (Altered 2015)
CS1 Sustainable construction and design
CS2 Waste minimisation
CS4 Accessibility and the intensity of development
CS5 Inclusive access
CS6 Settlement boundary
CS7 Design and the public realm
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
CS34 Pollution and water resources
CS36 Biodiversity and geology

Sites and Detailed Policies Document 2012 (Altered 2015)

- SD1 Presumption in favour of sustainable development
- DM1 Adaptation to climate change
- DM4 Safeguarding amenity
- DM6 Affordable housing
- DM10 Private and communal outdoor space
- DM11 Development of private residential garden land
- DM12 Access, traffic and highway-related matters
- DM18 Tree planting

Supplementary Planning Documents

Affordable housing (2013)

Revised parking standards and design (2011)

Planning obligations under section 106 (2015)

- 6.4 The New Reading Borough Local Plan is at an advanced stage, The Inspector's report into the Proposed Modifications has now been received and the new local plan is proposed to be adopted by the Council on 4 November 2019.

Reading Borough Submission Draft Local Plan 2018

- CC1: Presumption in Favour of Sustainable Development
- CC2: Sustainable Design and Construction
- CC3: Adaptation to Climate Change
- CC4: Decentralised Energy
- CC5: Waste Minimisation and Storage
- CC6: Accessibility and the Intensity of Development
- CC7: Design and the Public Realm
- CC8: Safeguarding Amenity
- H1: Provision of Housing
- H2: Density and Mix
- H3: Affordable Housing
- H5: Standards for New Housing
- H10: Private and Communal Outdoor Space
- H11: Development of Private Residential Gardens
- TR1: Achieving the Transport Strategy
- TR3: Access, Traffic and Highway-Related Matters
- TR5: Car and Cycle Parking and Electric Vehicle Charging
- EN12: Biodiversity and the Green Network
- EN14: Trees, Hedges and Woodland
- EN15: Air Quality
- EN16: Pollution and Water Resources
- EN17: Noise Generating Equipment

7. APPRAISAL

The main issues raised by this proposal are:

- Principle of development
- Layout & Design considerations
- Residential Amenity
- Quality of residential accommodation/sustainability
- Landscaping and natural environment
- Transport matters
- Affordable Housing
- CIL

Principle of development

- 7.1 The NPPF states that LPAs should “encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value”. The NPPF definition of ‘previously developed land’ excludes private residential gardens.
- 7.2 Therefore, it is clear that the priority for development should be on previously developed land, in particular vacant and derelict sites and buildings. However, that does not mean that the development of private residential garden land is unacceptable in principle, rather than previously developed land should be the first choice for housing development.
- 7.3 The NPPF (2019) section 68(c) states that: LPAs should support the development of windfall sites through their policies and decisions giving great weight to the benefits of using suitable sites within existing settlements for homes.
- 7.4 The previous appeal decision was related primarily to the negative impacts associated with the previous proposal (design, loss of privacy, layout), but also cumulative issues associated with a further planning application that was lodged concurrently by the same applicant. Additionally, the failure to provide sufficient details that the site could be accessed was key in that appeal. The Inspector’s report did not object to the principle of residential development on the site.
- 7.5 As such, the proposed development would provide an additional dwelling within the Borough, therefore, the principle of the redevelopment of the site for further residential development could be acceptable, subject to other material planning considerations relating to matters such as design, residential amenity, transport and landscaping.

Layout & Design considerations

- 7.6 Core Strategy Policy CS7 and emerging policy CC7 state that: “all development must be of a high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located”. This includes aspects such as: layout/urban grain and urban structure; landscape; density and mix; scale: height and massing; and architectural details and material. Policy DM11 goes on to state that: “development of private residential gardens will be acceptable where ... The proposal makes a positive contribution to the character of the area in terms of:
- The relationship of the existing built form and spaces around buildings within the surrounding area;
 - A layout which integrates with the surrounding area with regard to the built up coverage of each plot, building line(s), rhythm of plot frontages, parking areas, and existing pattern of openings and boundary treatments on the site frontage;

- Providing appropriate hard and soft landscaping, particularly at site boundaries. This includes features such as the variety of trees, hardstanding/lawns and hedges, etc;
 - Compatibility with the general building height within the surrounding area;
 - The materials and elevational detail. These should be high quality, and where appropriate distinctive and/ or complementary;
 - The arrangement of doors, windows and other principal architectural features and their rhythm between buildings.
- 7.7 Emerging Local Plan Policy H11 ‘Development of private residential gardens is broadly similar to DM11 above, and the proposal has also been assessed against it.
- 7.8 The application site has no frontage to Autumn Close or Kiln Road, meaning that any proposal here would be unable to have a frontage to any public highway, this was a reason for the dismissal of the previous application. This does not however preclude the development from being able to respect, and respond to the layout and urban structure of the locality. The building line within Autumn Close is not uniform, with a varied setback to front gardens, and various plot widths and depths. The application site, excluding the access way, is of a similar size and depth to that of the surrounding plots. The siting of the new dwelling set back from adjoining plot boundaries and with the site coverage being comparable to dwellings within the immediate area. It is considered to generally respect the existing suburban relationship between built form and space around dwellings in accordance with policies CS7 and CC7.
- 7.9 The proposed dwelling would be set behind existing dwellings and accessed via a narrow access way between two dwellings in Autumn Close. This type of development is defined as ‘tandem development’. A number of residents from Autumn Close have objected to the siting of a dwelling in the proposed location on the basis that it would be tandem development. DM11 seeks to ensure that proposals do not “lead to unacceptable tandem development”. Whilst there is no specific description of what constitutes ‘unacceptable tandem development’ this is generally taken to be where existing and future residents will have poor amenity from disturbance or overlooking via the tandem arrangement. Further, the pattern of development is not uniform in this locality. Whilst unusual, the back land arrangement in this location is not considered to make the scheme unacceptable in this instance, given the plot size and other positive identified characteristics of the scheme. As such, it is not considered that this tandem development is unacceptable as there would be insufficient harm to justify refusal on this basis.
- 7.10 In relation to the appearance where viewed from Autumn Close, particularly in relation to the boundary treatments and hardstanding, the previous Inspector’s report stated: ‘...the large and irregularly shaped expanse of hard-surfacing, visible from Autumn Close through the proposed

new access, would be at odds with the regular rhythm and open appearance of the frontages of the existing dwellings’.

- 7.11 LDF Policy CS7 and emerging policy CC7 require development to maintain and enhance the character and appearance of the area, including architectural details and materials. The site is currently hidden from view from Autumn Close by way of a boundary fence fronting onto the hammerhead end of Autumn Close. The proposal would result in an approximately 3m wide driveway with landscaping to either side. This change would result in a partially landscaped entrance to the dwelling, and a gate to the remainder of the driveway. The proposal would also include landscape to the end of the driveway visible from Autumn Close, and as such would create a more pleasant appearance as viewed from the street compared to the current closed boarded timber fence and the previously refused scheme.
- 7.12 The dwelling proposed would be a modern design with a gable end, and deep reveals designed into the dwelling. It is also proposed to clad the dwelling in timber cladding at first floor level and have brickwork below, contemporary metal roofing, and aluminium windows. The design is not proposed to match the design of dwellings within the street, which are generally two-storey brick dwellings circa. 1960, which are brick clad at the bottom, with vertical tile-hanging above, and clay tiled roofs.
- 7.13 Additionally, the properties along Marchwood Avenue, and adjacent Kiln Road, are of a similar era, and design, with predominantly two-storey gable end dwellings. The properties on Kiln Road in this area are extended cottages circa. 1900 with long gardens.
- 7.14 The proposed design takes some of its architectural cues from the existing dwellings, including a split level cladding and gable end roofs to the single storey component and two-storey component. The primary element visible from eye level, as viewed from the T-junction in Autumn Close, will be the gable end wall facing no. 6 Autumn Close. This element is similar in appearance to surrounding dwellings, although clad in different materials. As above, and in accordance with the NPPF (2019) a high quality of design should include the allowance for a suitable degree of variety where this would be justified, where appropriate, development may be distinctive. As the proposal will not be highly visible from the street it is not considered inappropriate to include the gable end feature, which faces away from the dwellings in Autumn Close, including the extensive glazing to this elevation. In summary, the design of the dwelling is a departure from the prevailing relatively uniform character of Autumn Close, however, this is considered appropriate for the location of the dwelling, given its visual impact on the cul-de-sac is low.

Residential amenity

- 7.15 The LDF and Emerging Local Plan require that all developments be afforded an acceptable level of privacy for future residents. The single storey

component (closest to no. 5 Autumn Close) would be setback 4m from the single storey extension at no. 5, and ~2.9 from the property boundary. The boundary is currently improved by a ~1.8m high timber fence. This is a common relationship between dwellings, and the maintenance of any fence could be conditioned and reasonably required to be maintained. As such, no privacy concerns are expected in this regard.

- 7.16 The proposal has an access point between two residential dwellings. The access itself has the potential to have an adverse impact on privacy for adjoining occupiers in terms of noise, light (car headlights at night), vibration, and air pollution. Immediately beside the access drive is a single garage serving no. 6 Autumn Close. Vehicles entering and exiting the proposal site would have a similar approach to that of vehicles accessing any adjoining property within the close, or turning within the hammerhead junction at the end and therefore would not be significantly detrimental to surrounding properties (particularly no. 5 in relation to ingress) in terms of light pollution.
- 7.17 The development has been designed carefully to consider the separation between adjoining properties, it has located the single storey element on the proposed dwelling and the single storey garage closest to properties in Autumn Close. The two-storey portion would be located 20.65m from the boundary to the rear gardens of the properties in Kiln Road at its closest. Due to the distance from the adjoining properties themselves, it is considered that the proposed would not create a poor relationship between properties in terms of an overbearing impact.
- 7.18 The dwelling at no.5 Autumn Close contains a habitable room and window facing the access drive to the application site. This window is currently shielded from view by a ~1.8m high fence, which is proposed to be retained/reconstructed as part of the proposal. The proposed driveway would be no closer than the existing driveway that serves the dwelling at no.5, and although an intensification of uses/vehicle trips would arise, the proposal is for one dwelling so the number of vehicle trips generated is unlikely to be significant. Similarly, it is unlikely that idling vehicles would be waiting in the access strip for a substantial amount of time so as to adversely affect the amenity of residents of no. 5 by way of noise and vibration. Therefore, the impact from vehicles entering and exiting the site would not be significantly harmful compared to the existing situation.
- 7.19 The policies mentioned above require development to not impact negatively on the amenity of adjoining residents. Representations made by neighbours have also commented that the proposal would overlook adjoining properties. This is particularly emphasised by DM11 in terms of overlooking and privacy terms. The proposal has been designed with the main outlook/view facing away from the properties in Autumn Close, with all first floor windows (with the exception of bathroom/w.c. windows) facing away from dwellings in Autumn Close. Policies DM4 and CC8 require careful

consideration of window locations in new development. These policies state that 'a back-to-back distance of 20 metres between dwellings is usually appropriate'. The proposal uses a similar orientation to that for existing properties, which is a side-side relationship along Autumn Close, and a back-to-back relationship to dwellings along Kiln Road. The proposal is ~21m from the back windows of dwellings on Kiln Road. The relationship between the back gardens and habitable rooms of adjoining dwellings would not be significantly detrimental to the privacy of occupants, or the privacy of future residents within the proposal.

