

To: Councillor Lovelock (Chair)  
Councillors Challenger, Carnell, Duveen,  
Emberson, Ennis, Leng, McEwan, Page,  
Robinson, Rowland, Stanford-Beale,  
J Williams and R Williams

Direct ☎ : 0118 9372112

28 September 2021

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

### NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 6 OCTOBER 2021

A meeting of the Planning Applications Committee will be held on Wednesday, 6 October 2021 at 6.30 pm in the Council Chamber, Civic Offices, Bridge Street, Reading RG1 2LU (a limited number of socially-distanced seats will be available to the press and public). The Agenda for the meeting is set out below.

| AGENDA                                       | ACTION      | WARDS AFFECTED | PAGE NO |
|--|-------------|----------------|---------|
| 1. MINUTES                                   | Decision    |                | 7 - 14  |
| 2. DECLARATIONS OF INTEREST                  | -           |                |         |
| 3. QUESTIONS                                 | -           |                |         |
| 4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS | Decision    | BOROUGHWIDE    | 15 - 18 |
| 5. PLANNING APPEALS                          | Information | BOROUGHWIDE    | 19 - 24 |
| 6. APPLICATIONS FOR PRIOR APPROVAL           | Information | BOROUGHWIDE    | 25 - 30 |

### PLANNING APPLICATIONS TO BE CONSIDERED

|    |                                |  |        |         |
|----|--------------------------------|--|--------|---------|
| 7. | 210811/FUL - 39 BRUNSWICK HILL | Decision   | BATTLE | 31 - 56 |
|    | Proposal<br>Recommendation     | Conversion and extension of existing building to form 9no. flats<br>Permitted subject to Legal Agreement |        |         |

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|            |  |  |                |                  |
|------------|--|--|----------------|------------------|
| <b>8.</b>  | <b>191496/FUL - MEADWAY PRECINCT,<br/>HONEY END LANE</b> | <b>Decision</b>  | <b>NORCOT</b>  | <b>57 - 104</b>  |
|            | <b>Proposal</b>  | Outline planning application (Access only. Appearance, Landscaping, Layout and Scale Reserved for future consideration) for the redevelopment of the Meadway precinct including partial demolition, refurbishment and extension of existing retail units and creation of new retail premises within Use Classes A1, A2, A3, A4, A5, D1 and D2, 258 new residential dwellings (Use Class C3), new car park and servicing arrangements, bin stores, engineering operations including re-profiling of embankment and associated landscaping, re-location of public toilets within precinct (amended description). |                |                  |
|            | <b>Recommendation</b>                                    | Permitted subject to Legal Agreement   |                |                  |
| <b>9.</b>  | <b>210994/HOU - 82 ALBERT ROAD,<br/>CAVERSHAM</b>        | <b>Decision</b>  | <b>THAMES</b>  | <b>105 - 116</b> |
|            | <b>Proposal</b>  | Single storey rear extension and new Velux Cabrio windows to rear elevation of loft floor.   |                |                  |
|            | <b>Recommendation</b>                                    | Application Permitted  |                |                  |
| <b>10.</b> | <b>211347/FUL - UNIT B4, WORTON<br/>DRIVE</b>            | <b>Decision</b>  | <b>WHITLEY</b> | <b>117 - 126</b> |
|            | <b>Proposal</b>  | Change of use from B8 use to B8 and B2 use   |                |                  |
|            | <b>Recommendation</b>                                    | Application Permitted  |                |                  |

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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.

## Guide to changes to the Use Classes Order in England.

Changes of use within the same class are not development.

| Use   | Use Class up to 31 August 2020 | Use Class from 1 September 2020 |
|---|--------------------------------|---------------------------------|
| Shop - not more than 280sqm mostly selling essential goods, including food and at least 1km from another similar shop                           | A1                             | F.2                             |
| Shop  | A1                             | E                               |
| Financial & professional services (not medical)   | A2                             | E                               |
| Café or restaurant  | A3                             | E                               |
| Pub, wine bar or drinking establishment   | A4                             | Sui generis                     |
| Takeaway  | A5                             | Sui generis                     |
| Office other than a use within Class A2   | B1a                            | E                               |
| Research & development of products or processes   | B1b                            | E                               |
| For any industrial process (which can be carried out in any residential area without causing detriment to the amenity of the area)              | B1c                            | E                               |
| Industrial  | B2                             | B2                              |
| Storage or distribution   | B8                             | B8                              |
| Hotels, boarding & guest houses   | C1                             | C1                              |
| Residential institutions  | C2                             | C2                              |
| Secure residential institutions   | C2a                            | C2a                             |
| Dwelling houses   | C3                             | C3                              |
| Small house in multiple occupation 3-6 residents  | C4                             | C4                              |
| Clinics, health centres, creches, day nurseries, day centre   | D1                             | E                               |
| Schools, non-residential education & training centres, museums, public libraries, public halls, exhibition halls, places of worship, law courts | D1                             | F.1                             |
| Cinemas, theatres, concert halls, bingo halls and dance halls   | D2                             | Sui generis                     |
| Gymnasiums, indoor recreations not involving motorised vehicles or firearms   | D2                             | E                               |
| Hall or meeting place for the principal use of the local community  | D2                             | F.2                             |
| Indoor or outdoor swimming baths, skating rinks, and outdoor sports or recreations not involving motorised vehicles or firearms                 | D2                             | F.2                             |

- Present:** Councillor Lovelock (Chair);
- Councillors Challenger (Vice-Chair), Carnell, Duveen, Emberson, Ennis, Leng, McEwan, Page, Rowland, Stanford-Beale, J Williams and R Williams
- Apologies:** Councillors Robinson

### RESOLVED ITEMS

#### 39. MINUTES

The Minutes of the meeting held on 21 July 2021 were agreed as a correct record and signed by the Chair.

#### 40. DECLARATIONS OF INTEREST

Councillor Ennis declared an interest in applications 211010/REG3 and 210904/REG3 on the basis that he had been involved in the development of the schemes as the previous Lead Councillor for Housing.

Councillor Emberson declared an interest in applications 211010/REG3 and 210904/REG3 on the basis that she was involved in the development and promoting of the schemes as the current Lead Councillor for Housing.

Councillor Stanford-Beale declared an interest in applications 210647/REG3 and 210746/LBC on the basis that she was employed by Autism Berkshire who would be a regular user of the proposed facilities.

Councillor Rowland declared an interest in applications 210647/REG3 and 210746/LBC on the basis that she had been involved in developing the scheme as Lead Councillor for Culture, Heritage and Recreation.

Councillor Carnell declared a prejudicial interest in application 210994/HOU on the grounds of predetermination.

#### 41. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS

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

**Resolved -**

That the under-mentioned applications, together with any additional applications which the Assistant Director of Planning, Transport and Regulatory Services might consider appropriate, be the subject of accompanied site visits:

**210582 - 18 PARKSIDE ROAD**

Demolition of detached house and annex and the erection of 13 dwellings, with undercroft parking, landscaping and bin stores.

**211127 - RANIKHET PRIMARY SCHOOL, SPEY ROAD**

Complete redevelopment of Ranikhet Academy Primary School, comprising construction of a new two form entry, two storey school building, new Multi Use Games Area, Car Parking, playground areas and other landscaped features along with the demolitions of all existing school buildings.

**210975 - 205-213 AND LAND TO THE REAR OF, 215-219 HENLEY ROAD, CAVERSHAM**

Demolition of no.s 205 to 213 Henley Road and rear gardens of no.s 205-219 Henley Road and erection of 2 retirement living apartment blocks (C3 use) comprising a mixture of 60no. 1 & 2 bedrooms with several communal spaces such as lounges, terraces, external gardens and associated access from the adjacent development on Henley Road, car parking and landscaping.

**210994 - 82 ALBERT ROAD**

Single storey rear extension and new Velux Cabrio windows to rear elevation of loft floor.

**42. PLANNING APPEALS**

**(i) New Appeals**

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

**(ii) Appeals Recently Determined**

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

**(iii) Report on Appeal Decision**

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

**041115, 160720, 171772 (APP/E0345/W/18/3208163), 200688 - 34 ELDON TERRACE**

Unauthorised change of use of basement to two flats.

Informal hearing (virtual).

All three appeals dismissed and the Notices upheld, subject to the corrections and variations described.

**191318/CLE - THE KILN, 16A ROMANY LANE, TILEHURST**

Existing use as a self contained studio (C3 use)

Written representations.

Appeal dismissed.

**Resolved -**

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

**43. APPLICATIONS FOR PRIOR APPROVAL**

The Executive Director for Economic Growth and Neighbourhood Services submitted a report giving details in Table 1 of 20 pending prior approval applications, and in Table 2 of 13 applications for prior approval decided between 8 July and 24 August 2021.

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

**44. 201650/FUL - 111A WATLINGTON STREET**

Part demolition of existing industrial building and erection of a three-storey end of terrace building of 6 flats (C3 use) (amended description)

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 set out information on the affordable housing contribution and included the proposed basement plan which had been omitted from the original report. The update report amended the proposed s106 Heads of Terms to specify an affordable housing Contribution of £99,175 and recommended an additional condition for the unit mix and layout to be as proposed.

Comments and objections were received and considered.

Objectors Evelyn Williams, Chair of the Reading Conservation Area Advisory Committee, and Nigel Spawton, on behalf of the Royal Berkshire NHS Foundation Trust, and Steven Clarke representing the applicant, attended the meeting and addressed the Committee on this application.

**Resolved -**

- (1) That the application be refused;
- (2) That the Assistant Director of Planning, Transport and Regulatory Services be authorised to finalise the reasons for refusal, to include the following issues raised by the Committee: the loss of a non-designated heritage asset building of townscape merit with light industrial use (not compliant with Policies EN3 and EN4 of the Local Plan); a discordant design and massing that would not preserve the character of the Conservation Area (not compliant with Policy CC7 of the Local Plan); poor quality of outlook and insufficient light levels in the proposed basement accommodation (not compliant with Policy CC8 of the Local Plan); the failure to secure an acceptable Affordable Housing contribution in the absence of a completed s106 legal agreement.

**45. 211010/REG3 - LAND TO THE WEST OF, ABATTOIRS ROAD**

Part Retrospective application for the erection of 40 no. sleeping units and 3no. support units for rough sleepers, to be used temporarily for a period of 5 years.

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 set out comments from Transport on amended plans that had been submitted and comments from the Thames Valley Police Crime Prevention Design Advisor who had no objection to the scheme. The update report proposed amended conditions regarding cycle parking and a Secure access system and CCTV, and additional conditions regarding visibility spays and a Traffic Regulation Order for a no right turn at the junction of Caversham Road and Abattoirs Road.

