

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

Direct ☎ : 0118 9372112

7 July 2020

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

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 15 JULY 2020

A meeting of the Planning Applications Committee will be held on Wednesday, 15 July 2020 at 6.30 pm. This will be an Online meeting via Microsoft Teams. The Agenda for the meeting is set out below.

AGENDA	ACTION	WARDS AFFECTED	PAGE NO
1. MINUTES	-		7 - 10
2. DECLARATIONS OF INTEREST	-		
3. QUESTIONS	-		
4. APPLICATIONS DETERMINED UNDER NEW DELEGATED AUTHORITY	Information	BOROUGHWIDE	11 - 12
5. PLANNING APPEALS	Information	BOROUGHWIDE	13 - 16
6. APPLICATIONS FOR PRIOR APPROVAL	Information	BOROUGHWIDE	17 - 20
7. TOWN & COUNTRY PLANNING (PERMITTED DEVELOPMENT AND MISCELLANEOUS AMENDMENTS) (ENGLAND)(CORONAVIRUS) REGULATIONS 2020 (SI 2020 NO. 632)	Information	BOROUGHWIDE	21 - 28

PLANNING APPLICATIONS TO BE DETERMINED

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

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|------------|--------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------|---------|
| 8. | 200512/FUL - WESTFIELD ROAD
RECREATION GROUND, WESTFIELD
ROAD, CAVERSHAM | Decision | CAVERSHAM | 29 - 42 |
| | Proposal | Retention of fenced off area of the Westfield Park Recreation
Ground for educational use during school hours for use by the Heights Primary
School until 31st August 2021 | | |
| | Recommendation | Application Permitted | | |
| 9. | 200564/FUL - THE HEIGHTS
PRIMARY SCHOOL, 82 GOSBROOK
ROAD, CAVERSHAM | Decision | CAVERSHAM | 43 - 64 |
| | Proposal | Retention of two modular school accommodation blocks (Use Class D1) and
associated facilities for use by the Heights Primary School until 31st August 2021 | | |
| | Recommendation | Application Permitted | | |
| 10. | 200742/VAR - LAND ADJACENT, 5
IAN MIKARDO WAY, CAVERSHAM | Decision | CAVERSHAM | 65 - 70 |
| | Proposal | Application for removal or variation of condition 2 following grant of planning
permission. (182031) | | |
| | Recommendation | Agree | | |
| 11. | 200757/REG3 - 67 LYNDHURST
ROAD, TILEHURST | Decision | KENTWOOD | 71 - 76 |
| | Proposal | Single storey side extension to provide a single bedroom. | | |
| | Recommendation | Application Permitted | | |

GUIDE TO PLANNING APPLICATIONS Agenda Annex

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

14. MINUTES

The Minutes of the meeting held on 3 June 2020 were agreed as a correct record.

15. APPLICATIONS DETERMINED UNDER NEW DELEGATED AUTHORITY

The Executive Director of Economic Growth and Neighbourhood Resources submitted a report giving details of the outcome of two planning applications that had been decided by officers since 21 May 2020, under the extended delegated authority to the Deputy Director of Planning, Transport and Regulatory Services to determine applications and 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.

16. 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 a planning appeal, 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 a report on the following appeal decisions in Appendix 3:

191330/PNN & 191787/PNN - ONC HOUSE, 68 ST JOHNS ROAD, CAVERSHAM

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.

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)

Written representations.

Appeals dismissed.

Resolved -

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

17. APPLICATIONS FOR PRIOR APPROVAL

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

Resolved - That the report be noted.

18. 200147/HOU - 30 ADDISON ROAD

Erection of single storey rear extension (part retrospective)

The Executive Director of Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which had appended the Planning Inspectors' reports for a planning appeal (in relation to a previous application 190062/HOU) and an enforcement appeal relating to this property, and corrected a typographical error in the main report.

Resolved -

That application 200147/HOU be refused for the reasons set out in the report.

19. 200061/FUL - THE ABBEY SCHOOL, KENDRICK ROAD

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 24 JUNE 2020

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.

The Director of Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which set out clarification on the glazing proposed to the 6th Form rooftop extension and on the proposed green roof and separate roof garden. The report also gave an update on light levels and parking arrangements and set out corrections to the original report. An additional condition regarding a Landscape and Ecology Management Plan was recommended.

Comments were received and considered.

Resolved - That planning permission for application 200061/FUL be granted, subject to the conditions and informatives as recommended in the original report, with the additional condition and the amendment to the materials condition to specify glazing details to be approved as recommended in the update report.

(The meeting started at 6.30 pm and closed at 7.09 pm)

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	15 th July 2020		
TITLE:	OUTCOME FOR APPLICATIONS THAT PREVIOUSLY MIGHT HAVE COME TO COMMITTEE BUT WERE DETERMINED BY OFFICERS UNDER NEW DELEGATED AUTHORITY		
AUTHOR:	Julie Williams & Richard Eatough		
JOB TITLE:	PLANNING MANAGER (acting) & Team Leader	E-MAIL:	Julie.williams@reading.gov.uk Richard.eatough@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To advise Committee of the outcome for those applications that, following the agreement at Policy Committee on 27 April 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.
- 1.2 However no such decisions have been made at the time of preparing this report.

2. RECOMMENDED ACTION

- 2.1 That you note the report. There have been no such 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 an application fails to comply with 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 determine 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. Officer will also include in the list those applications that had been called in but then agreed by the relevant councillors could be decided by officers. There is no report this time.

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

27th April 2020 Policy Committee Minutes

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	15 th July 2020	AGENDA ITEM:	
TITLE:	PLANNING APPEALS		
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	Acting Planning Manager	E-MAIL:	Julie.Williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

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

2. RECOMMENDED ACTION

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

3. INFORMATION PROVIDED

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

4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Defending planning appeals made against planning decisions contributes to producing a sustainable environment and economy within the Borough and to meeting the 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

WARD: CAVERSHAM
APPEAL NO: APP/E0345/D/20/3252944
CASE NO: 20288
ADDRESS: 360 Gosbrook Road
PROPOSAL: Proposed single storey rear extension, following demolition of part of the existing extensions.
CASE OFFICER: David Brett
METHOD: Written Representations
APPEAL TYPE: Householder Appeal
APPEAL LODGED: 15.06.2020

WARD: PARK
APPEAL NO: APP/E0345/W/20/3253531
CASE NO: 200169
ADDRESS: 35 Norris Road
PROPOSAL: Change of use from a C3 dwellinghouse to a small HMO (C4).
CASE OFFICER: Alison Amoah
METHOD: Written Representations
APPEAL TYPE: Full application Appeal
APPEAL LODGED: 22.06.2020

APPENDIX 2

Appeals Decided:

None this time.

APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

No reports this time.

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	15th July 2020	AGENDA ITEM:	
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Julie Williams & Richard Eatough		
JOB TITLE:	PLANNING MANAGER (acting) & Team Leader	E-MAIL:	Julie.williams@reading.gov.uk Richard.eatough@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

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

2. RECOMMENDED ACTION

- 2.1 That you note the report.

3. BACKGROUND

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

4 TYPES OF PRIOR APPROVAL APPLICATIONS

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

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

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

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

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

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

5. CONTRIBUTION TO STRATEGIC AIMS

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

6. 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 £1,310,376.

(Office Prior Approvals - £1,188,161: Householder Prior Approvals - £76,932: 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 - £3138: Householder Prior Approvals - £770

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 11th June 2020

Type:	How many received since last report:	Loss in possible fee income:
Householder Prior Approvals	7	£770
Office Prior Approvals	1	£3138
Shop to Restaurant Prior Approval	0	0
Retail Prior Approvals	0	0
Demolition Prior Approval	0	0
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	3	N/A
TOTAL	11	£3908

Table 2 - Applications decided since 11th June 2020

Type:	Approved	Refused	Not Required	Withdrawn
Householder Prior Approvals	0	0	1	2
Office Prior Approvals	0	0	0	0
Shop to Restaurant Prior Approval	0	0	0	1
Retail Prior Approvals	0	0	0	0
Demolition Prior Approval	0	0	0	0
Solar Equipment Prior Approval	0	0	0	0
Light Industrial to Residential Prior Approval	0	0	0	0
Prior Notification/ Other	0	0	0	0
Shop to Assembly & Leisure Prior Approval	0	0	0	0
Telecommunications Prior Approval	1	0	0	0
TOTAL	1	0	1	3

READING BOROUGH COUNCIL
REPORT BY DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	15 th July 2020		
TITLE:	Town & Country Planning (Permitted Development and Miscellaneous Amendments) (England)(Coronavirus) Regulations 2020 (SI 2020 No. 632)		
AUTHOR:	Julie Williams		
JOB TITLE:	PLANNING MANAGER (acting)	E-MAIL:	Julie.williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 A report was presented to Planning Applications Committee in January 2019 to advise that the Ministry of Housing, Communities and Local Government (MHCLG) was consulting making a number of changes to permitted development rights and use classes. Members agreed at that meeting to send our comments, which were generally opposed to the changes as they were set out.
- 1.2 In June 2019 a further report was presented to PAC to explain the outcome of the consultations.
- 1.3 The Town & Country Planning (Permitted Development and Miscellaneous Amendments) (England)(Coronavirus) Regulations 2020 (SI 2020 No. 632) introduces Regulations 20 and 21 to amend Parts 4 and 12 of the GPDO relating to temporary use of open spaces, which came into force on 25/06/2020.
- 1.4 SI 2020 No. 632 also amends some of the changes of use permitted development criteria in Part 3 of the GPDO to require that residential units are provided with access to natural light. Finally, a new part to the GPDO is introduced (Part 20) to allow existing blocks of flats to be extended upwards for residential purposes. These regulations come into force on 01/08/2020.
- 1.5 This report provides more detail on these changes and provides commentary on how officers view them.

2.0 RECOMMENDED ACTION

- 2.1 That the Committee notes the report.

3. THE CHANGES

Changes to Parts 4 and 12 of the GPDO

- 3.1 Part 4 relates to temporary changes of use. A new class BA is introduced to allow the additional temporary use of land for any purpose for up to 28 days during the 6 month period from 01/07/2020 to 31/12/2020.
- 3.2 Part 12 relates to development by local authorities. A new class BA is introduced to Part 12 to allow the temporary use of land for the purposes of "holding a market" by,

or on behalf of, a local authority during the 9 month period from 25/06/2020 to 23/03/2021.

- 3.3 In both cases the new rights also cover the erection of moveable structures such as stalls or a marquee associated with the use. The rights are time-limited and in respect of Part 4 will cease to have effect from 1 January 2021 and for Part 12 will cease to have effect from 23rd March 2021.
- 3.4 Also in both cases the new rights are in addition to the existing permitted development right for the temporary use of land in Class B of Part 4 of Schedule 2 of the General Permitted Development Order. Under existing rights, developers can use their allowance of up to 28 days for any purpose, of which up to 14 days can be to hold a market or for motor car and motorcycle racing. Now, in addition, the new right in Class BA of Part 4 provides an additional allowance of 28 days for any purpose, of which up to 14 days can be to hold a market or for motor car and motorcycle racing, from 1st July 2020 to 31st December 2020. The explanatory memorandum confirms that *"This effectively allows land to be used for any purpose without an application for planning permission for 56 days, of which 28 days can be to hold a market or for motorsports, until 31 December 2020. If the developer is also a local authority, then in addition to using their allowance under Class B and Class BA of Part 4 to use land any purpose, they can also use Class BA of Part 12 of Schedule 2 to hold a market for any number of days until 23rd March 2021."*

New Part 20 Class A

- 3.5 This new Permitted Development right provides for the construction of up to two additional storeys of new dwellinghouses on top of a purpose-built detached block of flats in addition to:
- (a) **Engineering operations** that are *"necessary to construct the additional storeys and new dwellinghouses"*.
 - (b) The replacement of **existing plant** or the installation of **additional plant** (on the roof of the extended building) that is *"reasonably necessary to service the new dwellinghouses"*.
 - (c) The construction of *"appropriate and safe access and egress to the new and existing dwellinghouses, including means of escape from fire, via additional external doors or external staircases"*.
 - (d) The construction of *"storage, waste or other ancillary facilities"* that are *"reasonably necessary to support the new dwellinghouses"*.
- 3.6 This permitted development right cannot be used on a building:
- less than 3 storeys in height (above ground level).
 - constructed before 01/07/1948 or after 05/03/2018.
 - converted under Part 3 Classes M, N, O, P, PA, or Q of the GPDO.
 - if it lies in Article 2(3)¹ land, is in a Site of Special Scientific Interest (SSSI), is a listed building, scheduled monument, safety hazard area, or military explosives storage area or lies within 3km of an aerodrome.
- 3.7 There are 12 main requirements of this Class with the more significant ones being that the new dwellings must be "flats", the additional storeys must be constructed on the "principal part" of the building, the height of the roof of the extended part of the building cannot be greater than 7m higher than the "highest part of the existing

¹ Article 2(3) land includes Conservation Areas, AONB, the Broads; National Parks; and a World Heritage Site.

roof and the overall extended building (not including plant)" cannot be greater than 30m in height.

- 3.8 The developer will have to apply for prior approval to the LPA with respect to the following issues:
- Transport and highways impacts.
 - Contamination risks.
 - Flooding risks.
 - the provision of adequate natural light in all habitable rooms of the new dwellinghouses
 - impact on the amenity of the existing building and neighbouring premises including overlooking, privacy and the loss of light
 - External appearance of the building.
 - Air traffic and defence asset impacts.
 - Impact on a protected view identified in the "Directions Relating to Protected Vistas" dated 15/03/2012. (this relates to London but needs to be clarified if
- 3.9 The development needs to be completed within 3 years from the date on which the developer successfully completes the prior approval process (and the developer needs to notify the LPA after completion with two standard conditions. The first stating that any new dwellinghouse must be used as a C3 "dwellinghouse" and for no other purpose. The second stating that, before beginning the development, the developer must provide the LPA with "a report for the management of the construction of the development, which sets out the proposed development hours of operation and how any adverse impact of noise, dust, vibration and traffic on occupiers of the building and adjoining owners or occupiers will be mitigated.
- 3.10 The new Part 20, unlike other prior approval applications as set out in the GPDO, does not set a deadline for determining this type of application. Therefore, the developer cannot assume that they have completed the prior approval process as a result of the LPA failing to issue a decision within the standard deadline of 8 weeks. Article 7(b) of the GPDO sets out that, where no time period is specified within Schedule 2 of the GPDO, the LPA must issue the decision "within a period of 8 weeks" unless the developer and the LPA can agree a "longer period" as allowed by article 7(c)). However, this does not mean that the development can proceed if the LPA fails to issue a decision. The explanatory memorandum confirms; *"The local planning authority is required to make a decision on an application for prior approval under the right within 8 weeks. The right does not provide a default deemed consent if the local planning authority fails to make a decision within this time, reflecting the significance of the matters under consideration including the potential impacts of the proposed development on the amenity of neighbours. If a decision has not been made within 8 weeks there is a right of appeal to the Secretary of State for non-determination of the prior approval application"*.

Other changes

- 3.11 The existing suite of prior approval developments and permitted development rights are set out in Part 3 - Changes of Use of the GDPO. There are amendments to all categories that permit new residential development to ensure that these new homes can provided natural light to habitable rooms for the occupants. From now on prior approval decisions will need to assess floor plans to ensure there will be adequate natural light in all habitable rooms. The applications must therefore be accompanied by detailed floor plans indicating the dimensions and proposed use of each room, the

position and dimensions of windows, doors and walls, and the proposed elevations of the homes. Local planning authorities are expected to exercise their planning judgement when considering the detailed floor plans and elevations in their assessment of adequate natural light in habitable rooms. Local planning authorities are required to refuse prior approval applications where inadequate natural light is provided.

3.12 On 30th June, the Prime Minister outlined his approach to address the negative impacts of Covid-19, intending to “build, build, build”. Many of the measures were announced by the Ministry of Housing, Communities and Local Government in March and are included in the Business and Planning Bill 2020 due to be enacted on 20 July:

- Extension of planning permission deadlines, so that permissions due to expire by 31 December 2020 and those that have expired since 23 March will be automatically extended to 1 April 2021.
- a building with a retail use could be permanently used as a café or office, without requiring planning permission
- planning permission would not be required to demolish and rebuild vacant and/or redundant residential commercial and residential buildings, if they are rebuilt as homes
- an extension of planning permissions and consents, by extensions of time, to implement those that have lapsed during lockdown to 1st April 2021 (subject to requiring additional environmental approval - LPA’s would ensure that requirements for Environmental Impact Assessments and Habitats are met

3.13 These measures are to come in to force from September. The government has announced that further guidance on these measures will be provided via a policy paper, to be published in July. If this information is available in time for 15 July’s meeting a supplementary report will be provided in the Update Pack.

4. OFFICER COMMENTARY ON THE CHANGES

4.1 The changes to allow more use of external spaces makes sense as a response to allowing businesses to re-open and events to take place while remaining aware that the coronavirus is still a threat. It is complementary to changes coming in with the Business & Planning Bill to make applying for pavement licences more streamlined.

4.2 On the bright side it will mean that officers will have more time to deal with the complicated prior approval assessment process for extending on top of existing blocks of flats. I have yet to confirm what the application fee will be for these Part 20 applications will be. We are told that ***“Regulations to set a fee per dwelling, which will reflect the consideration required for a prior approval application compared with a full planning application, will be brought forward at an early opportunity to offset local authorities’ costs of considering these applications.*** but I am confident that it will not begin to cover the costs of processing them.

4.3 For example, Part 20 includes a condition requiring the developer to provide a report on how the impacts of the construction on the occupiers of the existing block of flats and adjoining buildings will be mitigated. Sub-paragraph 12 confirms that the local planning authority must give notice of the proposed development—
(a) by site display in at least one place on or near the land to which the application relates for not less than 21 days of a notice which

- (i) describes the proposed development;
 - (ii) provides the address of the proposed development; and
 - (iii) specifies the date by which representations are to be received by the local planning authority;
- (b) by serving a notice in that form on all owners and occupiers of the flats within existing block of flats; and
- (c) by serving a notice in that form on any adjoining owner or occupier.
- The administrative cost of this consultation process alone could be substantial.

4.4 It has also been spotted that the condition referred to in para 3.9 above requiring the developer to submit a report for the management of the construction of the development, which sets out the proposed development hours of operation and how any adverse impact of noise, dust, vibration and traffic on occupiers of the building and adjoining owners or occupiers will be mitigated does not include any requirement for the LPA to approve the report or require the developer to carry out the development in accordance with the report. It will be difficult to enforce should the developer not comply with a report that has not been authorized as being acceptable.

4.5 The consultation last year was looking at options for building upwards. For residential and certain commercial premises, it was proposed to either allow building up to the height of the highest roofline in a terrace; or to the height of the prevailing roofline in the locality. A third option was to allow additional storeys to be built on top of existing purpose-built free-standing blocks of flats over 5 storeys. It is a blessing that only building on top of existing blocks of flats has been progressed and that it is limited to 2 storeys with a maximum increase of 7 metres in height overall (plant etc on top of this where needed). It also only applies to purpose-built blocks of flats (so office blocks converted to residential use will not benefit) and those built between 1948 and March 2018.

4.6 Officers will provide information on these types of applications within the standing report on all other prior approval applications that appears in the agenda for Planning Applications Committee.

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 use of open space to run events and to host markets and the building on top of existing blocks of flats can be accepted as making best use of existing space and efficient use of land. In terms of the additional flats it remains to be seen if the intensification of use achieves environmental protection and improvement objectives.

6. CONTRIBUTION TO STRATEGIC AIMS

6.1 The changes to permitted development rights for use of outdoor areas will contribute 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 infrastructure to support the economy.”
- It will also complement the Council’s approach to the recovery from the Covid Pandemic (as reported to Policy Committee 22 June 2020).

6.2 The extending upwards for residential use brought about through the prior approval process described above will be beyond the control or influence of the Council’s adopted policies and Supplementary Planning Documents. While officers will rely on these policies and guidance when assessing those elements that we can consider when determining this sort of application, it will not be possible to confirm how or if these schemes will contribute to the strategic aims of the Council.

7. COMMUNITY ENGAGEMENT AND INFORMATION

7.1 There is no requirement or facility for community engagement or public consultation for works which are carried out as PD. Statutory consultation takes place in connection with applications for prior-approval as specified in the Order and as 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 this report.

9. LEGAL IMPLICATIONS

9.1 There may be other restrictions on the use of land for events, trading or markets (such as charters or covenants) so interested parties will need to seek their own legal advice before benefitting from the temporary permitted development rights under Class 4 & 12.

9.2 For prior approval applications legal advice is sometimes needed to verify that a property meets the criteria for benefitting from this regime and as above, there may be other restrictions or covenants that might prevent a third party from building upwards. Building regulations will also need to be met.

10. FINANCIAL IMPLICATIONS

10.1 It is not known at this stage what the financial implications will be for the Council arising from the temporary open-air permitted development rights.

10.2 Prior approval applications for new development were introduced in May 2013 in place of applications for full planning permission. Since then officers have been

providing an estimate of the loss of fee income assuming that full planning applications might have been submitted if the prior approval regime did not exist.

- 10.3 It is difficult to predict how many developers will be interested in top hatting blocks of flats given the additional construction costs involved. The indications are that the fee for Part 20 applications will be based on the number of dwellings created - the current planning application fee per dwelling is £462 so it is hoped that the fee charged will be at this level to reflect the work required of LPA.s to process the applications.
- 10.4 Officers have commented in the standing prior approval report on this agenda that “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”. However, given the information required from the applicant, the consultations and the assessments that officers will need to make, such as reading objections received, considering impacts on neighbours and on wider views, it is anticipated that officers will be carrying out almost the same amount of work as they would do for a planning application.
- 10.5 The new dwellings created will be CIL liable.

Background

- SI 2020 No. 632 - The Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020 <http://www.legislation.gov.uk/uksi/2020/632/contents/made>.
- Business & Planning Bill - <https://services.parliament.uk/Bills/2019-21/businessandplanning.html>

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 15th July 2020

Ward: Caversham

Application No.: 200512/FUL

Address: Westfield Road Recreation Ground Westfield Road Caversham Reading

Proposal: Retention of fenced off area of the Westfield Park Recreation Ground for educational use during school hours for use by the Heights Primary School until 31st August 2021

Date valid: 15th April 2020

Target Decision Date: 10th June 2020 Extension of Time Date: 17th July 2020

RECOMMENDATION

GRANT temporary planning permission subject to the following conditions:

Conditions:

1. No later than 31 August 2021 all fencing, gates and associated ancillary structures shall be removed from the site (including removal of any tarmac/asphalt or other hardstanding areas) and the site shall be left in a clean and tidy condition.
2. In accordance with approved plans
3. In accordance with approved materials
4. Educational use of the land shall not operate outside of 1040 to 1530 hours Monday to Friday only
5. Prior to removal of the structures and hard surfacing from the site an arboricultural method statement to demonstrate how the trees on and adjacent to the site will be protected during removal and reinstatement works. No removal of buildings or reinstatement works to take place other than in accordance with the approved method statement.
6. No later than 6 months from the date of this permission, submission and approval of a reinstatement scheme for the land and implementation of the scheme no later than 30th September 2021

Informatives:

1. Positive and proactive requirement
2. Terms and conditions
3. Works affecting the Highway

1. INTRODUCTION

- 1.1 The application site consists of an approximately triangular area of land of some 1,930 square metres towards the South-East of Westfield Road Playing Fields in Caversham. The site is relatively flat and laid to grass. There is a line of trees along

the east and southern edges of the site and the diagonal path from Gosbrook Road to Westfield Road bounds the west/south-western side of the site.

- 1.2 The land is currently fenced off from the rest of Westfield Road playing fields and is in use as a playground for use by the temporary heights school following grant of a temporary planning permission (ref. 181035) in 2018. In line with the planning permission for siting of the temporary school adjacent to the playing fields (ref. 180552) the planning permission for use of the playing field requires the playground use to cease and the land to be restored to its former use by 31st August 2020.



Location Plan (red line area)

2. PROPOSALS

- 2.1 This application seeks planning permission to retain the fenced off area of Westfield Road playing fields for use as a playground by the Heights Temporary School for a further 12-month period until 31st August 2021. Continued use of this land as a playground area for the adjacent primary school is required for a further year due to construction delays with the new permanent site for the school at Mapledurham Playing Fields. A separate application for retention of the school buildings for a further year (ref. 200564) is also on the committee agenda for determination.
- 2.2 The application has been submitted by the Department for Education (DFE) and is being reported to Planning Applications Committee following a request by Caversham Ward Councillor Sokale due to the level of public interest in the application.

3. RELEVANT PLANNING HISTORY

- 3.1 131353: Application for a certificate of lawful use as a children's nursery school (Use Class D1). CERTIFICATE ISSUED 27/1/14.
- 3.2 140940: Demolition of existing nursery school buildings and construction of a temporary single storey modular unit and minor external works associated with the site's use as a non-residential institution (Class D1) for 2 years. GRANTED with S.106 agreement 25/7/14.
- 3.3 151283: Construction of a first-floor classroom extension over existing single-storey classrooms to form enlarged temporary school, for an extended temporary period until 31 August 2018. GRANTED with S.106 agreement 10/3/2016.
- 3.4 180552: Extension to the existing planning approval ref 151283 until 31st August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works (amended description) - GRANTED 27/09/2018.
- 3.5 181035: Fencing off an area of the Westfield Park Recreation Ground for educational use during school hours for use by the Heights Primary School - GRANTED 27/09/2018.

4. CONSULTATIONS

(i) Statutory:

- 4.1 Sport England - no objection.

(ii) Non-Statutory:

- 4.3 RBC Transport - No objection.
- 4.4 RBC Leisure and Recreation - The area segregated within Westfield Recreation Ground was introduced to manage differing needs between the adjacent Heights School and general recreation provision within the open space area of the Park/ Recreation Ground. The enclosure of this space has had a negative impact on Westfield Road Recreation Ground and the very wet six months from September last year has further affected how this space may be utilised.

In a similar arrangement to some other schools, the Heights are using an adjacent open space, in this case Christchurch Meadows Playing Field and tennis courts, for much of their sports activities. This is accommodated within the existing capacity of these facilities.

The school has stated that they are using the fenced area with Westfield Rd Rec for short informal activity such as breaks, where travelling across to Christchurch Meadows is a less effective option. In uses such as these, physical barriers are often

required to prevent children wandering off and to comply with safeguarding guidelines. These sessions are often short in duration, meaning proximity to the school is important. The space is being used by the school for this activity, however as the space is limited by the fencing the turf has become very worn in places. This is, compromising (and often preventing) it's uses by both the school and the local residents. This has been significantly exacerbated by the very wet autumn/winter, renovation or restoration whilst the area is in use by either public or school is problematic, if not impossible, to undertake.

The fenced area, within the planning permission given, is designated to be available for public use during the periods the school are not using it. Fencing by its nature is unwelcoming and this along with the ground condition has dissuaded the majority of people, from using the space for general recreation. Although some use is observed by the local community it is significantly less than the rest of the Recreation Ground and is most likely to be used for a kick around along with another fenced kick around space in the recreation ground.

The negative impact of the fenced area has been complained about periodically by local residents since it was installed. These complaints regarding the public's lack of use have recently increased during the Covid19 pandemic, when parks and open spaces have taken on an increasing level of importance to allow the public sufficient space in which to unwind and exercise.

While the general recreational amenity and perceived accessibility of the entire Park site has been diminished by the establishment of the fenced area, it is acknowledged it does support the school. As the school uses the adjacent Christchurch Meadows, so also are the Thames Parks available to local residents for their use. They are immediately adjacent to Westfield Road Recreation Ground, separated by Gosbrook Road which has a pedestrian crossing serving the Park.

Given the importance for public open space and due to the inconvenience caused the local community, it is important that as soon as the school's need for the fenced area ceases that the area is reintegrated into the Recreation Ground. Reintegrating the area into the recreation ground should be commenced immediately the school closes. This should include fence removal, post holes being filled and possibly seeding in the first week. The area will, as a whole, need seeding and top dressing in a similar fashion to park football pitches. This may need to be undertaken in September 2021 after the summer holidays if the School moves in the summer or in the unlikely case the school moves in time for Easter, in April/May. The reestablishment of grass is dependent on damp weather but may be lightly used during this period, as is the case with park pitches over the late spring/summer.

- 4.5 RBC Environmental Protection - No complaints received about the school within the last 12 months

- 4.6 RBC Planning Natural Environment (Tree Officer) - No objection, subject to a condition to secure an arboricultural method statement for the protection of trees during works remove existing structures and reinstate the land.
- 4.7 RBC Ecologist - No objection.
- 4.8 Crime Prevention Design Advisor (Thames Valley Police): Does not wish to comment.

Public Consultation

- 4.9 Due to the restrictions of the ongoing Covid19 epidemic site notices were not displayed at the site, however extensive neighbour notification was carried out with four hundred and twenty-five surrounding properties notified of the application by letter.
- 4.10 This application and the application for retention of the school buildings which also on the committee agenda (ref. 200564) were advertised together and many of the representations received relate to both applications. For consistency representations have been recorded against both applications and are reported together in both reports. Twenty-four objections have been received raising the following issues:
- Traffic congestion and associated pollution
 - Parents parking on streets which are for permit holder parking only
 - Parent parking on double yellow lines creates traffic hazards
 - Cromwell Road should become permitted
 - Deterioration of Elizabeth House private road for school deliveries and vehicles blocking access and creating traffic hazards. Residents should not be required to pay extra maintenance for the road as a result of vehicles associated with the school
 - Pupils should arrive at the school by bus to reduce congestion
 - Security alarm at the school often goes off during the night creating noise pollution to surrounding residents
 - Anti-social behaviour of parent and children travelling to and from the school
 - Continued loss of open/green space that is for public use by residents
 - The school has uses St Anne's Playing Field and Christchurch Playing Field so the space on Westfield Park is not required.
 - The school do not use the fenced off area of the park
 - The fenced off-area of Westfield Park has not been maintained and during the winter it has become muddy and unusable by both the school and residents outside of school hours
 - Negative visual impact of fence within the centre of the park
 - Fence obstructs and hinders use of the park by residents outside of school hours
 - The Covid19 epidemic has accentuated the impact of the loss of the area of green space on the local community
 - There is no shade to the fenced off area meaning the school do not use it during the summer months
 - The original application stated the area would be fenced off for one year only

- Details of the reinstatement works for the land when the school is removed should be provided as part of this application together with firm date for this to take place

- The reduced number of objections for this application is due to Covid19 social distancing reducing awareness of the application

4.11 One letter of support for the application has been received from Councillor Pearce

- Lead Councillor for Education - raising the following points:

- The Covid19 pandemic has increased the need for outside space for schools further with the DFE now encouraging outside lessons where possible

- The delays with the construction of the permanent school in Mapledurham are not the fault of local residents, the school or its pupils

- The application seeks use of the fenced off area of the playing fields from 10:40 to 15:30 during term time only, this is around 20% of each day for the 40 school term time weeks in a year

- The school will be very keen to move to the new permanent site as soon as possible

- Frustrations of local residents with how long the fence has been in place are shared by the school who together with the DFE and Council are doing all then can to ensure the permanent site opens as soon as possible and so that the fence can be removed, and park returned to normal

4.12 The applicant also carried out their own public consultation exercise prior to submitting the application with consultation leaflets sent to one thousand and twenty-seven surrounding properties. The applicant confirms that seven responses were received raising the following issues:

- Increased traffic congestion and parking on surrounding roads

- Details of reinstatement works should be provided as part of any application

- Faulty alarm to school buildings causing noise disturbance

- No objection to the proposals

5. LEGAL AND PLANNING POLICY CONTEXT

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making.

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

5.3 National Planning Policy Framework

Section 8 - Promoting Healthy and Safe Communities

Section 9 - Promoting Sustainable Transport

Section 12 - Achieving Well Designed Spaces

Section 14 - Meeting the Challenges of Climate Change Flooding and Coastal Change

Section 15 - Conserving and Enhancing the Natural Environment

5.4 Reading Local Plan 2019

CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

CC2: SUSTAINABLE DESIGN AND CONSTRUCTION

CC3: ADAPTATION TO CLIMATE CHANGE

CC6: ACCESSIBILITY AND THE INTENSITY OF DEVELOPMENT

CC7: DESIGN AND THE PUBLIC REALM

CC8: SAFEGUARDING AMENITY

CC9: SECURING INFRASTRUCTURE

EN6: LOCAL GREEN SPACE AND PUBLIC OPEN SPACE

EN12: BIODIVERSITY AND THE GREEN NETWORK

EN14: TREES, HEDGES AND WOODLAND

EN15: AIR QUALITY

EN16: POLLUTION AND WATER RESOURCES

EN18: FLOODING AND DRAINAGE

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

5.5 Supplementary Planning Documents (SPDs)

Supplementary Planning Document: Parking Standards and Design (2011)

Supplementary Planning Document: Sustainable Design and Construction (2019)

6. APPRAISAL

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

- Principle
- Impact on Westfield Road Recreation Ground
- Disturbance to Neighbouring Properties

Principle

- 6.1 The Heights Primary School has been at the temporary site at 82 Gosbrook Road since 2014 and at the time of the original planning application, it was envisaged to be for a temporary two-year period only. Issues with finding a permanent site meant that the school temporary classrooms were subject to a later permission to add more classrooms with a first floor in 2015 and extend the use for a further two years. In 2017 planning permission (ref. 171023) was granted for a permanent site for the school on Mapledurham Playing Fields. A further temporary planning permission for retention of the existing temporary school, including the addition of further temporary building was granted for a further two-year period in 2018 (ref. 180552) whilst the plans for the permanent school were still at an early stage

and building works had not yet commenced. Planning permission was also granted in 2018 (ref. 181035) for fencing off of an area of Westfield Park playing field to provide a playground for the expanded temporary school. This planning permission aligned with that for the school buildings and required the playing field to fencing to be removed and playing field reinstated by August 2020.

- 6.2 The fenced off area of the playing field is 19030m² in size, triangular in shape and located immediately to the west of the school buildings. The permission allows use of the land by the school between 1040 to 1530 hours Monday to Friday and at all other times the land is available for use by the public.
- 6.3 Construction of the permanent school at Mapledurham Playing Fields began in 2019 but due to delays with the construction works the permanent site is not yet ready for occupation. An application (ref. 200564) has been submitted for retention of the temporary school site for a further 12 months to allow construction of the permanent site to be completed. This separate application is also on the committee agenda for consideration. The current application subject of this report seeks to also retain the fenced off area of the playing fields for a further 12 months, until August 2021, to align with the proposed retention of the school building for this further temporary period.
- 6.4 In general terms there is support for school development in various policies, both at the national and local level and in turn, the enhancement of current educational facilities through alteration or expansion of existing schools is also supported. In particular, the NPPF at paragraph 94 says:

It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

- a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and*
- b) work with schools' promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted.*

- 6.5 When planning permission (ref.181035) was granted for the temporary fencing off of an area of the playing fields this was assessed under the previous and now superseded Development Plan. Since this permission was granted the Council has adopted the new Reading Borough Local Plan in November 2019. The general thrust of policies remain the same but where there are changes these are discussed in this report.
- 6.6 One minor change is in relation to Policy OU1 (New and Existing Community Facilities) which now provides some more specific guidance on applications for schools. The policy states that *community facilities will be considered favourably, particularly where co-location of facilities on a single site and that proposals for intensification of important facilities, such as schools and healthcare user will be supported, subject to other policies.* Although the application site is not in

Caversham Centre, it is nearby and is well served by public transport. The use of Westfield Road playing fields is the closest area of public space to the temporary school site and doesn't involve crossing a significant road and is therefore considered to adhere to the requirements of Policy OU1 in this respect also.

- 6.7 Policy OU1 goes on to refer to applications which proposed an intensification of existing sites stating that *on-site intensification of some facilities, particularly schools, may result in some loss of open areas. This may be acceptable where the impact on open areas is minimised, and the area has no specific use, or where that use can satisfactorily be accommodated elsewhere on the site, subject to other policies in the plan. The above does not include loss of sports pitches and playing fields, which should only be developed where:*

- a) an assessment clearly shows the area to be surplus to requirements; or*
- b) the loss would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.*

New community facilities should be located where there is a choice of means of travel (including walking and cycling), and in existing centres where possible. Where a proposal for a new school meets a clear need, and it would otherwise accord with national and local policy, it will be acceptable on sites identified for residential or other development.

- 6.8 Whether or not the proposals result in an intensification of use must be assessed against what currently has planning permission on the site. In short, the current proposals seek to retain the same area of playing field are not seeking to provide any additional space or material intensification of the site, the principle of which has already been established via the previous permission.
- 6.9 Therefore, the principle of retaining the fenced off area of playing field as a temporary playground for a further 12 months in connection with the proposed retention of the temporary school buildings for this further temporary period is considered to meet the aims of the NPPF and Policy OU1. As with the previous approvals, this proposal, were planning permission to be granted, would require the full removal of the fencing/structures and the making good of the land.

Impact on Westfield Road Recreation Ground

- 6.10 Policy EN7 (Local Green Space and Public Open Space) seeks that such spaces are protected from development and proposals that would result in the loss of any of these spaces, erode their quality through insensitive development or jeopardise their use or enjoyment by the public will not be permitted. This aligns with that of the previous Development Plan Policy CS28 under which the previous permission was approved.
- 6.11 In considering the previous application, it was concluded that the fencing off of the area of the playing fields and its change of use to a mixed/dual use of

recreation and education use would result in some harm to the ability of the public to use and enjoy the space. Therefore, there was conflict with Policy CS28 (now Policy EN7) but that the harm caused due to the temporary loss of the area of the playing fields was outweighed by the significant need for the school to continue on this site for a continued temporary period. This was subject to conditions that the temporary education use of the land was limited to 1040-1530 hours Monday to Friday and that at all other times the land was available for recreation use as part of the playing fields by the public and that the land is to be returned fully to its former use and condition and that all associated structures are removed from the site by the end of the temporary period.

- 6.12 As set out earlier in this report the significant need for the school to continue on the site remains due to construction delays with the site of the permanent school at Mapledurham Playing Fields which is still under construction and not yet ready for occupation. Therefore, this proposal seeks to retain the existing fencing and temporary change of use to a mixed/dual use of recreation and education for a further 12-month period within which time period it is expected the permanent school will be ready for occupation.
- 6.13 As with the original application to fence off the area of the playing fields, the majority of objections received to this current planning application relate to concerns for the loss of part of the playing fields land to school use. With the fencing having now been in place for some time, objections have raised a number of concerns regarding how the space is used. In particular, that the school does not use the space regularly and that teachers and pupils will often be seen crossing Gosbrook Road to use off-site facilities and that outside of the permitted hours of educational use of the land the fenced off nature of the site means that public use of the land is much reduced. Residents also make the point that the Covid19 pandemic has exacerbated the impact of the loss of the area of playing fields on the local community for people who don't have gardens and with the need to practice social distancing. Some objections are concerned with the poor and muddy condition of the land in wet weather, further reducing usability of the area by both the public and the school.
- 6.14 RBC Leisure and Recreation, who are responsible for maintenance of the wider playing fields, comment that the particularly wet Autumn and Winter last year and enclosed nature of the area has been the main factor resulting in the poor condition of the land and they acknowledge that this has played a significant factor in both the attractiveness and suitability of the area for use both by the public and the school and has often prevented the area from being used. RBC Leisure and Recreation go on to advise that renovation or restoration of the area whilst in use by either the public or the school is problematic, if not impossible, to undertake.
- 6.15 The school is continuing to use adjacent open space at Christchurch Meadows Playing Field and tennis courts for much of their formal sports activities and this use is considered to be satisfactorily accommodated within the existing capacity of these facilities. The school have advised that, where the condition of the land allows, the fenced off area within Westfield Road playing fields is used for short informal activities such as breaktimes where travelling across to Christchurch

Meadows is not worthwhile as these sessions are short in duration meaning proximity to the school is important. Less so than during formal sports activities or PE lessons, physical barriers such as the fencing to the playing field land at Westfield Road are required to provide enclosure and prevent children wandering off and to comply with safeguarding guidelines for schools.

- 6.16 RBC Leisure and Recreation advise that the negative impact of the fenced area has been raised periodically by local residents since it was installed. These complaints regarding the public's lack of use have recently increased during the Covid19 pandemic, when parks and open spaces have taken on an increasing level of importance to allow the public sufficient space in which to unwind and exercise. While the general recreational amenity and perceived accessibility of the Park area has been reduced by the establishment of the fenced area, it is acknowledged it is an important facility which is required for the school and as advised above, outside the limited school hours, there is no restriction on public access. The school and residents have continued access to Christchurch Meadows and the Thames Parks, accessible via a pedestrian crossing nearby on Gosbrook Road.
- 6.17 RBC Leisure and Recreation consider that given the importance for public open space and acknowledging the inconvenience caused to the local community, it is important that as soon as the school's need for the fenced area ceases, the area is reintegrated into the Recreation Ground and that this should be commenced immediately when the school closes. They advise that this should include fence removal, post holes being filled and possibly seeding in the first week. The area will, as a whole, need seeding and top dressing in a similar fashion to park football pitches. This may need to be undertaken in September 2021 after the summer holidays if the School moves in the summer or in the case the school moves in time for Easter 2021, in April/May 2021. The reestablishment of grass is reliant on damp weather but may be lightly used during this period, as is the case with park pitches over the late spring/summer. Given the issues with the condition of the land an additional condition is recommended to secure submission and approval of a scheme for reinstatement of the land.
- 6.18 Officers fully acknowledge the concerns of residents regarding the continued mixed use of the area of the playing fields by the school. Whilst a permanent retention of the fenced off area would conflict with Policy EN7 it is considered that subject to full reinstatement of the land, the harm caused by retention of the fenced off area for education use for a further 12 month period is outweighed by the need for the school to continue on the site for this temporary period, the provision of which is supported by Policies OU3 and the NPPF. The ongoing Covid19 epidemic is also likely to require increased use of the space by the school in order to accommodate outdoor teaching and lessons whilst practicing social distancing.
- 6.19 Relatedly officers consider that the visual impact of the fencing is minor and suitable for a park setting and whilst to be retained for a further 12-month period is temporary in nature. In this respect, subject to the condition to require reinstatement of the land and removal of the fencing and structures, the proposals are considered to comply with Policy CC7 (Design and the Public Realm) which

seeks that development maintains and enhances the character of the area within which it is located.

Disturbance to Neighbouring Properties

- 6.20 Policy CC8 (Safeguarding Amenity) seeks to protect the amenity of existing surrounding occupiers. Policy EN16 (Pollution and Water Resources) seeks to protect surrounding occupiers from the impact of pollution.
- 6.21 RBC Environmental Protection have advised that there have been no noise complaints received within the last 12 months regarding activities at the school site. Subject to continued application of the condition which restricts use of the space for educational purposes to the hours of 1040 to 1530 on Mondays and Fridays only during terms time, it is not considered that retention of the fenced off area of land for use by the school would not result in any unacceptable impacts on surrounding residential occupiers and would comply with Policies CC8 and EN16.
- 6.22 The majority of the objections received relating to noise and disturbance matters refer to people travelling to and from the school site and are considered under the separate application on the agenda (ref. 200564) for retention of the school buildings.

Other Matters

Natural Environment

- 6.23 Policy EN12 (Biodiversity and the Green Network) requires development to retain, protect and incorporate features of biodiversity or geological interest found within the application site into their schemes. Policy EN14 (Trees Hedges and Woodlands) states that individual trees, groups of trees, hedges and woodlands will be protected from damage or removal, and the Borough's vegetation cover will be extended with new development to make provision for tree planting within the application site, or off-site in appropriate situations.
- 6.24 The application seeks to retain the fencing on site as existing and the RBC Natural Environment Tree Officer is satisfied that there would be no adverse impact on trees. However, a condition is recommended to require an arboricultural method statement to be submitted and approved by the LPA to set out how existing trees near to the site would be protected during reinstatement works. The RBC ecological consultant raise no objection the proposals which are not considered to have any implications for biodiversity.

Transport

- 6.25 This site is located in an accessible location close to Caversham Local Centre in terms of Policy CC6 (Accessibility and Intensity of Development), with good access to a range of transport modes. Policies TR1 (Achieving the Transport Strategy), TR3 (Access, Traffic and Highway Related Matters) and TR5 (Car and Cycle Parking Facilities) seek to ensure the development proposals are acceptable in transport

related matters. RBC Transport raises no objection to the continued use of the area of the playing field for a further 12-month temporary period and officers are satisfied that the nature of the proposal is such that it would not have any adverse transport implications. A number of objections received relating to transport matters are in relation to the retention of the school site and buildings and are considered under the separate application on the agenda (ref. 200564).

Archaeology

- 6.26 Policy EN2 (Areas of Archaeological Significance) seeks that development proposals should not have an adverse impact on archaeological remains. Archaeological investigation was undertaken prior to installation of the fencing due to the presence of a 'cropmark' on the land which was reported to Berkshire Archaeology. No further action is required in respect of archaeology to retain the fence for a further temporary 12-month period.

Equalities Impact

- 6.27 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 the 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. Conclusion

- 7.1 In the particular circumstances of the continued educational need, an extended temporary period for use of the fenced off area of the playing fields is accepted and is considered to outweigh the temporary harm to/loss of open space subject to full reinstatement of the land at the end of the temporary period. The officer recommendation is to grant planning permission subject to the conditions set out in the recommendation box at the beginning of this report.

Drawings and Documents Submitted:

- Site Location Plan (Drawing no. E03620 A PL 1060 A);
- Existing site plan (Drawing no. E03620 A PL 1063); and
- Proposed site plan (Drawing no. E03620 A PL 1062 A).
 - Design and Access Statement, (included within this Planning Statement);
 - Ecological Appraisal, by RPS;
 - Acoustic Report, by RPS;
 - Acoustic Report Addendum, by RPS;
 - Noise Technical Note, by BWB;

Case Officer: Matt Burns



Site Plan

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 15th July 2020

Ward: Caversham

Application No.: 200564/FUL

Address: The Heights Primary School, 82 Gosbrook Road Caversham, Reading

Proposal: Retention of two modular school accommodation blocks (Use Class D1) and associated facilities for use by the Heights Primary School until 31st August 2021

Date valid: 15th April 2020

Target Decision Date: 10th June 2020 **Extension of Time Date:** 17th July 2020

RECOMMENDATION

Subject to:

- Confirmation from the EA that the proposals are acceptable in terms of flood risk

GRANT temporary planning permission subject to the following conditions:

Conditions:

1. No later than 31 August 2021 all buildings and ancillary structures (including those previously approved by planning permissions 140940, 151283 and 180552) shall be removed from the site (including removal of all tarmac/asphalt areas) and the site shall be left in a clean and tidy condition
2. In accordance with the approved Plans
3. Retention of buildings in current materials
4. Contaminated Land: reporting any unexpected contamination
5. No additional lighting above that on shown on the approved plans to be installed unless full details are submitted to and approved by the LPA
6. Retention of bird and bat boxes as approved for the lifetime of the development
7. Reinstatement of site boundaries no later than 30 September 2021
8. Retention of cycle parking as approved for the lifetime of the development.
9. No later than 6 months from the date of this permission submission and approval of a tree and landscaping scheme for the boundary between Elizabeth House flats and St Anne's School field and implementation of the scheme in full no later than 30th September 2021.
10. Retention of sustainability measures as approved for the lifetime of the development
11. No installation of mechanical plant until a noise assessment has been submitted to and approved by the LPA. Plant to be retained in accordance with the approved noise assessment thereafter.
12. Hours of use - 0730 to 1800 hrs Mon to Fri, no use on Sat, Sun or Bank Holidays other than for no more than 5 school events per year
13. No music or noise generating lessons to take place outside of the school buildings
14. Continued operation of the school in accordance with the approved travel plan

15. Retention of accessibility measures and all facilities for disabled pupils to be provided at ground floor level only
16. Retention of enclosed stair as permeable to floodwater
17. Prior to removal of the temporary buildings, structures and hard surfacing from the site an arboricultural method statement to demonstrate how the trees on and adjacent to the site will be protected during removal and reinstatement works. No removal of buildings or reinstatement works to take place other than in accordance with the approved method statement.

Informatives:

1. TPOs on site - any additional works to protected trees would require separate approval
2. The applicant has a duty of care to buildings and persons. All trees should be inspected by a suitably qualified arboriculturalist on a regular basis to ensure that no trees pose an unacceptable risk
3. Established use of the site will continue to be D1 (Education use) at the end of the temporary school siting
4. Retention of evacuation procedures in the event of a flooding event
5. Positive and proactive approach
6. Terms and conditions

1. INTRODUCTION

- 1.1 The application site was a vacant nursery school on Gosbrook Road in Caversham which operated until 2009. The nursery buildings were demolished and removed from the site in August 2014 and in accordance with a temporary planning permission, since September 2014 the site has been operated as the temporary site for The Heights Primary School. Due to the on-going need for this temporary site pending a permanent site, the accommodation has had to be extended via the addition of first floor classrooms in 2015. In 2018 a further temporary planning permission (ref. 180552) was granted to retain the school building and add an additional building to the site until 31st August 2020.
- 1.2 The temporary school currently consists of two double-storey modular classroom units, made up of a number of separate modules. The 82 Gosbrook Road site itself is largely flat and extends the school site to approximately 0.53 hectares from the current 0.182 hectares. The park as a whole covers 3.7 hectares. The school uses a fenced off area of Westfield Road Playing fields for use as the School's school playing field during school hours only, use of which is secured via a separate temporary planning permission (ref. 181035). The site includes trees, with some of the trees to the north of the site being covered by Tree Preservation Orders.



Location Plan (red line area)

2. PROPOSALS

- 2.1 This application seeks retention of the temporary school site (Use Class D1) including two modular school accommodation blocks and associated facilities for a further 12 months until 31st August 2021. The temporary school is required for a further year due to construction delays with the new permanent site for the new school at Mapledurham Playing Fields. A separate application (ref. 200512) for retention of a fenced off area of Westfield Road playing fields for use as a playground for the temporary school for a further 12 month period is also on the committee agenda for determination.
- 2.2 The application has been submitted by the Department for Education (DFE) and is being reported to Planning Applications Committee because it is a major category application and has also been called to committee by Caversham Ward Councillor Sokale due to the level of public interest.

3. RELEVANT PLANNING HISTORY

- 3.1 131353: Application for a certificate of lawful use as a children's nursery school (Use Class D1). CERTIFICATE ISSUED 27/1/14.
- 3.2 140940: Demolition of existing nursery school buildings and construction of a temporary single storey modular unit and minor external works associated with the site's use as a non-residential institution (Class D1) for 2 years. GRANTED with S.106 agreement 25/7/14.

- 3.3 151283: Construction of a first-floor classroom extension over existing single-storey classrooms to form enlarged temporary school, for an extended temporary period until 31 August 2018. GRANTED with S.106 agreement 10/3/2016.
- 3.4 180552: Extension to the existing planning approval ref 151283 until 31st August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works (amended description) - GRANTED 27/09/2018.
- 3.5 181035: Fencing off an area of the Westfield Park Recreation Ground for educational use during school hours for use by the Heights Primary School - GRANTED 27/09/2018.

4. CONSULTATIONS

(i) Statutory:

- 4.1 Sport England - No objection.
- 4.2 Environment Agency - Objects on the basis that the flood risk assessment submitted with the application fails to take the impacts climate change into account and therefore does not adequately demonstrate that the development would not increase flood risk on site or elsewhere for the lifetime of the development.

(ii) Non-Statutory:

- 4.3 RBC Transport - No objection, subject to retention of the conditions from the previous planning permission to secure retention of cycle and scooter parking and implementation of the school travel plan.
- 4.4 RBC Environmental Protection - No noise complaints about the operation of the school have been received within the last 12 months.
- 4.5 RBC Planning Natural Environment (Tree Officer) - The final removal of all structures on site will potentially have an impact on trees (which includes TPO trees) on site and as such a suitable condition is required, which in error was omitted and should have been attached previously.

No objections to the continued use of the site as it is subject to updated conditions to secure submission and approval of a scheme for tree/landscape planting for the access between Elizabeth House flats and St Anne's School Field and submission and approval of an arboricultural method statement to demonstrate how trees on and adjacent the site will be protected from damage during removal of the buildings and reinstatement of the land.

- 4.6 RBC Ecologist - No objection.
- 4.7 Crime Prevention Design Advisor (Thames Valley Police): Does not wish to comment.

Public Consultation

- 4.8 Due to the restrictions of the ongoing Covid19 epidemic site notices were not displayed at the site, however extensive neighbour notification was carried out with four hundred and twenty-five surrounding properties notified of the application by letter.
- 4.9 This application and the application for retention of fenced off area of Westfield Road playing fields which is also on the committee agenda (ref. 200512) were advertised together and many of the representations received relate to both applications. For consistency, representations have been recorded against both applications and are reported together in both reports. Twenty-four objections have been received raising the following issues:
- Traffic congestion and associated pollution
 - Parents parking on streets which are for permit holder parking only
 - Parent parking on double yellow lines creates traffic hazards
 - Cromwell Road should become permitted
 - Deterioration of Elizabeth House private road for school deliveries and vehicles blocking access and creating traffic hazards. Residents should not be required to pay extra maintenance for the road as a result of vehicles associated with the school
 - Pupils should arrive at the school by bus to reduce congestion

 - Security alarm at the school often goes off during the night creating noise pollution to surrounding residents
 - Anti-social behaviour of parent and children travelling to and from the school

 - Continued loss of open/green space that is for public use by residents
 - The school has uses St Anne's Playing Field and Christchurch Playing Field so the space on Westfield Park is not required.
 - The school do not use the fenced off area of the park
 - The fenced off-area of Westfield Park has not been maintained and during the winter it has become muddy and unusable by both the school and residents outside of school hours
 - Negative visual impact of fence within the centre of the park
 - Fence obstructs and hinders use of the park by residents outside of school hours
 - The Covid19 epidemic has accentuated the impact of the loss of the area of green space on the local community
 - There is no shade to the fenced off area meaning the school do not use it during the summer months
 - The original application stated the area would be fenced off for one year only
 - Details of the reinstatement works for the land when the school is removed should be provided as part of this application together with firm date for this to take place

 - The reduced number of objections for this application is due to Covid19 social distancing reducing awareness of the application

4.10 The applicant also carried out their own public consultation exercise prior to submitting the application with consultation leaflets sent to one thousand and twenty-seven surrounding properties. The applicant confirms that seven responses were received raising the following issues:

- Increased traffic congestion and parking on surrounding roads
- Details of reinstatement works should be provided as part of any application
- Faulty alarm to school buildings causing noise disturbance
- No objection

5. LEGAL AND PLANNING POLICY CONTEXT

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making.

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

5.3 National Planning Policy Framework

Section 8 - Promoting Healthy and Safe Communities

Section 9 - Promoting Sustainable Transport

Section 12 - Achieving Well Designed Spaces

Section 14 - Meeting the Challenges of Climate Change Flooding and Coastal Change

Section 15 - Conserving and Enhancing the Natural Environment

5.4 Reading Local Plan 2019

CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

CC2: SUSTAINABLE DESIGN AND CONSTRUCTION

CC3: ADAPTATION TO CLIMATE CHANGE

CC6: ACCESSIBILITY AND THE INTENSITY OF DEVELOPMENT

CC7: DESIGN AND THE PUBLIC REALM

CC8: SAFEGUARDING AMENITY

CC9: SECURING INFRASTRUCTURE

EN6: LOCAL GREEN SPACE AND PUBLIC OPEN SPACE

EN12: BIODIVERSITY AND THE GREEN NETWORK

EN14: TREES, HEDGES AND WOODLAND

EN15: AIR QUALITY

EN16: POLLUTION AND WATER RESOURCES

EN18: FLOODING AND DRAINAGE

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

- 5.5 Supplementary Planning Documents (SPD's)
Supplementary Planning Document: Parking Standards and Design (2011)
Supplementary Planning Document: Sustainable Design and Construction (2019)

6. APPRAISAL

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

- Principle
- Flooding
- Traffic and parking
- Disturbance to neighbouring properties
- Design and layout
- Impact on trees and landscaping
-

Principle

Continuation of temporary use

- 6.2 The Heights Primary School has been at the temporary site at 82 Gosbrook Road since 2014 and at the time of the original planning application, it was envisaged to be for a temporary two-year period only. Issues with finding a permanent site meant that the school temporary classrooms were subject to a later permission to add more classrooms with a first floor in 2015 and extend the use for a further two years. In 2017 planning permission (ref. 171023) was granted for a permanent site for the school on Mapledurham Playing Fields. A further temporary planning permission for retention of the existing temporary school, including the addition of further temporary building to accommodate increasing demand for places on the site, was granted for a further two-year period in 2018 (ref. 180552) whilst the plans for the permanent school were still at an early stage and building works had not yet commenced on site.
- 6.3 Construction of the permanent school at Mapledurham Playing Fields began in 2019 but due to delays with the construction works the permanent site is not yet ready for occupation. The current application seeks to retain the temporary school site and buildings for a further 12 months until August 2021 to allow construction of the permanent site to be completed.
- 6.4 The school currently has 328 pupils and 37 staff. When the previous temporary planning permission for the school was granted this was on the basis of a 350-pupil school. For the 2020/2021 academic year there will be a small increase in pupil numbers to 353 (an increase of 25 pupils) which would effectively bring the capacity of the school up to that upon which the previous permission was granted. There would also be an increase in staff to 40 (an increase of 3). The increase in numbers is because the school for the 2020/2021 academic year will have two full forms of entry across every year group (50 pupils per year group). When the school originally opened, the school had capacity for a single Year 1 class only (25 pupils). That original Year 1 class is now in Year 6 and therefore will leave at the end of the 2019/2020 academic year, providing two full forms available by default. Given

there would be only a minor increase in pupils numbers, the school would continue to operate as it has done to date, and the current application does not seek to add any additional accommodation to the site and does not propose a marked intensification of the use of the site above the existing situation.

- 6.5 In general locational terms, the school continues to be suitable as an accessible site, well-related to local facilities. The school will continue to rely on some dual use of facilities at the St. Anne's Primary School nearby (northwest of the site). This will include shared access to St Anne's school field at certain times and days of the week for P.E. for the younger children and one or two sport based After School Clubs. The school also seeks to continue to utilise a fenced-off area of Westfield Road Recreation Ground during school hours and a separate application (ref. 200512) to retain use of this fenced off area also for a further 12-month period is also on the committee agenda for consideration.
- 6.6 The Gosbrook Road site itself remains in D1 use and the current temporary school on site is consistent with that use. Furthermore, there is support for school development in various policies, both at the national and local level and in turn, the enhancement of current educational facilities through alteration or expansion of existing schools is also supported. In particular, the NPPF at paragraph 94 says:

It is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

- a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and*
- b) work with schools' promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted.*

- 6.7 Planning permission 180552 for retention of the school buildings until August 2020 was assessed and granted under the previous Development Plan. Since this permission was granted, the Council has adopted the new Reading Borough Local Plan in November 2019. The general thrust of policies remain the same but where there are changes these are discussed in this report.
- 6.8 One of area of change is in relation to Policy OU1 (New and Existing Community Facilities) which now provides some more specific guidance on applications for schools. The policy states that *community facilities will be considered favourably, particularly where co-location of facilities on a single site and that proposals for intensification of important facilities, such as schools and healthcare user will be supported, subject to other policies.* Although the application site is not in Caversham Centre, it is nearby and is well served by public transport.
- 6.9 Policy OU3 goes on to refer to applications which proposed an intensification of existing sites stating that

on-site intensification of some facilities, particularly schools, may result in some loss of open areas. This may be acceptable where the impact on open areas is minimised, and the area has no specific use, or where that use can satisfactorily be accommodated elsewhere on the site, subject to other policies in the plan. The above does not include loss of sports pitches and playing fields, which should only be developed where:

- a) an assessment clearly shows the area to be surplus to requirements; or*
- b) the loss would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- c) the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.*

New community facilities should be located where there is a choice of means of travel (including walking and cycling), and in existing centres where possible. Where a proposal for a new school meets a clear need, and it would otherwise accord with national and local policy, it will be acceptable on sites identified for residential or other development.

- 6.10 Whether or not the proposals result in an intensification of use must be assessed against what currently has planning permission on the site. In short, the current proposals are not seeking to provide any additional accommodation or material intensification of the existing temporary school use, the principle of which has already been established on the site via the previous permissions.
- 6.11 Therefore, the principle of retaining the temporary school is considered to meet the aims of the NPPF and Policy OU1. As with the previous approvals, this proposal, were planning permission to be granted, would require the full removal of all buildings/structures and the making good of the land.

Continued Loss of Open Space

- 6.12 Notwithstanding the above, part of the school site, where a new temporary building was added in 2018, under planning permission 180552, is located on St Anne's Playing Field. Policy EN7 (Local Green Space and Public Open Space) seeks that such spaces are protected from development and proposals that would result in the loss of any of these spaces, erode their quality through insensitive development or jeopardise their use or enjoyment by the public will not be permitted. This requirement aligns with that of old Development Plan (Policy CS28) under which the previous permissions were granted.
- 6.13 The loss of the small area of St Anne's Playing field does not impact on sports pitch provision to this playing field and St Anne's is able to continue to operate as normal with no significant impact on the enjoyment of this space. The proposed continuation of the loss of the space would also still be temporary, and conditions would be retained on a new planning permission to require full reinstatement of the land at the end of the temporary period. Subject to this, the minor impact of the temporary loss of this area is considered to be outweighed by the significant

need for the school to continue on this site for a continued temporary period which is supported by other Policies in the Local Plan and the NPPF.

- 6.14 Furthermore, Sport England also do no object to the continued temporary loss of this small area of St Anne's Playing Field.
- 6.15 The majority of objections received relate to the continued temporary loss of a larger fenced off area of Westfield Road playing fields. This is not considered as part of this report and is under consideration as part of a separate planning application (ref. 200512) which is also on the committee agenda.

Flooding

- 6.16 Paragraph 155 of the NPPF (2019) advises that *local plans should take account of climate change over the longer term, including flood risk and new development should be planned to avoid increased vulnerability to climate change. Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.* Paragraph 157 sets out that *all plans are to adopt a sequential, risk-based approach to development* and paragraph 158 advises that *the aim of the sequential test is to steer new development to areas with the lowest risk of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding.*
- 6.17 Policy EN18 (Flooding and Sustainable Drainage Systems) reflects the guidance set out within the NPPF. The supporting text to the policy also states that appropriate weight can be given to the redevelopment of land at risk of flooding which will provide a *significant regeneration benefit on previously developed land.*
- 6.18 A flood risk assessment considering both the sequential test and site-specific flood mitigation has been submitted with the application. Planning permission for the temporary school site was first granted in 2014 with additional building added in 2015 and 2018 in each instance the site was required to undertake the sequential test and in each case the test was found to have been passed. The current proposal does not seek to add any additional buildings and just seeks retention of the school site in its current form. Therefore, the sequential test is already considered to have been passed.
- 6.19 The National Planning Practice Guide (NPPG) states that in terms of flood risk vulnerability educational establishments are classified as 'more vulnerable' and that when located within flood zone 3A such development is also required to pass the exception test. Paragraphs 159 and 160 of the NPPF sets out that for the exception test to be passed it should be demonstrated that:
- a) the development would provide wider sustainability benefits to the community that outweigh the flood risk and

- b) that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere and, where possible, will reduce flood risk overall. There are the
- 6.20 As set out in relation to the sequential test, the application relates to retention of an existing temporary school and has therefore already been found to have passed the exception test. The current proposals do not seek to add any additional development to the site and in terms of part a) the exception test is considered to be passed.
- 6.21 Part b) of the requirements to pass the exception test relate to site specific flood mitigation measures. Again, the proposal seeks to retain existing buildings only and the flood risk assessment submitted with the application sets out that the flood mitigation measures which are required to be implemented by conditions on the extant planning permission would be retained. This includes setting of the floor levels of the modular buildings 300m above the flood level.
- 6.22 However, the Environment Agency, who are a statutory consultee for ‘more vulnerable development’ located within flood zone 3A, have raised objection to retention of the school buildings. This is because the submitted flood risk assessment does not consider an allowance for the impact of climate change on flood levels. When planning permission was first granted for the temporary school in 2014 and then renewed in 2015 the EA advised that it was not necessary to consider an allowance for climate change on potential flood levels due to the temporary nature of the development (then intended for two years only). When the temporary permission was renewed again in 2018, the issue of climate change allowance was also not highlighted. However, the EA is now seeking an allowance for the impact of climate change on flood levels for the current application - it appears this is because of the extended period for which the school has been in place on the site.
- 6.23 To pass the exception test the LPA must be satisfied that the site-specific flood mitigations measures would make the development safe for its lifetime and that it would not increase the risk of flooding elsewhere and in this respect are guided by the EA. At the time of writing this report the applicant is working on providing the additional information sought by the EA in order to address their objection. Further information on this will be provided in an update report or via a verbal update at the meeting. As such the current officer recommendation is ‘subject to’ the flooding matters being resolved.

Traffic and Parking

- 6.24 This site is located in an accessible location close to Caversham Local Centre in terms of Policy CC6 (Accessibility and Intensity of Development), with good access to a range of transport modes. Policies TR1 (Achieving the Transport Strategy), TR3 (Access, Traffic and Highway Related Matters) and TR5 (Car and Cycle Parking Facilities) seek to ensure the development proposals are acceptable in transport related matters.

- 6.25 The previous planning permission (ref. 180552) for retention and expansion of the school site was considered on the basis of an increase pupil roll of up to 350 pupils. At the time it was acknowledged that there had been a gradual increase in pupils numbers since the former Caversham Nursery use of the site which when it closed in 2009 had a capacity of 61 pupils. This was an intensification in the use of the site and as such a number of measures were secured via a section 106 legal agreement to mitigation for the increase vehicle movements to and from the site and increased parking requirements and impact this was having on the local road network. This included a contribution of £6,000 towards a Traffic Regulation Order (TRO) in the area to facilitate an extension of the controlled parking zone (CPZ) in Lower Caversham, staff parking to be secured within the extended CPZ, using temporary concessionary permits or in the event of the failure to secure temporary concessionary permits, to provide demonstration that off-street public parking has been secured for the duration of the use via a public or commercial car park in the vicinity of the application site.
- 6.26 At the time of writing this report the pupil numbers show that the school currently has 328 pupils which is below the 350-pupil capacity which was the basis upon which the previous permission was granted. For the 2020/2021 academic year there will be a small increase in pupil numbers to 353 (an increase of 25 pupils) which would bring the capacity of the school up to that upon which the previous permission was granted. As such, the current proposals are not considered to result in an intensification of vehicle movements to and from the site in terms of pupil drop off and pick up trips. The application does not propose to provide any additional accommodation on site.
- 6.27 In terms of staff numbers, the school currently has 37 staff with staff number to increase by 3 to 40 staff for the 2020/2021 academic year to reflect the small rise in pupil numbers.
- 6.28 A revised transport statement has been submitted with the application which sets out following the grant of the previous planning permission and in accordance with the terms of the section 106 agreement the school has secured 39 discretionary parking permits for staff on neighbouring roads for use during school hours and term time only.
- 6.29 The transport statement sets out the Chester Street, Waitrose and St Martins Precinct car parks will continue to allow parents to use their car parks as a temporary 'Park and Stride' facility; whilst Hemdean Road, Cromwell Road, Patrick Road and Elliotts Way will continue to be used for on-street parking. In terms of public transport options there are currently six bus services that serve the site with a minimum overall frequency of 5 buses every hour during the weekday AM and Off Peak and six buses every hour during the weekday PM peak hour.
- 6.30 A number of objections received from local residents raise concern with regard to levels of congestion and parents parking illegally on the road causing traffic hazards. The Transport Statement's survey figures indicate that the percentage of pupils walking to school, those using the bus, that car share and those using the park and stride facilities at nearby car parks have all increased for the 2019/2020

academic year compared to the 2018/2019 academic year. The percentage of pupils arriving by car (not including car sharing) has reduced from 23.3% to 12.6% across the same time period which indicates that measure implemented in the school travel plan are having a positive impact. The school is involved in the Modeshift Stars National Awards Scheme and has been working on a range of initiatives that are helping to encourage active travel in and outside of school. In 2019, the school became the first in Reading to achieve a Silver Modeshift STARS award. Implementation of the travel plan would continue to be secured by way of condition. Incidents of illegal parking on junctions or double yellow lines are a police matter.

- 6.31 Based on the travel plan figures described above, of the additional 25 pupils for the next academic year, 5 additional pupils would walk to school, 2 additional pupils will cycle, and 2 additional pupils would use scooters whilst 1 additional pupil will use public transport. In terms of car trips, it is expected that the additional pupils would generate an increase of 3 single car usage journeys, 11 'park & stride' journeys and 1 car share journey.
- 6.32 Cycle parking provision will continue to be 38 spaces - based on current usage the demand for cycle parking is projecting to be 29 spaces for the next academic year and provision therefore far exceeds this requirement.
- 6.33 The Transport Statement concludes that there is sufficient infrastructure in place to accommodate the temporary permission for the use of the site as a school. RBC Transport Strategy agrees with the findings of the Transport Statement and is satisfied that the small increase in staff and pupils would not have a detrimental impact on the operation of the local highway network and raises no objections to the retention of the school site for a further 12-month temporary period.
- 6.34 Subject to the recommended conditions officers consider that the proposals are acceptable in transport terms and would comply with Policies CC6, TR1, TR3 and TR5.

Disturbance to neighbouring properties

- 6.35 Policy CC8 (Safeguarding Amenity) seeks to protect the amenity of existing surrounding occupiers. Policy EN16 (Pollution and Water Resources) seeks to protect surrounding occupiers from the impact of pollution
- 6.36 RBC Environmental Protection advises that there have been no noise complaints have been received in relation to activities on the school site in the last 12 months. In this proposal, school times will be unchanged and arrangements for meals will remain unchanged (an external catering company is used). As with the previous application, no noisy plant/equipment is required, and a condition would be retained to require a noise assessment to be submitted and approved by the LPA should any plant be added to the site.
- 6.37 In terms of air quality and impacts from vehicle movements to and from the site the additional impact is considered to negligible. Survey figures indicate that the

percentage of pupils walking to school, those using the bus, those that car share and those using the park and stride facilities at nearby car parks have all increased for the 2019/2020 academic year compared to the 2018/2019 academic year. The percentage of pupils arriving by car (not including car sharing) has reduced from 23.3% to 12.6% across the same time period.

- 6.38 External spaces are unchanged and music lessons have not been occurring outside, as per the condition applied to the previous permissions which is proposed to be attached to any new permission. A condition requiring the school to operate only between the hours of 0730-1800hrs Monday to Friday with no use on Saturdays, Sunday or bank holidays apart from for no more than five school events per years at weekends would also be reapplied to limit disturbance to local residents from activities on the school site.
- 6.39 The application does not propose any additional external lighting and a condition would also be retained on any new planning permission to require any new lighting to be submitted and agreed with the LPA prior to installation.
- 6.40 It is considered that the continued operation of the buildings for a further 12-month period is unlikely to have an unacceptable level of impact on the residential amenity of the surrounding occupiers and policies CC8 and EN16 would be complied with.

Design and Layout

- 6.41 Policy CC7 (Design and the Public Realm) seeks that development maintain and enhance the character of the surrounding area.
- 6.42 The current approved buildings and their external areas and facilities are to remain in place for the extended application period being applied for and no new buildings or structures are proposed. The extant consent includes conditions to require openings in site boundaries used to access the site to be reinstated following removal of the buildings and for the site to be left in a clean and tidy condition prior to expiry of the temporary permission (including removal of all tarmac/asphalt areas) and these conditions would be retained on any new permission. The buildings themselves are considered to be in a satisfactory condition and suitable for continued retention.
- 6.43 Subject to the conditions referred to above retention of the school buildings for a further 12 month is considered to be acceptable and accord with Policies CC7 and EN7.

Natural Environment

- 6.44 Policy EN12 (Biodiversity and the Green Network) requires development to retain, protect and incorporate features of biodiversity or geological interest found within the application site into their schemes. Policy EN14 (Trees Hedges and Woodlands) states that individual trees, groups of trees, hedges and woodlands will be protected from damage or removal, and the Borough's vegetation cover will be

extended with new development to make provision for tree planting within the application site, or off-site in appropriate situations.

- 6.45 The site is subject to a Tree Preservation Order (TPO) which includes a Sycamore and two Ash trees to the north of the site and there is a further TPO Oak to the south (off-site).
- 6.46 Given the proposals relate to retention of existing temporary buildings only there are no concerns with the proposals in terms of tree impact. The Council's Natural Environment (Tree) Officer has raised no objection to the continued use of the site as it is, subject to updated conditions to secure submission and approval of a scheme for tree/landscape planting for the access between Elizabeth House flats and St Anne's School Field and submission and approval of an arboricultural method statement to demonstrate how trees on and adjacent the site will be protected from damage during removal of the buildings and reinstatement of the land.
- 6.47 Biodiversity mitigation was provided in the form of two bird boxes and four Bat boxes as part of the existing planning permission. A condition will be attached to ensure retention of these features for the extended period the school would be in place. The Council's Ecological Consultant raises no objection to retention of the school for a further 12-month period.
- 6.48 The proposals are considered to accord with Policies EN12 and EN14.

Other matters

Sustainability

- 6.49 Policy CC2 (Sustainable Design and Construction) and CC3 (Adaption to Climate Change) seek that proposals should incorporate measures relating to sustainable design and energy efficiency.
- 6.50 As previously approved, it is not considered that strict sustainability requirements should be applied to these temporary structures, and the general modern methods of construction and sustainability attributes of the units are considered to be suitable and comply with Policies CC2 and CC3. Adaptation of these buildings now for a further year would be costly and time-consuming and would unnecessarily disrupt the operation of the school. The buildings include energy efficient motion sensor lighting and thermal efficient double-glazed standard windows. A soakaway is provided together with use of permeable asphalt surfacing. Given the temporary nature of the proposals, including the removal of hardstanding areas on cessation of the use, this is considered to be appropriate and is to be secured by condition.

Contaminated Land

- 6.51 Policy EN16 (Pollution and Water Resources) seeks that, where affected by contamination, land must be satisfactorily managed and remediated to make it suitable for its intended use. An asbestos remediation scheme was implemented prior to occupation of the school buildings and no further action is required.

Accessibility

- 6.52 Policy CC7 (Design and the Public Realm) seeks that development is accessible to all. The existing development is raised, the ground floor is fully accessible accommodation with ramped access which has anti-slip flooring and landings, slopes and kick-plates in a contrasting colour and a maximum gradient of 1 in 15. The first-floor level of accommodation is not fully accessible to disabled pupils. The extant permission includes a condition to requires all facilities for disability access to be provided on the ground floor level of accommodation. This condition would be replicated in any permission to retain the school for a further year.

Equalities Impact

- 6.53 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 the 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. Conclusion

- 7.1 In the particular circumstances of the continued pressing educational need, an extended temporary period for the school is accepted, the impacts of which are considered to be suitably mitigated for by the recommended conditions. Subject to confirmation from the Environment Agency that the outstanding issue relating to flood risk is overcome, the officer recommendation is to grant planning permission subject to the conditions set out in the recommendation box and the beginning of this report.

Drawings and Documents Submitted:

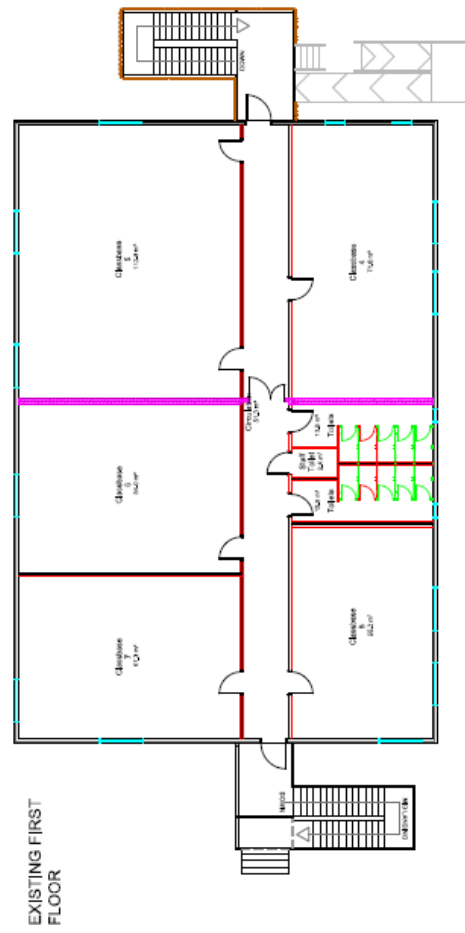
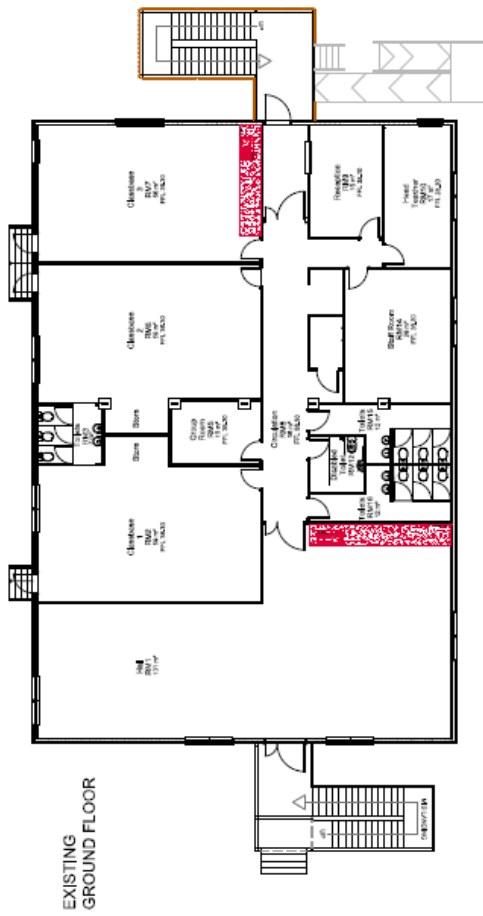
- Site Location Plan (Drawing no. E03620-A-PL-1000);
 - Existing elevation (Drawing nos. 171111-RH-EE-A and 5249-001-G);
 - Proposed elevations (Drawing no. 171111-RH-PE-A and 5249-001-G);
- Existing general arrangement (Floor Plans) (Drawing no. 171111-RH-GA-C and 5249-001-G);
- Proposed general arrangement (Floor Plans) (Drawing no. 171111-RH-GA-A and 5249-001-G);
 - Existing site plan (Drawing no. E03620-A-PL-1021);
 - Proposed site plan (Drawing no. E03620-A-PL-1020);
 - Proposed section (Drawing no. 171111-RH-SC-A);
- Design and Access Statement (included within this Planning Statement);
- Air Quality Statement, by RPS;
- Flood Risk Assessment, by RPS;
- Ecological Appraisal, by RPS;
- Acoustic Report, by RPS;

- Noise Technical Note, by BWB;
- Transport Assessment, by RPS
- Transport Technical Note, by BWB; and
- School Travel Plan.

Case Officer: Matt Burns



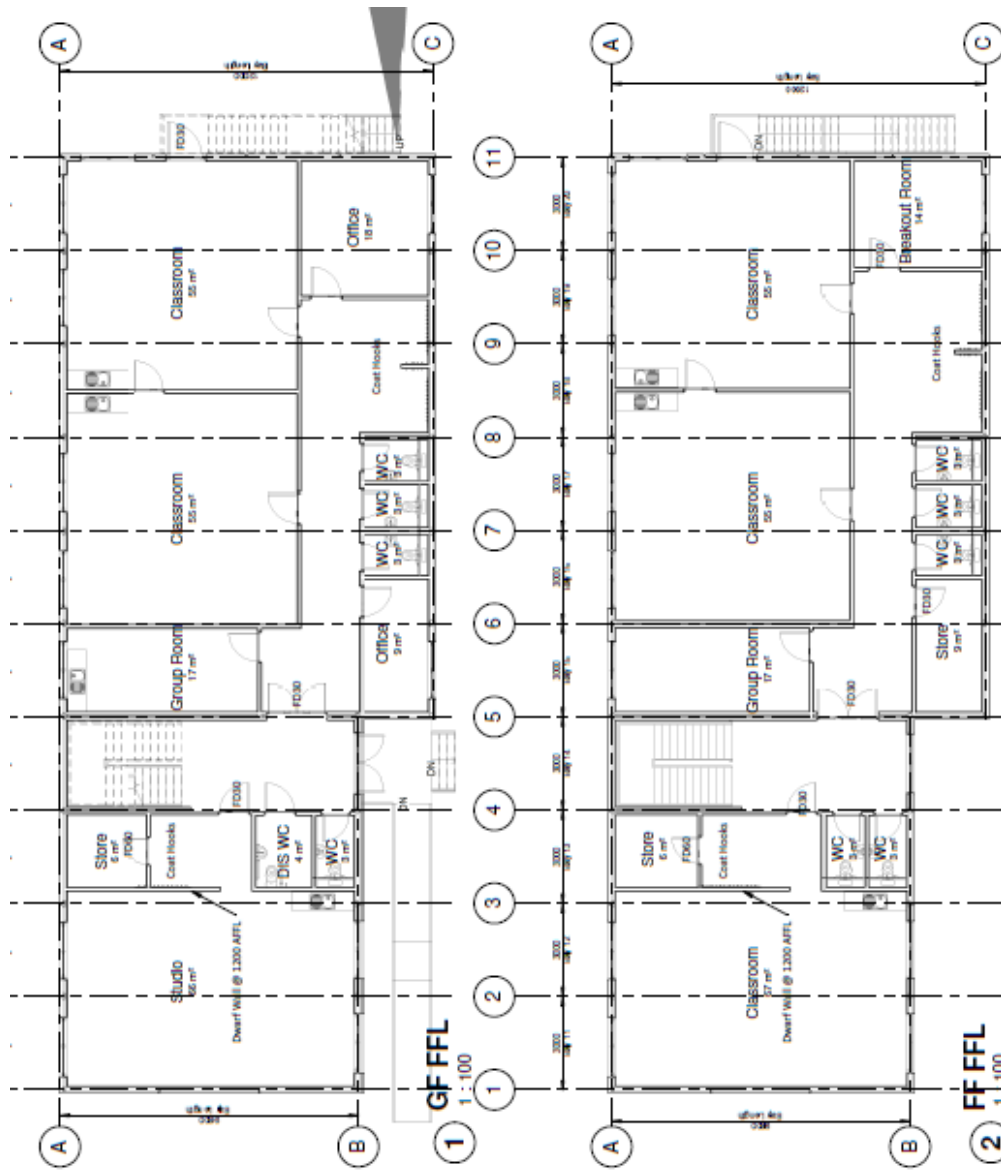
Site plan



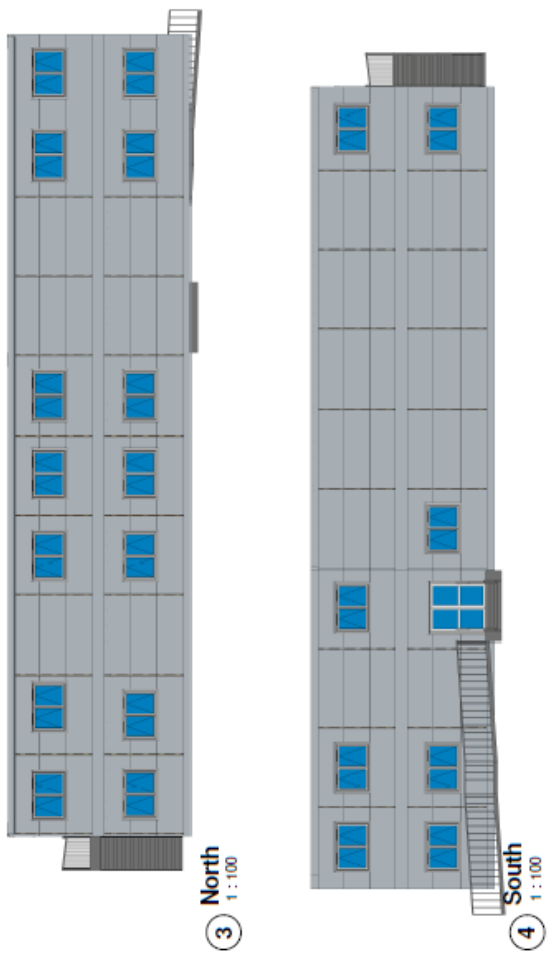
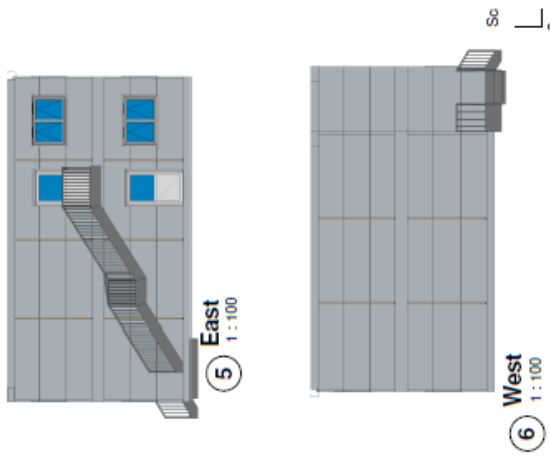
Western Building floor plans



Western Building elevations



Eastern Building floor plans



Eastern Building elevations

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 15 July 2020

Ward: Caversham

App No.: 200742

Address: Land Adjacent, 5 Ian Mikardo Way, Caversham, Reading, RG4 5BZ

Proposal: Application for removal or variation of condition 2 following grant of planning permission. (182031)

Applicant: Reading Borough Council

Deadline: 28/07/2020

RECOMMENDATION:

Recommendation Approve

1. Time Limit - 3 years (from date of original permission)
2. Approved plans (as amended)
3. Pre-commencement details (samples and manufacturer details) of all external materials (including brickwork, roof slate, glazing, window frames/cills/surrounds, doors, guttering and downpipes)
4. Pre-commencement construction method statement (including noise & dust)
5. Pre-occupation submission of bin storage facility details
6. Pre-occupation implementation of cycle parking details provided
7. Pre-occupation implementation of vehicle parking
8. Pre-occupation EV charging point provided
9. Construction hours
10. Pre-commencement hard and soft landscaping details (including biodiversity enhancements)
11. Implementation of approved hard and soft landscaping details
12. Landscaping maintenance for five years
13. Protection of wildlife during site clearance
14. No burning of waste on site
15. Pre-commencement SAP assessment (improved building Regulation Standards) (amended condition)
16. Pre-occupation SAP certificate (amended condition)
17. Pre-occupation energy/water efficiency measures confirmed
18. Implementation and maintenance of specific windows as obscure glazed

Informatives:

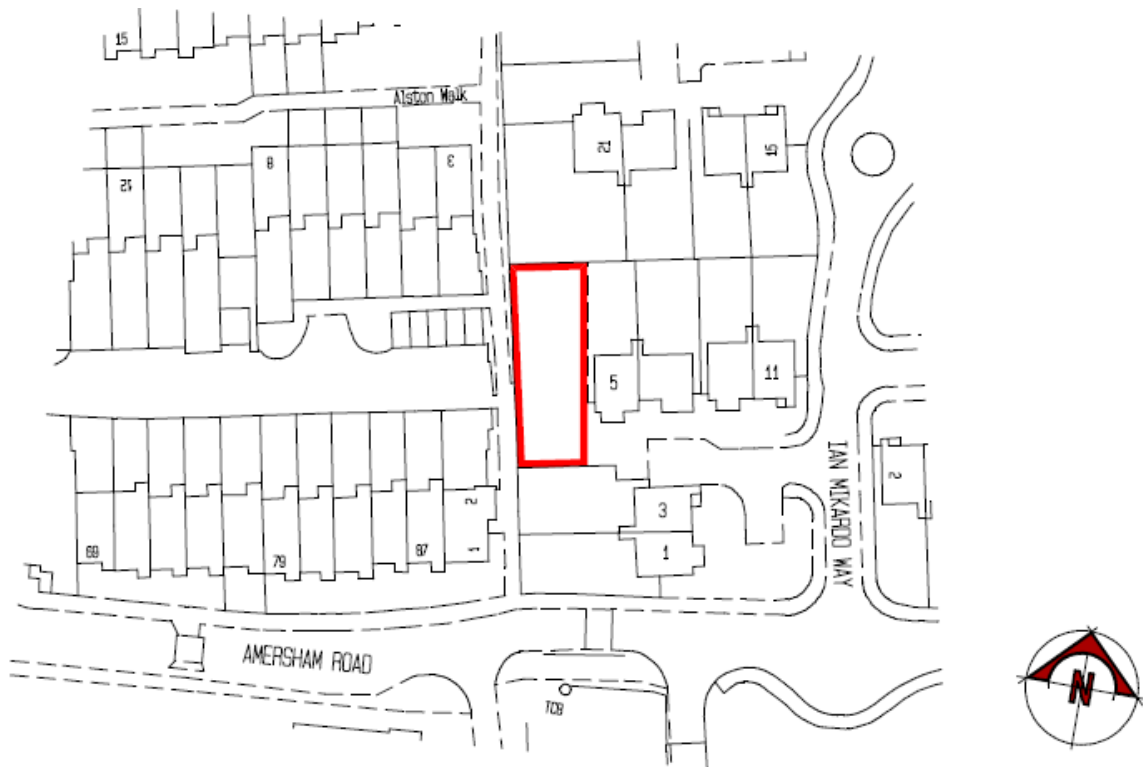
1. Positive and Proactive Statement
2. Highways works
3. Terms and conditions
4. Building Control
5. Party Wall Act
6. CIL
7. No burning of waste on site
8. Unilateral Undertaking Legal Agreement

1. INTRODUCTION

- 1.1 The application site comprises a plot of land, which is vacant and overgrown, located at the western end of a private carriageway serving

no's 1,3,5,7,9 and 11 Ian Mikardo Way. Based on the Council's records, it is understood that the site was developed as part of the wider Ian Mikardo Way development circa 1987 (87-TP-910). To the west, is a public footpath constructed as part of the adjoining Council housing estate. The predominant dwelling type within the area is semi-detached dwellings within Ian Mikardo Way, with terraced dwellings within Charles Evans Way. The site is located within flood zone 2 and is not located within a conservation area.

- 1.2 This application needs to be considered at Planning Applications Committee by virtue of being the Council's own (regulation 3) application. The site in relation to the wider urban area is shown below, together with a site photograph and aerial view.



Site Location Plan (application site edged in red)

2. PROPOSAL

- 2.1 The proposal seeks to vary condition 2 (approved plans) of planning permission 182031 to provide a slightly enlarged dwelling compared to the approved plans to meet the new local plan requirements (nationally described space standards).

Submitted Plans and Documentation:

- Drawing No: 5012614-A-0001 - Plans, elevations and site plan

- 2.2 Community Infrastructure levy (CIL):

The proposed development is secured as affordable housing under the previous section 106 agreement, as such the applicant (the Council) would be able to apply for CIL relief.

3. PLANNING HISTORY

180568/PREAPP - Conversion of existing residential space to flats for the homeless/erection of new dwelling and associated parking for homeless families (six separate addresses) Observations sent 22/06/18

182031/REG3 - Construction of new three-bed dwelling and associated parking and access. APPROVED 4/10/2019

4. CONSULTATIONS

- 4.1 Public - no comments received.
1,2, and 3 Alston Walk
3, and 7 Ian Mikardo Way

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”.

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

CC1: Presumption in Favour of Sustainable Development
CC2: Sustainable Design and Construction
CC3: Adaptation to Climate Change
CC5: Waste Minimisation and Storage
CC6: Accessibility and the Intensity of Development
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
CC9: Securing Infrastructure
EN10: Access to Open Space
EN12: Biodiversity and the Green Network
EN14: Trees, Hedges and Woodland
EN15: Air Quality
EN18: Flooding and Drainage
H1: Provision of Housing
H2: Density and Mix
H3: Affordable Housing
H5: Standards for New Housing
H10: Private and Communal Outdoor Space
H11: Development of Private Residential Gardens
TR1: Achieving the Transport Strategy
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging

- 5.3 Relevant Supplementary Planning Documents (SPD) are:
Affordable housing (2013)
Revised parking standards and design (2011)
Sustainable design and construction (2019)

6. APPRAISAL

The main matters to be considered are:

- Principle of development
- Design considerations
- Impact on residential amenity
- Transport
- Landscape/ecology
- Other Matters
- S106
- Equalities impact

Principle of development

- 6.1 This application does not seek to change the nature of the proposal, simply a revised design to that approved under 182031/REG3. Since the determination of the previous application, Reading Borough Council has adopted its new local plan (The Reading Borough Local Plan (2019) (RBLP)). The new local plan does not introduce any policies which would alter the acceptability, in principle, of the development.

Design Considerations

- 6.2 The proposed amendments to the originally approved permission would increase the overall depth of the dwelling by 0.9m, and its width (to the rear left-hand corner as viewed from the front of the site) by 0.5m. The proposal would also change the appearance of the building slightly. The windows on the right side would be larger than previously approved, and the porch would be less wide but greater in depth (slightly). In general, the proposal would still appear in keeping with the styles of dwellings it would immediately adjoin.

Residential Amenity

- 6.3 The proposed development would largely have an identical relationship to surrounding dwellings as was previously permitted. The rear elevation would be 1m closer to the dwellings along Alston Walk, however the back to back distance would still exceed 20m, and due to the increased length the potential viewing angle would become more oblique. As such, the amended scheme does not lead to any additional privacy concerns for surrounding residents.

- 6.4 The additional 1m to the rear of the dwellings would also not have any great impact upon no. 5 Ian Mikardo Way in terms of overbearing, or impact on rear facing outlook due to the minor nature of the additional built form (>1m).

- 6.5 The proposed amendments would ensure the proposed development would meet the nationally described space standards for the number of bedrooms as per policy H5 of the RBLP. The proposed additional floor plot coverage would also not significantly affect the amount of on-site amenity space to be provided.

Trees, landscaping and Ecology

- 6.6 As with the previously approved development, a scheme of biodiversity enhancements will be required by condition.

Sustainability

- 6.7 The proposed development was previously required to meet a BREEAM standard. Since the adoption of the RBLP (2019) the requirement for new residential development under policy H5 is that it should achieve, as a minimum, a 19% improvement in dwelling emission rate over the target emission rate set out in 2013 Building Regulations and be built to a high standard for water use efficiency. In addition, Policy TR5 requires all new houses with off-street parking to be provided with Electric vehicle (EV) charging points. Appropriate conditions are recommended.

Other matters

Flood Risk Assessment

- 6.8 A condition was attached to the previous approval requiring the floor levels to be built at 37.46 AOD. This requirement remains unchanged, and the development is acceptable with that condition retained.

Legal agreement

- 6.9 The legal agreement (unilateral undertaking) entered into with the original permission allowed for section 73 (variation of condition) applications to be made and for the obligation to carry forward to any such application. Therefore, it can be confirmed that if the recommendation to approve the variations proposed is agreed, the development will be policy compliant with regards affordable housing as secured by the original unilateral undertaking.

Equalities Impact

- 6.10 When determining an application for planning permission 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 as identified by the Act have or will have different needs, experiences, issues and priorities in relation to this 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 proposed development.

7. CONCLUSION

- 7.1 This proposal has been carefully considered in the context of the Reading Borough Local Plan 2019 and supplementary planning documents. The recommendation is to approve as shown above.

Case Officer: Mr Anthony Scholes

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COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 15 July 2020
ITEM NO.

Ward: Kentwood

App No.: 200757/REG3

Address: 67 Lyndhurst Road, Tilehurst, Reading

Proposal: Single storey side extension to provide a single bedroom.

Applicant: Reading Borough Council (Property Services)

Date validated: 3 June 2020

Other Application: 8 week target decision date: 29 July 2020

RECOMMENDATION:

GRANT

Conditions to include:

Standard

1. Time limit for implementation
2. Materials to match
3. Approved plans
4. Parking: retention of one parking space on site

Informatives to include

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

1. INTRODUCTION

- 1.1 The application relates to a two storey semi-detached dwelling on the west side of Lyndhurst Road in Tilehurst. The dwelling is on a gradient that slopes downwards towards the road. The area is predominantly residential in character and characterised by semi-detached properties of varying scale and design.



Location plan (not to scale)

1.2 This minor application is reported to Planning Applications Committee as it is a Regulation 3 application with the applicant being Reading Borough Council (Property Services).

2. PROPOSAL

2.1 Householder planning permission is sought for a single storey side extension to provide an additional bedroom in the detached gap between 67 and 69 Lyndhurst Road. It is proposed to erect a single storey side extension set back by 1m from the front elevation, with a 'lean-to' pitched roof that has a maximum height of 4.7m. The proposed extension would project 2.7m in width from the original side elevation with a depth of approximately 4m.

2.2 The external materials of the original dwelling are brick on the ground floor, 'pebbledash' render on the first floor of the original dwelling, with PVC windows and tiles.

2.3 The following plans/documents were submitted:

Originally submitted plans - received 4 June 2020

- LYN-P1 Ground floor as existing, Ground floor as proposed, side elevation as existing, side elevation as proposed
- LYN-P2 Existing front elevation, front elevation as proposed, Existing rear elevation, Rear elevation as proposed
- LYN-P3 Existing site plan
- LYN-P5 Location plan
- RBC confidential letter dated 2 June 2020 to explain the extenuating circumstance requirements for the planning application
- CIL form

Amended plan to show retained parking space

- LYN-P4A Proposed site plan May 20 Rev A 29/6/20) - Received 29 June 2020

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

3. PLANNING HISTORY

3.1 None.

4. CONSULTATIONS

4.1 Public consultation:

157 Thirlmere Avenue, 66 and 69 Lyndhurst Road have been notified of the application. A site notice was sent to RBC Property Services to be displayed on 18 June 2020.

No responses have been received to date from the public consultation.

4.2 Non-statutory

Transport - no objections subject to condition. The comments were as follows:

This application is for the construction of a single bedroom at the side of the property.

The area has a variety of properties of which some are in terraced in nature and do not have any off-road parking. No 67 currently benefits from off street parking served by an existing dropped kerb. Submitted plans illustrate that following the construction of the extension off road parking will be still be retained, therefore Transport do not have any objections to this application.

5. RELEVANT PLANNING POLICY AND GUIDANCE

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

5.2 The application has been assessed against the following policies:

5.3 National Planning Policy Framework

5.4 Reading Borough Local 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

Policy TR5: Car and Cycle Parking and Electric Vehicle Charging

5.5 Supplementary Planning Guidance

A Design Guide to House Extensions (2003)

Revised Parking standards and designs (2011)

6. APPRAISAL

The main issues for consideration in this planning application are design (with respect to the impact on the host dwelling, the character of the area and the street scene) and parking.

Design

6.1 Due to the relatively modest scale of the single storey proposal on the semi-detached property, it is not considered significantly out of character with the host dwelling or surrounding area. It will be set behind the building line and similar to the set back single storey ‘lean to’ style at the adjacent property 69 Lyndhurst Road.

6.2 The pitched roof form is similar to the roof of the main house. Regarding materials, the original dwelling is brick on the ground floor, pebbledash on the first floor, with PVC windows and tiles. A condition for materials to be match is recommended for

the proposal to integrate satisfactorily with the character of the host dwelling and visual amenity of the surrounding area.

- 6.3 The host dwelling would retain sufficient amenity garden space to the rear, which is considered adequate for a dwelling of this size and relative to the character of the amenity spaces of surrounding dwellings.
- 6.4 The proposal responds positively to provide accessible and usable accommodation for all potential users so that the dwelling can be used safely and easily.
- 6.5 The proposal is therefore considered to be in accordance with Policy CC7 and H8 of the Reading Borough Local Plan (2019) and the house extensions guidance documents.

Parking

- 6.6 The current parking provision will be reduced from 2 spaces to 1, which is not in accordance with the Council's parking standards. However, in this case, officers consider that given the character of the area and parking patterns, it is appropriate to retain one space only, in order to preserve the grass frontage to the property. RBC Transport Strategy does not object to this, subject to the retention of one parking space on site via a condition.

Impact on neighbouring amenity

- 6.7 The property potentially affected by the proposal is 69 Lyndhurst Road, located to the north of the application site respectively. With relation to no.69, the adjacent property also has a small lean-to side extension, the proposed development would be set off the common boundary by 0.6m. Combining this with the relatively modest scale of the proposed development, it is not considered that the proposed extension would have any significant adverse impacts upon the living environment of the occupiers of no.69 in terms of loss of light or overbearing.
- 6.9 The proposal is therefore considered to be in accordance with Policy CC8 of the Reading Borough Local Plan (2019).

Equalities Act

- 6.10 When determining an application for planning permission 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 as identified by the Act have or will have different needs, experiences, issues and priorities in relation to this 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 proposed development.

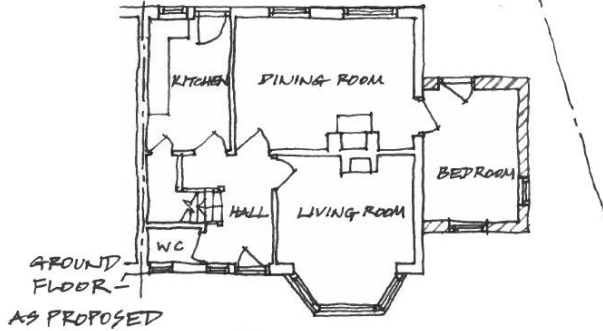
7. CONCLUSION

- 7.1 The proposed development is considered acceptable in planning terms and the grant of permission is recommended for the reasons given above.

Case Officer: Nathalie Weekes

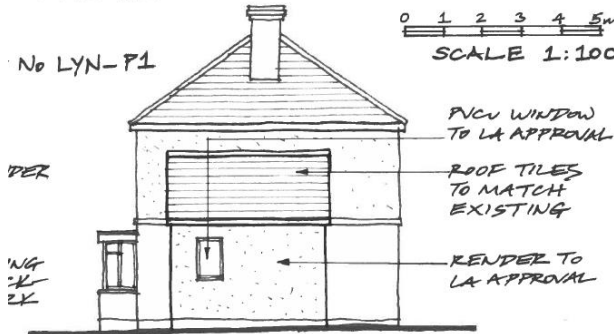


DING RG30 6UE MAY 2020



GROUND FLOOR - AS PROPOSED

No LYN-P1



SIDE ELEVATION AS PROPOSED

PVCU WINDOW TO LA APPROVAL
 ROOF TILES TO MATCH EXISTING
 RENDER TO LA APPROVAL

67 LYNHURST ROAD
 READING RG30 6UE
 DRG No LYN-P2
 MAY 2020



FRONT ELEVATION AS PROPOSED

EXTERNAL RENDER TO LA APPROVAL (BRICK BELOW DPC LEVEL)
 PVCU WINDOW

No LYN-P1



REAR ELEVATION AS PROPOSED

Reading
 RBC PROPERTY SERVICES
 EXTERNAL RENDER TO LA APPROVAL.
 WHITE PVCU DOOR TO LA APPROVAL.

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