- 7.20 In terms of existing residents, the amenity and privacy of existing residents was not upheld as a reason for refusal in the previous appeal for a bungalow. In terms of future occupants, for the reasons given above in terms of siting and distance from neighbours, the proposal is not considered to have a negative impact on the privacy of future residents of the proposed dwelling. As such, the proposal is considered appropriate in this regard and would comply with policies DM4 and CC8.
- 7.21 A double garage would be built in close proximity to the shared boundaries with no.6 Autumn Close. The proposal would be in close proximity to the boundary, however, permitted development rights would not normally restrict an outbuilding associated with a dwelling being constructed following construction of a dwelling. Additionally, the height of the garage structure at the boundary would only be 0.5m higher than the existing fence, which will be retained. It is not considered that a garage in this location would have any discernible impact on the privacy, amenity, of access to daylight/sunlight for the back garden of no. 6 particularly as it also has a large garden area. Comments have also questioned the ability for the maintenance of the garage and walls within close proximity to boundaries. Although a reasonable query, this is not considered a material planning consideration and maintenance and other boundary matters are covered under separate legislation.
- 7.22 In light of the above considerations for the principle of the development, and design for the subject site, although the development would not address or relate to the street, the supply of housing, and the NPPF requirements to give great weight to the provision of windfall sites within the settlement boundary. As such, although the proposal is 'tandem development' the design, scale, and layout of the site within the context of the area are generally acceptable, and therefore, on balance the proposal's harm would not outweigh the benefit of supplying additional family housing, being of acceptable design and complying with all other policies considered materially with this application. For the reasons mentioned above, the proposal is considered to overcome the second reason for dismissal of the original appeal (impact on character and appearance of the area in terms of amount and layout of the driveway).

Quality of residential accommodation/sustainability

- 7.23 The scheme provides suitable room sizes, outlook, ventilation and daylighting for future occupiers. The proposal has not demonstrated how it had been designed to incorporate measures to adapt to climate change in accordance with policy DM1 although, the proposed development will have to comply with Building Regulations Part E, as such will comply with Policy CS1 and DM1.
- 7.24 Notwithstanding the above, the recent publishing of the Inspector's report in relation to the emerging local plan (Reading Borough Local Plan 2019), emerging Policy H5 'Housing Standards' requires that all new build housing integrate additional measures for sustainability. In light of this conditions are recommended to ensure the development meets the following requirements:
- Higher water efficiency standards of 110 litres per person per day; and
 - A 19% improvement over building regulations energy requirements
- 7.25 Although part of a planning condition, these new requirements will be administered through the Building Regulations.

Landscaping and natural environment

- 7.26 The site has been completely cleared of vegetation at the time of the original application being made. Although low lying species may have grown during the assessment period, the site is not considered to have any particular ecological value. The site is situated in an area where tree coverage contributes to its amenity and verdant feel. As such, landscaping, including tree planting will be important. As indicated in the DAS 'wildlife friendly' fencing, i.e. with mammal gaps, will be expected, and will be secured via condition. The development will also be required to provide biodiversity enhancement such as bat boxes, tiles or bricks and this would be secured via condition.
- 7.27 The applicant has provided an indication of landscaping as part of the application. The landscaping includes grassed areas either side of the access from the street, and leaves room for planting within the site. As such, there is the opportunity for further planting to be secured by way of condition.

Transport

- 7.28 Adopted and emerging transport policies require developments to be suitable in terms of access issues and parking arrangements. The proposed development would be accessed via a gravel drive, with a gate set back 5m from the edge of the footpath. .. The gate associated with the development would be set back a sufficient distance from the highway to allow vehicles entering and exiting the site space to wait. As such it would not cause cars to overhang the highway, or result in an additional parking demand within the close. In terms of large vehicles (i.e. delivery vehicles, and other

vehicles visiting the site, this would not be an uncommon occurrence at any residential property. the proposed development is located within zone 4 as identified in the Revised Parking Standards and Design SPD. This requires provision of 3 on-site parking spaces for 4+ bedroom dwellings. As such the proposal would comply with local policy in this regard. The proposal includes the provision of two parking spaces within the double garage, and an additional parking space adjacent to the dwelling

- 7.29 In relation to access for emergency vehicles, there is sufficient width within the street for ambulance and fire fighting vehicles. The Department for Transport 'Manual for Streets' outlines that there should be vehicle access for a pump appliance within 45m of single family houses. In this instance, transport officers have confirmed that there is a suitable connection point within this distance.
- 7.30 In relation to accuracy of plans demonstrating the ability to achieve the access from Autumn Close, officers consider that the application has provided sufficient information to overcome the reason for upholding the decision on the original appeal.

The plans provided have been supported by Title documents provided by the applicant and appear to be accurate. In discussions with the applicant, it appears a fence may have been erected in an incorrect location however any boundary disputes are not material to the consideration of this application.

Affordable housing

- 7.31 The proposed development would create 1 no. additional dwelling. In accordance with amended (following the High Court judgement in 2015 on the challenge by this local authority to the Ministerial Statement in 2014) Policy DM6 a s106 agreement should be secured for a contribution of 5% of the gross development value (GDV) of the development. The applicant has submitted two independent valuations, which have valued the property at £750,000 - £775,000 (agreed as suitable by the Council's Valuer), thus requiring a commuted sum of £38,125. This has been agreed by the applicant.
- 7.32 In relation to the original refusal reasons (contributions toward infrastructure) the requirements at that time are now covered by the community infrastructure levy which the development would now be liable.

Community Infrastructure Levy

- 7.33 The proposal seeks to create 1 new residential dwelling and as such is liable for the Community Infrastructure Levy.

Equalities Impact

- 7.34 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, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application.

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

8. CONCLUSION

8.1 Officers consider that the proposal can be accommodated within this site without having a detrimental impact upon the character of area, or the amenity of adjacent residents.

8.2 Officers have worked with the applicant to seek amendments so that the scheme, in terms of design, access and boundary treatments, will not have a detrimental impact on neighbouring amenity and the character and appearance of the area.

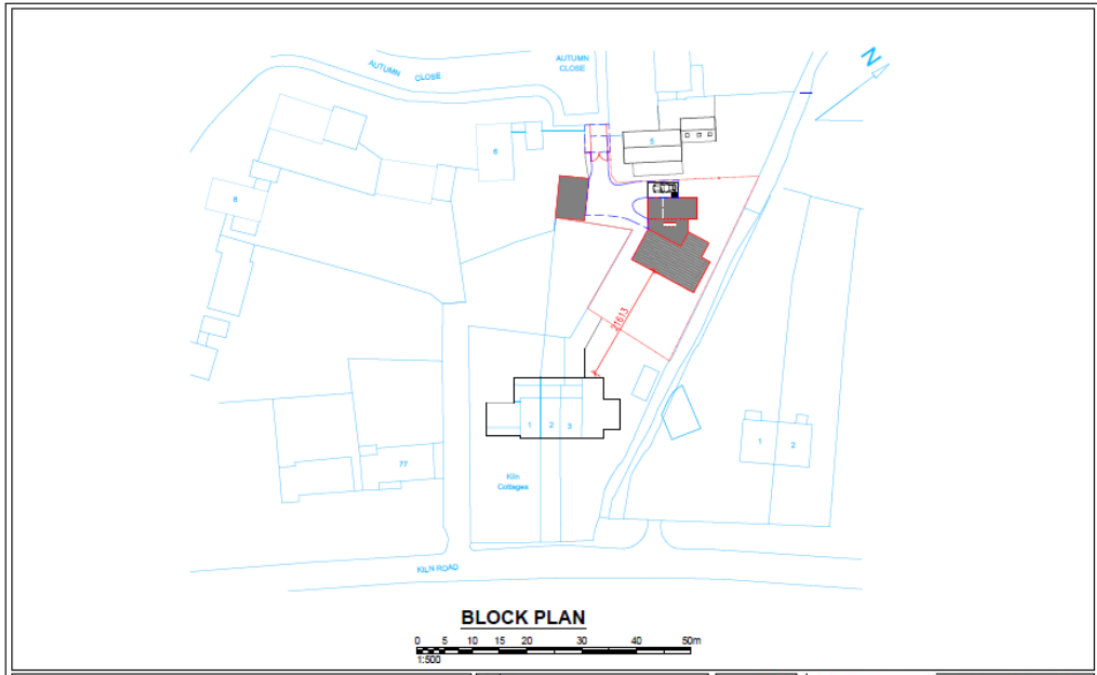
8.3 The proposed development is considered to comply with the appropriate Policies set out within the Local Development Framework.

Plans:

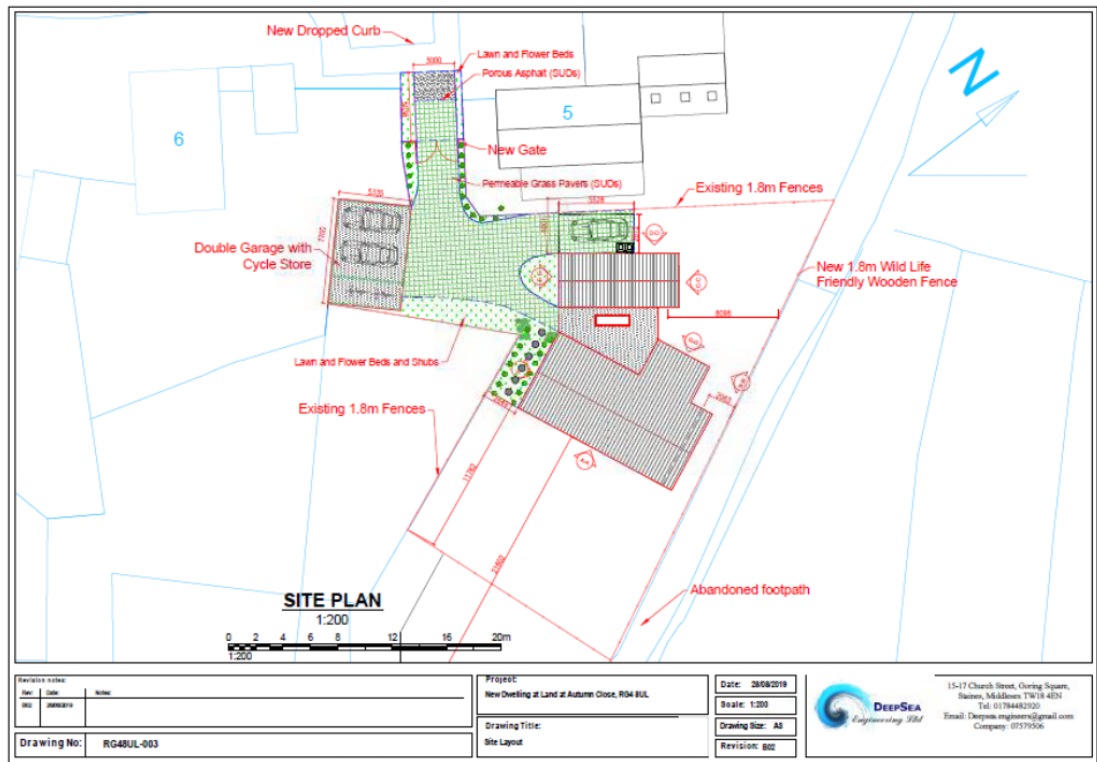
Plan Type	Description	Drawing Number	Date Received
Block Plan		RG4 8UL - 002 - Rev A02	18 January 2019
Location Plan		BK458225	18 January 2019
Site Plan	Site Layout	RG4 8UL - 003 - Rev A01	18 January 2019
Elevations	Garage	RG4 8UL - 008 - Rev A01	18 January 2019
Floor Plans		RG4 8UL - 004 - Rev A01	18 January 2019
Elevations	Dwelling	RG4 8UL - 006 - Rev A01	18 January 2019
Elevations	Relation with No.5	RG4 8UL - 007 - Rev A01	18 January 2019
Block Plan		RG4 8UL - 002 - Rev A03	8 February 2019
Site Plan	Site Layout	RG4 8UL - 003 - Rev A02	8 February 2019
Floor Plans		RG4 8UL - 004 - Rev A02	8 February 2019
Site Plan	Site Layout	RG4 8UL - 003 - Rev A03	7 March 2019
Site Plan	Site Layout	RG4 8UL - 003 - Rev B01	15 April 2019
Elevations	Dwelling	RG4 8UL - 006 - Rev B01	15 April 2019
Floor Plans		RG4 8UL - 004 - Rev B01	15 April 2019
Elevations		RG4 8UL - 007 - Rev B01	15 April 2019
Roof Plan		RG4 8UL - 005 - Rev B01	15 April 2019
Block Plan		RG4 8UL - 002 - Rev B01	18 January 2019

Site Plan	Site Layout	RG4 8UL - 003 - Rev B02	4 September 2019
Block Plan		RG4 8UL - 002 - Rev B02	4 September 2019
Floor Plans		RG4 8UL - 004 - Rev B02	4 September 2019
Elevations		RG4 8UL - 007 - Rev B02	4 September 2019

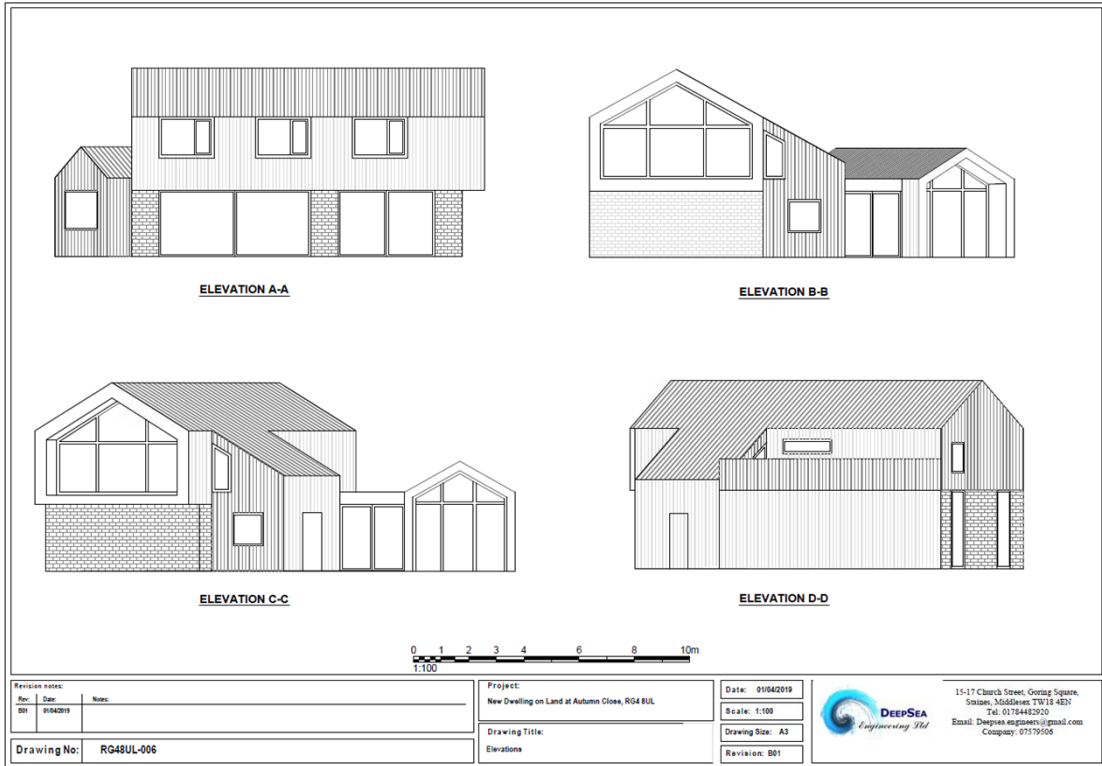
Case Officer: Anthony Scholes.



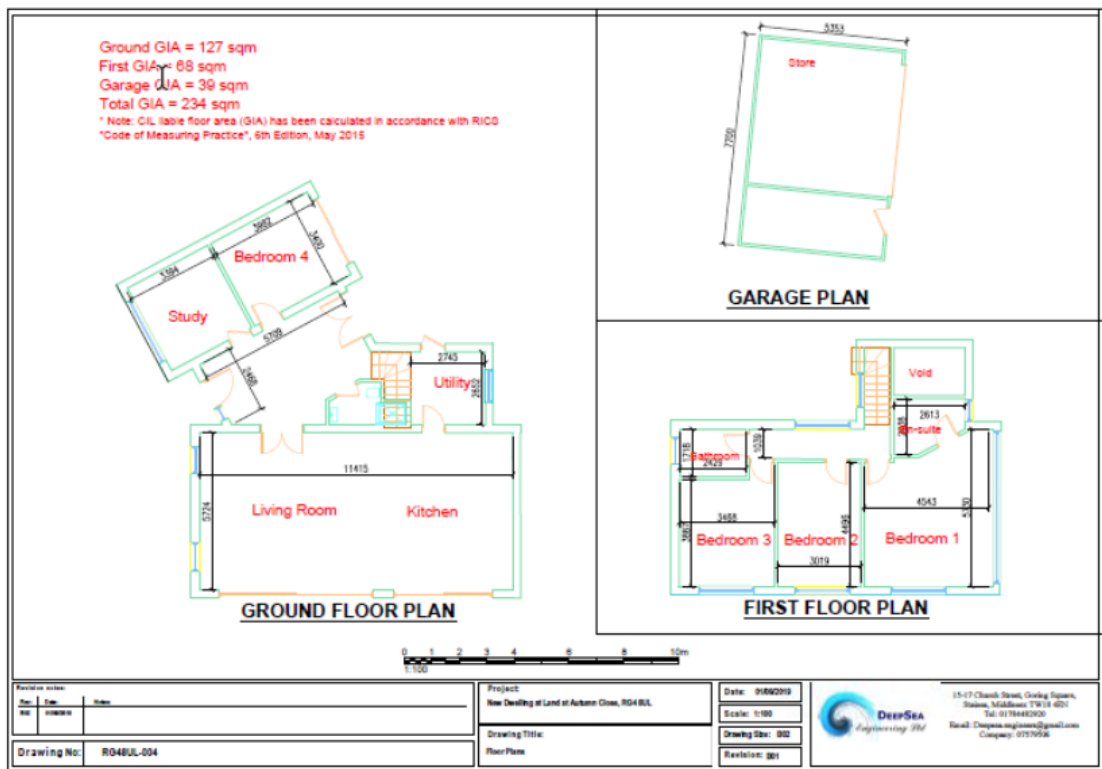
Proposed Location Plan



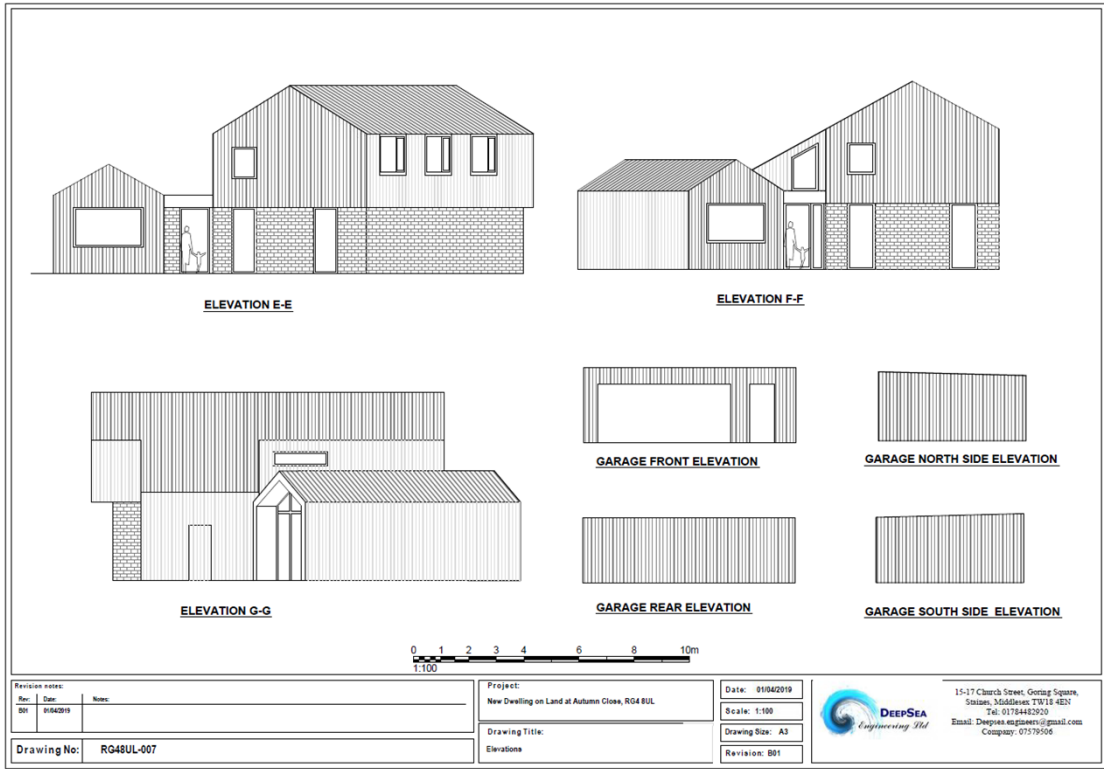
Proposed block plan



Proposed elevations (1)



Proposed floor plans



Proposed elevations (2)



Proposed 3D perspective

UPDATE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 9 th October 2019	ITEM NO. 12
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Ward: Abbey

App No: 190087/FUL

Address: Land at Autumn Close, Emmer Green, Reading

Proposal: Construction of a 4-bedroom dwelling, garage, and associated works

Applicant: Deepsea Engineering

Date validated: 11 February 2019

Application 8 week target decision date: 5 April 2019

Extension of time: 30 October 2019

RECOMMENDATION: AS PER MAIN AGENDA REPORT
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1. Further public consultation

1.1 An additional letter of objection has been received following the extended time period allowed due to the re-advertising of the application via the second site notice.

1.2 The objection is concerned with location and size of the garage structure and its maintenance requirements, including how the structure would be constructed. Officers have considered these representations previously in the committee report. Section 7.21 of the main report advises that *'Comments have also questioned the ability for the maintenance of the garage and walls within close proximity to boundaries. Although a reasonably query, this is not considered a material planning consideration and maintenance and other boundary matters are covered under separate legislation.'* For clarity, the granting of planning permission does not authorise the applicant to gain access or carry out any works on, gain entry to over or under any neighbour's land or property without first obtaining their consent. It also does not obviate the need for compliance with the requirements of the Party Wall etc. Act 1996.

1.2 As such, informative no.8 (encroachment) as per the original committee report, would accompany any approval and for completeness, this would read:

'During the course of construction, the developer should take care to ensure that no part of this development (foundations, eaves, guttering, etc.) would encroach on, under or across the boundary line with the adjoining property, as the requisite Notice has not been served on the owner of that property. This permission does not confer any right of access onto land that is not under the developer's control. The

*developer should also be mindful of the obligations and requirements of the Party Wall Act (1996) details of which can be found at:
www.communities.gov.uk/publications/planningandbuilding/partywall'*

2. CONCLUSION

- 2.1 This update report provides clarification in relation to the matters raised in the late objection and officers continue to recommend the granting of planning permission, subject to the satisfactory completion of the s106 legal agreement and no further substantive objections having been received by 18 October 2019.

Case Officer: Anthony Scholes

COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13th November 2019

Ward: Southcote

App No.: 191396/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 within existing window openings in Grade II Listed Building (resubmission of 181469).

Applicant: S Holmes, Housing 21

Date validated: 23 August 2019

8 week target decision date: 18 October 2019

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 and emerging policies EN1 and CC7, of the Reading Borough Local Plan Submission Draft 2018.

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."*
- 3.2 181469/LBC - 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. Withdrawn 1 April 2019.

4. CONSULTATIONS

4.1 RBC Historic Buildings Consultant

The Council's Historic Buildings Consultant visited the site under recent application 181469/LBC and provided detailed comments at that time. It has been confirmed that these remain valid and are 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:

"To change the windows to modern UPVC would completely change the character of this building which is a grade II listed building. The existing windows are serviceable and could be changed retaining the character of the building. The proposed profile of the UPVC does not take in to account the limited recess available to fit them. This again would change the character of the outlook of the building."

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)

CS7 Design and the Public Realm
CS33 Protection and Enhancement of the Historic Environment

The Submission Draft Reading Borough Local Plan 2018 is due to be adopted on 4 November 2019. The following policies are relevant

CC7 Design and the Public Realm
EN1 Protection and Enhancement of the Historic Environment

Other Guidance

Historic England 'Traditional Windows Their Care, Repair and Upgrading' (2017)

6. APPRAISAL

6.1 Before considering the merits of this particular proposal it is important to consider the legal and policy context. The decision on a Listed Building

Consent application, is governed by different legislation than with 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 (2019) (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...".

- 6.14 Paragraph 4.10 of the Local Plan Adoption Report (see Part 1 of this agenda) confirms that: *"The new Local Plan also includes a much stronger emphasis on heritage. The previous documents contained one development management policy on heritage assets, but did not provide a particularly positive approach. There are now six policies on aspects of the heritage of Reading, which include much more proactive proposals for enhancing assets and taking account of heritage in new development."*

- 6.15 Paragraph 4.2.1 of the Submission Draft Local Plan 2018 states that *"Reading's unique heritage will be at the heart of the town's identity and will be highly visible, valued and accessible by those who live in, work in or visit the town. It will enrich Reading's communities and enable them to interact with, and celebrate, the town's history and historic assets."* Para. 4.2.2 continues *"The role of the Local Plan is to proactively conserve and enhance the historic environment and promote its enjoyment. This entails recognition of the value of historic features that are desirable for retention, ensuring that the most valued townscapes and landscapes (e.g. those with national and international designations) are given the highest level of protection and other locally valued assets are recognised, retained and enhanced wherever possible"*.

Other Guidance

- 6.16 Historic England publication 'Traditional Windows Their Care, Repair and Upgrading (2017)' explains that *"The loss of traditional windows from our older buildings poses one of the major threats to our heritage"* and continues, under the heading *"Why are plastic (PVC-u) windows unsuitable?"*, as follows: *"The different appearance and character of PVC-u windows compared to historic windows is highly likely to make them unsuitable for older buildings, particularly those that are listed or in conservation areas. PVC-u is short for Poly Vinyl Chloride un-plasticised and these windows are assembled from factory-made components designed for rigidity, thermal performance and ease of production. Their design, detailing and operation make them look different to traditional windows. Manufacturers have been unable to replicate the sections/glazing bars used in most timber and steel windows due to the limited strength of the material and the additional weight of the secondary glazing units. (pp 6-7)."*

- 6.17 Where replacement is justified, the HE publication states that: *"The replacement window should match the form, detailing and operation of the window to be copied. It will be necessary for the maker of the new window*

to accurately copy the profiles of all the window components including head, jambs and cill of the frame and the stiles rails and glazing bars of the sashes or casements... Unfortunately, in many cases replacement products that claim to match historic designs do not do so. Exact reproduction is possible, and many firms of builders, carpenters or joiners can provide a bespoke service for timber windows." (section 5.1).

- 6.18 Note that the advice above does not entertain the possibility of a plastic window and the advice of the HE publication in section 5.2 envisages the precise opposite of what is currently proposed (i.e. it assumes that there may be circumstances where a harmful plastic window may exist and it would be desirable to replace it with something more suitable): *"Where a window that diminishes the significance of the building, such as a PVCu window or an 'off the peg' timber window of an inappropriate pattern, is to be replaced the new window should be designed to be in keeping with the period and architectural style of the building. It may be possible to base the design on windows that survive elsewhere in the building or it may be necessary to look for examples in other buildings of the same period and style close by."*
- 6.19 It is clear from this advice that Historic England do not consider that replacement of timber windows in a listed building with a plastic version would be acceptable.

Discussion

- 6.20 The existing windows along the front elevation of Southcote Lodge are vertical sliding sashes with glazing bars in a six-over-six pattern with a three-over-six pattern at the second floor. The sash windows are consistent with the age of the building in terms of their style, detailing, construction using good quality timber joinery, and single-glazed.
- 6.21 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.
- 6.22 As a general rule, windows in historic buildings should be repaired, or if beyond repair should be replaced 'like for like' (see HE advice above). 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 (see HE advice above).
- 6.23 It appears from a review of historic photographs that many windows were replaced at the time the building was converted in the 1980s. However it is apparent that the windows are very good replica timber sliding sash which follow a traditional design and use historic construction techniques (in accordance with HE advice - see above). The existing windows are therefore considered to preserve the character of the listed building. The fact that

most windows are not original does lend some support to the principle of further replacement where it could be shown to be necessary as part of responsible maintenance of the building over time. However it does not add any support to replacement windows which do not replicate the original character, and does not support wholesale replacement of windows, as many are not at the end of their serviceable life and could be appropriately refurbished as part of a heritage-focussed scheme of maintenance.

- 6.24 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. It is apparent that uPVC factory-made facsimiles of historic windows would detract from the aesthetic value and therefore the significance of the Listed Building.
- 6.25 The submitted drawings state that "*no other construction works will involve the grade II listed building apart from associated repairs in fitting the new windows*". However that this cannot be known for certain without a more detailed survey of the building or a more detailed design for the windows and a schedule of works being provided. Timber windows have a different construction from plastic and sometimes perform a structural function. Additional works involving lintels, cills and surrounding brickwork may be required in order fit the proposed plastic frames. This would cause additional harm to the historic fabric of the listed building.
- 6.26 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 installation of unnecessary and historically inappropriate plastic windows.
- 6.27 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. (English Heritage, 2009, Research into The Thermal Performance of Windows: Timber Sash Windows). (These findings are also referred to in the Historic England publication Traditional Windows Their Care, Repair and Upgrading (2017)).*

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 adopted and emerging development plan policy, national policy and guidance, and would be in clear conflict with the statutory duty on the Council to have special regard to the desirability of preserving the building and its features of special interest.
- 7.2 The applicant is encouraged to enter into discussions with the Council to explore the possibility of a scheme of replica replacement windows, or refurbishment of existing, as appropriate.

Case Officer: Steve Vigar

Drawings (selection only) - Full details at:
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 EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13 November 2019

Ward: Whitley

App No: 190890/FUL

Address: Unit 6, Proctor End South, Reading, RG2 0GG

Proposal: Change of use of unit from retail (Class A1) to gym (Class D2) and insertion of 1,105sqm GIA mezzanine floor

Applicant: Aberdeen Standard Investments

Date validated: 24/06/19

Target Date: 19/08/19

Extended target date: 11/09/19

RECOMMENDATION

GRANT

Conditions to include:

1. 3 year time limit to implement
2. Approved plans
3. Hours of use
4. Bicycle parking to be approved
5. Bin storage to be approved
6. Car Park/Delivery Management Plan
7. Employment Travel Plan
8. Employment Travel Plan Annual Review
9. Construction Method Statement
10. Use as Gym only as approved

Informatives to include:

1. Terms and conditions
2. Pre-commencement condition
3. Highways
4. CIL
5. Positive and proactive

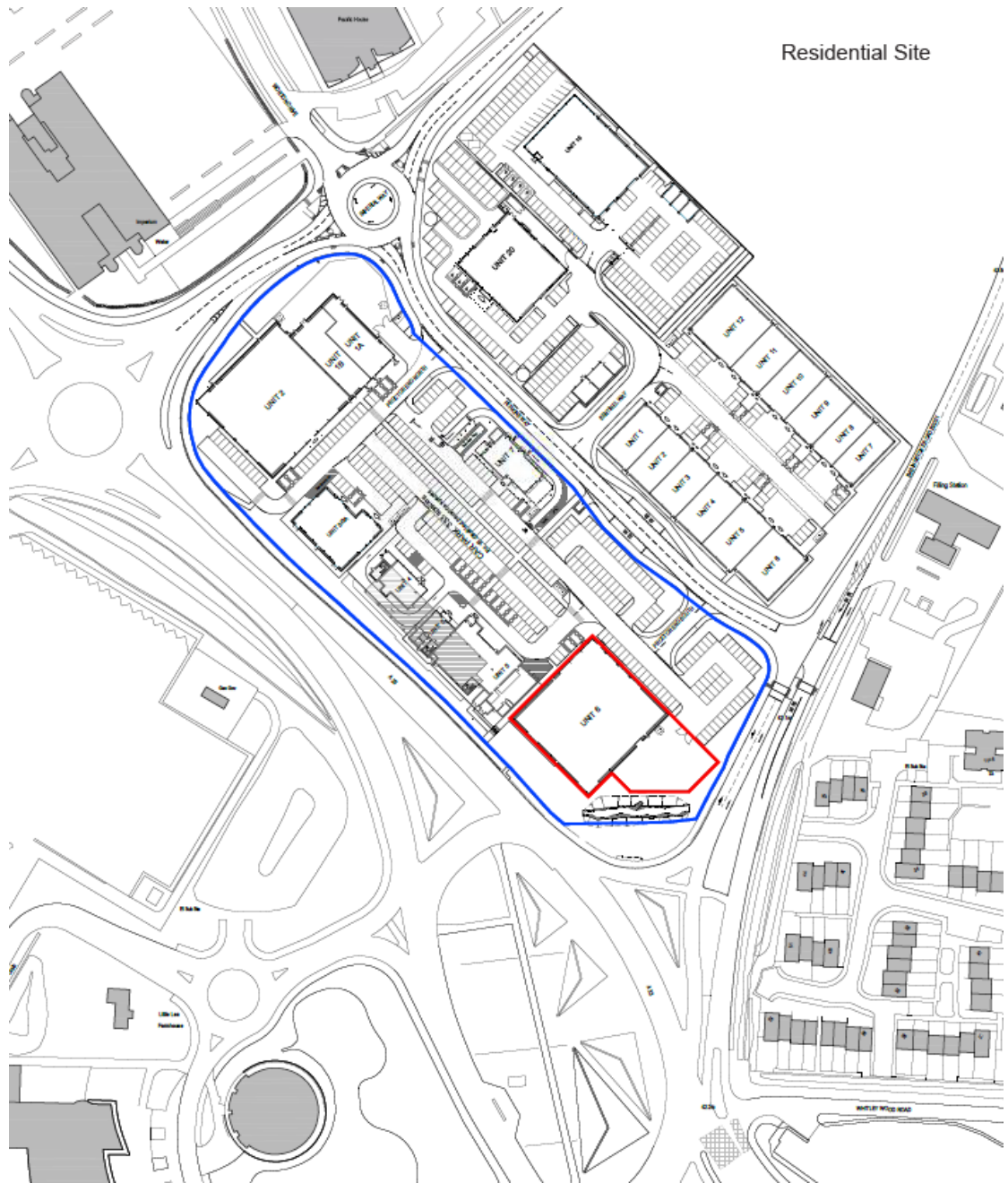
1. INTRODUCTION

1.1 The application site comprises a large retail unit at the southern corner of Reading Gateway, a newly developed retail and leisure park located adjacent to the A33. The unit was vacant at the time of the application, most recently occupied by Toys R Us in April 2018. At the time of the application, other units in Reading Gateway included a hotel, drive-thru restaurant and kitchen furniture shop. Landscaping, vehicle parking and access have been implemented in accordance with the original permission for the site. Reading Gateway forms part of the wider Worton Grange commercial and residential development.

1.2 The original proposals for the site, considered under application 151944/FUL, included the provision of mezzanine floors to the retail units. The mezzanines were proposed to ensure maximum flexibility in terms of

attracting future tenants, who were unknown at the time of the application. It was originally proposed that if tenants, once secured, did not require the mezzanine floors they would not be constructed. The principal of mezzanine floors was considered acceptable by officers, however during the course of the application they were removed due to CIL cost implications. Officers noted that any future amendments to any approved scheme, to reinstate the mezzanines would be considered on their own merits, in terms of prevailing policies and circumstances.

- 1.2 The site in relation to the wider urban area is shown below, together with a site photograph and an aerial view.



Site location (application site edged in red)



Site photograph



Aerial view looking south

2. PROPOSALS

- 2.1 Full planning permission is sought for the change of use of the unit from retail (Class A1) to a gym (Class D2) and the insertion of a 1,105sqm GIA mezzanine floor. No external alterations are proposed to facilitate the change of use.

- 2.2 Studio spaces, offices and a small café would be located at the ground floor, together with the main gym training area. Changing rooms and further training areas would be located on the mezzanine. The mezzanine would extend over approximately half of the ground floor area. The gym would be operational 24 hours a day, 7 days a week.
- 2.3 The application is being referred to Planning Applications Committee for a decision as the floor space proposed exceeds 1000 square metres (Major).

3. PLANNING HISTORY

151944/FUL - A hybrid application seeking outline planning permission for the development of up to 175 new homes, including affordable housing (with all matters reserved apart from access) and full planning permission for the development of 12 commercial units in flexible use within Classes B1c, B2 and B8, two car showrooms with MOT and servicing (Sui Generis), three retail warehouse units (Class A1), 120 bed hotel (Class C1), pub with restaurant facility (Class A4), coffee shop (Class A1), restaurant (Class A3), and bank (Class A2). New vehicular access from Basingstoke Road and Imperial Way. Bus stop facilities, hard and soft landscaping and other ancillary development (summarised description) - Permitted 14/04/16

181381/PRE - Subdivision of Unit B (as approved under permission 151944) into two units for Class A1/A3 use and 700sqm mezzanine for gym (Class D2) - Observations sent 21/09/18

4. CONSULTATIONS

- 4.1 Neighbouring owners and occupiers at Unit's 4, 5 and 7, Proctor End South and 43, 44, 51 and 52 Kingsley Close were consulted by letter. A site notice was displayed. No letters of representation have been received.

Transport Development Control

- 4.2 In response to the information supplied with the application, significant concerns were raised with regard to the accuracy of the Transport Assessment. The Transport Assessment stipulated that the mezzanine floor was approved as part of the original planning permission. This is not the case, as the mezzanine floors were removed from the development during the course of the application. Any proposal to reinstate a mezzanine floor would need to be assessed in terms of providing additional floor space.
- 4.3 The trip rates supplied did not take account of the full assessment of the previous application, which looked to establish new trips to the site. The trip rates provided with the original Transport were therefore unacceptable. Suitably amended information was requested.
- 4.4 Following lengthy discussions between the agent and officers, a final Transport Technical Note was received on 29/10/19. In response to this, Transport Development Control commented as follows:
The proposed development consists of the change of use of unit to Class D2 (gym) and insertion of 1,105sqm GIA mezzanine floor.
- 4.5 The assessment undertaken has been revised to remove the mezzanine floor areas from the current layout as these were not included within the final assessment of the site under planning permission 151944. It should be

noted that the junction assessments did initially include the mezzanine floor areas and these junctions were detrimentally impacted by the development. Given this the junctions were not reassessed following the significant reduction in floor area as this would have resulted in a reduction in trips on the network therefore reducing any impact. I am therefore happy that the assessment of the existing use is now acceptable.

- 4.6 The assessment of the proposed D2 includes data from the Trip Rate Information Computer System (TRICS). 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. It is a database system, which allows its users to establish potential levels of trip generation for a wide range of development and location scenarios, and is widely used as part of the planning application process by both developer consultants and local authorities and is accepted by Inspectors as a valid way to ascertain likely trip generation.
- 4.7 The TRICS data has been assessed and has been deemed acceptable. I have also agreed that the reductions agreed as part of the original 2015 development can be applied which includes a 22% reduction applied to the mezzanine floorspace and a 41% reduction applied in relation to Cross-Visitation between on site uses.

The review of the trips identifies the following:

	2015 Submission (Junction Assessment)	2015 Actual Permission	Proposed Development (Wider Site Changes)	Difference Between Proposed Development (Wider Site Changes) & 2015 Submission	Difference Between Proposed Development (Wider Site Changes) & 2015 Actual Permission
AM Peak	22	14	26	+4	+13
PM Peak	131	81	87	-44	+6
Saturday Peak	268	177	134	-134	-43

- 4.8 Following this updated assessment it is evident that the proposal will result in minimal increases to the network within the AM and PM peaks but does result in significant reductions in flows on a Saturday Peak. I would however add that the Saturday Peak assessment is based on the trip rate 1.658 which is the peak for the particular use and not the peak hour of 1pm-2pm which was assessed for the 2015 planning application which was 0.921 and as such would generate fewer trips than identified in the table above, however given that the assessment undertaken by the applicant would have been overly robust I am happy that this is acceptable.
- 4.9 A car park accumulation survey has been undertaken and this has identified that the proposed development would require an additional demand for car parking. However the applicant has not included a reduction based on linked trips and therefore the assessment undertaken would be an over provision in addition the 2015 proposal initially included a parking provision to include the mezzanine floors which was later removed and above this a surplus level of parking was provided. As a result of all of the above I am

happy that the level of car parking provided on site is sufficient to accommodate the proposed development.

- 4.10 The approved cycle parking provision as part of the 2015 permission was for a total of 52 spaces. The approved spaces were not allocated for each use / unit specifically, but, rather, across the development. The Council's minimum cycle parking standards for a Gym states 1 space per 6 staff and 1 space per 40sqm, resulting in circa 76 spaces requirement. On the basis that the existing unit should have provided up to 7 spaces, the Gym will provide the additional spaces in a convenient / appropriate location. Given that the proposal will not require the extensive servicing area that would allow for this provision to be provided I am happy that this can be secured by condition.
- 4.11 In the circumstances there are no transport objections to the proposal subject to conditions and informatives.

Thames Water

- 4.12 No objection raised with regard to waste water network and sewage treatment works infrastructure capacity. With regard to surface water drainage, it was advised that if the developer follows the sequential approach to the disposal of surface water, no objection would be raised. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services would be required. An informative was recommended with regard to use of the water network.

Sport England

- 4.13 No objection raised to the proposal. Advice and guidance offered with regard to ensuring the facility is fit for purpose.

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:

National Planning Policy Framework

Reading Borough Core Strategy (2008)

Policy CS1 - Sustainable Construction and Design

Policy CS2 - Waste Minimisation

Policy CS3 - Social Inclusion and Diversity

Policy CS4 - Accessibility and Intensity of Development

Policy CS7 - Design and the Public Realm

Policy CS9 - Infrastructure, Services, Resources and Amenities

Policy CS10 - Location of Employment Development

Policy CS24 - Car/Cycle Parking

Policy CS25 - Scale and Location of Retail, Leisure and Cultural Development

Policy CS26 - Network and Hierarchy of Centres
Policy CS34 - Pollution and Water Resources
Policy CS36 - Biodiversity and Geology
Policy CS38 - Trees, Hedges and Woodlands

Sites and Detailed Policies Document (2012)

Policy SD1 - Presumption in Favour of Sustainable Development
Policy DM1 - Adaption to Climate Change
Policy DM4 - Safeguarding Amenity
Policy DM12 - Access, Traffic and Highway-Related Matters
Policy DM14 - Impact of Main Town Centre Uses
Policy DM18 - Tree Planting
Policy DM19 - Air Quality
Policy SA2a - South Reading Strategic Development Sites - Worton Grange
Policy SA15 - District and Local Centres

Supplementary Planning Guidance/Documents

Revised Parking Standards and Design (2011)
Revised Sustainable Design and Construction (2011)
Employment, Skills and Training (2013)

Emerging Reading Borough Council Local Plan (2019)

The new Reading Borough Council Local is proposed to be adopted by the Council on 4th November 2019 and the following policies will replace those listed above as of relevance to this application:

Policy CC1 - Presumption in Favour of Sustainable Development
Policy CC2 - Sustainable Design and Construction
Policy CC3 - Adaptation to Climate Change
Policy CC4 - Decentralised Energy
Policy CC5 - Waste Minimisation and Storage
Policy CC6 - Accessibility and the Intensity of Development
Policy CC7 - Design and the Public Realm
Policy CC8 - Safeguarding Amenity
Policy TR1 - Achieving the Transport Strategy
Policy TR3 - Access, Traffic and Highway-Related Matters
Policy TR5 - Car and Cycle Parking and Electric Vehicle Charging
Policy EN15 - Air Quality
Policy EN16 - Pollution and Water Resources
Policy EM1 - Provision of Employment
Policy EM2 - Location of New Employment Development
Policy EM4 - Maintaining a Variety of Premises
Policy RL1 - Network and Hierarchy of Centres
Policy RL2 - Scale and Location of Retail, Leisure and Cultural Development
Policy RL3 - Vitality and Viability of Smaller Centres
Policy RL5 - Impact of Main Town Centre Uses

6. APPRAISAL

(i) Principle of development

6.1 The existing unit has a lawful Class A1 use, granted permission under 151944/FUL as part of the wider Worton Grange development. This permission included a range of uses across the site. It is therefore accepted that a mix of retail and leisure uses has been accepted. The principle of the proposed Class D2 use is therefore considered acceptable, subject to meeting other policy requirements as set out below.

6.2 The provision of mezzanine floors within the units was also established under the original application. For financial reasons, the mezzanine floors were removed from the original proposal during the course of that application. Subject to meeting other policy requirements as set out below, the principle of the installation of a mezzanine floor within the unit is acceptable.

(ii) Character and appearance

6.3 There are no external alterations proposed to facilitate the change of use. The proposal would therefore not detract from the character and appearance of the surrounding area, in accordance with Policy CS7 (Policy CC7 in the new Local Plan) An informative is recommended, to advise the applicant that any future signage would be subject to separate advertisement Consent.

(iii) Amenity

6.4 The unit is located within an established area of commercial activity. The closest residential dwelling to the application site is located approximately 100m to the east, at Kingsley Close. At this distance, it is not considered that the proposed use would cause significant harm to neighbouring residential amenities.

6.5 The proposed use of the unit is not considered to be significantly more harmful to other occupiers of Reading Gateway than the pre-existing use. The proposal therefore accords with Policy DM4 (Policy CC8 in the new Local Plan).

(iv) Transport

6.6 In accordance with Policy DM12 (Policy TR3 in the new Local Plan), development will only be permitted where it will not have a material detrimental impact on the functioning of the transport network. During the course of the application, following lengthy discussion with Transport Development Control Officers, a revised Transport Assessment and Transport Technical Note was supplied.

6.7 A trip generation exercise was undertaken, concluding that there would be minimal increases to the network within the AM and PM peaks, and significant reductions in flows during the Saturday peak.

6.8 A further calculation was made with regard to parking demand. Parking demand has been calculated to be highest between 16:00-20:00 on a weekday. It is noted that this would occur when the other retail uses within Reading Gateway are lower. The assessment concludes that on this basis, the current parking provision of 333 spaces within Reading Gateway remains an appropriate level of provision. It is also relevant that conditions relevant to travel plans and deliveries for each unit, which were applied when the retail park was originally granted permission, should also be applied to this proposed new use. Officers are therefore satisfied that the overall level of parking is sufficient to accommodate the proposed use.

6.9 The proposed use of the unit would require a slight increase in the number of existing bicycle storage spaces across Reading Gateway. Officers are satisfied that this additional provision could be secured by condition. While the proposed change of use of the unit will alter the number of trips to the site, this is not considered to have a material detrimental impact on the

functioning of the transport network. The proposed change of use is therefore considered to accord with adopted Policy.

(v) Retail and leisure impact

6.10 The NPPF specifies that retail and leisure development should be located in line with a sequential approach and impact assessment, and that it should have no detrimental impact on the viability and vitality of existing centres. The site is classified as out-of-centre for the purposes of retail and leisure assessments, and the applicant has undertaken a review of sequentially preferable locations for the proposed use. The relevant centres for sequential review are Reading Town Centre, Whitley District Centre, Shinfield Road District Centre, Lower Earley District Centre and Whitley Wood Local Centre. The applicant has supplied supporting information to justify that a sequential test is passed, sighting the Supreme Court ruling on 21st March 2012 in the Tesco Store Limited v Dundee City Council, a case that is now widely accepted as the basis on which the sequential test should be applied. Officers accept that compliance with the NPPF and Policy CS25 (Policy RL2) has been demonstrated, in that there are no sequentially preferable sites that are available, suitable and viable for the proposed use.

6.11 The primary catchment area of the proposed use is South Reading, beyond the catchment of the town centre which is already served by four gyms. Policy DM14 (Policy RL5) requires that proposals including 1000 square metres of additional floor space for town centre uses in out of centre locations, must demonstrate that no significant adverse impact on existing centres will occur. Analysis supplied by the applicant concludes that there is demand (and likely additional latent demand) for additional provision of gyms, which is set to increase in the future. It is concluded that there are no existing facilities which would have to close or relocate as a result of the proposed use, which therefore meets an identified need.

6.12 The above assessments (and those earlier on transport and amenity impacts) are based on the gym use as applied for, which falls within the D2 use class. As other forms of assembly and leisure use have not been considered it is reasonable therefore to apply a planning condition to restrict the use of the converted unit to gym use only.

(vi) Flooding and air quality

6.12 The proposals would not materially change the existing impact of the unit in terms of flood risk and air quality. The proposals therefore accord with Policy CS34 (Policy EN16) and Policy DM19 (Policy EN15).

(vii) Employment, skills and training

6.13 The wider Worton Grange development, approved under 151944/FUL, was considered suitable to provide opportunities for local employment, training and skills development. Accordingly, as secured by S106 legal agreement, an Employment Skills Plan for the construction phase and a financial contribution in connection with the commercial development was agreed. During the course of this application, it has been agreed that the future occupier of the unit will accord with the terms of the existing legal agreement, so no further contribution or legal agreement is required.

(iii) Equality

6.5 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 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 works are considered to be acceptable in the context of national and local planning policy, and other material considerations, as set out in this report. The application is recommended for approval on this basis.

Plans considered:

Design and Access Statement

Planning Statement

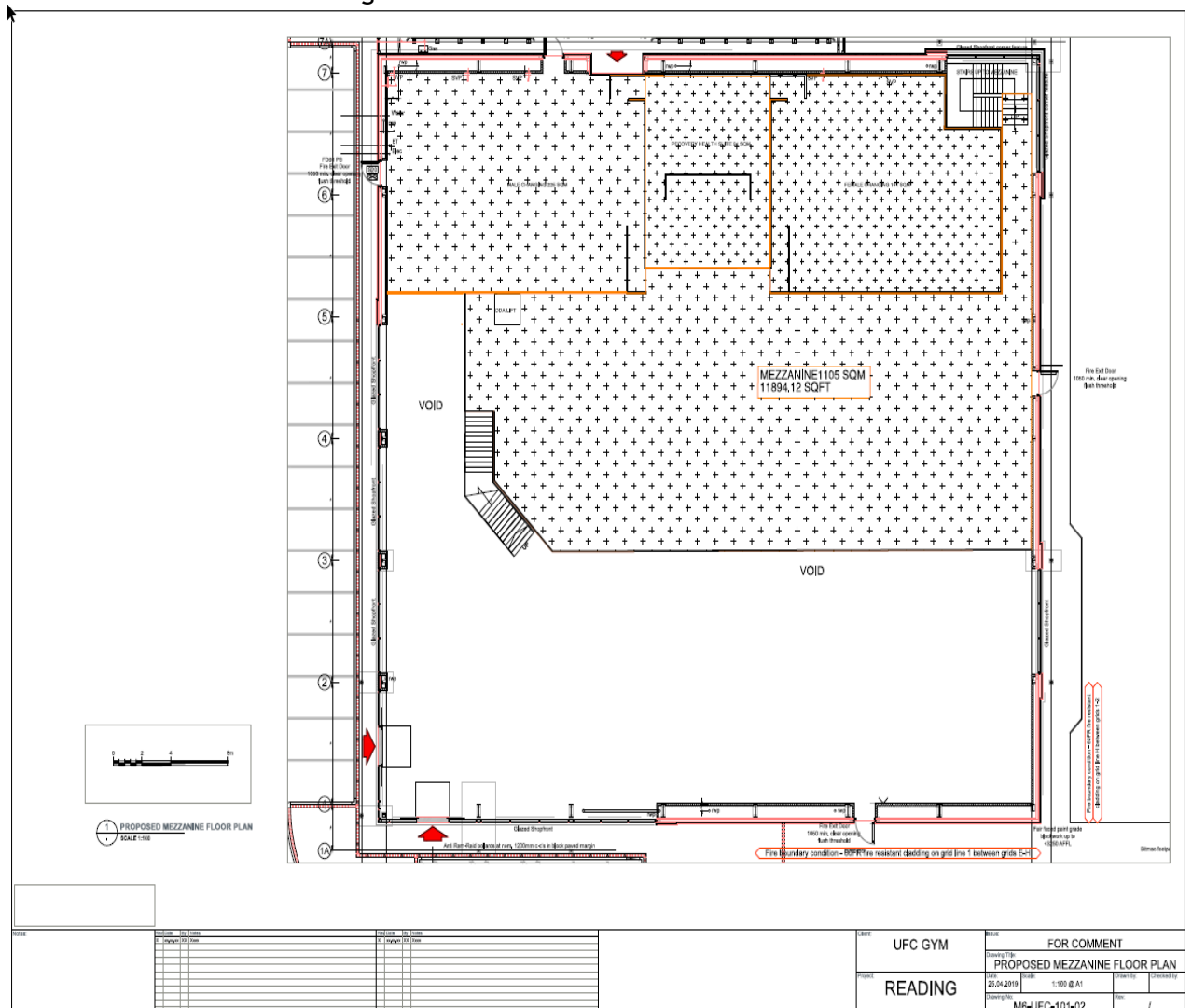
Transport Statement

Transport Addendum Technical Note (received 29/10/19)

Drawing No: M6-UFC-100-01 - Proposed Ground Floor Plan

Drawing No: M6-UFC-101-02 - Proposed Mezzanine Floor Plan

Case Officer: Tom Hughes



Drawing No: M6-UFC-101-02 - Proposed Mezzanine Floor Plan

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 13 NOVEMBER 2019

Ward: Whitley

App No: 190705/REG3

Address: Land adjacent to 4 Camelford Close, Reading, RG2 8AW

Proposal: Erection of detached 3 storey 4 bed dwelling

Applicant: Reading Borough Council

Date validated: 01/07/19

Target Date: 21/08/19

RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a unilateral undertaking legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by 1st November 2019 (unless the assessing officer 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:

- 1 residential unit as an affordable rented housing unit in perpetuity
- No internal subdivisions to create multiple dwellings or further bedrooms

Conditions to include:

1. Time limit for implementation
2. Approved plans
3. Levels control condition
4. Materials to be approved
5. Energy efficiency standards to be met
6. Landscaping - details to be submitted for approval
7. Landscaping - implementation
8. Landscaping - maintenance/replacement
9. Arboricultural method statement required
10. Arboricultural method statement to be followed
11. Control of hours of construction
12. Construction method statement
13. Control of noise and dust during construction
14. No burning of waste on site
15. Vehicle parking spaces to be provided in accordance with approved plans
16. Vehicle access to be provided in accordance with approved plans
17. Bicycle parking to be approved
18. Bin storage to be approved

Informatives to include:

1. Terms and conditions
2. Building Regulations
3. Encroachment
4. Construction and demolition
5. Highways
6. Pre-commencement conditions

- | |
|--|
| <ul style="list-style-type: none">7. Unilateral Undertaking legal agreement8. Community Infrastructure Levy9. Positive and proactive |
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1. INTRODUCTION

- 1.1.1 The application site comprises a plot of land, clear of all structures, at the junction of Camelford Close and Merton Road North. Historically the site has had a community-type use, with a temporary building incorporating play facilities, welfare services and a community hall. The community use of the site commenced prior to 1998, with the buildings demolished during 2006. The community uses relocated initially to an Oxford Road site, and now operate from South Reading Community Centre. The site has been vacant since 2006. Fencing erected around the perimeter of the site precludes public access, but mitigates against anti-social activities that were taking place.
- 1.1.2 The site is generally flat, laid to lawn and is bounded by some shrubs and fencing. A semi-mature tree is located to the north-west corner of the site. The surrounding area is predominantly residential, generally comprised of two storey semi-detached and terraced dwellings. The site in relation to the wider urban area is shown below, together with a site photograph and an aerial view.



Site location (application site edged in black)



Site photograph



Aerial view looking north

2. PROPOSALS

- 2.1 Full planning permission is sought for the erection of a three storey, four bedroom disabled compliant detached dwelling. The dwelling would have a

simple pitched roof form, with a dormer window located to the rearward roof slope. The proposed second floor would otherwise be contained within the pitched roof space. The proposal includes the provision of four off-road parking spaces, access and landscaping. The dwelling would benefit from a front and rear garden. Existing fences to the south, east and partial-north of the site would be retained.

- 2.2 The application is being referred to Planning Applications Committee for a decision as Reading Borough Council is the applicant. This application forms one of a series of sites being brought forward to deliver affordable housing in the Borough.
- 2.3 The proposed development would be CIL liable, though the agent has completed a CIL form seeking social housing relief, which would result in the CIL charge being £0.

3. PLANNING HISTORY

970385/REG3 - Single storey extension to community centre - Permitted 14/01/98

061007/FUL - Erection of two storey community centre - Permitted 12/02/07

171736/PRE - Advice sought for the erection of a pair of 3 bed semi-detached dwellings

4. CONSULTATIONS

- 4.1 Neighbouring owners and occupiers at 4 Camelford Close and 12, 14, 16 33 and 35 Merton Road North were consulted by letter. A site notice was displayed. One letter of representation was received with regard to the following:

- A three storey dwelling would not be in keeping with the character of the area
- Overlooking would occur to the rear gardens of dwellings on Camelford Close

(i) Reading Borough Council Natural Environment

- 4.2 There are no objections to the proposal. The site is located within a 10% or less canopy cover area, as defined in the Council's Tree Strategy. Tree planting policies are not mentioned in the DAS. There is an expectation that such sites will incorporate tree planting to increase the overall number of trees on the site, i.e. replace any trees lost plus additional planting. Should planning permission be granted, conditions should be applied to ensure suitable tree and landscape planting on site. Any new boundary treatments would need to include gaps for small mammals to pass freely.
- 4.3 A simple scheme of tree protection will also be required to ensure that the retained trees at the front of the site can be adequately protected and retained during the course of the building works. This can be agreed as a pre-commencement condition.

(ii) Reading Borough Council Transport Development Control

- 4.4 The site is located within Zone 3, Secondary Core Area of the Council's adopted Parking Standards and Design SPD. In accordance with the adopted SPD, the development would be required to provide a parking provision of two spaces for the proposed dwelling. The SPD establishes minimum parking space dimensions of 2.5m x 5m, with spaces not to overhang any part of the footway. The submitted Site Plan illustrates four parking spaces, to be served by a new access from Merton Road North. This is in excess of the Council's minimum standards, and is therefore deemed acceptable.
- 4.5 The applicant should be advised that a license must be obtained from the Council's Highways section before any works are carried out on any footway, carriageway, verge, or other land forming part of the public highway, to agree the access construction details. Images also identify a utility cover adjacent to the proposed dropped crossing, which should be illustrated on revised plans. Any relocation of the utility cover would need to be agreed with the Council's Highways section. These works should be undertaken with the Council's approved contractor SSE, as they have the correct accreditation to complete the work at the applicants expense.
- 4.6 The proposed development is required to provide a minimum of two cycle parking spaces for a C3 dwelling. The cycle spaces should be in a conveniently located, lockable, covered store. In this instance, a garden shed would be acceptable. Details of cycle storage can be secured by pre-commencement condition.
- 4.7 A bin collection area has not been identified on the submitted plans. Bin storage should be located no further than 15m from the access point of the site to avoid the stationing of service vehicles on the carriageway for excessive periods. Details of bin storage can be secured by pre-commencement condition.
- 4.8 The applicant should be made aware that a construction method statement will be required for this development. Details can be secured by pre-commencement condition.

(iii) Reading Borough Council Environmental Protection

- 4.9 EP's Standing advice regarding the potential for noise, dust and bonfires associated with the construction phase of the development is relevant to the proposed development. Conditions and informatives are recommended accordingly.

(iv) Reading Borough Council Ecological Consultant

- 4.10 No objections to the proposed development.

(v) Office for Nuclear Regulation

- 4.11 Emergency planners within West Berkshire Council are responsible for the preparation of the Burghfield off-site emergency plan, required by the Radiation Emergency Preparedness and Public Information Regulations (REPPPIR) 2001. Adequate assurance has been provided that the proposed development can be accommodated within their off-site emergency planning arrangements. The proposed development does not present a

significant external hazard to the safety of the nuclear site. ONR does not therefore advise against permitting this development.

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:

National Planning Policy Framework (2019)

Reading Borough Core Strategy (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 CS14 - Provision of Housing
Policy CS15 - Location, Accessibility, Density and Housing Mix
Policy CS24 - Car/Cycle Parking
Policy CS31 - Additional and Existing Community Facilities
Policy CS34 - Pollution and Water Resources
Policy CS36 - Biodiversity and Geology
Policy CS38 - Trees, Hedges and Woodlands

Sites and Detailed Policies Document (2012, altered 2015)

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

Supplementary Planning Documents

Revised Parking Standards and Design (2011)
Revised Sustainable Design and Construction (2011)
Revised S106 Planning Obligations (2013)
Affordable Housing (2013)

Other relevant documentation

Tree Strategy for Reading (2010)
DCLG Technical housing standards - nationally described space standard (2015)

Emerging Reading Borough Council Local Plan (2019)

The new Reading Borough Council Local Plan is at an advanced stage. The Inspector's report into the Proposed Modifications has now been received and the new local plan is proposed to be adopted by the Council on 4th November 2019. The following policies are of relevance to this application:

Policy CC1 - Presumption in Favour of Sustainable Development
Policy CC2 - Sustainable Design and Construction
Policy CC3 - Adaptation to Climate Change
Policy CC4 - Decentralised Energy
Policy CC5 - Waste Minimisation and Storage
Policy CC6 - Accessibility and the Intensity of Development
Policy CC7 - Design and the Public Realm
Policy CC8 - Safeguarding Amenity
Policy H1 - Provision of Housing
Policy H2 - Density and Mix
Policy H3 - Affordable Housing
Policy H5 - Standards for New Housing
Policy H10 - Private and Communal Outdoor Space
Policy H11 - Development of Private Residential Gardens
Policy TR1 - Achieving the Transport Strategy
Policy TR3 - Access, Traffic and Highway-Related Matters
Policy TR5 - Car and Cycle Parking and Electric Vehicle Charging
Policy EN12 - Biodiversity and the Green Network
Policy EN14 - Trees, Hedges and Woodland
Policy EN15 - Air Quality
Policy EN16 - Pollution and Water Resources

6. APPRAISAL

(i) Principle of development

- 6.1 The NPPF states that LPAs should 'encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value'. The NPPF definition of 'previously developed land' is taken to include the land which was occupied by a permanent structure, and associated fixed surface infrastructure. As per its pre-existing community use, the development site is considered to meet this definition of previously developed land.
- 6.2 The site has remained vacant, fenced and inaccessible to the public for in excess of 13 years. The redevelopment of the plot would provide the opportunity to enhance the appearance of the site, making active use of the land and corresponding to the prevailing residential use of the area. The provision of a dwelling would be in accordance with Policy CS14 of the Core Strategy. The provision of a four bedroom dwelling would be suitable for family occupation, in accordance with Policy CS15 of the Core Strategy and Policy DM5 of the Sites and Detailed Policies Document. Given the pre-existing use of the land, Policy DM11 of the Sites and Detailed Policies Document does not strictly apply in this instance, although its requirements (and that of emerging Policy H5) can be used as a guide. The principle of the redevelopment of the site for residential purposes is therefore acceptable in principle, subject to meeting other policy considerations as set out below and an assessment to whether there would be a loss of any existing community facility (vi).

(ii) Character and appearance

- 6.3 Policy CS7 of the Core Strategy requires that all development must be of a high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located. The application site is located within a mature residential area, which generally comprises two storey semi-detached and terraced dwellings. Established building lines are presented, particularly to the eastern side of Merton Road North. Plots in the vicinity of the application site vary in shape and size, but each of the neighbouring dwellings sit comfortably with decent outdoor amenity space provision. The proposal, contrary to that which was considered at pre-application stage, is for a single detached property. Detached dwellings do not constitute the prevailing built form in the area, however the dwelling would be set within a sizeable plot with a comfortable distance maintained to the boundaries. The site itself is considerably larger than the average plot size in the vicinity, but is constrained by the retained tree in the corner of the plot. Officers also consider that this lower density and change in the pattern of development is suitable in this instance because the proposed dwelling would provide a disabled compliant, affordable unit of housing, suitable for occupation by a larger family. The opportunities to provide similar type accommodation across the Borough are rarely forthcoming and afforded weight in this determination.
- 6.4 The application site occupies a larger plot than its immediate neighbours, a reflection of its pre-existing use and the corner location. Notwithstanding this, the proposed dwelling has been sited to complement the established building line and orientation to Merton Road North. The spacing between the proposed dwelling and its immediate neighbour at 35 Merton Road North is consistent with the spacing between dwellings in the area generally. This is considered to be acceptable.
- 6.5 As noted above, dwellings in the surrounding area are generally of two storeys, though varying in style and design. As per the description of development, a three storey dwelling is proposed. Despite this, the proposed second floor would be largely contained within the proposed pitched roof form. Additional headroom would only be provided through the provision of a modest rear dormer window. The dormer would be set within the roof slope, and the window opening would be of size, shape and alignment consistent with other window openings below. Though slightly higher than its immediate neighbours, the proposed ridge height is generally consistent with the prevailing heights of dwellings in the locality. Drawing No: 106 provides useful clarification in this regard.
- 6.6 No details have been submitted regarding the materials to be used on external facades of the proposed dwelling, although materials in the area are typically red brick and tile. Accordingly a condition is recommended to provide details of materials to be used, prior to development commencing beyond foundation level. Subject to materials being agreed, the proposed development would be in accordance with Policy CS7 of the Core Strategy.

(iii) Residential amenity

- 6.7 The amenity of neighbouring dwellings and future occupiers of the site is assessed with regard to loss of privacy and overlooking, access to sunlight and daylight and visual dominance and overbearing effects of a

development. Policy DM4 of the Sites and Detailed Policies Document states that a back to back separation distance of 20m is usually appropriate.

- 6.8 The proposed dwelling would be oriented towards Merton Road North, with first floor windows and a dormer rearward-facing. A distance of 14m would separate the rear elevation of the proposed dwelling and the eastward site boundary with 4 Camelford Close. At this proximity, a degree of overlooking would occur to the rear garden of 4 Camelford Close. However, the relationship between the proposed dwelling and 4 Camelford Close would be that of a side-to-back orientation, which to a degree mitigates the impact of overlooking. A similar relationship is pre-existing between 4 Camelford Close and 35 Merton Road North. While it is acknowledged that a degree of overlooking would occur, it is not considered that this would constitute significant harm such to warrant refusal of the application. Due to the siting of the dwelling within the plot, and the separation distances to the site boundaries, it is not considered that any significant harm would occur with regard to loss of sunlight and daylight or visual dominance and overbearing effects of the development.
- 6.9 The internal arrangement of rooms is considered to provide a good standard of living accommodation for future occupiers, with the overall floor space exceeding the national space standards. All rooms would be regular in size and shape, providing suitable outlook and natural daylight, sunlight and ventilation. However, this is considered a sizeable dwelling, much larger than its neighbours and would certainly accommodate a large family in need of affordable accommodation. Whilst officers are content with the bulk of the property, control needs to be retained on the use of the building. For this reason, officers recommend that the s106 agreement precludes any internal subdivisions of the development.
- 6.10 Policy DM10 of the Sites and Detailed Policies Document requires dwellings to be provided with functional, private outdoor space. As a guide, the useable private outdoor space should be no less than the gross floor area of the dwelling to which it relates. The dwelling would benefit from an ample rear garden, which satisfies the requirements of this policy.

(iv) Transport implications

- 6.11 As per the consultation response from Transport Development Control, the proposal is appropriate in terms of access and on-site parking provision. Subject to conditions relating to vehicle parking provision, cycle and bin storage and a construction method statement, the proposed development would be in accordance with Policy CS24 of the Core Strategy and Policy DM12 of the Sites and Detailed Policies Document. Officers note that there is technically an over-provision of parking being supplied, but with the conditions and obligation (above) proposed, do not object this the additional parking space.

(v) Trees and landscaping

- 6.12 A semi-mature tree is located to the north-west corner of the site. Hedging forms part of the boundary treatment around the site. Both would be retained as part of the proposed development. The site is located within a 10% or less canopy cover area, as defined in the Council's Tree Strategy. There is an expectation that such sites will incorporate tree planting to increase the overall number of trees on site. The Proposed Site Plan

indicates three areas within the site where tree planting and soft landscaping is proposed. This is considered to be acceptable as it would help to soften the impact of the proposed development, in accordance with the Council's Strategy. Full landscaping details, including the protection of the retained tree, would be secured by the recommended conditions.

(vi) Sustainability

6.13 The applicant has not provided any specific information relating to sustainable design and construction. The recent publishing of the Inspector's report in relation to the emerging Local Plan gives weight to Policy H5 - Housing Standards. The policy requires that all new build housing integrate additional measures for sustainability. In light of this conditions are recommended to ensure the development meets the following requirements:

- Higher water efficiency standards of 110 litres per person per day
- A 19% improvement over building regulations energy requirements

Although part of a planning condition, these new requirements will be administered through Building Regulations. The proposed development is therefore considered acceptable in this regard.

(vii) Legal agreement

6.14 Given the nature of the land ownership, a Unilateral Undertaking legal agreement will be drafted. This would secure the proposed dwelling as affordable rented accommodation. It is considered that the Undertaking would comply with the NPPF and Community Infrastructure Levy 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.

(viii) Loss of community facility

6.15 Policy CS31 of the Core Strategy states that proposals involving the redevelopment of existing community facilities for non-community uses will not be permitted, unless it can be clearly demonstrated that there is no longer a need to retain that facility. A temporary community building was historically located on the site. The building was used for a variety of community uses, before being demolished in 2006. The community uses relocated to other sites in the Borough, and now operate out of South Reading Community Centre. Since demolition the site has laid vacant for in excess of 13 years. Officers are therefore satisfied that the viable community use of the site has ceased, with the uses adequately accommodated elsewhere at a nearby, purpose built facility which has recently undergone extensive refurbishment. The loss of land previously used for community purposes is mitigated sufficiently by the provision of a disabled compliant, affordable dwelling which is suitable for occupation by a large family. The proposal is therefore in accordance with Policy CS31 of the Core Strategy.

(ix) Equality

- 6.16 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 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 This proposal will make use of suitably located previously developed land for a much needed type of affordable housing. It will provide a good standard of accommodation with adequate amenity, landscaping and parking for the occupants; whilst equally ensuring there is no significant harm to the character or appearance of the area or amenity of nearby occupiers.
- 7.2 The proposed development is therefore considered to be acceptable in the context of national and local planning policy. As such, with due regard to all other material considerations, full planning permission is recommended, subject to the recommended conditions and completion of the legal agreement.

Plans considered

Design and Access Statement

Drawing No: 100 - Site Location

Drawing No: 104 - Proposed Site Plan

Drawing No: 105 - Proposed Floor Plans and Elevations

Drawing No: 106 - Proposed Sections

Drawing No: 107 - Proposed Section (received 10/05/19)

Case Officer: Tom Hughes



Drawing No: 104 - Proposed Site Plan

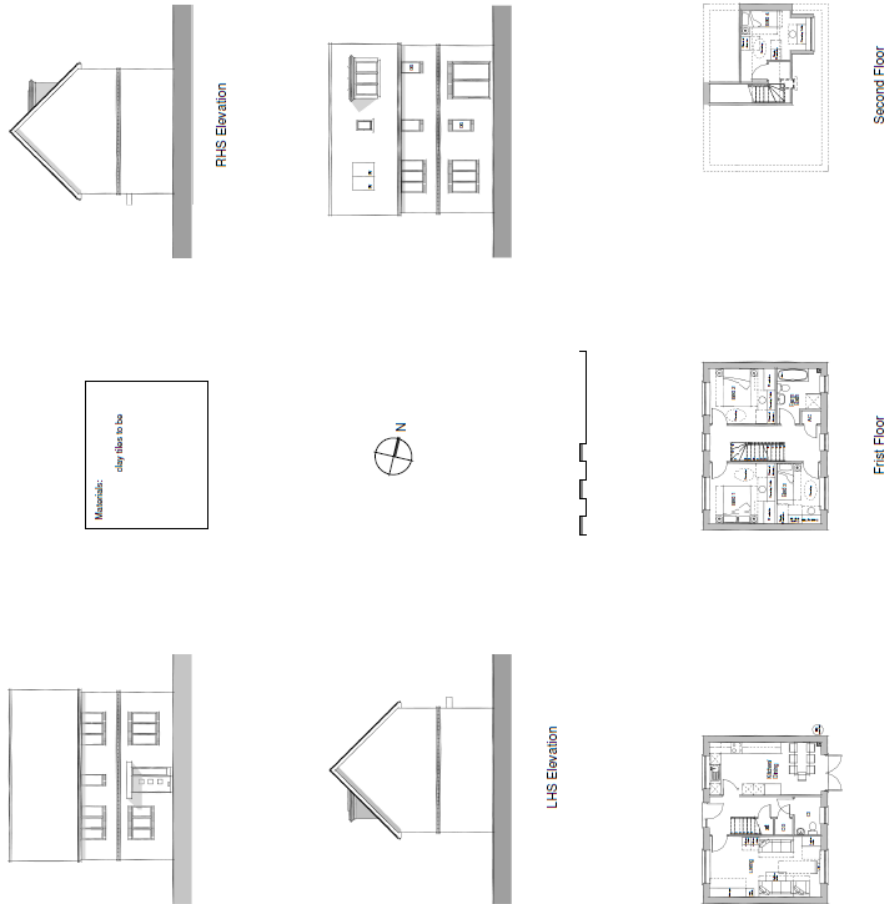
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 2. ALL DRAWINGS MUST BE PRINTED AT A SCALE OF 1:100 UNLESS OTHERWISE STATED.
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Reading Borough Council
 READING BOROUGH COUNCIL
 READING, RG2 0BB

Proposed Plans & Elevations
 Land Parcel, Rear Of Camelford Close,
 Reading, RG2 8AW

DATE:	1.10.18	BY:	ML
SCALE:	1:100	DATE:	1.10.18
PLANNING			
PROJECT NO:	18/0105	DATE:	1.10.18
APPlicant:	RDG	DATE:	1.10.18
SCALE:	1:100	DATE:	1.10.18
DATE:	1.10.18	BY:	ML



Drawing No: 105 - Proposed Floor Plans and Elevations