Comments and objections were received and considered.

**Resolved -**

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, planning permission for application 211010/REG3 be granted, subject to the conditions and informatives as recommended in the original report, with the amended and additional conditions as recommended in the update report.

(Councillor Ennis declared an interest in the above application on the basis that he had been involved in the development of the scheme as the previous Lead Councillor for Housing. He addressed the Committee and took no further part in the debate or decision.)

(Councillor Emberson declared an interest in the above application on the basis that she was involved in the development and promoting of the scheme as the current Lead Councillor for Housing. She addressed the Committee and took no further part in the debate or decision.)

**46. 210904/REG3 - 35 BRAMSHAW ROAD, TILEHURST**

Works consist of property improvements and upgrades of Thermal efficiency measures to dwellings detailed below. All properties located on the Old Norcot Estate, Reading. Phase 1 addresses to include:- 35, 37, 39, 41, 43 Bramshaw Road RG30 6AT 69, 71, 73, 75 Bramshaw Road, RG30 6AS 377 & 379 Norcot Road, RG30 6AB. Works will see the existing render overclad with a new external wall insulation system, replacement of new triple glazed windows, minor roof adaptations and associated works (Part Retrospective) (Amended Description).

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

Comments were received and considered.

**Resolved -**

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, planning permission for application 210904/REG3 be granted, subject to the conditions and informatives as recommended in the report.

(Councillor Ennis declared an interest in the above application on the basis that he had been involved in the development of the scheme as the previous Lead Councillor for Housing. He addressed the Committee and took no further part in the debate or decision.)

(Councillor Emberson declared an interest in the above application on the basis that she was involved in the development and promoting of the scheme as the current Lead Councillor for Housing. She addressed the Committee and took no further part in the debate or decision.)

**47. 201070/ADV - ROSE KILN LANE**

LED Screen hoardings, supported by hollow steel posts.

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

Comments and objections were received and considered.

It was proposed and moved at the meeting that the application be granted, on the grounds that the proposed location on the East side of the A33 would not be harmful to visual amenity, or detract from the character and appearance of the Kennet and Holy Brook Meadows, to the extent that would justify refusal of the application as was recommended in the report.

**Resolved -**

- (1) That advertising consent for application 201070/ADV be granted;
- (2) That the Assistant Director of Planning, Transport and Regulatory Services be authorised, in consultation with the Chair and Vice-Chair of the Committee, the Lead Councillor for Strategic Environment, Planning and Transport and Ward Councillors, to attach appropriate conditions and informatives to the advertising consent.

**48. 210647/REG3 & 210746/LBC - PROSPECT PARK, LIEBENROOD ROAD**

210647/REG3 - Provision of a play service venue at the existing park pavilion, converting a disused internal garage into an indoor low ropes activity course, providing an outdoor mini-golf zone, an outdoor enclosed education and learning zone, with a small community cafe to compliment the activities.

210746/LBC - Listed Building Consent for provision of a play service venue at the existing park pavilion, converting a disused internal garage into an indoor low ropes activity course, providing an outdoor mini-golf zone, an outdoor enclosed education and learning zone, with a small community cafe to compliment the activities.

The Executive Director of Economic Growth and Neighbourhood Services submitted a report on the above applications. An update report was tabled at the meeting which set out a revised proposed layout plan and related comments from the Tree Officer. The report recommended an additional condition for application 210647 regarding the arboricultural method statement.

Comments and objections were received and considered.

**Resolved -**

- (1) That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development 210647/REG3 be authorised, subject to the conditions and informatives as recommended in the original report with the additional condition recommended in the update report;
- (2) That Listed Building Consent for application 210746/LBC be granted, subject to the conditions and informatives as recommended in the original report.

(Councillor Stanford-Beale declared an interest in the above applications on the basis that she was employed by Autism Berkshire who would be a regular user of the proposed facilities. She addressed the Committee and took no further part in the debate or decision.)

(Councillor Rowland declared an interest in the above applications on the basis that she had been involved in developing the scheme as Lead Councillor for Culture, Heritage and



Recreation. She addressed the Committee and took no further part in the debate or decision.)

**49. 210994/HOU - 82 ALBERT ROAD**

Single storey rear extension and new Velux Cabrio windows to rear elevation of loft floor.

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

Comments and objections were received and considered.

Objector Barry McNamara and the applicant Steve Gibson attended the meeting and addressed the Committee on this application.

**Resolved -**

That consideration of the application be deferred for an accompanied site visit to the property and neighbouring property.

(Councillor Carnell declared a prejudicial interest in the above application on the grounds of predetermination. He addressed the Committee as ward councillor and took no further part in the debate or decision.)

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

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

|                   |  |                     |                                      |
|-------------------|--|---------------------|--------------------------------------|
| <b>TO:</b>        | <b>PLANNING APPLICATIONS COMMITTEE</b>           |                     |                                      |
| <b>Date:</b>      | <b>6<sup>th</sup> October 2021</b>               | <b>AGENDA ITEM:</b> |                                      |
| <b>TITLE:</b>     | <b>POTENTIAL SITE VISITS FOR COMMITTEE ITEMS</b> |                     |                                      |
| <b>SERVICE:</b>   | <b>PLANNING</b>                                  | <b>WARDS:</b>       | <b>BOROUGH WIDE</b>                  |
| <b>AUTHOR:</b>    | <b>Julie Williams</b>                            | <b>TEL:</b>         | <b>0118 9372461</b>                  |
| <b>JOB TITLE:</b> | <b>Acting Planning Manager</b>                   | <b>E-MAIL:</b>      | <b>Julie.williams@reading.gov.uk</b> |

## **1. PURPOSE AND SUMMARY OF REPORT**

- 1.1 To identify those sites where, due to the sensitive or important nature of the proposals, Councillors are advised that a Site Visit would be appropriate before the matter is presented at Committee and to confirm how the visit will be arranged. A list of potential sites is appended to this report with an officer note added to say if recommended for a site visit or not.

## **2. RECOMMENDED ACTION**

- 2.1 That you note this report and confirm if the site or sites indicated on the appended list are to be visited by Councillors.
- 2.2 Confirm if there are any other sites Councillors consider necessary to visit before reaching a decision on an application.
- 2.3 Confirm how the site(s) agreed should be visited will be carried out - accompanied by officers or unaccompanied.

## **3. THE PROPOSAL**

- 3.1 Appended to this report is a list of applications received that may be presented to Committee for a decision in due course. Officers will normally indicate if a site would benefit from being visited to inform your decision making or Councillors may request that a site is visited.
- 3.2 A site visit is only likely to be necessary if the impact of the proposed development is difficult to visualise from the plans and any supporting material or if there is a good reason why the comments of the applicant and objectors cannot be expressed adequately in writing; or, the proposal is particularly contentious.
- 3.3 It is possible that these difficulties will arise at Committee during consideration of an application, in which case it is appropriate for Councillors to seek a deferral to allow a visit to be carried out to assist in reaching the correct decision.

- 3.4 Accompanied site visits consist of an arranged inspection by a viewing Committee, with officers in attendance and by arrangement with the applicant or their agent. Applicants and objectors however will have no right to speak but may observe the process and answer questions when asked. The visit is an information gathering opportunity and not a decision making forum.
- 3.5 Unaccompanied site visits can take place where the site is easily viewable from public areas and allows Councillors to visit the site when convenient to them. In these instances, the case officer will provide a briefing note on the application and the main issues to be considered by Councillors when visiting the site.
- 3.6 There may also be occasions where officers or Councillors request a post completion site visit in order to review the quality or impact of a particular development.

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

- 4.1 The processing of planning applications contributes to creating a sustainable environment with active communities and helping the economy within the Borough as identified as the themes of the Council's Corporate Plan:
1. Healthy Environments
  2. Thriving Communities
  3. Inclusive Economy

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

- 5.1 Statutory neighbour consultation takes place on planning applications.

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

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

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

- 7.1 None arising from this report.

#### **8. ENVIRONMENTAL AND CLIMATE IMPLICATIONS**

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

- 8.2 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.

## **9. FINANCIAL IMPLICATIONS**

- 9.1 The cost of site visits is met through the normal planning service budget and Councillor costs.

## **10. BACKGROUND PAPERS**

Reading Borough Council Planning Code of Conduct.

## APPENDIX 1

### Potential Site Visit List:

**Ward:** Tilehurst

**Application reference:** 211399

**Application type:** Variation of Condition

**Site address:** The Avenue School, The Avenue Centre, Conwy Close, Tilehurst, Reading, RG30 4BZ

**Proposal:** Redevelopment of school playing field to erect a mixed used educational centre to include special needs school, community uses and ancillary educational staff offices and conference facilities for the Reading Education Centre, incorporating new access road, parking and highway works with associated landscaping and re-provision of public open space without complying with condition 5 of planning permission 06/00253/REG3 (060436)

**Reason for Committee item:** Reading Borough Council application

**Visit not recommended by officers**

# Agenda Item 5

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

|            |                                 |              |                               |
|------------|---------------------------------|--------------|-------------------------------|
| TO:        | PLANNING APPLICATIONS COMMITTEE |              |                               |
| DATE:      | 6 <sup>th</sup> October 2021    | AGENDA ITEM: |                               |
| TITLE:     | PLANNING APPEALS                |              |                               |
| AUTHOR:    | Julie Williams                  | TEL:         | 0118 9372461                  |
| JOB TITLE: | Planning Manager                | E-MAIL:      | Julie.Williams@reading.gov.uk |

## 1. PURPOSE AND SUMMARY OF REPORT

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

## 2. RECOMMENDED ACTION

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

## 3. INFORMATION PROVIDED

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

## 4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Defending planning appeals made against planning decisions contributes to producing a sustainable environment and economy within the Borough and to meeting the 2018-21 Corporate Plan objective for “Keeping Reading’s environment clean, green and safe”.

## 5. ENVIRONMENTAL AND CLIMATE IMPLICATIONS

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

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

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

- 6.1 Planning decisions are made in accordance with adopted local development plan policies, which have been adopted by the Council following public consultation. Statutory consultation also takes place on planning applications and appeals and this can have bearing on the decision reached by the Secretary of State and his Inspectors. Copies of appeal decisions are held on the public Planning Register.

## **7. EQUALITY IMPACT ASSESSMENT**

- 7.1 Where appropriate the Council will refer in its appeal case to matters connected to its duties under the Equality Act 2010, Section 149, to have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

## **8. LEGAL IMPLICATIONS**

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

## **9. FINANCIAL IMPLICATIONS**

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

## **10. BACKGROUND PAPERS**

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

## **APPENDIX 1**

### **Appeals Lodged:**



WARD: PARK  
APPEAL NO: APP/E0345/D/21/3278656  
CASE NO: 210238  
ADDRESS: 11 Whiteknights Road  
PROPOSAL: Single storey rear extension  
CASE OFFICER: Tom Hughes  
METHOD: Householder Written Representations  
APPEAL TYPE: HOUSEHOLDER REFUSAL  
APPEAL LODGED: 03.09.2021

## **APPENDIX 2**

### **Appeals Decided:**

WARD: CAVERSHAM  
APPEAL NO: Appeal Ref: APP/E0345/C/20/3249309  
CASE NO: 191385  
ADDRESS: Land at 8 St Johns Road, Caversham, Reading  
PROPOSAL: Change of use from a C4 HMO to a Sui Generis 7 bedroom HMO with parking and amenity space.  
CASE OFFICER: Susanna Bedford  
METHOD: Appeal against enforcement notice re: breach of planning control  
DECISION: The appeal succeeds and permission is granted for part of the breach of planning control, but otherwise the enforcement notice is upheld as corrected and varied in the terms set out  
DATE DETERMINED: 07.09.2021

## **APPENDIX 3**

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

1 & 2 New Century Place, East Street, Reading

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

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## Appeal Decision Report

**Ward:** Katesgrove

**Appeal No.:** APP/E0345/X/20/3262741

**Site:** 1 & 2 New Century Place, East Street, Reading

**Planning ref:** 210259/CLE

**Proposal:** 135 self-contained studio apartments in Class C3 dwellinghouse use.

**Decision level:** Delegated

**LPA Decision:** None (non-determination)

**Method:** Written representations

**Decision:** Allowed

**Date Determined:** 26 July 2021

**Inspector:** Simon Hand MA

### **SUMMARY OF DECISION:**

Appeal allowed and certificate issued.

The Inspector advised that these two former office blocks had been converted using permitted development rights to C3 dwellings. He considered that the issue was whether they were being used as student accommodation or as separate dwellings.

He considered that student accommodation can also be a flat and likened the situation to houses where students live, but the house would remain in C3 dwellinghouse use. He did not therefore find the fact that the accommodation was primarily occupied by students as conclusive of a student accommodation use.

He noted the particular facilities provided within the blocks (a gym, study rooms, etc.) but he considered that these were not suggestive of a particular use and all could be found in a block of flats aimed at young professionals as much as students.

With reference to Case Law, the Inspector also discussed other matters which may have suggested a different use, such as how energy is calculated and paid for, the nature of the fire alarm systems and the way Building Regulations approval has been given which all suggested student accommodation. Further, he noted that the rents appear to be paid on an academic year basis and that there was tight control over what the occupants can do and even overnight guests were limited to three days only and thereafter they were required to pay. He did not find these matters conclusive either.

His conclusion was that there are two buildings that have been converted into what appeared to be flats which are aimed at young single people and although he conceded that most of these people are students, that did not mean it was a student hall residence. He considered that there was little to suggest that the use was a sui generis student block, but a lot to suggest that it was a C3 dwelling use, and he decided to issue the certificate accordingly.

### **Head of Planning, Development & Regulatory Services Comment**

The background to this appeal was that officers were dealing with an application for a certificate of lawful existing use for the buildings, following concerns that they had been converted into unauthorised student accommodation. Officers were preparing to refuse the certificate when the appeal against non-determination was lodged.

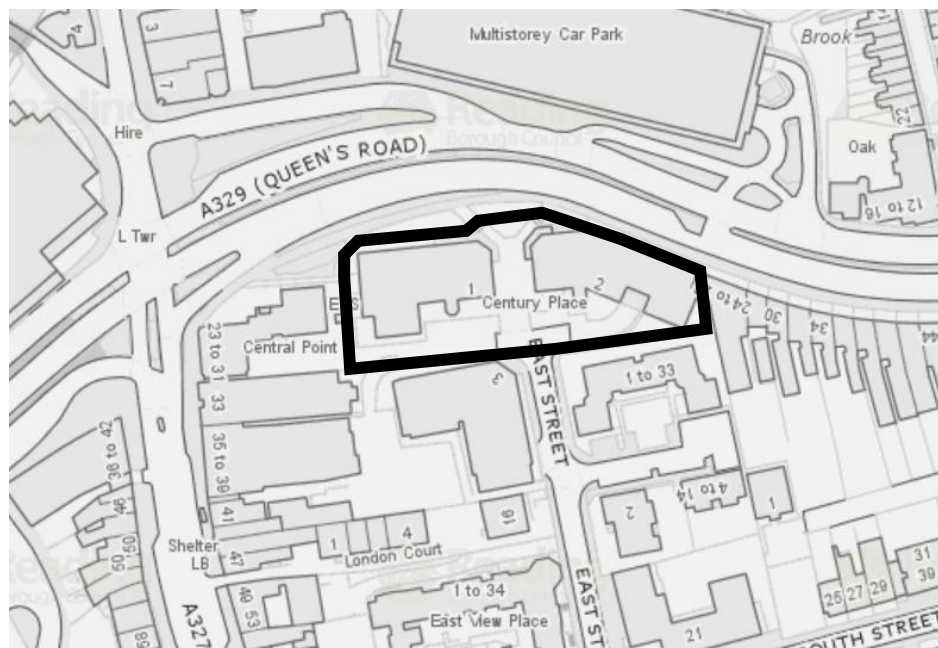
The Local Planning Authority (LPA) had to deal with the appeal and consequently did so. As with many planning matters, it is a matter of judgment on the facts of the case. The LPA considered the use of the buildings as student accommodation and not as ordinary C3 dwelling use accommodation, which was the permitted use.

The Inspector has not found fault with the way in which the developer has converted the buildings and those who reside in them, finding the use and occupancy to be in accordance with the Office Prior Approval decisions which allowed the conversion of the buildings from offices to C3 residential.

In your officers' opinion, this is a very disappointing decision, which does not appear to provide the small residential accommodation which was promised/ envisaged. However, the Inspector has set out his thoughts clearly and legal advice is that he has not erred in Planning Law. This decision is likely to have important implications for other conversions of this type.

The Appellant's separate application for costs against the Council was dismissed.

#### Site Plan:



**Case officer:** Richard Eatough

**Agenda Item 6**

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

|                   |  |                     |  |
|-------------------|--|---------------------|--|
| <b>TO:</b>        | <b>PLANNING APPLICATIONS COMMITTEE</b>             |                     |  |
| <b>DATE:</b>      | <b>8<sup>th</sup> September 2021</b>               | <b>AGENDA ITEM:</b> |  |
| <b>TITLE:</b>     | <b>APPLICATIONS FOR PRIOR APPROVAL</b>             |                     |  |
| <b>AUTHOR:</b>    | <b>Julie Williams &amp; Richard Eatough</b>        |                     |  |
| <b>JOB TITLE:</b> | <b>PLANNING MANAGER (acting) &amp; Team Leader</b> | <b>E-MAIL:</b>      | <a href="mailto:Julie.williams@reading.gov.uk">Julie.williams@reading.gov.uk</a><br><a href="mailto:Richard.eatough@reading.gov.uk">Richard.eatough@reading.gov.uk</a> |

**1. PURPOSE AND SUMMARY OF REPORT**

- 1.1 To advise Committee of the types of development that can now be submitted for Prior Approval and to provide a summary of the applications received and decisions taken in accordance with the prior-approval process as set out in 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.
- 3.2 Since May 2015 more and more changes of use or development have been brought under the prior approval approach in an attempt to give developers more certainty on their proposals by avoiding the typical planning application consultation and assessment process. Section 4 below lists the current types of prior approval applications.
- 3.3 Members have been advised in previous reports of changes to the Use Classes Order and a comparison list of old and new use classes has been added at the beginning of your agenda papers. These changes will have implications for change of use prior approvals going forward. The extract below from the Planning Portal website (the platform for submitting planning applications) tries to explain:

***Changes to Use Classes***

*Wholesale legislative changes determining how uses of buildings and land in England are classified will take effect (with certain transitional procedures and periods) from 1 September 2020.*

*In making these changes, Government has also introduced a ‘material period’ that runs from 1 September 2020 until 31 July 2021 meaning that, for all the current Permitted Development rights, the Use Classes in place up to the end of August 2020 will remain in effect until the end of this period. This also*

*applies to any existing direction that restricts these rights.*

***So, what does this mean for content on the Planning Portal and our application service?***

*Applications submitted before 1 September 2020 will be determined based on the Use Classes in place up to the end of August 2020.*

*Based on the ‘material period’ detailed above, our permitted development content and Prior Approval application types will also continue to reference the ‘old’ Classes for the time being, though we will be updating relevant areas to acknowledge this.*

*For other applications, any reference that needs to be made to the new E & F Use Classes will need to be added as ‘Other’ and have detailed provided. This is an interim measure while we work to update the relevant question sets and our data standard to account for the new classes.*

- 3.4 Officers are still unclear how this will all pan out as we start to receive applications for prior approval and I suspect that applicants and their agents will have similar questions to ours. For example, for Class J below some changes from retail to leisure will mean that the use remains in Class E but not all types of leisure uses.
- 3.5 The preparation of the application forms might help as the one published for Part 20 Class A has a checklist of 12 questions to establish if a site is eligible to use this process.

#### **4 TYPES OF PRIOR APPROVAL APPLICATIONS**

- 4.1 The categories of development requiring prior approval appear in different parts of Schedule 2 of 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. Those that are of most relevance to Reading Borough are summarised as follows:

##### SCHEDULE 2 - Permitted development rights

###### **PART 1 - Development within the curtilage of a dwelling house**

- **Householder development - larger home extensions. Part 2 Class A1.**
- **Householder development - upwards extensions. Part 2 Class AA.**

###### **PART 3 – Changes of use**

- **Change of use from A1 shops or A2 financial & professional, betting office, pay day loan shop or casino to A3 restaurants and cafes. Class C.**
- **Change of use from A1 shops or A2 financial & professional, betting office or pay day loan shop to Class D2 assembly & leisure. 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. Class M**
- **Change of use from an amusement arcade or a casino to C3 dwellinghouse & necessary works. Class N**
- **Change of use from B1 office to C3 dwellinghouse Class O\*.**
- **Change of use from B8 storage or distribution to C3 dwellinghouse Class P**
- **Change of use from B1(c) light industrial use to C3 dwellinghouse 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. 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. Class R.
- Change of use from Agricultural buildings and land to state funded school or registered nursery D1. 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. Class T.

#### PART 4 - Temporary buildings and uses

- Temporary use of buildings for film making for up to 9 months in any 27 month period. Class E

#### PART 11 - Heritage & Demolition

- Demolition of buildings. Class B.

#### PART 16 - Communications

- Development by telecommunications code system operators. Class A
- GPDO Part 11.

#### Part 20 - Construction of New Dwellinghouses

- **New dwellinghouses on detached blocks of flats** Class A
- **Demolition of buildings and construction of new dwellinghouses in their place.** Class ZA

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

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

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

## 5. CONTRIBUTION TO STRATEGIC AIMS

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

## 6. ENVIRONMENTAL AND CLIMATE IMPLICATIONS

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

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

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

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

## **8 EQUALITY IMPACT ASSESSMENT**

- 8.1 Where appropriate the Council must have regard to its duties under the Equality Act 2010, Section 149, to have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.2 There are no direct implications arising from the proposals.

## **9. LEGAL IMPLICATIONS**

- 9.1 None arising from this Report.

## **10. FINANCIAL IMPLICATIONS**

- 10.1 Since the additional prior notifications were introduced in May 2013 in place of applications for full planning permission, the loss in fee income is estimated to be £1,777,943.

(Office Prior Approvals - £1,640,098: Householder Prior Approvals - £83,532: Retail Prior Approvals - £16,840: Demolition Prior Approval - £4,331: Storage Prior Approvals - £5716: Shop to Restaurant Prior Approval - £6026: Shop to Leisure Prior Approval - £305: Light Industrial to Residential - £20,022: Dwellings on detached block of flats - £768: Additional storey on dwellings - £206).

*Figures since last report*

Office Prior Approvals - £2534: Householder Prior Approvals - £220

- 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 24<sup>th</sup> August 2021 to 23<sup>rd</sup> September 2021**

| Type:  | How many received since last report: | Loss in possible fee income: |
|--|--------------------------------------|------------------------------|
| Householder Prior Approvals                    | 2                                    | £220                         |
| Office Prior Approvals                         | 4                                    | £2534                        |
| Shop to Restaurant Prior Approval              | 0                                    | 0                            |
| Demolition Prior Approval                      | 0                                    | 0                            |
| Solar Equipment Prior Approval                 | 0                                    | 0                            |
| Light Industrial to Residential Prior Approval | 0                                    | 0                            |
| Prior Notification                             | 1                                    | n/a                          |
| Shop to Assembly & Leisure Prior Approval      | 0                                    | 0                            |
| Telecommunications Prior Approval              | 3                                    | n/a                          |
| Dwellings on detached block of flats           | 0                                    | 0                            |
| Householder Additional Storey                  | 0                                    | 0                            |
| <b>TOTAL</b>                                   | <b>10</b>                            | <b>£2754</b>                 |

**Table 2 - Applications decided since 24<sup>th</sup> August 2021 to 23<sup>rd</sup> September 2021**

| Type:  | Approved | Refused  | Not Required | Withdrawn | Non Determination |
|--|----------|----------|--------------|-----------|-------------------|
| Householder Prior Approvals                    | 1        | 0        | 2            | 0         | 0                 |
| Office Prior Approvals                         | 5        | 1        | 0            | 0         | 0                 |
| Shop to Restaurant Prior Approval              | 0        | 0        | 0            | 0         | 0                 |
| Demolition Prior Approval                      | 0        | 0        | 0            | 0         | 0                 |
| Solar Equipment Prior Approval                 | 0        | 0        | 0            | 0         | 0                 |
| Light Industrial to Residential Prior Approval | 0        | 0        | 0            | 0         | 0                 |
| Prior Notification/ Other                      | 0        | 0        | 0            | 0         | 0                 |
| Shop to Assembly & Leisure Prior Approval      | 0        | 0        | 0            | 0         | 0                 |
| Telecommunications Prior Approval              | 2        | 0        | 0            | 0         | 0                 |
| <b>TOTAL</b>                                   | <b>8</b> | <b>1</b> | <b>2</b>     | <b>0</b>  | <b>0</b>          |

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## COMMITTEE REPORT

BY THE DEPUTY DIRECTOR OF PLANNING, TRANSPORT AND REGULATORY SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 6 October 2021

**Ward:** Battle

**App No.:** 210811

**Address:** 39 Brunswick Hill

**Proposal:** Conversion and extension of existing building to form 9no. flats

**Applicant:** Mr Eric Benjamin

**Date received:** 19/05/21

**8-week target decision date:** Eot agreed until 08/10/21

### RECOMMENDATION:

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

- i) **GRANT** full planning permission, subject to conditions and satisfactory completion of a Section 106 legal agreement or
- ii) Refuse full planning permission if the legal agreement is not completed by 5<sup>th</sup> Jan 2022 (unless officers on behalf of the Head of Planning, Development and Regulatory Services agree to a later date for completion of the legal agreement)

The legal agreement is to include the following heads of terms:

1. Off-site affordable housing contribution of £22,500 (payable prior to occupation of the 5<sup>th</sup> unit) (Subject to confirmation by the Council's Valuations Team)
2. Deferred affordable housing contribution mechanism;
3. Should the building subsequently be extended / altered (to create further units) or units subdivided then contributions to affordable housing would apply on a cumulative basis;
4. Contribution of £5,000 towards a Traffic Regulation Order (TRO) for alterations to the on-street parking bays on Brunswick Hill and relocation of lamp post (payable prior to commencement of development)

Conditions to include:

1. Time limit for implementation (3 years)
2. Approved plans
3. Pre-commencement submission and approval of sample of materials
4. Pre-commencement submission and approval and subsequent implementation and maintenance of a hard/soft landscaping scheme, including boundary treatments
5. Pre-commencement submission and approval and subsequent implementation of a scheme of biodiversity enhancements
6. Pre-commencement submission and approval and subsequent implementation of an access control strategy

7. Pre-commencement submission and approval and subsequent implementation of a construction method statement (including noise and dust control measures)
8. Pre-commencement submission and approval of a design stage report demonstrating that the development would achieve a BREEAM Very Good standard
9. Pre-occupation submission and approval of post construction certificate confirming that the development has achieved the BREEAM level approved under condition 8
10. Pre-commencement submission and approval and subsequent implementation of SuDS scheme
11. Pre-commencement submission and approval of a level 1, archival recording of existing building and garage in accordance with Historic England guidelines;
12. Pre-occupation notification - no access to parking permits
13. Pre-occupation notification of addresses - no access to parking permits
14. Pre-occupation submission, approval and provision of bin store details (pest control)
15. Pre-occupation provision of cycle store
16. Pre-occupation provision of vehicle parking spaces
17. Pre-occupation provision of widened vehicle crossover
18. Pre-occupation provision of new driveway access
19. Pre-occupation submission and approval and subsequent implementation of an electric vehicle charging point
20. Pre-occupation implementation of glazing and ventilation specifications
21. Control of construction hours (0800-1800 Mon-Fri, 0900-1300 Sat & not on Sundays or Bank Holidays)
22. Monitoring for unexpected contamination
23. No burning of waste on site
24. Unit mix as proposed only - no change permitted

Informatives to include:

1. Positive and Proactive Statement
2. Pre-commencement conditions
3. Terms and conditions
4. Need for Building Regulations approval
5. Construction nuisance informative
6. No Parking Permits
7. Highways
8. Building Regulations Approved Document E
9. Bats and work to roof
10. Community infrastructure levy (CIL)- Liable
11. Trees in relation to construction

## **1. INTRODUCTION**

- 1.1 This revised application relates to the conversion of a substantial Edwardian detached house on the west side of Brunswick Hill, a residential road running north from Tilehurst Road. The site is 0.14 hectares, with a 25-metre frontage and 56 metre depth, equating to 1400 square metres in area).
- 1.2 Brunswick Hill slopes downhill from south to north and contains a variety of types and sizes of dwellings, though they are predominantly two-storey. Opposite the application site is a gap in the street scene where the houses are set down at a lower level from the road. There has been some more modern infill in the road, including at number 35 adjacent to the application site.
- 1.3 Number 39 has a three-storey gable on the front elevation and a two and a half storey element on its southern side. It is a grand property in a 'Queen Anne Revival' style and dates from the early Twentieth Century. Internally, the property is largely unaltered, although a previous application site visit in 2017 found evidence of informal subdivision to create separate accommodation over the basement and part of the ground floor.
- 1.4 There is a single-storey detached garage on the northern side of the dwelling (probably original or of similar age to the property itself) and this is also in partially separate residential use as a dwelling/artist's studio, although there is no kitchen or bathroom, these facilities being shared with the tenanted unit in the basement/ground floor of the main house.
- 1.5 The property has a large rear garden that backs on to vegetated railway land, and beyond, the railway, which is sunk into a cutting at this point beyond the pedestrian access slope down to Reading West station. The subject property is the largest plot within the immediate area, being nearly twice the width of the prevailing plots. The garden has a brick wall running down the North, East (front) and South sides and a wooden fence on its Western frontage towards the railway. The garden is a mature mix of lawn, vegetable garden and shrubs and some fruit trees.



*Location plan*



*Site photo - View from Brunswick Hill*

## **2. BACKGROUND**

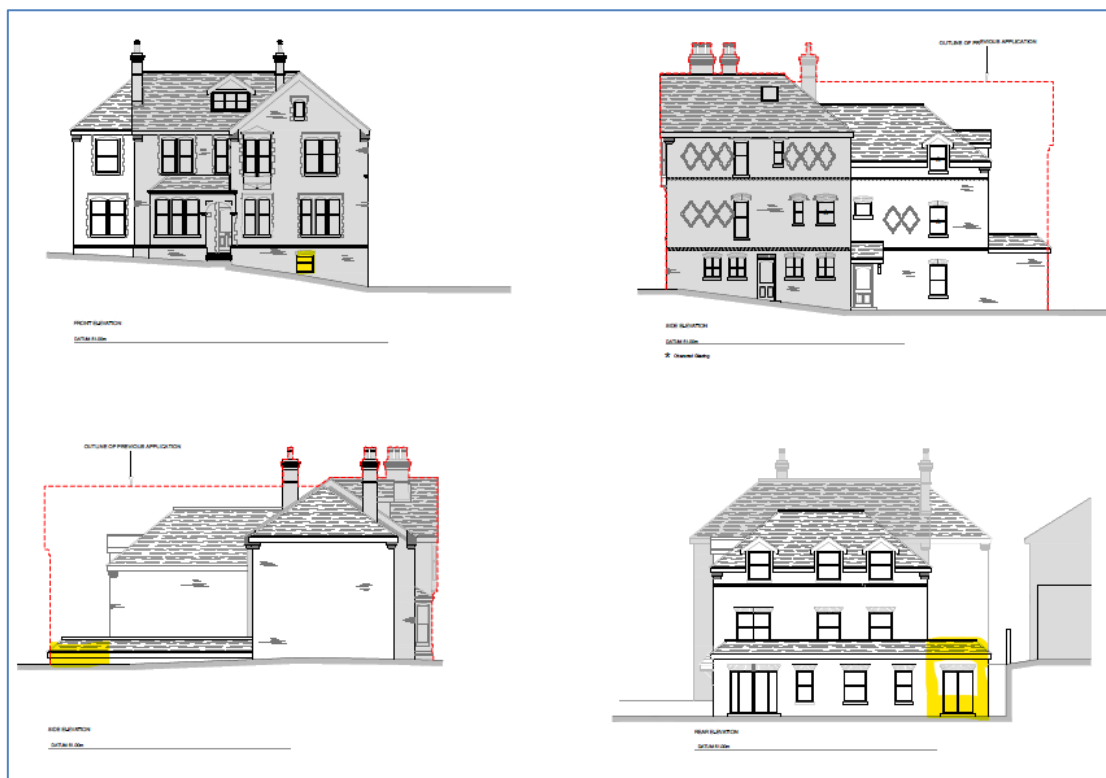
- 2.1 This revised planning application follows a number of previous planning applications on the same site. The most recent application was for conversion and extension of the property to create 8 flats ref. 201843. This application was approved at Planning Applications Committee on 3<sup>rd</sup> March 2020 subject to completion of a legal agreement. The planning history of the site is set out in section 4 of this report.
- 2.2 As Members will recall from previous decision including the recent approval, it has been established that whilst the building is unlisted and has been found to be unsuitable for the inclusion on the Council's Local List, it possesses sufficient architectural significance to warrant its treatment as a non-designated heritage asset in accordance with Paragraph 197 of the National Planning Policy Framework 2019.
- 2.3 This application has been called-in for Committee determination by the request of Ward Councillors due to the planning history on the site and local interest.

## **3. PROPOSAL**

- 3.1 This application seeks full planning permission for conversion of the existing dwelling and two-storey side and part three/part single storey rear extensions to provide 9 flats with associated parking and amenity space and demolition of existing garage.
- 3.2 The main differences between this current scheme and the approved 8 flat scheme are:
- i) The storage area on the lower ground floor will be enlarged and re-used to provide an additional one bedroom flat, bringing the lower-ground rear element in line.
  - ii) External changes consist of a small front window being slightly enlarged (See Fig 1 and 2 below);
  - iii) Flat 1 has been slightly enlarged to provide a one bedroom flat as opposed to a studio flat.
  - iv) The bike store is enlarged to accommodate an additional space.



**Fig 1 - Previously approved elevations under application 201843 (dotted line shows comparison with proposals under the last refused scheme 191915)**



**Fig 2 - Proposed elevation (yellow highlight showing the main changes when compared with the approved scheme in Fig 1)**



#### 4. PLANNING HISTORY

|               |  |   |
|---------------|--|---|
| 201843        | Conversion of existing dwelling and two storey side and part three/part single storey rear extensions to provide 8 flats with associated parking and amenity space and demolition of existing garage | Approved at committee 3/3/2020  |
| 191915        | 2-storey side and 3-storey rear extension and conversion of dwelling to contain 8 flats (6 x 1-bed, 2 x 2-bed) parking, demolition of existing garage and associated works                           | Refused at committee 3/6/2020<br><br>(Appeal APP/E0345/W/20/3254293 Dismissed 1 October 2020) |
| 190522        | Erection of new building containing 9 no. apartments with parking at rear following demolition of existing buildings   | Refused at committee 4/9/2019<br>(Appeal APP/E0345/W/19/3237799 dismissed 23 January 2020)    |
| 171719        | Erection of part two/part three storey building containing 10 no. apartments with parking at rear following demolition of existing buildings.  | Refused 07/03/2018<br>(Appeal APP/E0345/W/18/3200081 dismissed 14 November 2018)              |
| 05/00886/OUT  | demolition of nos 35-39 and erection of 4no townhouses   | Refused 1/11/2005.  |
| 891317/891318 | demolition of existing house and garage, construction of 10 flats with associated car parking  | Refused 18/5/1989.  |

#### 5. CONSULTATIONS

##### RBC Transport

No objection subject to conditions and s106 obligations to secure the following:

- Provision of the proposed vehicle parking spaces, widened vehicular cross over, access driveway and cycle and bin stores prior to occupation of the units.
- Submission, approval and implementation of a scheme of electric vehicle charging prior to occupation of the units
- Submission and approval of a construction method statement prior to the commencement of development
- Restriction of access to on-street parking permits for future occupiers of the units.

- S106 obligation to fund TRO works to change the on-street residents parking and shared use bays and relocation lamp column on Brunswick Hill to facilitate widened vehicular access to the site

#### RBC Planning Natural Environment Team

No objection subject to conditions to secure submission and approval of a hard and soft landscaping scheme, including replacement tree planting, prior to the commencement of development.

#### RBC Ecologist

No objection subject to a condition to secure submission and approval of a scheme of biodiversity enhancements prior to the commencement of development.

#### RBC Environmental Protection

No objection subject to conditions to secure the following:

- Implementation of the all glazing and ventilation in accordance with the proposed specifications prior to occupation of the units
- Monitoring condition for any unexpected contamination
- Control of construction hours to the Councils standard noisy construction working hours of between the hours of 08:00hrs to 18:00hrs Mondays to Fridays, and 09:00hrs to 13:00hrs on Saturdays, with no noisy works taking place at any time on Sundays and Bank or Statutory Holidays.
- Submission and approval of pest control measure for the bin store prior to occupation of the units

#### Berkshire Archaeology

No objection

#### Reading Civic Society

No comments received.

#### **Public consultation**

Letters were sent to neighbouring properties on Brunswick Hill. In total, 4 objections have been received, these can be summarised as:

- Increased parking/traffic impacts;
- Characterful building will be destroyed;
- The development will be unduly large and out of keeping with the character of the street;
- Neighbour amenity impacts from intrusion into back garden;

- Overlooking for houses nearby;
- Sufficiency of the drainage sewer system to cope with the additional sewerage and waste water;
- Lack of natural light/windows to basement level;
- Too many flats in Reading spoiling the aesthetics of the town;

## 6. RELEVANT POLICY AND GUIDANCE

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) which states at Paragraph 11 “Plans and decisions should apply a presumption in favour of sustainable development”.

The following policies and documents are relevant:

### Reading Borough Local Plan (2019)

|      |  |
|------|--|
| CC1  | Presumption in favour of sustainable development       |
| CC2  | Sustainable design and construction                    |
| CC3  | Adaption 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                                |
| EN1  | Protection and enhancement of the historic environment |
| EN6  | New development in a historic context                  |
| EN10 | Access to open space                                   |
| EN12 | Biodiversity and the green network                     |
| EN14 | Trees, hedges and woodland                             |
| EN15 | Air quality  |
| EN16 | Pollution and water resources                          |
| H1   | Provision of housing                                   |
| H2   | Density and mix  |
| H3   | Affordable housing                                     |
| H5   | Standards for new housing                              |
| H8   | Residential conversions                                |
| H9   | House extension and ancillary accommodation            |
| H10  | Private and communal outdoor space                     |
| TR1  | Achieving the transport strategy                       |
| TR3  | Access, traffic, and highway-related matters           |
| TR5  | Car and cycle parking and electric vehicle charging    |

### Supplementary Planning Documents

Revised Parking Standards and Design (2011)  
Revised Sustainable Design and Construction (2019)  
Revised S106 Planning Obligations (2013)  
Affordable Housing (2013)

Other material guidance and legislation

National Planning Policy Framework (2021)  
National Planning Practice Guidance (2021)  
National Design Guide (2019)  
National Model Design Code (2021)  
National technical housing standards - nationally described space standard (2015)  
Section 72 of the Town and Country (Listed Buildings and Conservation Areas) Act 1990  
The Community Infrastructure Levy (CIL) Regulations (Amended 2015)  
Department for Transport Manual for Streets  
Department for Transport Manual for Streets 2

## **7. APPRAISAL**

7.1 The main issues raised by this planning application are:

- i. Principle of development
- ii. Design and impact on the character of the area
- iii. Mix of units
- iv. Amenity of future occupiers
- v. Impact on neighbouring properties
- vi. Transport and parking
- vii. Natural Environment
- viii. Affordable Housing
- ix. Sustainability
- x. Other Matters

**(i) Principle of development**

7.2 The application site currently contains a large detached Edwardian property within residential use. The extent of the current accommodation is such that it would only be suitable for a very large family or subdivided to smaller units as appears to be the case currently, albeit this is somewhat informal. The site is within close proximity to high frequency bus routes along Oxford Road and Tilehurst Road and adjacent to Reading West Station. The proposed development would extend the current building to provide 9 dwellings with a mix of unit sizes (1 and 2-bedroom flats) in a sustainable location. The principle of the conversion of the property for use of flats did not constitute any previous reason for refusal nor was a reason to withhold permission when committee approved application 201843. Therefore, in making best use of the land available and meeting an established need for housing, this revised proposal continues to comply with Policy H1 (Provision of Housing) and

Policy H8 (Residential Conversions) and the principle of development is therefore established.

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

- 7.3 In design terms, the proposal includes two main elements: the two-storey side extension, and the part 3 storey/part single storey rear extension.
- 7.4 Policy H9 (House Extensions and Ancillary Accommodation) seeks to ensure all extensions to a house would: respect the character and appearance of the host dwelling; respect the pattern of neighbouring properties, location and arrangement of windows, and avoid overbearing, or large blank facades to public areas. Policy CC7 (Design and the Public Realm) seeks that development proposals maintain and enhance the character of the surrounding area. Policy EN1 (Protection and Enhancement of the Historic Environment) seeks that historic features and elements of the historic environment, including their setting, are protected and where possible enhanced. Policy EN6 (New Development in a Historic Context) states that in areas characterised by heritage assets, the historic environment will inform and shape new development.
- 7.5 The design acceptability of the proposed two-storey side extension was established under the approval of application 201843. The extension would continue to be set-down from the ridge height of the main dwelling and set-back from the main façade and includes architectural detailing to match the front facing windows of the main dwelling. The two-storey extension is identical to that approved at committee under application 201843 and largely the same the previous appeal in which the Planning Inspector did not object to this element.
- 7.6 The separation from the two-storey side extension to the neighbour at no. 41 would remain the same as the approved scheme. So too will the roof, which Member will recall as amended to be hipped rather than a gable on account of the dismissed appeal decision. Officers consider the proposal remains subservient to the host building and softens the transition to the neighbour at no. 41 when viewed from the street-scene. The design and subservient nature of the extension continues to integrate satisfactorily with the host dwelling and street-scene.
- 7.7 The massing of the part three/part single storey rear extension is unchanged except at ground floor where the single-storey element has been brought in line with the main ground floor extension. The three-storey extension continues to have a depth of 7.2m with the hipped roof set 0.5m below the ridge of the roof of the main house whilst the north flank wall of the extension would be set in 1m from the north flank elevation.
- 7.8 The rear extension proposed under this current application continues to retain the patterned brickwork and fenestration approved under the previous scheme reflecting that of the main house. These measures continue to result in an extension which integrates satisfactorily with and appears subservient to the existing

dwelling. In this respect it is considered that the current proposal continues to preserve and respect the significance of the host non-designated heritage asset.

- 7.9 A condition will once again be applied to secure submission and approval of the detailed materials prior to the commencement of development to ensure high quality finishes are to be used.
- 7.10 As with previously approved application 201843, the most recent proposal is considered to integrate satisfactorily with the host non-designated heritage asset in a manner which preserves and respects its significance, and the general character of the surrounding area. The proposals are considered to accord with Policies CC7, H8, H9, EN1 and EN6 subject to the recommended conditions.

**(iii) Mix of units**

- 7.11 Policy H2 of the Local Plan indicates that the appropriate density and mix will be informed by assessing the characteristics including land uses in the area; the level of accessibility; the requirements for good design; and the need to minimise environmental impacts, including impacts on adjoining occupiers. Policy H8 sets out that in cases of conversion of houses to self-contained flats at least 25% of the units should be suitable for family accommodation in that they have at least 2-bedroom units. The proposals are now to create 9 flats, an increase in a single unit from the approved scheme. The proposal would consist of 2 x two-bedroom units and 7 x one-bedroom units.
- 7.12 This equates to 22.2% of the units being suitable for family accommodation. As set out previously, the principle of conversion and extension of this property to create flats is not considered to be detrimental to the existing mixed and sustainable community in terms of loss of single-family housing and whilst marginally below the requirement for 'family units', the proposal is not considered to cause a level harm for which permission could justifiably be withheld. Therefore, the scheme is considered to remain in accords with the objectives of Policies H2 and H8 of the Local Plan.

**(iv) Amenity of future occupiers**

- 7.14 Policies CC8 (Safeguarding Amenity) and H8 (H8 (Residential Conversions) seeks that development proposals should not provide unacceptable living conditions for future occupiers in terms of a range of factors including privacy, lighting, internal space, outlook, noise and disturbance. Policy H10 (Private and Communal Outdoor Space) seeks that new residential development is provided with suitable private or communal outdoor amenity space). Policy EN16 (Pollution and Water Resources) requires that future occupiers of development are not adversely impacted by pollution.
- 7.15 When considering the previously approved application and the dismissed appeals prior to that, the Planning Insorate and this committee found there to be no conflict

with the need to safeguard the amenity of future occupiers. The internal layout of all proposed flats under the current proposals would continue to be satisfactory, with all flats containing a primary outlook over the front or rear garden for all living rooms and bedrooms served by suitable daylighting. The floor spaces of all flats continue to meet the nationally prescribed space standards. Measures to manage noise transmission between flats within the development would be secured under Building Regulation requirements.

- 7.16 The development would continue to be served by a generous landscaped communal garden. One of the proposed 2-bedroom family units within the scheme would continue to be located at lower ground floor level and would have direct access to the amenity space from the living room. All other units within the development would be able to access the amenity space via landscaped paths to the perimeter of the building as approved. Policy H10 sets out that 1 to 2-bedroom flats outside central Reading should be served by 25m<sup>2</sup> of private or communal amenity space, which for a scheme of nine 1- and 2-bedroom units equates to 225m<sup>2</sup> of amenity space. This application proposes an amenity space of over 250m<sup>2</sup> and therefore exceeds this requirement. The proposed amenity space is considered to be of good quality with soft landscaping proposed and ample areas for sitting out, children's play and outdoor storage and drying areas.
- 7.17 A noise assessment and mitigation scheme has been submitted with the application. This has been reviewed by the Environmental Protection Officers who are satisfied that the proposed glazing and ventilation specifications would ensure acceptable internal noise levels for future occupiers of the flats. Implementation of the glazing and ventilation specification would be secured by way of condition. A vibration assessment has also been submitted which demonstrates that future occupiers would not be adversely impacted by vibration from the railway line to the rear of the site. The application is also accompanied by an air quality assessment and the Environmental Protection Officer is satisfied that the air quality levels at the site are acceptable for residential occupation and that the proposed development would not significantly impact upon air quality conditions at the site.
- 7.18 The proposals are considered to continue comply with Policies CC8, H8, H10 and EN16 in terms of provision of acceptable levels of amenity for future occupiers, subject to the recommended conditions.

**(v) Impact on neighbouring properties**

- 7.19 Policies CC8 (Safeguarding Amenity) and H8 (H8 (Residential Conversions) seeks that development proposals should not result unacceptable impacts upon the living conditions of existing surrounding occupiers in terms of a range of factors including privacy, lighting, internal space, outlook, noise and disturbance. Policy EN16 (Pollution and Water Resources) required that development does not result in harmful pollution to sensitive receptors such as existing residential dwellings.

- 7.20 The relationship to neighbouring properties through the extended building and the increased intensity of residential use has been established under approved application 201843.
- 7.21 The proposed three storey rear extension would retain sufficient separation (4m) to the south site boundary with no. 41 Brunswick Hill such as to avoid any undue overbearing impact. The proposed three-storey and single-storey rear extensions would continue to respect a 55-degree angle from the rear ground and first floor windows of no. 41 such that no adverse loss of light is considered to result. The relationship with No. 41 would essentially be unchanged with that of the approved scheme.
- 7.22 As acknowledged under application 201843, any such development will result in additional residential activity when compared to the present situation, with additional comings and goings and access to and use of the parking area to the rear of the site. This will remain an unchanged relationship from the approved application with the occupants of No. 35 continuing to share a common boundary. However as concluded under 201843, no. 35 has a long garden itself, and there remains sufficient space within the plot to accommodate the access road and it is not considered that the intensification of use on site would result in a substantial number of vehicle movements or uncharacteristic uses at unsocial hours. Officers continue to be of the view that the residential amenity to No. 35 would not be significantly harmed.
- 7.27 A construction method statement would again be secured by way of condition to ensure the construction works are carried out in manner which does not result in undue noise, dust and other disturbances to existing surrounding occupiers.
- 7.28 The proposals are considered to accord with Policies CC8, H8 and EN16 in respect of impact on existing surrounding occupiers, subject to the recommended conditions.

**(vi) Transport and parking**

- 7.29 Policies TR3 (Access, Traffic and Highway related matters), TR1 (Achieving the Transport Strategy) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking relates matters relating to development.
- 7.30 The site is located on the western side of Brunswick Hill which is in close proximity to frequent bus services travelling along Tilehurst Road. The proposed flats will be accessed from Brunswick Hill via the existing access which will be widened to 4.8m to facilitate two-way vehicular traffic for a distance of 8.5m from the edge of the carriageway. A driveway is proposed on the northern side of the building, reducing in width to 3m for a short section. A parking courtyard is located at the rear of the site, comprising of 8no. parking spaces. The site is situated within a designated Resident Permit Holders zone and a permit-holders only bay currently runs across



the site frontage terminating just before the existing access. A shared use bay commences from this point across the vehicular access.

- 7.31 The proposed widening of the access would require changes to the residents parking and shared use parking bays. This process involves changes a Traffic Regulation Order (TRO). In addition, and as illustrated on the site plan, the lamp column adjacent to the existing vehicular access would need to be relocated to accommodate a widened access point. Costs associated with the changes to the TRO, on-street signage, markings and relocation of lamp column (£5,000) would be paid by the Applicant prior to commencement of works on site and this would be secured by way of a section 106 agreement.
- 7.32 Future residents of the properties would not be entitled to apply for a residents parking permit for the surrounding residential streets where parking is under considerable pressure. This would be secured by condition and would ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on street car parking in the area.
- 7.33 In respect of parking provision, the development would be required to provide a parking provision of 1 space per 1-2 bedroom flat. The development provides a total of 8 parking spaces. Whilst marginally under the required standard, this slight reduction in parking is justified on the basis of the site's sustainable location, the permit controls in the surrounding rounds and a desire for the LPA to actively encourage private car usage in light of the Council's declared climate emergency after the formal adoption of the Local Plan. As such the proposed parking is considered acceptable in this regard.
- 7.34 Policy TR5 seeks that residential developments of at least 10 spaces should provide an active electric vehicle charging point. Whilst this development is for 9 units and falls below the threshold, it is proposed to secure a charging point by way of condition to align to future proof the development and in accordance with the wider sustainability policies of the Local Plan and declared climate emergency.
- 7.35 In accordance with the Council's Parking Standards and Design SPD, a minimum provision of 5 cycle parking spaces are required to be provide for a development of nine 1 and 2-bedroom flats. The site layout provides for secure cycle storage for 9 bicycles to the rear of the building adjacent to the access road which provides for convenient access. A proposed bin store is conveniently located at the front of the site which will provide easy access for refuse collection and would be discreetly hidden behind the existing brick front boundary wall.
- 7.36 Given the extent of the works proposed and location of the site within a residential area a construction method statement would be secured by way of condition to ensure the construction works are carried out in a manner which would not adversely impact on the surrounding highway network.

- 7.37 The proposals are considered to accord with Policies TR1, TR3 and TR5 and to be acceptable in respect of transport relates matters subject to the recommended conditions and s106 obligations.

**(vii) Natural Environment**

- 7.38 Policy EN12 (Biodiversity and the Green Network) seeks that development should not result in a net loss of biodiversity and should provide for a net gain of biodiversity wherever possible by protecting, enhancing and incorporating features of biodiversity on and adjacent to development sites and by providing new tree planting and wildlife friendly landscaping and ecological enhancements wherever practicable. 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.
- 7.39 A tree survey has been submitted with the application. There are thirteen existing trees on site, nine of which have been surveyed as being Class C trees (poor quality) and four as being Class U trees (dead/dying). Nine trees are proposed to be removed from the site as part of the proposed development. The Natural Environment Officer raises no objection to removal of these trees on the basis that they are not significant specimens whilst the proposals include replacement planting of seventeen trees to mitigate for their loss which would result in a net gain in tree coverage on the site.
- 7.40 Similar to the previous approval, the Natural Environment Officer advises that one of the trees to be planted will need to fulfil the requirements to replant a previously removed beech tree that was protected by TPO 105/05 and removed in 2014. This will need to be another beech tree (*Fagus sylvatica*) planted as close to the position of the original tree as practicable to provide it with sufficient future space to reach maturity without interfering with access or light. Details of the proposed hard and soft landscaping works, including tree planting, would be secured by way of condition.
- 7.41 An updated bat survey has been submitted with the application. This has been reviewed by the Council's Ecological Consultant who is satisfied that the building has limited potential for use by roosting bats. The site backs on to a railway corridor, with connected gardens with trees to the north and south and a line of trees 40m southeast. Since the site is connected to habitat of good ecological value a scheme of biodiversity enhancements including bat and bird boxes and wildlife friendly planting is to be secured by way of condition.
- 7.42 The proposals are considered to accord with Policies EN12 and EN14 and to be acceptable in respect of natural environment matters subject to the recommended conditions.

**(viii) Affordable Housing**

- 7.43 Policy H3 (Affordable Housing) requires that for development proposals for between 5 and 9 dwellings, the applicant should make a financial contribution to enable the equivalent of 20% of the housing to be provided as affordable housing elsewhere within the Borough. The policy goes on to state that where, as a result of viability considerations, proposals fall short of the policy target the onus is on the developer to clearly demonstrate the circumstances justifying a lower affordable housing contribution.
- 7.44 The Applicant has submitted an updated viability assessment as part of this application. Like the previous viability assessment, this report concludes that the development would not be viable with the inclusion of an affordable housing contribution. In reviewing the previous viability information, it was determined that the earlier approved scheme would not be viable with the full affordable housing contribution levied. Instead, it was agreed that a financial contribution of £20,000 (payable upon occupation of the 5th unit) be paid together with a deferred contribution mechanism to ensure any future uplift in value of the site was shared.
- 7.45 Whilst the Council's Valuations are reviewing the updated viability information, it is unlikely there will be any substantial change in this established viability position. As such, until confirmed by our Valuers, officers are content to proceed with an increased financial contribution calculated proportionately against the previous approved scheme (12.5% uplift). At present, this constitutes an increased financial contribution of £22,500 (payable upon occupation of the 5th unit), however may be subject to change. The finally agreed contribution together with wording for a deferred payment mechanism, would again be secured as part of a section 106 legal agreement. On this basis the proposals are considered to accord with Policy H3.

**(ix) Sustainability**

- 7.45 Policies CC2 (Sustainable Design and Construction) and CC3 (Adaptation to Climate Change) seeks that uses energy and resources efficiently and incorporates measures to adapt to climate change. Policy CC2 also states that all minor category (less than 10 units) residential conversions are required to meet a BREEAM Very Good Standard as a minimum.
- 7.46 The proposed development continues to incorporate a number of sustainability measures including high rated insulation to roofs, walls and floors, energy efficient lighting fittings, provision of natural lighting to all habitable rooms, water saving fittings and rainwater harvesting. Submission of evidence to confirm compliance with BREEAM Very Good standard would be secured by way of condition.
- 7.47 The development incorporates sustainable drainage proposals through use of soakaways and permeable surfacing for new areas of hardstanding. A detailed SuDS scheme and its implementation is proposed to be secured by condition.
- 7.48 The proposals are considered to be acceptable in respect of sustainability matters and to accord with Policies CC2 and CC3 subject to the recommended conditions.

**(x) Other Matters**

*Archaeology*

- 7.49 Berkshire Archaeology previously advised that they have no concerns relating to buried archaeological heritage at the site and that no further action is required by the applicant in this regard.

*Matters Raised in Representations*

- 7.51 All matters raised in representation are considered to have been addressed in the appraisal section of this report.

*Equality Act*

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

**8. CONCLUSION**

- 8.1 This proposal has been carefully considered carefully against the relevant Reading Borough Local Plan Policies as set out within the report in with due regard to the previous approval and the upheld appeal decisions before that. The officer recommendation is to grant full planning permission subject to the conditions and Section 106 legal agreement heads of terms set out in the recommendation box at the top of this report.

**Case Officer:** Brian Conlon

**Plans & Documents Considered:**

20-J3471-101 - Proposed Site Plan

20-J3471-102- Proposed Refurb Floor Plans

20-J3471-103- Proposed Elevations

20-J3471-104- Proposed Street Scene & Site Section

20-J3471-105 - Proposed Bin and Cycle Stores

20-73471-106 - Existing Buildings

20-J3471-107 - Proposed Details Plan

20-J3471-CP - Context Plan

20-J3471-LP - Location Plan

Paragon Acoustic Consultants Groundborne Vibration Screening Assessment ref. 4122\_VNM\_1

GHA Trees Arboricultural and Planning Integration Report ref. GHA/DS/128560:19

GHA Trees Tree Protection Plan

Air Quality Consultants Air Quality Assessment ref. J7062A/1/F1

Paragon Acoustic Consultants Environmental Noise Assessment ref. 4122\_ENA/001

Davis Planning Ltd Planning, Design, Access and Sustainability Statement

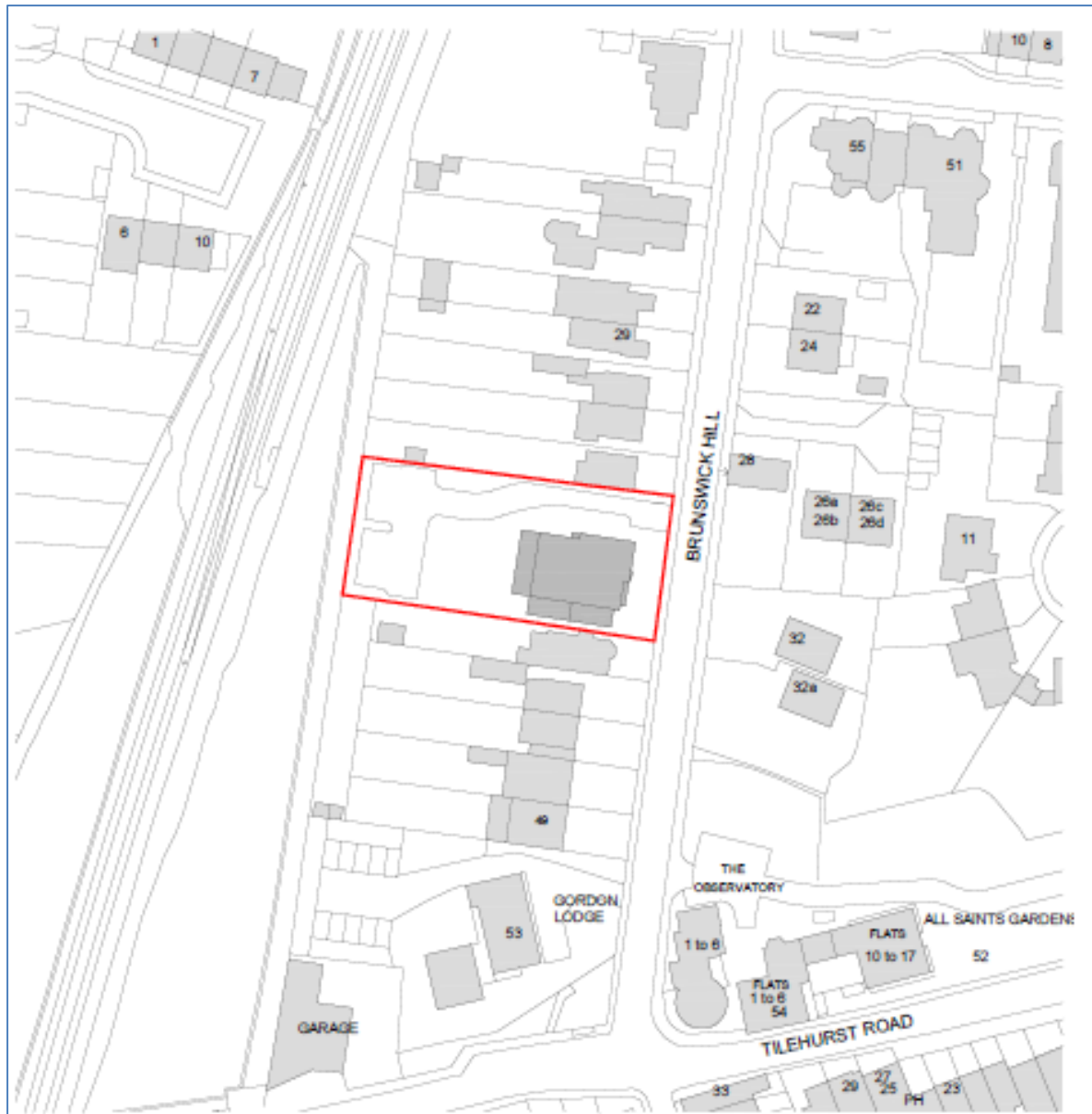
Preliminary bat roost assessment ref. CE1874

**Received by the Local Planning Authority on 20<sup>th</sup> May 2021**

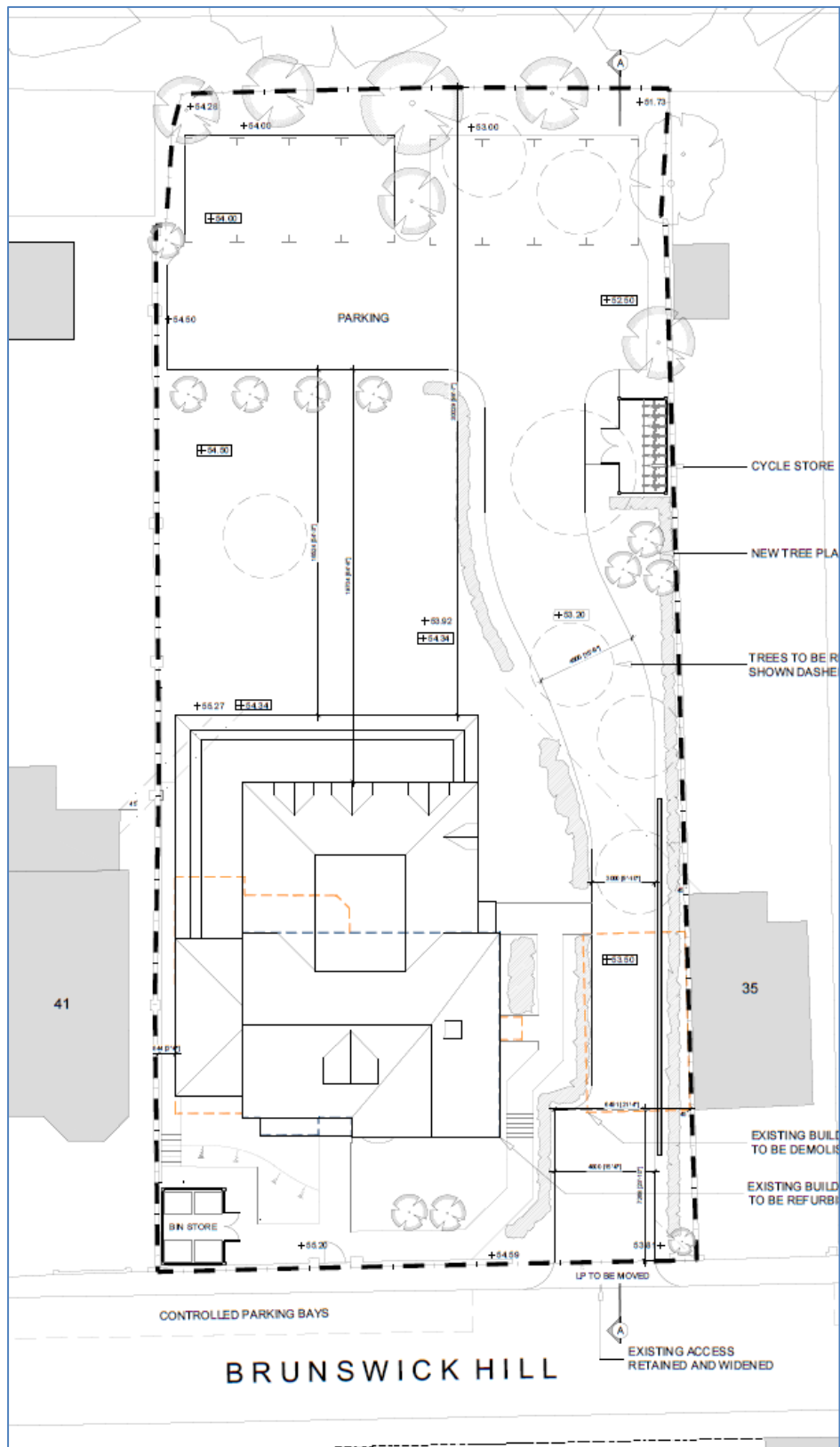
Emergence Survey Report- Bats Ref CE1874-01

**Received by the Local Planning Authority on 24 August 2021**





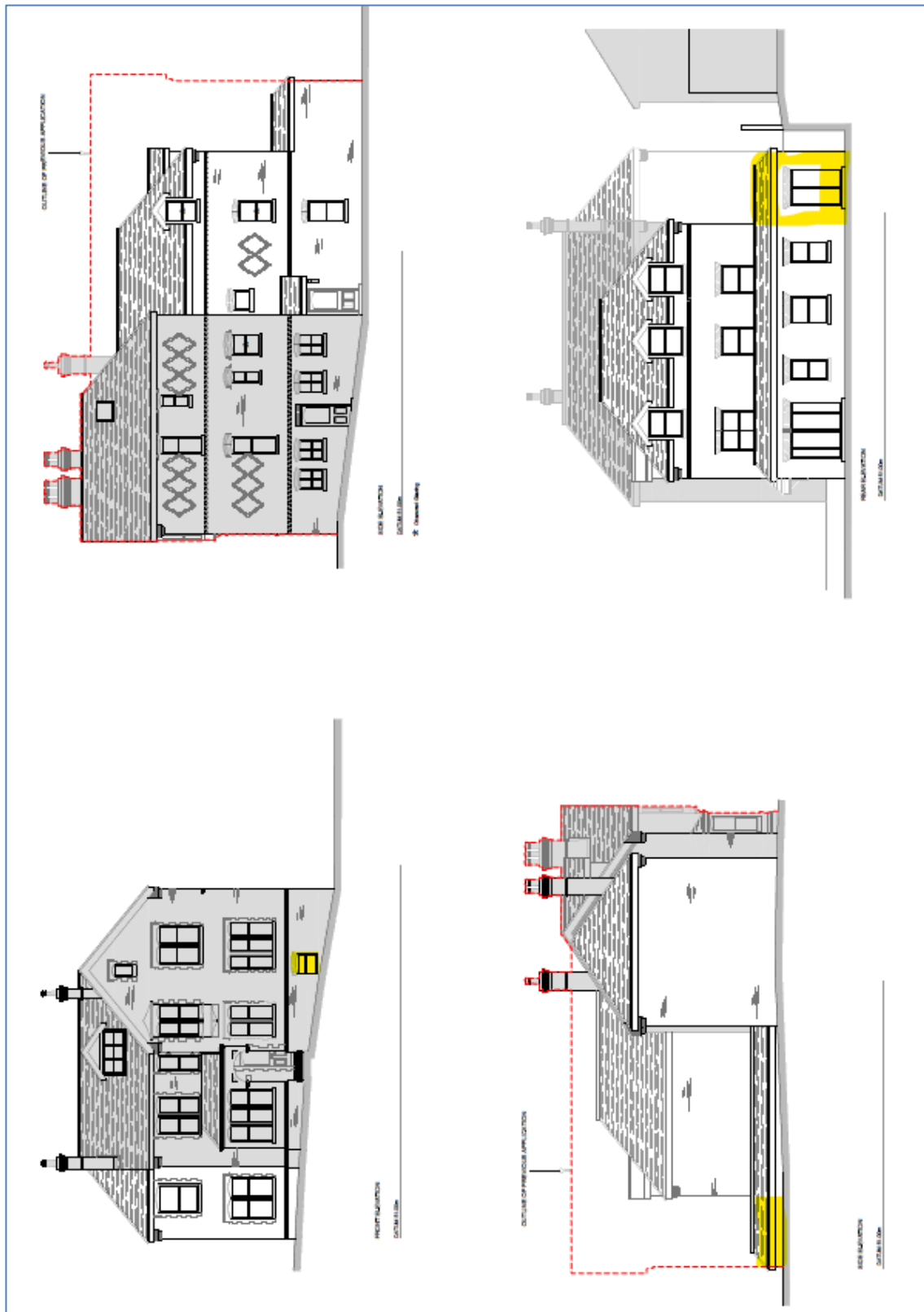
Proposed Block Plan



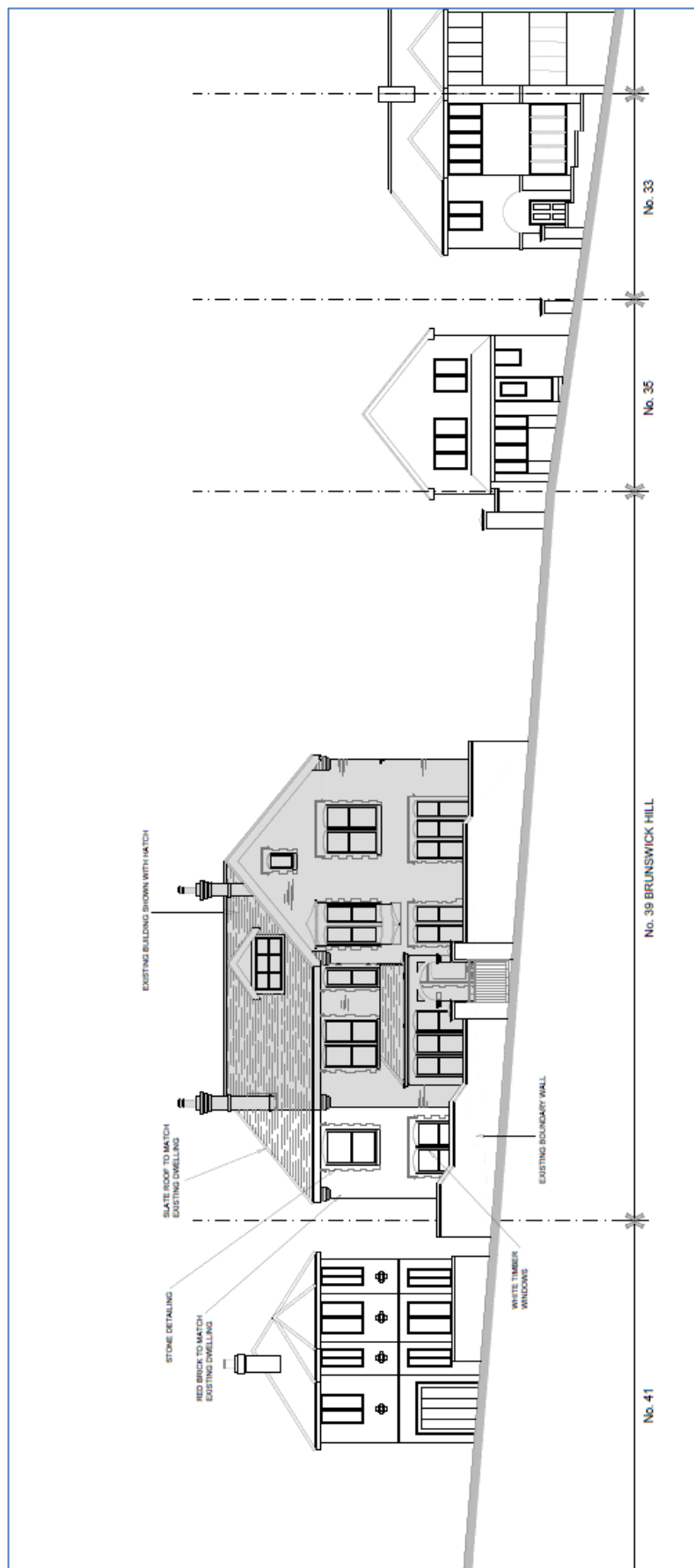
## Proposed Site Layout Plan







Proposed elevation (yellow highlight showing the main changes when compared with the approved scheme) Dotted line showing outline of previous proposals dismissed at appeal under application ref. 191915)



Proposed Street-Scene and Site Section

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## COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 6 October 2021

**Ward:** Norcot

**App No.:** 191496/FUL

**Site Address:** Meadway Precinct, Honey End Lane, RG30 4AB

**Proposal:** Outline planning application (Access only. Appearance, