

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

Direct ☎ : 0118 9372303

16 June 2020

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

**NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 24 JUNE 2020**

A meeting of the Planning Applications Committee will be held on Wednesday, 24 June 2020 at 6.30 pm. This will be an Online meeting via MS Teams. The Agenda for the meeting is set out below.

| AGENDA   | ACTION      | WARDS AFFECTED  | PAGE NO |
|--|-------------|-----------------|---------|
| 1. MINUTES   | -           |                 | 7 - 14  |
| 2. DECLARATIONS OF INTEREST                              | -           |                 |         |
| 3. QUESTIONS   | -           |                 |         |
| 4. APPLICATIONS DETERMINED UNDER NEW DELEGATED AUTHORITY | Information | ABBEY; REDLANDS | 15 - 18 |
| 5. PLANNING APPEALS                                      | Information | BOROUGHWIDE     | 19 - 26 |
| 6. APPLICATIONS FOR PRIOR APPROVAL                       | Information | BOROUGHWIDE     | 27 - 30 |

**PLANNING APPLICATIONS TO BE DETERMINED**

|    |  |   |          |         |
|----|--|---|----------|---------|
| 7. | 200147/HOU - 30 ADDISON ROAD                 | Decision  | ABBEY    | 31 - 40 |
|    | <b>Proposal</b><br><b>Recommendation</b>     | Erection of single storey rear extension<br>Application Refused |          |         |
| 8. | 200061/FUL - THE ABBEY SCHOOL, KENDRICK ROAD | Decision  | REDLANDS | 41 - 62 |

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**Proposal**

Erection of a new dining hall with green roof over the existing courtyard, rooftop extension to the 6th Form block to provide a new common room, extension to the south-east to provide additional classroom space and a new study area for the 6th Form block, reconfiguration of hard landscaped area to remove 1 of 4 netball courts, move existing flood lighting, relocate existing 6th form parking and enhance the frontage of the 6th form building.

**Recommendation**

Application Permitted

1. There are many different types of applications processed by the Planning Service and the following codes are used to abbreviate the more common types 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. Officer reports often refer to a matter or situation as being "a material consideration". The following list tries to explain what these might include:

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

There are also concerns that regulations or case law has established cannot be taken into account. These include:

- 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), Duveen, Ennis, Lovelock, Page,  
Robinson, Rowland, Stanford-Beale and J Williams

### RESOLVED ITEMS

#### 1. MINUTES

The Minutes of the meeting held on 29 April 2020 were agreed as a correct record and signed by the Chair.

#### 2. DECLARATIONS OF INTEREST

Councillor Ennis declared an interest in Item 10 (191227/REG3 - 11 Waylen Street) as Lead Councillor for Housing.

#### 3. OUTCOME FOR APPLICATIONS THAT PREVIOUSLY MIGHT HAVE COME TO COMMITTEE BUT WERE DETERMINED BY OFFICERS UNDER NEW DELEGATED AUTHORITY

The Executive Director for Economic Growth and Neighbourhood Services submitted a schedule giving details of the outcome of one planning application that had been decided by officers since 29 April 2020, following the agreement by Policy Committee on 27 April 2020 to extend the delegated authority to the Deputy Director of Planning, Transport and Regulatory Services to determine applications and to manage “called-in” applications during the Coronavirus crisis, to help reduce the number of reports coming to the online Planning Applications Committee meetings.

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

#### 4. PLANNING APPEALS

##### (i) New Appeals

The Executive Director for Economic Growth and Neighbourhood Services submitted a schedule giving details of notification received from the Planning Inspectorate regarding two 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 for Economic Growth and Neighbourhood Services submitted details of two decisions that had been made by the Secretary of State, or by an Inspector appointed for the purpose, which were attached as Appendix 2 to the report.

**(iii) Reports on Appeal Decisions**

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

**182214/FUL - 45 UPPER REDLANDS ROAD**

**Erection of 4 dwellinghouses and accesses with associated landscaping and parking**

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.

**5. APPLICATIONS FOR PRIOR APPROVAL**

The Executive Director for Economic Growth and Neighbourhood Services submitted a report giving details in Table 1 of seven prior approval applications received, and in Table 2 of seven applications for prior approval decided, since 20 April 2020.

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

**6. INFORMATION ON THE PLANNING REGIME AND THE DEPLOYMENT OF 5G TELECOMMUNICATION APPARATUS TO EXTEND MOBILE COVERAGE**

Further to Minute 149 (2) of the previous meeting, the Director of Environment and Neighbourhood Services submitted a report explaining the role of the planning regime in the roll out of 5G technology and how safety measures were enforced.

The report explained that the Ministry of Housing, Communities and Local Government and the Department for Digital, Culture, Media & Sport were jointly pressing for improved national mobile coverage by using 5G technology. In August 2019, a consultation had been carried out on proposals to reform the current permitted development rights to allow the roll out to happen with fewer planning obstacles but the outcome of the consultation had not been published. A report on the reforms being looked at had been provided to the Committee on 9 October 2019. The current permitted development rights for Code Operators therefore remained as set out in Part 16 Schedule 2 of the Town & Country Planning (General Permitted Development)(England) Order 2015 (as amended in 2016). The report clarified what these controls were and what the Council's planning policies said about 5G.



## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 3 JUNE 2020

The report did not attempt to discuss the science but explained, in lay person's terms, the public health concerns and what role the planning system played in addressing those concerns.

The Committee welcomed the information in the report and it was suggested that the report should be published in the planning section of the Council's website, in order to provide a resource to which residents with concerns about the matter could be referred, following the addition of further information on the following matters:

- The mechanism of self-certification by operators of mobile phone masts which was required by Paragraph 115 of the NPPF 2019;
- The requirements of Planning Policy OU3 for operators to provide acceptable self-certification.
- Ofcom information published on 17 April 2020, which verified that 5G-enabled mobile base stations remained within the Electromagnetic Field limits set out in the guidelines from the International Commission on Non-Ionizing Radiation Protection (ICNIRP) and were at small fractions of the guideline levels.

**Resolved -**

- (1) That the report be noted;
- (2) That the report be updated with the further information set out above and published on the planning section of the Council's website.

### **7. RELAXATION OF PLANNING REGULATIONS DUE TO CORONAVIRUS: THE TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) (CORONAVIRUS) (ENGLAND) (AMENDMENT) ORDER 2020**

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on relaxations that the Government had been introducing to existing Permitted Development rights, in response to the Coronavirus pandemic, in order to allow changes of use or developments to take place without first having to apply for planning permission.

This report explained those changes to the General Permitted Development Order (the GPDO) which had already come into effect and discussed a recent Ministerial Statement encouraging a flexible approach from Local Authorities to requests to extend working hours on construction sites.

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

### **8. 191749/FUL - 152 CAVERSHAM ROAD**

Change of use of a former guest house (C1) to an 8-bedroom, 8 person house in multiple occupation (Sui Generis) (amended).

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. A verbal update was given at the meeting, giving details of discussions with Environmental Protection and Nuisance officers regarding air quality

and recommending an additional condition requiring the submission, approval and implementation of air quality measures which demonstrated sufficient mitigation to protect occupants from poor air quality.

Comments were received and considered.

**Resolved -**

That application 191479/FUL be refused for the following reasons:

- (1) The proposed scheme fails to demonstrate satisfactorily that future occupants would be protected from the effects of poor air quality and noise, which would have a detrimental effect on their amenity, contrary to Adopted Reading Borough Local Plan (2019) policies CC8, EN15 and EN16;
- (2) The proposed conversion to an HMO fails to demonstrate that the combination of the bedroom sizes and internal communal space layout would be sufficient to meet the reasonable needs of the future occupants, and therefore fails to comply with Adopted Reading Borough Local Plan (2019) policies CC8 and H8 and Reading Borough Council's Residential Conversions Supplementary Planning Document (2013);
- (3) The conversion of the property to a Sui Generis large House in Multiple Occupation (HMO) would have a detrimental effect on the physical character of the area by exacerbating the number of HMOs in the area. This would have a negative impact on the mixed and sustainable community and without sufficient justification would therefore be contrary to Adopted Reading Borough Local Plan (2019) Policy H8: Residential Conversions and the Council's adopted Residential Conversions SPD (2013).
- (4) The proposed scheme fails to demonstrate satisfactorily that flood risk would be reduced, and that future occupants would not be at risk in a flood event contrary to Adopted Reading Borough Local Plan (2019) policies CC3 and EN18.

**9. 192052/HOU - 45 WATLINGTON STREET**

Single storey rear extension, alterations to fenestration and provision of roof light to forward roof slope.

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting containing a series of site photographs in lieu of an accompanied site visit.

Comments and objections were received and considered.

**Resolved -**

That application 192052/HOU be refused for the following reasons:

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 3 JUNE 2020

- (1) The proposed extension by virtue of its depth and height would be overly dominant in relation to the original building, constituting an overdevelopment of the site. The extension would add excessive bulk to the rear, to the detriment of the character and appearance of the terraced row and the Conservation Area setting. The proposal is therefore of poor design, contrary to Policies CC7, EN1, EN3 and H9 of the Reading Borough Local Plan (2019) and the Council's Design Guide to House Extensions Supplementary Planning Guidance (2003);
- (2) The proposed extension, by virtue of its height and proximity to the shared boundary, would cause a significant detrimental impact to the residential amenities of the neighbouring property at 43 Watlington Street in terms of overshadowing, visual dominance and overbearing effects. The proposal is therefore contrary to Policy CC8 of the Reading Borough Local Plan (2019) and the Council's Design Guide to House Extensions Supplementary Planning Guidance (2003).

### 10. 191227/REG3 - 11 WAYLEN STREET

Change of use from C2 (supported living accommodation) to 2no. 5-bed houses (amended description).

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which clarified the use of the premise and updated the description of the development accordingly. It also explained that the proposal was therefore liable for an affordable housing contribution and the recommendation had been amended to require a Section 106 unilateral undertaking. The update report also clarified the position with regard to parking permits and proposed two additional standard conditions as a result.

Comments 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 191227/REG3, subject to completion of a unilateral undertaking by 30 July 2020 (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 update 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 in the original report and the additional conditions in the updated report.

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 3 JUNE 2020

(Councillor Ennis declared an interest in this item, made a statement as Lead Councillor then abstained in the vote. Nature of interest: Councillor Ennis was the Lead Councillor for Housing and had been involved in the development of the scheme).

### 11. 191915/FUL - 39 BRUNSWICK HILL

2-storey side and 3-storey rear extension and conversion of dwelling to contain 8 flats (6 x 1-bed, 2 x 2-bed) parking, demolition of existing garage and associated works.

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting, giving details of three further objections received, clarifying the situation on affordable housing and amending the recommendation accordingly, proposing an additional condition for separation of rear amenity space. In accordance with the protocol for online meetings of the Committee, the update report presented additional written statements from an objector Estela Duque and the applicant's agent Neil Davis in lieu of speaking on the application at the meeting

Comments and objections were received and considered.

#### Resolved -

That application 191915/FUL be refused for the following reasons:

- (1) The proposed development, by virtue of its bulk, mass and scale and detailed design in relation to the host dwelling, a non-designated heritage asset, would harm the overall character and appearance of the area, including the setting of the non-designated heritage asset. The proposal is considered to not respond positively to the local context or sufficiently respect the character and appearance of the host dwelling contrary to Policies CC7 (Design and the Public Realm), EN1 (Protection and Enhancement of the Historic Environment), H9 (House Extensions and Ancillary Accommodation), and TR3 (Access, Traffic and Highway Related Matters) of the Reading Borough Local Plan (2019);
- (2) In the absence of a completed S106 Legal Agreement the proposal fails to secure an acceptable Affordable Housing contribution towards meeting housing needs in the Borough and fails to provide for a Traffic Regulation Order (TRO) to amend parking restrictions in the Controlled Parking Zone on Brunswick Hill to allow the creation of a vehicular access. Therefore the proposal is contrary to policies CC9 (Securing Infrastructure), and H3 (Affordable Housing) of the Reading Borough Local Plan (2019).

### 12. 200408/FUL - BERKSHIRE HOUSE, 252-256 KINGS ROAD

Removal of 6 No. antennas, 1 No. equipment cabinet and other equipment & installation of 6 No. upgraded antenna apertures onto existing rooftop mast, 2 No. rooftop cabinets, 1 No. ground-based cabinet, plus ancillary development.

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 3 JUNE 2020

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

Comments were received and considered.

**Resolved -** That planning permission for application 200408/FUL be granted, subject to the conditions and informatives as recommended.

### **13. 200339/FUL - BURGFIELD ROAD, SOUTHCOTE**

Removal of the existing 15m mast and erection of a new 25m lattice tower with a total of 12No. antenna (6No. EE and 6No. Huawei) along with ancillary equipment mounted on a newly formed concrete foundation measuring 5.5m x 5.6m. The existing site compound would be retained and enlarged by a further 6.6m to an overall size of 13.2m x 6.6m all enclosed by a 2.5m high Palisade fence to match that of the existing.

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. The application had been deferred at the 29 April 2020 meeting to seek clarification from the applicant on some matters relating to the proposed development and these were set out in the report, which recommended an additional condition regarding the colour finish for the mast. The report had appended the report from the 29 April 2020 meeting.

Comments and objections were received and considered.

**Resolved -** That planning permission for application 200339/FUL be granted, subject to the conditions and informatives as recommended in the 29 April 2020 report, with the additional condition as recommended in the 3 June 2020 report.

(The meeting started at 6.33 pm and closed at 8.43 pm)

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**REPORT BY EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES**

|                   |   |                |  |
|-------------------|---|----------------|--|
| <b>TO:</b>        | PLANNING APPLICATIONS COMMITTEE   |                |  |
| <b>DATE:</b>      | 24 JUNE 2020  |                |  |
| <b>TITLE:</b>     | OUTCOME FOR APPLICATIONS THAT PREVIOUSLY MIGHT HAVE COME TO COMMITTEE BUT WERE DETERMINED BY OFFICERS UNDER NEW DELEGATED AUTHORITY |                |  |
| <b>AUTHOR:</b>    | JULIE WILLIAMS & RICHARD EATOUGH  |                |  |
| <b>JOB TITLE:</b> | PLANNING MANAGER<br>(ACTING) & TEAM LEADER  | <b>E-MAIL:</b> | <a href="mailto:Julie.williams@reading.gov.uk">Julie.williams@reading.gov.uk</a><br><a href="mailto:Richard.eatough@reading.gov.uk">Richard.eatough@reading.gov.uk</a> |

## 1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To advise Committee of the outcome for those applications that, following the agreement at Policy Committee on 27 April 2020 to extend the delegated authority to the Deputy Director of Planning, Transport & Regulatory Services to determine applications and to manage “called in” applications, have now been decided by officers.

## 2. RECOMMENDED ACTION

- 2.1 That you note the report and the decisions made.

## 3. BACKGROUND

- 3.1 A report was presented at Policy Committee held on 27 April to explain that Section 78 of the Coronavirus Act 2020 and ‘The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020’ enables Council meetings to take place online during the current Covid-19 pandemic. The report provided revised protocols for running meetings to help manage online events and included a proposal to extend the delegated authority for making decisions on planning applications to reduce the work handled by Planning Applications Committee.
- 3.2 Policy Committee agreed that the Deputy Director of Planning, Transport and Regulatory Services delegated authority to determine planning applications and Tree Preservation Orders should be extended to help reduce the number of reports coming to the meeting.
- 3.3 Councillors can ask for an application that is delegated to officers to determine to be considered by Planning Applications Committee instead - known as “calling in” an application. This ability remains but councillors are now requested to seek advice from the Planning Manager and Chair of Planning when considering a “call in” so that a judgement can be made on the merits of bringing the application to Committee. For example; if the application is clearly failing a number of policies and having a debate about it at committee is not going to change that it would be more efficient for the officer to be left to press on and refuse the application within the target timescale than to delay the decision by having to bring a committee report to this meeting.
- 3.4 It was agreed at Policy Committee that a schedule of those applications affected by the change in delegations be presented to each Planning Applications Committee for

information. Officers have also included in the list those applications that had been called in but then agreed by the relevant councillors could be decided by officers.

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

- 4.1 The Planning Service contributes to the Council's strategic aims in terms of:
- Seeking to meet the 2019 Corporate Plan objectives for "Keeping the town clean, safe, green and active."
  - Seeking to meet the 2019 Corporate Plan objectives for "Providing homes for those in most need."
  - Seeking to meet the 2019 Corporate Plan objectives for "Providing infrastructure to support the economy."

#### **5. ENVIRONMENTAL AND CLIMATE IMPLICATIONS**

- 5.1 The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).
- 5.2 The Planning Service uses policies to encourage developers to build and use properties responsibly by making efficient use of land and using sustainable materials and building methods. As a team we work hard to reduce the amount of resources (paper and printing) we use to carry out our work so reducing the number of committee reports produced will also help.

#### **6. COMMUNITY ENGAGEMENT AND INFORMATION**

- 6.1 The changes to delegations do not change the need for statutory and non-statutory consultation on all planning applications.

#### **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 There are no financial implications as a result of adopting these arrangements for determining applications.

#### **10. BACKGROUND PAPERS**

27<sup>th</sup> April 2020 Policy Committee Minutes



Table 1 - Applications decided since 21<sup>st</sup> May 2020

| Application type       | Application reference number | Called in or extended delegation | Address   | Ward     | Proposal   | Date Received | Decision Date | Decision            |
|------------------------|------------------------------|----------------------------------|---|----------|--|---------------|---------------|---------------------|
| Full Planning Approval | 200123                       | Extended delegation              | Dental Surgery, Mulberry House, 1a Eldon Road, Reading, RG1 4DJ | Redlands | Erection of a 3 to 5 storey building and semi-open basement providing 11 (5x1bed, 3x2bed and 3x3 bed) residential units (Use Class C3), 10 parking spaces, landscaping and associated works. | 27/01/2020    | 09/06/2020    | Application Refused |
| Full Planning Approval | 200069                       | Called in                        | 14 Zinzan Street  | Abbey    | Rear dormer  | 16/01/2020    | 21/04/2020    | Application Refused |

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REPORT BY EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND  
NEIGHBOURHOOD SERVICES

|                   |  |                |                                      |
|-------------------|--|----------------|--------------------------------------|
| <b>TO:</b>        | <b>PLANNING APPLICATIONS COMMITTEE</b> |                |                                      |
| <b>DATE:</b>      | <b>24 JUNE 2020</b>                    |                |                                      |
| <b>TITLE:</b>     | <b>PLANNING APPEALS</b>                |                |                                      |
| <b>AUTHOR:</b>    | <b>JULIE WILLIAMS</b>                  | <b>TEL:</b>    | <b>0118 9372461</b>                  |
| <b>JOB TITLE:</b> | <b>PLANNING MANAGER</b>                | <b>E-MAIL:</b> | <b>Julie.Williams@reading.gov.uk</b> |

## 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 2018-21 Corporate Plan objective for “Keeping Reading’s environment clean, green and safe”.

## **5. ENVIRONMENTAL AND CLIMATE IMPLICATIONS**

- 5.1 The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).
- 5.2 The Planning Service uses policies to encourage developers to build and use properties responsibly by making efficient use of land and using sustainable materials and building methods. As a team we have also reduced the amount of resources (paper and printing) we use to carry out our work.

## **6. COMMUNITY ENGAGEMENT AND INFORMATION**

- 6.1 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.

## **7. EQUALITY IMPACT ASSESSMENT**

- 7.1 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.

## **8. LEGAL IMPLICATIONS**

- 8.1 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.

## **9. FINANCIAL IMPLICATIONS**

- 9.1 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”.

## **10. BACKGROUND PAPERS**

- 10.1 Planning Appeal Forms and letters from the Planning Inspectorate.

## APPENDIX 1

### Appeals Lodged:

WARD: BATTLE  
APPEAL NO: APP/E0345/W/20/3254293  
CASE NO: 191915  
ADDRESS: 39 Brunswick Hill  
PROPOSAL: 2-storey side and 3-storey rear extension and conversion of dwelling to contain 8 flats (6 x 1-bed, 2 x 2-bed) parking, demolition of existing garage and associated works.  
CASE OFFICER: Anthony Scholes  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 15.06.2020

## APPENDIX 2

### Appeals Decided:

WARD: CAVERSHAM  
APPEAL NO: APP/E0345/W/19/3242285  
CASE NO: 191330  
ADDRESS: "Onc House", 68 St Johns Road, Caversham  
PROPOSAL: Notification of Prior Approval for a Change of use from Class B1(c) (Light Industrial) to C3 (dwellinghouses) to comprise 6 x flats  
CASE OFFICER: Connie Davis  
METHOD: Written Representation  
DECISION: DISMISSED  
DATE DETERMINED: 11.06.2020

WARD: CAVERSHAM  
APPEAL NO: APP/E0345/W/20/3246349  
CASE NO: 191787  
ADDRESS: "Onc House", 68 St Johns Road, Caversham  
PROPOSAL: Notification of Prior Approval for a Change of use from Class B1(c) (Light Industrial) to C3 (dwellinghouses) to comprise 6 x flats  
CASE OFFICER: Connie Davis  
METHOD: Written Representation  
DECISION: DISMISSED  
DATE DETERMINED: 11.06.2020

## APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

- Onc House 68 St Johns Road

Planning Officers reports on appeal decisions attached.

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## APPEAL DECISION REPORT

**Ward:** Caversham

**Appeal No:** APP/E0345/W/19/3242285 and APP/E0345/W/20/3246349

**Planning Ref:** 191330/PNN and 191787/PNN

**Site:** ONC House, 68 St Johns Road, Caversham, RG4 5AL

**Proposal:**

**Application 191330/PNN:** *Notification of Prior Approval for a Change of use from Class B1(c) (Light Industrial) to C3 (dwellinghouses) to comprise 6 x flats. Prior Notification under Class PA, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) (as amended) 2015.*

**Application 191787/PNN:** *Notification of Prior Approval for a Change of use of building from Class B1(c) (Light Industrial) to C3 (dwellinghouses) to comprise 6 x dwellings. Prior Notification under Class PA, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016. (amended)*

**Decision level:** Delegated

**Method:** Written representations

**Decision:** Appeals dismissed

**Date Determined:** 11<sup>th</sup> June 2020 (both appeals)

**Inspector:** S Leonard (both appeals)

### 1 BACKGROUND

- 1.1 The site is a 1000sqm light industrial unit situated towards the northern end of St Johns Road near the corner with Marsack Street. The surrounding area is primarily residential.
- 1.2 Two separate applications were submitted and refused in August 2019 and January 2020 for the conversion of the light industrial unit to residential use under Class PA, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016. Combined, the two applications proposed to convert the warehouse to 12 flats.
- 1.3 Both applications were refused for not complying with the criteria outlined in the General Permitted Development Order. Under Class PA, Part 2, Schedule 3 only 500 sqm of floor space can be converted from B1(c) (light industrial use) to C3 (residential use). Two separate applications were submitted, effectively dividing the building into the northern and southern wing to create 6 flats under each application.
- 1.2 The reason for refusal for both applications was as follows:
  1. *The gross floor space of the existing building exceeds 500m<sup>2</sup> and so the proposal is not compliant with Schedule 2, Part 3, Class PA section (d) of the Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016.*

In addition, application 191787 was also refused for the following reason:

2. *The applicant has failed to sufficiently demonstrate that the proposal would comply with condition PA.2 (1) (b) (i) 'transport and highways impact of the development' or condition PA.2 (1) (b) (ii) 'contamination risks in relation to the building' in accordance with Schedule 2, Part 3, Class PA of the Town and Country Planning (General Permitted Development) (England) (Amendments) Order 2016.*

## **2 SUMMARY OF DECISION**

- 2.1 The appeals were dismissed with the Inspector concluding that the definition of 'existing building' within the legislation referred to the whole building as opposed to part of the building. As such, it was agreed that the building could not be divided into two portions of 500 sqm for the purposes of prior approval.
- 2.2 Due to the proposal not qualifying as Permitted Development from the outset, as detailed above, the Inspector did not comment on the second reason for refusal of application 191787 (appeal APP/E0345/W/20/3246349) relating to highways and contamination matters.

## **3 OFFICER COMMENTS:**

- 3.1 Officers welcome the appeal decisions which give greater clarity on the definition of 'existing building' within the context of Class PA, Part 2, Schedule 3 of the Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016 which can be applied to other prior approval applications relating to this Class should the debate arise again. Officers considered that the applications were submitted in such a way as to circumvent the Regulations and it is pleasing that the Inspector has upheld the LPA's interpretation of Class PA.



**LOCATION PLAN**



**Case Officer: Connie Davis**

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**REPORT BY EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES**

|                   |  |                |  |
|-------------------|--|----------------|--|
| <b>TO:</b>        | PLANNING APPLICATIONS COMMITTEE            |                |  |
| <b>DATE:</b>      | 24 JUNE 2020                               |                |  |
| <b>TITLE:</b>     | APPLICATIONS FOR PRIOR APPROVAL            |                |  |
| <b>AUTHOR:</b>    | JULIE WILLIAMS & RICHARD EATOUGH           |                |  |
| <b>JOB TITLE:</b> | PLANNING MANAGER<br>(ACTING) & TEAM LEADER | <b>E-MAIL:</b> | <a href="mailto:Julie.williams@reading.gov.uk">Julie.williams@reading.gov.uk</a><br><a href="mailto:Richard.eatough@reading.gov.uk">Richard.eatough@reading.gov.uk</a> |

**1. PURPOSE AND SUMMARY OF REPORT**

- 1.1 To advise Committee of new applications and decisions relating to applications for prior-approval under the 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. ENVIRONMENTAL AND CLIMATE IMPLICATIONS**

6.1 The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).

6.2 The Planning Service uses policies to encourage developers to build and use properties responsibly by making efficient use of land and using sustainable materials and building methods. As a team we have also reduced the amount of resources (paper and printing) we use to carry out our work.

## **7. COMMUNITY ENGAGEMENT AND INFORMATION**

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

## **8 EQUALITY IMPACT ASSESSMENT**

- 8.1 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.

8.2 There are no direct implications arising from the proposals.

## 9. LEGAL IMPLICATIONS

9.1 None arising from this Report.

## 10. FINANCIAL IMPLICATIONS

10.1 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 £1,306,468.

(Office Prior Approvals - £1,185,023: Householder Prior Approvals - £76,162: Retail Prior Approvals - £12,622: Demolition Prior Approval - £3233: Storage Prior Approvals - £5716: Shop to Restaurant Prior Approval - £5038: Shop to Leisure Prior Approval - £305: Light Industrial to Residential - £18,270)

*Figures since last report*

Office Prior Approvals - £3504: Householder Prior Approvals - £110

10.2 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.

## 11. BACKGROUND PAPERS

- The Town and Country Planning (General Permitted Development) (England) Order 2015
- The Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2016.

**Table 1 - Applications received since 20<sup>th</sup> May 2020**

| Type:  | How many received since last report: | Loss in possible fee income: |
|--|--------------------------------------|------------------------------|
| Householder Prior Approvals                    | 1                                    | £110                         |
| Office Prior Approvals                         | 2                                    | £3504                        |
| Shop to Restaurant Prior Approval              | 0                                    | 0                            |
| Retail Prior Approvals                         | 0                                    | 0                            |
| Demolition Prior Approval                      | 1                                    | £366                         |
| Solar Equipment Prior Approval                 | 0                                    | 0                            |
| Light Industrial to Residential Prior Approval | 0                                    | 0                            |
| Prior Notification                             | 0                                    | 0                            |
| Shop to Assembly & Leisure Prior Approval      | 0                                    | 0                            |
| Telecommunications Prior Approval              | 2                                    | N/A                          |
| <b>TOTAL</b>                                   | <b>6</b>                             | <b>£3980</b>                 |

**Table 2 - Applications decided since 20th May 2020**

| Type:  | Approved | Refused  | Not Required | Withdrawn |
|--|----------|----------|--------------|-----------|
| Householder Prior Approvals                    | 0        | 0        | 1            | 0         |
| Office Prior Approvals                         | 2        | 0        | 0            | 0         |
| Shop to Restaurant Prior Approval              | 0        | 0        | 0            | 0         |
| Retail Prior Approvals                         | 1        | 0        | 0            | 0         |
| Demolition Prior Approval                      | 0        | 0        | 0            | 0         |
| Solar Equipment Prior Approval                 | 1        | 0        | 0            | 0         |
| Light Industrial to Residential Prior Approval | 0        | 1        | 0            | 0         |
| Prior Notification/ Other                      | 0        | 0        | 0            | 0         |
| Shop to Assembly & Leisure Prior Approval      | 0        | 0        | 0            | 0         |
| Telecommunications Prior Approval              | 0        | 0        | 0            | 0         |
| <b>TOTAL</b>                                   | <b>4</b> | <b>1</b> | <b>1</b>     | <b>0</b>  |

## COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 24/06/20

Ward: Abbey

App No: 200147/HOU

Address: 30 Addison Road

Proposal: Erection of single storey rear extension (part retrospective)

Applicant: Mr Min Bahadur Tamang

Extended Target Date: 26/06/20

## RECOMMENDATION

### REFUSE for the following reasons:

1. By reason of its excessive width, depth and cumulative impact the extension sited to the rear of the house is considered to be an overdevelopment of the site which does not reflect the scale, proportions, design and materials of the original property. The proposed development is therefore contrary to Policy CC7 (Design and the Public Realm), Policy H9 (House Extensions and Ancillary Accommodation) of the Reading Borough Local Plan 2019 and Council's Supplementary Planning Guidance - A Design Guide to House Extensions (2003).

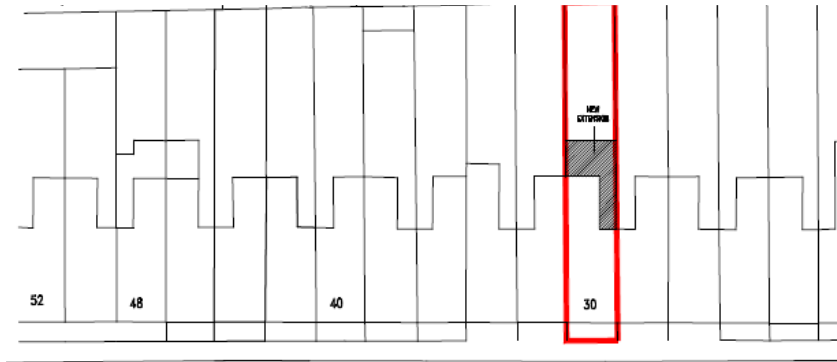
2. Due to the depth and its proximity along the boundary with 28 Addison Road the extension is considered to cause a detrimental impact on the living environment of this neighbouring property. It creates a visually dominant and overbearing presence to the dwelling and the rear facing window of this neighbouring property. As such the proposal is contrary to Policy CC8 (Safeguarding Amenity) and Policy H9 (House Extensions and Ancillary Accommodation) of the Reading Borough Local Plan 2019 and Council's Supplementary Planning Guidance - A Design Guide to House Extensions (2003).

### Informatives to include:

1. Plans/ Documents considered
2. Refused Plans
3. Enforcement
4. Positive and Proactive

## 1. INTRODUCTION

- 1.1 The application site is a mid-terraced property located on the eastern side of Addison Road. The surrounding area is predominantly residential, with terraced dwellings of similar style. Addison Road is adjacent to the Richfield Avenue and Cardiff Road industrial area and is not within a conservation area.



### Location plan

- 1.2 This application seeks to modify an extension that has been erected without planning permission. As will be explained further within this report, the site has had several previous refused applications and an enforcement notice served to remove parts of development.
- 1.3 The application was called in to be determined at Planning Applications Committee by Councillor Page given the planning history at the site.
- 1.4 The following plans/ documents were submitted:

191101-1 - Site Plan/ Block Plan/ Location Plan  
 191101-2 - Existing Floor Plan & Elevations  
 191101-4 - As Built Floor Plan & Elevations  
 191101-3 - Proposed Floor Plan & Elevations  
 Planning Statement

Received 11<sup>th</sup> February 2020

- 1.5 The proposal is not liable for CIL as the increase in floor area is less than 100sqm.

## 2. PROPOSAL

- 2.1 Planning permission is sought for the erection of a single storey rear extension with an L-shape plan. The rear extension projects to a maximum depth of 7.2m infilling the 'tunnelback' between the site and neighbouring property. It extends 2.4m from the rear elevation of the outrigger (rear kitchen extension) and results in creating a level rear elevation. It measures 3.8m in width (the entire width of the property). The extension would have a mono-pitched roof and a rooflight proposed on the southern elevation. The extension itself is already in place, and this application seeks to gain planning permission for this whilst make alterations to the roof form to overcome the issues identified by officers and the Planning Inspector in previous applications. At present, the roof is of an extremely low pitch which almost appears flat.
- 2.2 The main house is finished in traditional brickwork with a slate roof. The extension has been constructed with bricks to match, however roof tiles are proposed to be used for the roof modifications. Roof tiles are currently in place which are not of the same colour as slate.

## 3. PLANNING HISTORY



- 3.1 The unauthorised development was found to be harmful enough to warrant taking enforcement action to remedy the harm. The following two applications were submitted in the hope of regularising the development and avoid the serving of an enforcement notice:

**181612/HOU** - Retrospective single storey rear extension to create a new bathroom and wc plus a canopy at the rear for outdoor relaxation - Application Refused (*this application aimed to regularise the development as it had been originally constructed*):



Photo of the rear of the property dated 13<sup>th</sup> June 2018

**190062/HOU** - Retrospective application for a single storey rear extension to create a new bathroom and WC at the rear of existing building - Application Refused and planning appeal dismissed. This application was submitted following the removal of the rear canopy and is also how the site looks today:



- 3.2 It should be noted that submitted drawing 191101-4 - *As Built Floor Plan & Elevations* provided by the applicant does not accurately reflect what is in situ (ie. the picture above) in terms of roof form.
- 3.3 Following the refusal of the above applications an enforcement notice was served and subsequently appealed (ref. APP/E0345/C/3239633). To comply with the notice, the applicant was required to remove the development entirely or reduce it so that the development qualified as Permitted Development. While the enforcement

appeal was in progress this current planning application was also submitted to the LPA with the hope that the Planning Inspector would accept these amended plans should the appeal against the enforcement notice be successful.

3.4 However, the enforcement notice was quashed on 11<sup>th</sup> May 2020 by the Planning Inspector. It was considered that the means of complying with the notice by way of reducing the extension to what would qualify as Permitted Development was not considered a precise enough requirement. This formed the entirety of the Inspector's report and the planning merits of the scheme itself were not addressed.

3.5 The planning enforcement and legal teams are looking into the matter and what this means moving forward. However, this revised planning application is being assessed on its own merits.

3.6 Plans of all three planning applications can be found at the end of this report.

#### **4. CONSULTATIONS**

4.1 No internal consultations were required on this application.

4.2 Neighbouring properties were notified of the application via letter and a site notice was sent to the applicant to display at the site. No representations have been received from neighbouring properties or members of the public.

#### **5. LEGAL AND PLANNING POLICY CONTEXT**

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

5.2 The application has been assessed against the following policies:

5.3 National Planning Policy Framework

5.4 Reading Borough Local Plan (2019)

Policy CC1 - Presumption in Favour of Sustainable Development

Policy CC7 - Design and the Public Realm

Policy CC8 - Safeguarding Amenity

Policy H9 - House Extensions and Ancillary Accommodation

Policy H10 - Private and Communal Outdoor Space

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

#### **6. APPRAISAL**

6.1 Within the supporting statement submitted with this application, the applicant has detailed why they consider this latest application has overcome previous concerns. The applicant has requested that these are presented to Members. In summary, their reasons are as follows:

- Extensions to the side can be constructed under Permitted Development

- The proposed roof of the extension has been amended so that it is mono-pitched rather than flat to better integrate with the main property
- Due to being located at the rear, the extension would not have an impact on the street scene
- Sufficient amenity space is retained
- Similar extensions are found elsewhere in Reading with a specific example at 48 Addison Road
- The ‘tunnel’ of the neighbouring property is unlikely to provide anything other than rear access to the neighbouring dwelling (and as such is acceptable to build along the boundary)
- The eaves height of the extension has been reduced to 2m and a fence could be erected under Permitted Development for this height and as such is not considered to be overbearing or reduce outlook
- Windows that could potentially be impacted at no. 28 Addison Road are secondary and these rooms have dual aspect

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

- 6.2 Policy CC7 requires that all development be of a high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located. Policy H9 states that a house extension should respect the character and appearance of the house in terms of scale, location, materials and design.
- 6.3 In assessing the proposal, officers are mindful of the previous applications at the site and sought to recognise what modifications have been proposed to the previous schemes. However, the depth and width of the extension remains unaltered and extends to approximately 7.2m along the shared boundary with 28 Addison Road which is considered out of proportion with the modest scale of the main house, contrary to Policy H9. The Council’s Design Guide to House Extensions (2003) also states that planning permission will not usually be granted for rear extensions that are longer than 4m when measured from the back of the original house. Rear extensions should be located as far away from side boundaries as possible to protect light to main habitable rooms, and to safeguard outlook from adjacent properties. For terraced housing, rear extensions (including single storey ones) can have a significant and detrimental impact on neighbouring properties and the general appearance of the terrace.
- 6.4 The development infills the gap/ ‘tunnel’ between the application site and neighbouring property, no. 28, and extends up to the boundary with this neighbour. As part of the previous planning appeal which was dismissed, the Inspector described the gap between the application site and the neighbouring property as, ‘*important*’ and ‘*by filling in part of the gap between the host property and its neighbour, it would significantly erode the character and appearance of the property and the terrace of which it forms part*’. It is considered that this proposal would similarly be out of keeping with the wider terrace. Whilst the applicant has noted a similar scale extension at 48 Addison Road, the LPA holds no record of this being approved under a planning application. As such, this is not considered a justification for allowing this extension which is considered out of scale with the main house, and of detriment of the character and prevailing pattern of the terrace. In addition, whilst not visible from the street, the proposal is visible from the rear gardens of neighbouring properties and as such it is considered to reduce the quality of the area.

- 6.5 It is noted that alterations to the roof configuration are proposed (which have primarily been proposed to reduce impact on neighbours - as will later be discussed). At present, the extension has an extremely low pitched roof so appears almost flat. This is proposed to be modified by introducing a sloped section towards the neighbouring boundary with 28 and the rear section over adjacent to the kitchen extension having a mono-pitched (lean-to) roof. However, due to the varying heights of the roof elements, it is considered that this leads to an unattractive design that would appear slightly jarring in nature. The part of the extension adjoining the existing outrigger is particularly high (maximum height 3.3m) when combined with the comparatively low sloped roof of the part of the extension to the side (maximum height of 2.3m) and is considered to create an unbalanced and contrived design. Roof tiles are also proposed on the sloped section which would not match the slate roof of the main house.
- 6.6 Although not a planning matter (and the development is proposed entirely within the applicant's land), officers note that as a result of the mono-pitch roof design along the boundary with no. 28 there is the risk of external drain water systems overhanging or water run-off flowing on to neighbouring land. As such, the practicality of building the development could be compromised by the design presented. Notice has not been served on the neighbouring property to allow any overhang of the boundary.
- 6.7 The proposal is therefore considered to be a poor design response, contrary to Policies CC7 and H9 of the Reading Borough Local Plan and the Design Guide to House Extensions SPG (2003).

#### Impact on neighbouring residential amenity

- 6.8 Policy CC8 states that development will not cause a detrimental impact to the living environment of existing residential properties, in terms of privacy and overlooking, access to sunlight and daylight, visual dominance and overbearing effects of a development and harm to outlook.
- 6.9 Although modifications to the roof have been proposed (making the roof mono-pitched on the boundary with no. 28 and reducing its eaves height to 2m), its overall scale and bulk extending up to the boundary would still result in an overbearing impact on this property, and a development which would have visual dominance and result in the No. 28's ground floor window having an outlook of a long, unrelieved flank wall at ground floor level, which is considered unneighbourly.
- 6.10 As with the issue of guttering, the plans are also incomplete in that neighbouring windows have not been illustrated on the proposed plans at ground or first floor level and the applicant suggests that windows that would be impacted at no. 28 are secondary and are rooms which have dual aspect. This was not a conclusion that the Inspector came to under the previous refused application, nor has any supporting evidence been provided to demonstrate this claim. Notwithstanding this, due to the property being mid-terrace, meaning that windows are contained to two elevations, it is considered that each window will likely have a substantial role to play in providing outlook and light to the neighbouring property.
- 6.11 In relation to the adjoining neighbour to the north, 30 Addison Road, the extension protrudes 2.4m beyond this neighbouring outrigger. The outrigger has two small rear windows. However, it is not known for certain what these windows serve and no comments have been received from this neighbour in relation to this matter.

Nevertheless, due to the extension only projecting a modest depth of 2.4m beyond these windows, the proposal is considered acceptable in relation to this neighbour and in line with the Design Guide to House Extensions SPG.

- 6.12 For the reasons detailed above, the extension is not considered acceptable in relation to its impact on 28 Addison Road, contrary to Policy CC8 of the Reading Borough Local Plan 2019 and the Council's Supplementary Planning Guidance - A Design Guide to House Extensions (2003).

#### Amenity space

- 6.13 Policy H10 states that the design of outdoor areas will respect the size and character of other similar spaces in the vicinity.
- 6.14 It is considered that sufficient garden space would be retained (50sqm), albeit slightly smaller than surrounding properties. Although it is considered that the terrace is characterised by good size plots, due to some properties within the vicinity having modest single storey extensions (to the outrigger), not all properties have an amenity space of the same size. Therefore, it is considered that so long as a good proportion of the amenity space is retained then the proposal would not conflict in this regard. This view is also supported by the Planning Inspector as part of the previous planning appeal. As such, the proposal is considered acceptable in terms of Policy H10.

#### Other matters - Equalities Impact

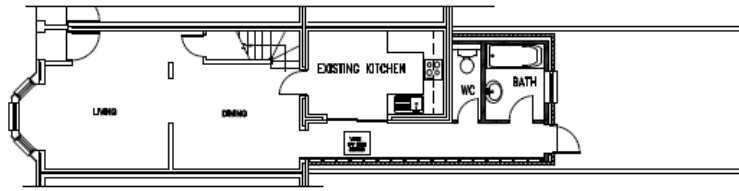
- 6.15 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics including age and disability. There is no indication or evidence (including from consultation on the application) that the protected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

## **7. CONCLUSION**

- 7.1 The proposal is not considered acceptable in the context of national and local planning policy, as set out in this report. The scheme presented under this application is not considered to have overcome the previous concerns and conclusions made by officers and the Planning Inspector and continues to demonstrate an overdevelopment of the site and unacceptable impact on neighbouring amenity.

**Case Officer: Connie Davis**

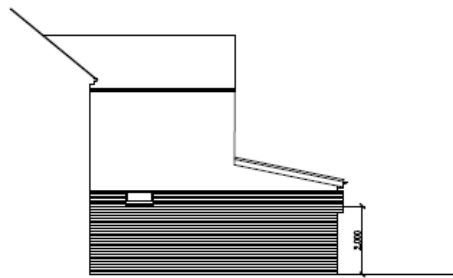
200147/HOU (Third application - this application)



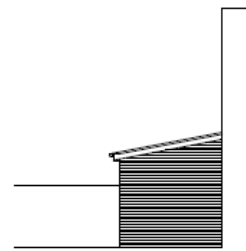
GROUND FLOOR PLAN



REAR ELEVATION



SIDE ELEVATION



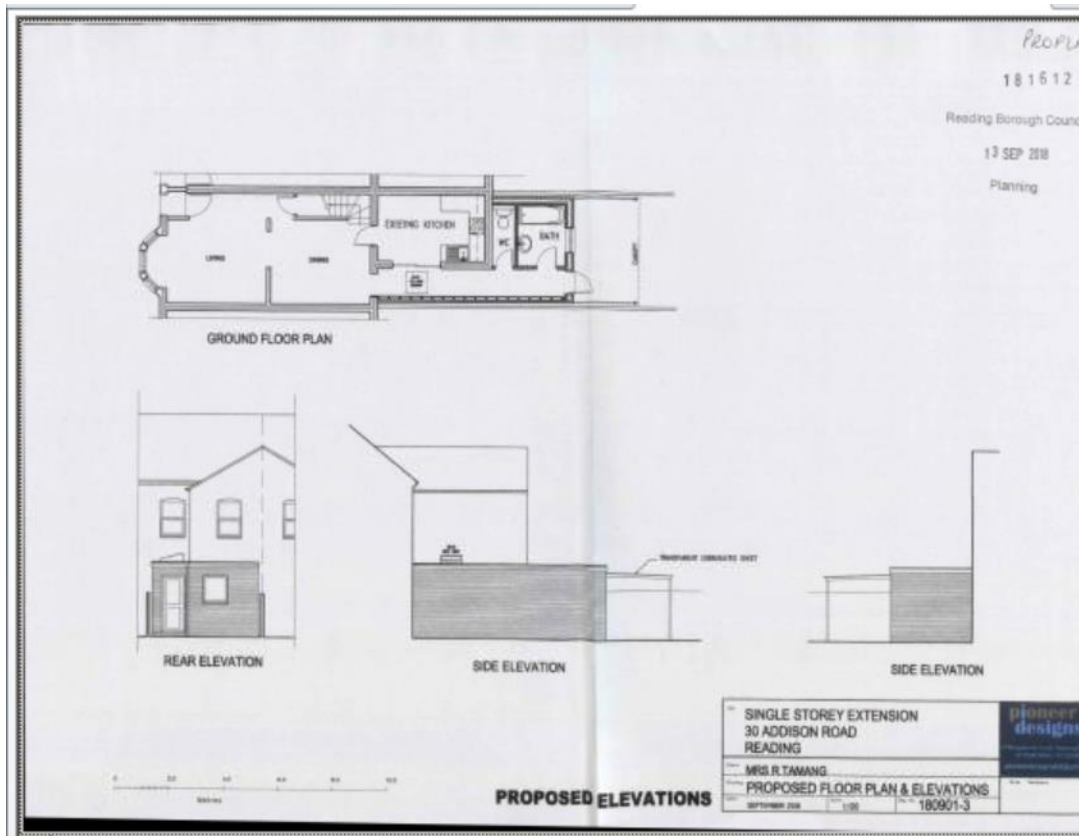
SIDE ELEVATION

190062/HOU (Second application):

This architectural drawing includes a ground floor plan and three elevation drawings. The ground floor plan is identical to the one in the first application. The elevations show a single-story extension with a flat roof and horizontal cladding. A scale bar is located at the bottom left. A stamp '190062' is visible in the center. A title block at the bottom right contains the following information:

|   |  |                    |
|---|--|--------------------|
| SINGLE STOREY EXTENSION<br>30 ADDISON ROAD<br>READING         |  | pioneer<br>designs |
| MRS R TAMANG<br>PROPOSED FLOOR PLAN & ELEVATIONS<br>180901-3A |  |                    |

181612/HOU (First application):



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## COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 24 June 2020

**Ward:** Redlands

**App No.:** 200061/FUL

**Address:** The Abbey School, Kendrick Road, Reading

**Proposal:** Erection of a new dining hall with green roof over the existing courtyard, rooftop extension to the 6th Form block to provide a new common room, extension to the south-east to provide additional classroom space and a new study area for the 6th Form block, reconfiguration of hard landscaped area to remove 1 of 4 netball courts, move existing flood lighting, relocate existing 6th form parking and enhance the frontage of the 6th form building.

**Applicant:** The Abbey School

**Determination Date:** Originally 15/4/2020; EOT agreed until 30/6/2020

### RECOMMENDATION:

To GRANT full planning permission subject to the following conditions:

Time limit - standard three years for implementation

In accordance with the approved Plans

Pre-commencement submission and approval of materials

Pre-commencement submission of landscaping (large scale) details to be approved

Pre-commencement submission of construction method statement to be approved (including noise and dust control)

Pre-commencement submission of employment, skills and training plan to be approved

Pre-commencement submission of SuDs Strategy to be approved

Pre-commencement biodiversity enhancement to be approved

Pre-occupation vehicle parking as specified

Pre-occupation electric vehicle charging points as specified

No plant equipment to be installed until noise report submitted and approved

BREEAM 'Very Good' to be achieved: Pre-Assessment Interim

BREEAM 'Very Good' to be achieved: Post-Construction Review

Travel Plan

Construction/Hours of Working

No Bonfires during construction

### Informatives

Terms and Conditions

Building Regulations

Highways

Pre-Commencement Conditions

Tree Works Application

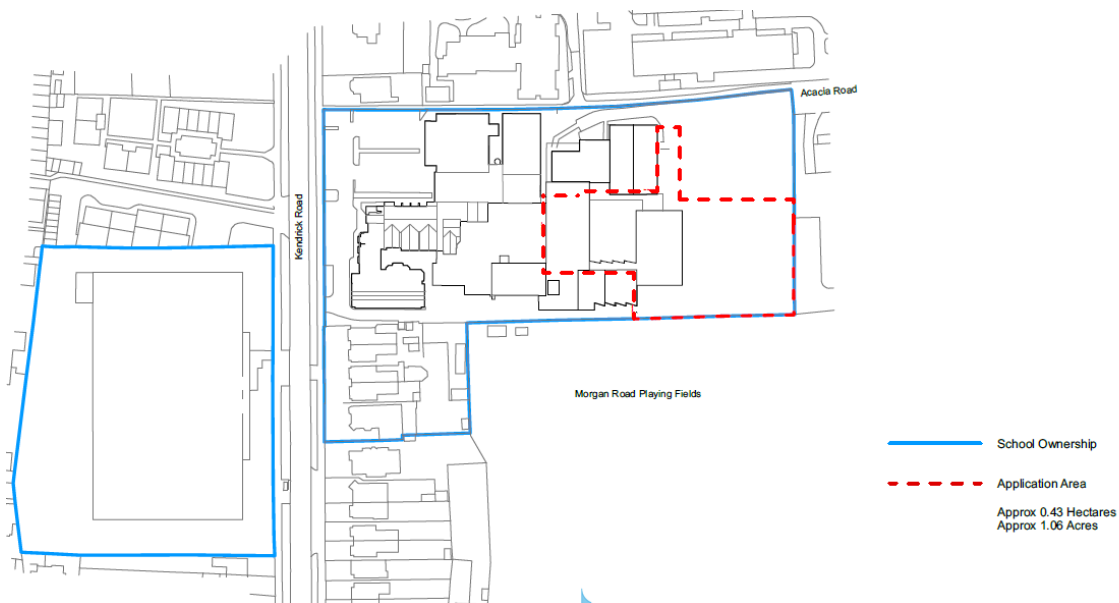
Complaints about Construction

Positive & Proactive

## 1. INTRODUCTION

- 1.1 The application site comprises The Abbey School, located on the eastern side of Kendrick Road. The school comprises an original Victorian building core along Kendrick Road, with large modern extensions to the front and rear. The Abbey School is a private Girls' school for 3-18 year olds. The site is split between the Junior School on Christchurch Road and this, the Senior School site. There are 172 6<sup>th</sup> Form students, with 20 existing car parking spaces serving these students.
- 1.2 The site is located within the Kendrick Road Conservation Area and an Air Quality Management Area.
- 1.3 The proposal is being considered at Planning Applications Committee by virtue of it falling within the 'Major' applications category. The site in relation to the wider area is shown below.

**Site Location Plan (not to scale)**



**Aerial View of Site**



## 2. PROPOSAL

- 2.1 Full planning permission is sought to provide a new dining hall by building a green roof over the existing courtyard, install a rooftop extension to the 6th Form block to provide a new common room, extend to the south-east to provide additional classroom space and a new study area for the 6th Form block, reconfiguration of hard landscaped area to remove 1 of 4 netball courts, move existing flood lighting, relocate existing 6th form parking and enhance the frontage of the 6th form building.
- 2.1 The number of pupils or staff is not proposed to be increased. The total gross internal floor area of the proposed scheme is approximately 3,100m<sup>2</sup>.
- 2.2 It is proposed to remove 4 x Scots Pine trees, protected by a Tree Preservation Order, to facilitate the proposals.
- 2.3 Whilst the existing parking area is to be moved and reconfigured, the overall number of car parking spaces will not change.
- 2.4 10 x electricity charging points are proposed.
- 2.5 Drawings submitted:
- Drawing No: Site Location 181006-1100 P02
  - Drawing No: A1 / 200 Existing Ground Floor Plan 181006- 1200 P01
  - Drawing No: A1 / 200 Existing First Floor Plan 181006-1201 P01
  - Drawing No: A1 / 200 Existing Second Floor Plan 181006-1202 P01
  - Drawing No: A1 / 100 Proposed Ground Floor Plan 181006-1401 P03
  - Drawing No: A1 / 100 Proposed First Floor Plan 181006-1402 P03
  - Drawing No: A1 / 100 Proposed Second Floor Plan 181006-1403 P03
  - Drawing No: A1 / 100 Proposed Roof Plan 181006-1404 P01
  - Drawing No: A1 / 100 East Elevation - Proposed & Existing 181006-1500 P02
  - Drawing No: A1 / 100 South Elevation - Proposed & Existing 181006-1501 P02
  - Drawing No: A1 / 100 West Elevation - Proposed & Existing 181006-1502 P02
  - Drawing No: A1 / 100 Section A - Proposed & Existing 181006-1503 P02
  - Received 21/1/2010
  - Drawing No: New Tree Planting Existing and Proposed 181006-1511
  - Received 22/5/2020
  - Drawing No: A1 / 200 Proposed Site Plan 181006-1400 P05
  - Received 7/5/2020

### Supporting information submitted:

- Outline Planting Schedule - Arrival and Car Park 3260
- New Planting Scheme Letter
- Additional Information/Justification Letter - Received 7/5/2020
  
- Planning, Heritage, Design and Access Statement prepared by KEW Planning, including landscape proposal prepared by The Landmark Practice;
- Transport Statement prepared by Motion;
- Travel Plan prepared by Motion;
- Environmental Noise Assessment prepared by Acoustic Consultants Limited;
- Interim Drainage Strategy prepared by Momentum Engineering;

All prepared by Eight Associates and received 21/1/2020:

- Arboricultural Survey Report and Tree Constraints Plan;
- Arboricultural Implication Assessment and Draft Tree Protection Plan;
- Energy Assessment and Sustainability Statement;
- BREEAM Pre-Assessment; and
- Preliminary Ecological Appraisal.

2.5 The CIL requirement for schools is nil under the Council's adopted CIL Charging Schedule.

### 3. PLANNING HISTORY

Pre-application advice was sought on the site and discussions held under application 190924.

88/0044 Erection of two timber sheds for store/garage and workshop. Permitted

99/1181 Erection of a single storey extension to provide cloakroom for kitchen staff. Permitted

99/1869 Extension of existing laboratory block; new roof and external windows to existing laboratories plus new staff room. New area of parking to replace spaces lost to the laboratory extension. Permitted

01/0414 Alteration to existing building to create new dormer and 6sqm extension to provide new tuck shop. Permitted

06/01507/CON Removal of wing at the front of the school and the timber classroom. Permitted

06/01508/FUL Partial demolition of existing front section of the school. Permitted

12/01629/FUL Development of an all weather playing field with floodlights and fencing. Permitted

07/00318/FUL 6 floodlights to illuminate existing 6 tennis courts. Permitted

13/00288/FUL Erection of 30m length of 3m high weld mesh security fence and 1.5m high bund. Permitted

13-00316/APP CON Discharge of conditions 3 and 9 of planning 12/01629/FUL. Discharged

### 4. CONSULTATIONS

#### Internal

4.1 RBC Ecologist - No objection. Discussed below.

4.2 RBC Heritage Officer- No objection. Discussed below.

4.3 RBC Natural Environment Officer - Originally objected; further to additional information, objection withdrawn. Discussed below.

4.4 RBC Environmental Protection Officer - No objection subject to additional information. Discussed below

4.5 RBC Transport Officer - No objection. Discussed below

4.6 Sports England - No objection.

4.7 Reading UK CIC - No objection.

4.8 Reading CAAC- No comments received.

4.9 Thames Water - No objection.

#### **Public consultation**

4.10 Letters were sent to surrounding neighbouring properties and a site notice was put up. Notice placed in local paper. No letters of representation received.

### **5. RELEVANT PLANNING POLICY AND GUIDANCE**

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) which states at Paragraph 11 “Plans and decisions should apply a 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. In this case the development plan consists of the Reading Borough Local Plan 2019.

5.2 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the LPA to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area.

5.3 Accordingly, the following local and national planning policy and guidance is relevant to this application:

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

#### **Reading Borough 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
- EN3: Enhancement of Conservation Areas
- EN6: New Development in a Historic Context
- EN12: Biodiversity and the Green Network
- EN14: Trees, Hedges and Woodland
- EN15: Air Quality
- EN16: Pollution and Water Resources
- EN17: Noise Generating Equipment
- EN18: Flooding and Sustainable Drainage Systems
- 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
- OU1: New and Existing Community Facilities

**Relevant Reading Borough Council Supplementary Planning Documents (SPD):**

Revised Parking Standards and Design (2011)  
Planning Obligations Under Section 106 (2015)  
Sustainable Design and Construction (2019)  
Employment, Skills and Training (April 2013)  
Tree Strategy (2010)  
Draft Tree Strategy (currently out for consultation)  
Draft Biodiversity Action Plan (currently out for consultation)  
Draft Climate Change Strategy (currently out for consultation)

**Other relevant documentation:**

Kendrick Road Conservation Area Appraisal (2005)  
Historic England Good Practice Advice in Planning Note 1: Conservation Area Designation, Appraisal and Management (Historic England, 2016)  
Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking (Historic England, 2015a)  
Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Historic England, 2015b)  
Principles of Conservation (Historic England, 2008)  
Guide to the Conservation of Historic Buildings (British Standards Publication BS 7913:2013, 2015)

## 6. APPRAISAL

The main issues to be considered are:

- Principle of Development
- Landscape/Trees
- Scale, Appearance, Design and Impact on Conservation Area
- Amenity for Nearby Occupiers
- Transport
- Ecology
- Sustainability
- Other Matters - Sustainability, SuDs, S106 Legal Agreement and CIL
- Equalities impact
- Overall Planning Balance and Conclusion

### Principle of Development

- 6.1 As noted in the introduction, The Abbey School is a private school. Policy OU1 seeks to promote 'new, extended or improved community facilities, particularly where this will involve co-location of facilities on a single site'. Whilst acknowledging the private school status, supporting text of the policy states at Para 4.7.3 that 'The range and quality of facilities serving Reading's communities should be improved'. In this respect the applicant has confirmed that the school offers the following community benefits:

#### **Use of the swimming pool by:**

Albatross Diving Club  
Swimkidz  
Swim England Synchro  
Thames Valley Swim School  
Abbey Swim School  
Reading University water polo club  
SuperCamps  
Reading Boys school  
British Rowing capsized testing  
Reading University 3rd year film & drama student filming

**Use of all-weather pitch by:**

Berkshire Elite FC  
Reading Lacrosse Club  
Reading School  
Reading University mixed hockey team  
SuperCamps  
Phoenix & Ranelagh Hockey club

**Use of netball courts by:**

Go Mammoth  
Reading Social netball league

**Use of classrooms by:**

Reading Korean School  
Hispanolandia Spanish School  
Reading Prayer group

**Use of other large spaces ie Richards Hall, Hardcastle and sports hall:**

School of the Arts theatre school (Junior School)  
Reading Tango Festival  
St Andrews Scottish Dancing  
Reading Swing Exchange  
The Rock Project  
linkai judo  
BKMA Reading  
Berkshire Maestros  
Reading University mixed basketball team  
Bollywood Dance Worldwide  
My Dance Land  
Madeleine Kelly ballet  
Berkshire Chess  
Parenthesis Choir TARA (Telagu Association of Reading and Around)  
Reading Between the Lines  
Starburst Foundation

- 6.2 Given the above, it is considered that the school does offer significant community benefits to the Borough, wherein the proposals would provide enhanced facilities to an existing school, and within the school curtilage. It is considered that this would broadly comply with Policy OU1 in this respect. This is also supported by Policy CC9, which identifies education as a particular aspect of infrastructure within the Borough in which the highest priority must be given in the planning process.
- 6.3 The proposals would result in the loss of 1 out of the current 4 netball/MUGA courts. Sport England has considered this application against the National Planning Policy Framework (particularly Para 97) and against its own playing fields policy which states:

*'Sport England will oppose the granting of planning permission for any development which would lead to the loss of, or would prejudice the use of:*

- *all or any part of a playing field, or*
- *land which has been used as a playing field and remains undeveloped, or*
- *land allocated for use as a playing field*

*unless, in the judgement of Sport England, the development as a whole meets with one or more of five specific exceptions contained within Sport England's Playing Fields Policy and Guidance document'.*

- 6.4 Sport England have commented that whilst the loss of a Multi-Use Games Area (MUGA) is regrettable, Sport England's role is to protect playing fields, which a MUGA is not. Furthermore, Sport England are satisfied that the proposed development meets Exception 3 of the playing fields policy, in that:

*'The proposed development affects only land incapable of forming part of a playing pitch and does not:*

- reduce the size of any playing pitch*
- result in the inability to use any playing pitch (including the maintenance of adequate safety margins and run-off areas);*
- reduce the sporting capacity of the playing field to accommodate playing pitches or the capability to rotate or reposition playing pitches to maintain their quality;*
- result in the loss of other sporting provision or ancillary facilities on the site; or*
- prejudice the use of any remaining areas of playing field on the site.'*

- 6.5 It is noted that should the school require a 4<sup>th</sup> netball court, the hockey pitch on the opposite side of Kendrick Road could also facilitate this. Given the proposed remaining provision of a hockey pitch, 3 netball courts (one as a flexible netball/tennis court) swimming pool and sports hall, this is not considered to have an overtly negative impact on the sports provision available to students.
- 6.6 Given the above, is considered that the proposal to increase facilities for education would broadly comply with the principles of Policy OU1 and CC9.

#### Landscaping/Trees

- 6.7 Policy CC7 (Design and the Public Realm) requires development to contribute positively to the area of Reading within which it is located, including by way of landscaping. 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.
- 6.8 Further to this, the Reading Climate Emergency Strategy is also out for consultation, which recognises the importance of tree cover and how the natural environment can make a significant contribution towards reducing Reading's carbon footprint. To help deliver important elements of Reading's climate emergency strategy is the Borough's adopted Tree Strategy and the Revised Sustainable Design and Construction SPD which states that "Development will not be permitted which would undermine current levels of tree cover as this is likely to be damaging to climate change adaptation strategies". Furthermore, draft Tree Strategy and Biodiversity Action Plans are also currently out of consultation.
- 6.9 Further to the above, the site sits within the Kendrick Road Conservation Area and the 4 Scots Pines trees proposed to be removed are further protected by Tree Preservation Order 3/20. In this respect the four mature Scots Pines are considered to have significant amenity value as a group being the only mature, coniferous trees visible within this area of the school grounds. Whilst the Appraisal for this Conservation Area does not specifically comment on the trees in question, it does



note the “area’s mature trees” and comments that “despite this being a relatively urban conservation area, trees are a special feature”.

6.10 The Council’s Natural Environment Team and Planning Officers originally raised an objection to the proposals. However, during the course of the application the applicant submitted additional justification for the loss of the trees and the following elements in mitigation are now proposed:

1. 4 no. Mature replacement Scots Pine trees (not saplings), in a location (along the same boundary as those to be removed) which will allow the trees to flourish and have a longer life span.
2. 6 no. Further additional trees to enhance the landscaping provision in this particular part of the site, seeking to reduce the carbon footprint and increase biodiversity.
3. Provision of additional landscaping throughout the campus to seek to meet RBC’s objectives to contribute to the provision of the landscaping throughout the Borough.
4. A planting aftercare plan to ensure that the measures agreed are maintained in accordance with the planning process.

6.11 Points 1 and 2 are indicated on the drawing excerpt below, indicating 10 trees (6 net gain):



- 6.12 Given the above, the key questions therefore, are whether the proposed trees would provide sufficient immediate impact to replace the amenity lost from the existing Scots Pines, and whether the principle of the loss of mature trees is acceptable. In this respect, it was considered reasonable to request that the applicant satisfactorily demonstrate that the school can, in practice, source and afford to pay for the trees they are proposing, should the potential removal of mature trees be agreed.
- 6.13 In response, the applicant has provided all the information that has been requested by officers; namely, availability of Scots Pines in a reasonable condition for the size specified, tree pit specifications for trees planted at the northern end of the car park, and confirmation that the school has the available funds to purchase the trees. These details have all been checked by the Council's Tree Officers, and, the proposed mitigation scheme, in itself, is considered acceptable.
- 6.14 The value of trees is graded by the British Standard 5837:20112 and these range from Grade A (the best, most healthy, valuable specimens) to Grade U (those that are the least healthy and valuable specimens). For the 4 Scots Pines proposed to be removed, are 3 x grade B considered to be of 'moderate quality and value' and 1 x grade C considered to be of 'low quality and value'. In this instance, it was the combined amenity value as a group that warranted the Group TPO, and it is noted by the Tree Officer that as individual specimens, the trees have various flaws, such as they are growing at right angles to each other which limits opportunity for each tree to grow further.
- 6.15 Whilst there remains strong concern from the Natural Environment Team with the principle of removing established mature trees, which is acknowledged, the Natural Environment Team consider it reasonable to remove the objection on the basis of the applicant providing replacement planting of 4 x mature (not saplings) Scots Pines (as direct mitigation for the 4 trees to be lost) in a similar location and in a better rooting environment, along with 6 x mature additional Scots Pines. In this respect, the additional trees do not necessarily need to be Scots Pines - indeed, species diversity would be beneficial for biodiversity, appearance and pest and disease resilience. As such, the species selection could be dealt with by way of suitably worded conditions.
- 6.16 The proposed Scots Pines along the boundary would provide direct evergreen visual mitigation and, furthermore, would also result in a better visual impact in long distant views from the south/south east (given the view of the existing trees is partly obscured by a 2m high fence). Furthermore, these trees would also provide direct evergreen visual mitigation.
- 6.17 The proposals would also allow for a suitable level of soft landscaping that does not currently exist on the site and this would assist in mitigating the increase in bulk of the extensions. Overall, the proposed new tree planting would result in a 150% increase in the number of trees on the site. This would also result in wider benefits beyond the site as not only would the appearance of the development be softened, but this opportunity for additional planting would enhance the appearance of the Kendrick Road Conservation Area, adding to the Conservation Area's mature trees as referenced in the Appraisal and increase tree canopy across the Borough which is welcomed.
- 6.18 The application also incorporates a green roof above the new dining hall. As well as providing an attractive feature, this is considered a welcome introduction of further greenery to the scheme, as well as offering other benefits through support

given to biodiversity, a reduction in rainwater run-off, better air quality and an increase in energy efficiency which is encouraged at local and national policy levels. Indeed, the Council welcomes measures to adapt to Climate Change, particularly in light of the Council's recent commitment to its Climate Change Emergency as referenced above and, furthermore, the Council's recently adopted Sustainable Design and Construction SPD considers a green roof to be a technique that can help with adaptation to climate change. Furthermore, the Council's draft Tree Strategy and draft Biodiversity Action Plan both promote additional green roofs, which are considered to play an important role in achieving sustainable development and afforded great weight in Para 131 of the NPPF which specifically promotes high levels of sustainability in decision making.

- 6.19 In summary, whilst the loss of the existing trees is acknowledged, the applicant has gone to great lengths to provide appropriate compensation. In this very specific instance, whilst acknowledging that the loss of these trees is not strictly in accordance with the development plan Policy EN12, officers consider this is outweighed by the very specific mitigation proposed including replacement mature tree planting (of the same species), further additional trees ensuring net gain and the wider landscaping proposals, which is considered to be a tangible planning benefit of the proposal, which is noted within the context of the overall planning balance, as detailed at the end of this report.
- 6.20 On balance, the proposals are considered in accordance with policies CC7, CC2 and EN1, EN3, EN6 and EN14 of the Reading Borough Local Plan 2019 as well as objectives 5 (Climate Adaptation) and 8 (The Role of New Developments) in the adopted Tree Strategy.

#### **Scale, Appearance, Design and Impact on Conservation Area**

- 6.21 The site lies within the Kendrick Road Conservation Area and as such there is a duty imposed by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requiring decision makers to have special regards to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 6.22 To reflect the above, Policy CC7 aims to preserve or enhance the character of the area in which a development is proposed in terms of layout, landscape, density, scale, height, massing, architectural detail and materials. Policy EN1 seeks to preserve or enhance the historic character and setting of heritage assets, Policy EN3 seeks that proposals within Conservation Areas must make a positive contribution to local character and distinctiveness and Policy EN6 seeks that new development will make a contribution to the historic character of the area by respecting and enhancing its architectural and visual qualities and considering how heritage considerations can influence the design of new development.
- 6.23 Paragraph 127 of the NPPF 2019 details that decisions should ensure that developments are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character including the surrounding built environment
- 6.24 Paragraph 193 of the NPPF 2019 details 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.

- 6.25 The Kendrick Road Conservation Area Appraisal notes that The Abbey School “boasts an attractive Victorian frontage to Kendrick Road and a large modern extension is an example of the successful integration of old and new. The extension has been successfully broken down into smaller units which are in sympathy with the scale and form of surrounding historic buildings while being unashamedly modern in concept and performance”.
- 6.26 Noting that the buildings behind the Victorian frontage (to the rear, east, of Kendrick Road) are all more modern, and as noted in the Appraisal, suitably designed modern extensions, in an appropriate location, are considered acceptable. It is the Kendrick Road elevation that comprises the remains of the original Victorian building and, in this instance, given that the proposed extensions would be confined to the modern buildings to the rear of the school, there would be no adverse effect on the historic front elevations.
- 6.27 Building heights within the school range between two and three storeys. As such, the proposed two storey building serving the dining hall (which would be below the height of the general teaching block and 6<sup>th</sup> form) and the three storey extension to the 6<sup>th</sup> form block, would be comparable with the massing of existing buildings, without appearing over dominant. Indeed, the 6<sup>th</sup> Form building would match the height of the general teaching block and, overall, the buildings would appear to complement each other in height. Furthermore, given the position of the proposed two storey building, infilling the courtyard area, this will not be readily visible from the wider public domain, and well-screened from internal and external views of the Conservation Area. The proposed extension to the 6<sup>th</sup> form and roof extension would be more readily visible, with a more direct view of this part of the school from Morgan Road to the south - which would be viewed across the extensive playing fields - and one of the University of Reading’s lecture/teaching blocks to the east. It is not considered that such views would be overtly disrupted over and above the current situation and when seen from all nearby vantage points the proposed scale and design, owing to a combination of height, the significant set back from the wider public realm and the high quality finished appearance envisaged (discussed further below), it is considered that the proposal has been satisfactorily designed so as to not result in any adverse harm to either views from the wider Conservation Area and is considered to acceptably respond to its context.
- 6.28 In terms of detailed design, the proposals would produce a very modern extension to the school, designed to be distinct, with no ‘competition’ between this new design element and the Victorian building. However, it would still incorporate brick to reflect the brick used on other school buildings, and brick is also a common material within the wider Conservation Area (residential houses). The tile-clad spandrel sections will also feature patterning taking inspiration from the local multi-coloured brickwork found in Reading, adding richness to the design, which is also considered to enhance the proposals.
- 6.29 The NPPF states that ‘Good design is a key aspect of sustainable development’ (Para 124) and that planning decisions should not ‘prevent or discourage appropriate innovation or change’ (Para 127). It is considered that securing high quality and inclusive design goes beyond aesthetic considerations and that decisions should address the connections between people and places. In this instance, whilst acknowledging the difference in aesthetic appearance, it is considered that the proposals would not detract from the character of the main historic building, rather it would highlight and reflect the building’s function and value as an education facility. Indeed, the proposals are considered to represent an acceptable compromise in linking the new elements proposed to both the

modern additions to the school without in any way detracting from the historic site frontage.

- 6.30 The proposed roof garden is considered to be an attractive feature in itself, as well as offering other biodiversity benefits discussed further below. The proposed glazed balustrading (which is considered necessary for safety purposes), would be softened by planting which would help to minimise the visual impact. It is noted that given its position above the dining hall, which would also be largely obscured by the 6<sup>th</sup> Form, it would not be readily visible from the wider public realm.
- 6.31 It is considered that the proposals would represent an enhancement of the existing school buildings and no harm is considered to arise either to the historic school frontage of other nearby listed buildings in the area. The Council's Historic Buildings Consultant has raised no objection to the scheme either in respect of the impact on the historic element of the school, nearby listed buildings or the Conservation Area.
- 6.32 The success of the scheme will, to some extent, rely on the quality of materials and the finer details and finish proposed. To ensure suitable quality of materials it is considered reasonable and appropriate to secure further details of the proposed materials by way of a suitable worded pre-commencement condition. More specifically, the proposals would result in less than substantial harm to the significance of the designated heritage assets and, when weighed against the benefits of the proposal (as outlined elsewhere in this appraisal), the proposals are considered to be appropriate in this regard. With the condition secured in relation to materials, as set out previously, this is another safeguard in protecting the nearby heritage assets, by helping to ensure that the detailing of the design helps to tie with the more contemporary buildings in the surrounding area.
- 6.33 In overall terms, and together with the proposed landscaping being secured via condition (as discussed elsewhere), the proposals are considered appropriate in all design and heritage regards, in compliance with policies CC7, EN1, EN3 and EN6 and the design approach taken, is considered a planning benefit in the overall planning balance for the scheme.

#### **Amenity for Nearby Occupiers**

- 6.34 Policy CC8 (Safeguarding Amenity) seeks to ensure development does not cause harm to the living environment of existing properties, in terms of loss of privacy, overlooking and visual dominance, amongst other things. Policy EN16 (Pollution and Water Resources) seeks to protect surrounding occupiers from the impact of pollution.
- 6.35 The proposals are set within the existing school site, to the rear, some significant distance (well in excess of 20m) from the nearest residential properties. As such, it is not considered that there would be any adverse effect on neighbouring properties in terms of loss of light, privacy or overbearing impact. Whilst the proposals are likely to be seen, no material loss of amenity is considered to occur.
- 6.36 The intention is not to increase in the number of pupils attending the school and the proposal would therefore be unlikely to result in any significant material harm to neighbouring occupiers in terms of noise or disturbance. Furthermore, Environmental Protection Officers have raised no concern in this respect.
- 6.37 The proposals do not introduce any new flood lighting. However, as it is proposed to move the existing flood lighting, this could change the impact that they have on nearby receptors. In this respect, Environmental Protection Officers consider that

a light-spread (lux) plan should be provided, confirming that the lux levels at the nearest receptors in each direction, will still be acceptable. The applicant has confirmed that they will be submitting a lux plan to demonstrate acceptability and details of which will be provided in the update report.

- 6.38 The school and all outdoor spaces are outside of the AQMA; so air quality levels to the school are considered to be acceptable. It is also noted that a travel plan is already in place and there would be no increase in staff or pupil numbers. Regarding cooking smells, a condition is recommended for details of any mechanical extraction to be submitted, in order to maintain neighbour amenity from food odours.
- 6.39 Conditions requiring the submission of a Construction Method Statement and restricting hours of construction work and prohibiting bonfires are also recommended to protect neighbouring amenity.
- 6.40 In overall terms the proposals are not considered to cause a significant detrimental impact to the living environment of existing residential properties or wider users of the area. The proposals are therefore considered to comply with policies CC8 and EN17 in particular.

#### Transport

- 6.41 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 related matters relating to development.
- 6.42 There are no changes proposed to the existing access and parking arrangements at the front of the school, with the proposals contained to the rear of the site. The 6<sup>th</sup> Form parking area located to the rear of the site currently provides 20 parking spaces. The application states that the existing chevron bay parking layout is cramped and makes turning difficult hence the proposals including the reconfiguration of the 6<sup>th</sup> form parking, resulting in the loss of 1 of the 4 netball courts. The relocated car park will still be accessed by the driveway to the south of the main buildings and will still be provided with 20 spaces, with no increase in parking spaces.
- 6.43 Policy CC6 (Accessibility and the Intensity of Development) says that scale and density of development will be related to its level of accessibility. The site is located within the town centre and therefore highly accessible by a range of transport options. The 20 parking spaces that would serve the development are existing and the proposals so not seek to increase this provision. These spaces are shared by 172 6<sup>th</sup> Form students. The proposals therefore are not considered to facilitate an intensification of vehicle movements to the site.
- 6.44 The Council's Local Transport Plan 3 Strategy 2011 - 2026 includes policies for investing in new infrastructure to improve connections throughout and beyond Reading which include a network of publicly available Electric Vehicle (EV) charging points to encourage and enable low carbon or low energy travel choices for private and public transport. Policy TR5 of the Local Plan also states that "*Within communal car parks for residential or non-residential developments of at least 10 spaces, 10% of spaces should provide an active charging point.*" In view of this, 10no. new electricity charging points are being provided to ensure that electric vehicles have sustainable means of fuelling, which is appropriate.

- 6.45 The existing cycle parking will remain in its existing location adjacent to the school minibus parking area to the south of the main school buildings. Given that the proposals do not result in an increase in staff or student numbers at the school, this is acceptable.
- 6.46 A vehicle access point exists to the North of the playing fields, via Acacia Road and Redlands Road to the East. Deliveries and other servicing activity will continue to take place via Acacia Road as per the existing arrangements, which is acceptable.
- 6.47 There is an existing travel plan in place of the 4 campuses, with a separate travel plan under this application specifically for the proposed extension. In view of the above, the proposals are considered to be acceptable in respect of transport matters subject to conditions in respect of a construction method statement, vehicle parking and electric vehicle charging points.

### **Ecology**

- 6.48 Policy EN12 (Biodiversity and the Green Network) states that development proposals should retain, protect and incorporate features of biodiversity.
- 6.49 The Council's Ecology Consultant agrees with the findings of the submitted Preliminary Ecological Appraisal that the building is unlikely to host bats with no habitats nearby likely to be affected. Indeed, the Ecologist considers that the four Scots Pines trees proposed to be removed are very unlikely to be suitable for use by roosting bats.
- 6.50 Further to the above, Policy EN12 seeks that development should provide for a net gain in biodiversity wherever possible. The existing site is limited due to the existing built form and use of the building. Notwithstanding, a number of ecological enhancements are proposed, including:
- Biodiverse green roof
  - At least 3 bird nesting boxes on site
  - At least 3 bat boxes on site
  - External lighting in line with BCT (Bat Conservation Trust) guidelines
  - Native or fruiting and flowering plant species
  - A stag beetle logger
  - Hedgehog corridors
- 6.51 These are welcomed as positive biodiversity enhancements and considered to be a tangible planning benefit of the proposal, which is noted within the context of the overall planning balance, as detailed at the end of this report. Full details will be secured by way of suitably worded conditions. The biodiversity enhancements shall thereafter be installed as approved, as supported by policy EN12 and the NPPF.

### **Sustainability and SuDS**

- 6.52 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 over 1,000m<sup>2</sup> should consider the inclusion of combined heat and power plant (CHP) or other form of decentralised energy provision.
- 6.53 A number of sustainability measures have been highlighted in the Design and Access Statement which is welcomed. Notwithstanding, as a major application for

non-residential development, the proposals would be required to meet a BREEAM 'Excellent' standard where possible. A BREEAM Pre-Assessment has been undertaken and the proposed new build element of the development is to achieve a 'Very Good' rating. Whilst the site is currently considered to achieve a score of 58% within this rating, measures have been detailed to increase the score to 62.7%, within the 'Very Good' rating. Whilst acknowledging that this is short of the policy requirement, supporting Para 4.1.4 of the policy CC2 confirms that "some types of development, such as industrial uses, warehouses and schools might find it more difficult to meet these standards. In these cases, developments must demonstrate that the standard to be achieved is the highest possible for the development, and at a minimum meets the BREEAM 'Very Good Standard'. In light of this, and provided that the required pre- and post- BREEAM energy efficiency conditions are attached to achieve the anticipated level of compliance, Officers are satisfied that the requirements of the policy can be achieved.

- 6.54 The supporting information also includes a Sustainability Statement and Energy Statement. These reports follow the most recent policies and Sustainable Design and Construction SPD guidance applying the recognised energy hierarchy of 'be lean', 'be clean' and 'be green'. This has been achieved with the design of the building incorporating high standards of insulation to minimise energy use and using low carbon technologies.
- 6.55 In terms of decentralised energy, the applicant has set out that the use of Combined Heat and Power is not feasible as there is no thermal demand and the use of gas CHP is not considered to offer any carbon savings. However, the development seeks to reduce carbon emissions by utilising fabric energy efficiency measures ('be lean'), with other measures proposed to reduce overheating and the need for cooling ('be clean'). Furthermore, solar photovoltaic panels and an air source heat pump are proposed leading to a reduction of carbon emissions of 36.9% over Building Regulations Part L.
- 6.56 On balance, officers are satisfied that the proposals demonstrate a good standard of sustainability and adhering to reducing carbon off-setting which is considered to be a positive benefit of the scheme.
- 6.57 An interim drainage note in respect of SuDs has also been submitted as part of the application. This has been reviewed by the Local Flood Authority (RBC Transport) and it is considered that a detailed assessment should be provided to establish that the run off rate from the development will not exceed the existing. It is considered that this can be dealt with by way of a suitably worded condition.
- 6.58 The comments of Thames Water are noted and can be addressed by their suggested informative.

#### **Other Matters**

##### **Employment, Skills and training Plan**

- 6.59 As the scheme falls within the Major category it would be required to provide an Employment Skills and Training Plan for the 'Construction Phase', or equivalent financial contribution. In this instance the applicant has specified their intention to provide a site specific ESP. The exact form is, at the time of writing, under discussion with Reading UK CIC (who delivers ESPs on the behalf of the Borough Council). It is proposed, in this instance, for this to be dealt with by way of a suitably worded condition rather than secured through s106 legal agreement.

##### **Accessibility**

- 6.60 The proposed new 6<sup>th</sup> form entrance would provide step-free access into the



building, as well as lift access and emergency egress provided, with step-free exit to the ground floor. Accessible toilets will be provided on all floors and the car park has two disabled car parking spaces.

#### CIL

- 6.61 CIL would apply to the proposals, subject to the usual reliefs or exemptions set out in the CIL Regulations. In this respect, although the proposed scheme would be CIL liable development, because education facilities attract a zero CIL charge in the Borough there would be no CIL payable for this scheme.

#### Pre-commencement conditions

- 6.62 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. At the time of writing a response is awaited from the applicant in terms of agreement to pre-commencement conditions. If appropriate, a response will be reported in an update report prior to committee.

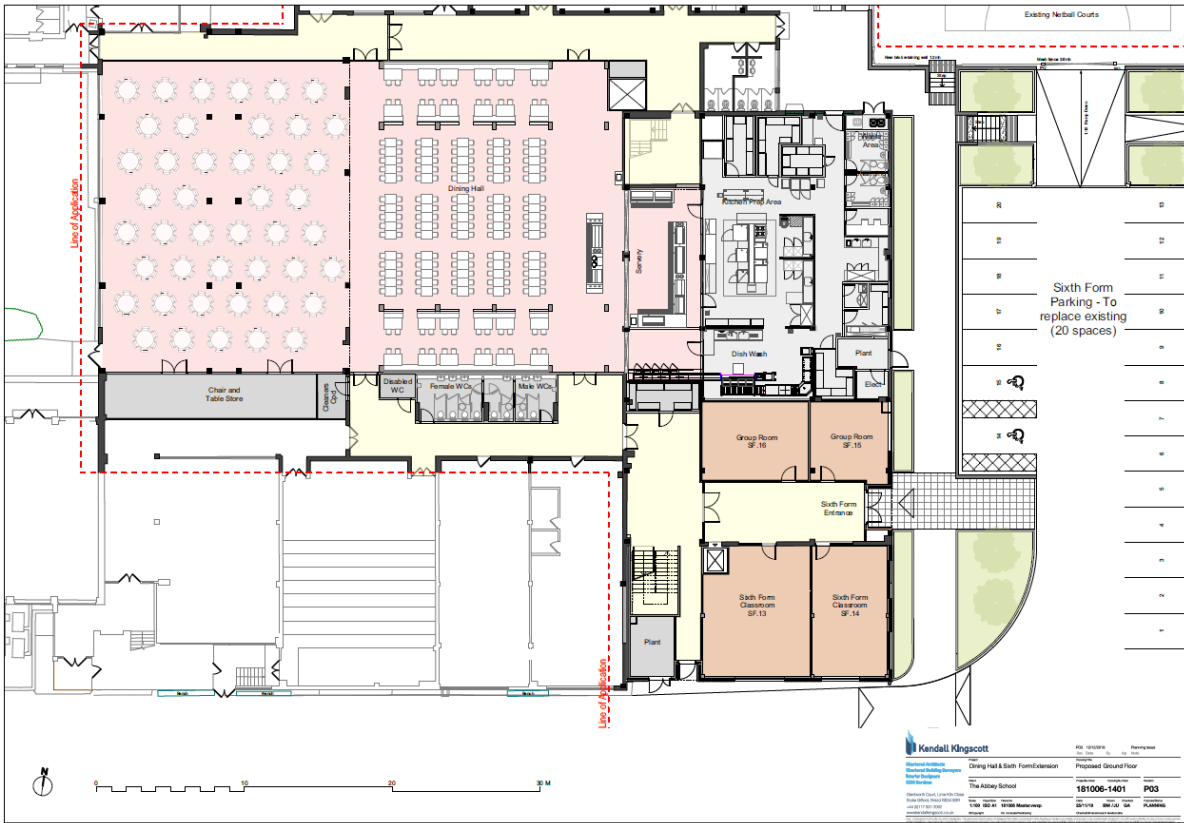
#### Equalities Impact

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

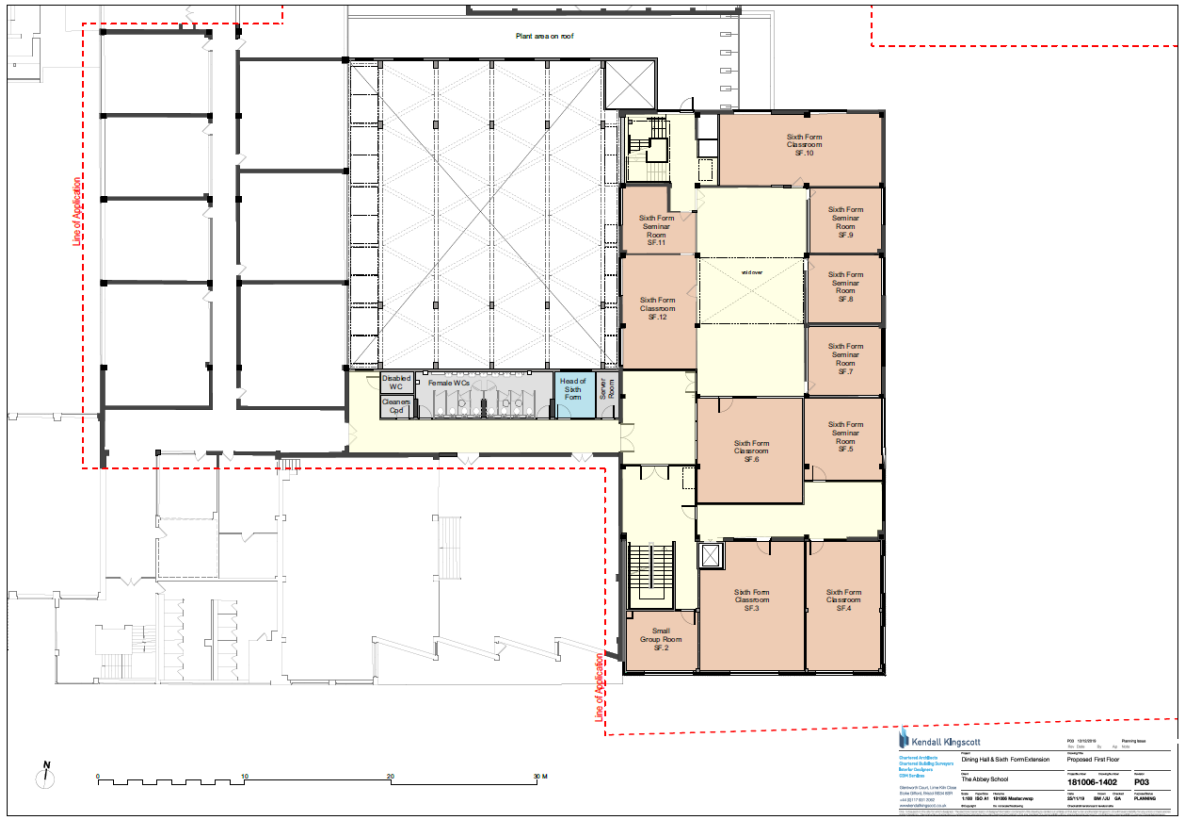
### **7. Overall Planning Balance and Conclusion**

- 7.1 As detailed at the outset of the assessment, the application is required to be determined with the development plan unless material considerations indicate otherwise. From the assessment above the main issue is whether the loss of the four Scots Pines associated with the proposals is sufficiently outweighed by the benefits of the scheme.
- 7.2 The proposed development would provide better education facilities in terms of quality and quantity that would not only be of benefit to the existing school itself, but to some extent the wider community too. There are also wider sustainability benefits including a reduction in carbon emissions and thus supporting the Council's commitment to a Climate Change Emergency; the biodiversity enhancements where currently there are few, and the net gain of trees to help increase canopy cover across the Borough. Furthermore, the appearance and detailed design of the scheme is supported and subject to various conditions, would not result in significant adverse impact on nearby occupiers. As detailed in the above appraisal, these aspects of the scheme are considered to be tangible planning benefits.
- 7.3 Provision of a better quality of accommodation/additional space for those existing pupils is also likely to be essential in light of the current Covid 19 crisis and reinforces the value of, and increased need for, space. This would appear particularly pertinent with schools currently implementing strict social distancing measures to keep children and staff safe. The proposals offer an opportunity to provide a more adaptable use of space, as well as access to external environments, including the roof garden.
- 7.4 When applying an overall critical planning balance of all material considerations, the benefits of the proposals, including acceptable means of mitigation in this

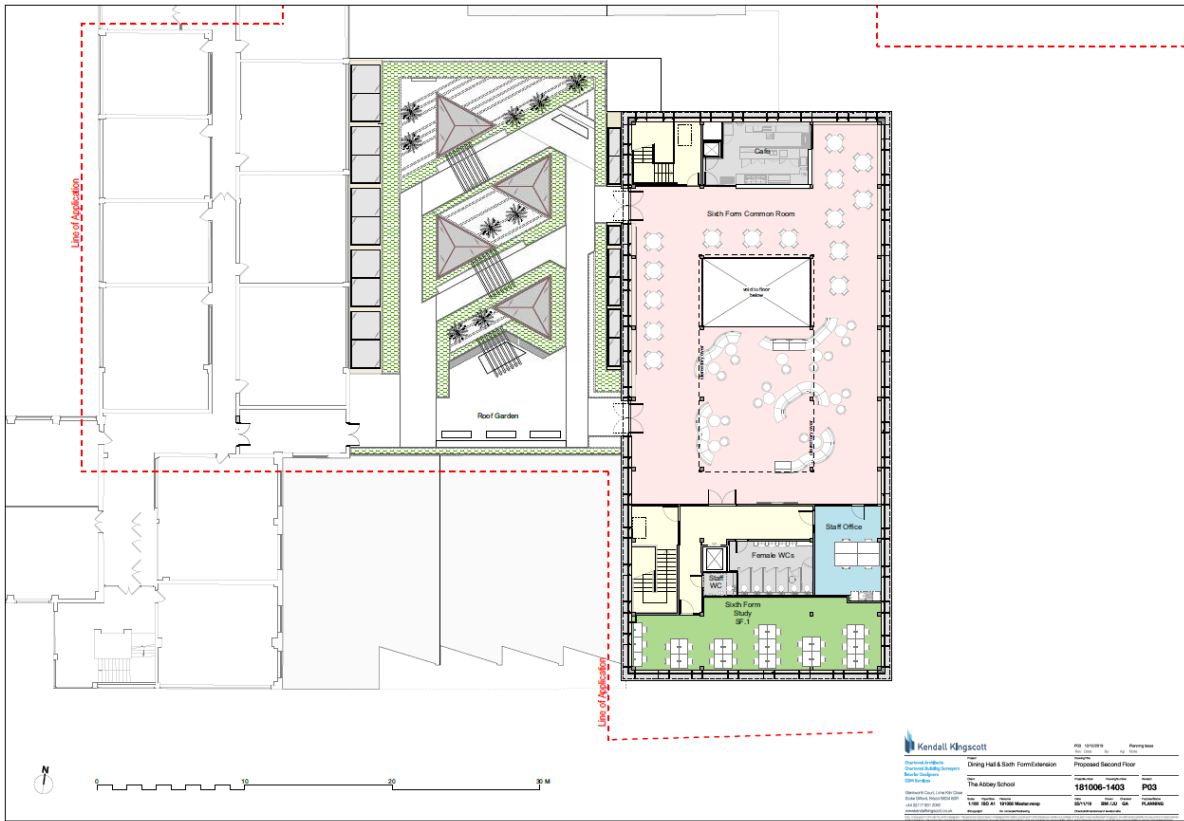




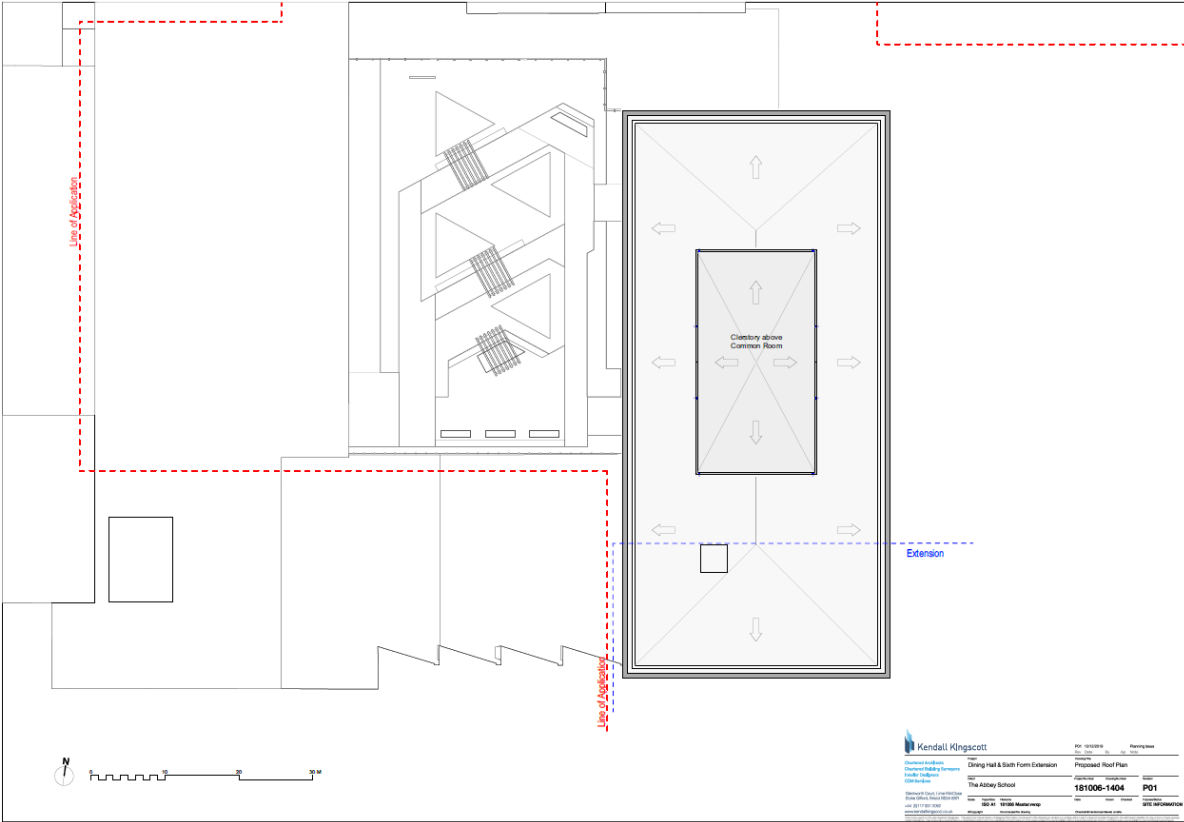
Proposed Ground Floor Plan



Proposed First Floor Plan



Proposed Second Floor Plan



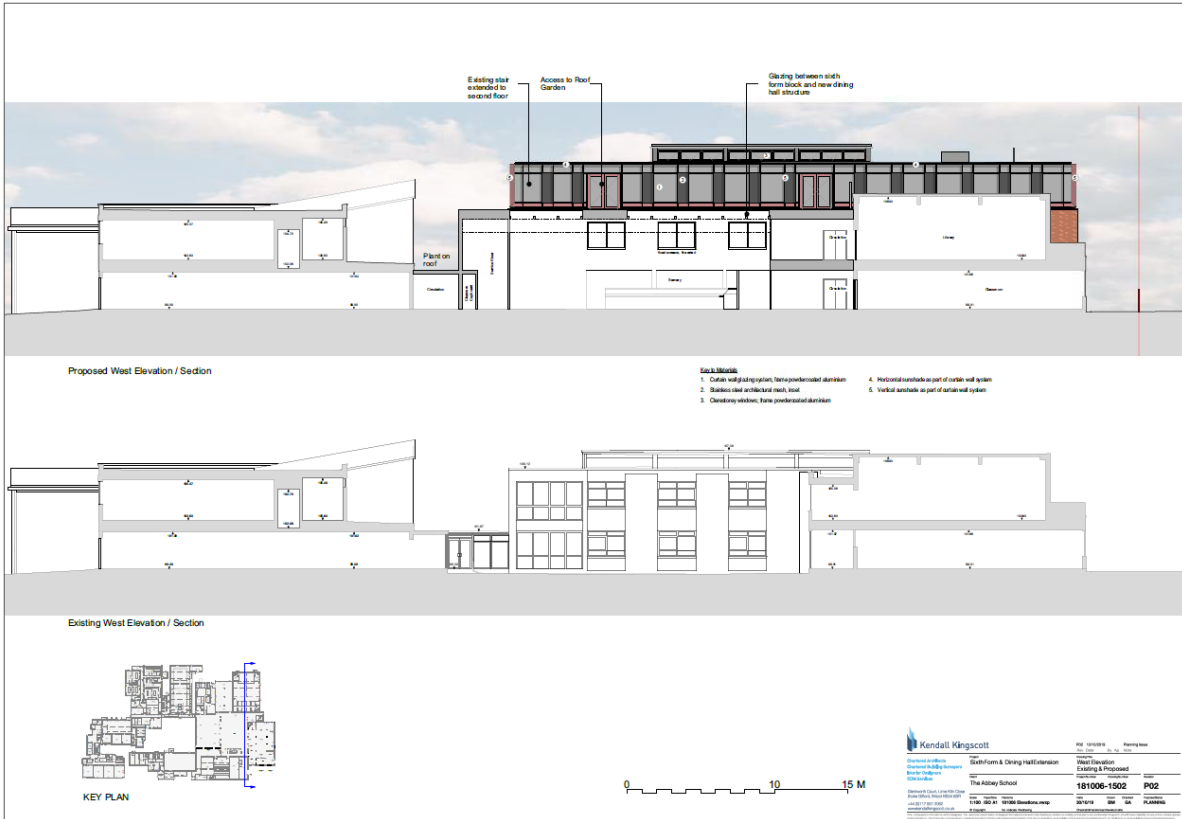
Proposed Roof Plan



East Elevation Existing and Proposed



South Elevation Existing and Proposed



West Elevation Existing and Proposed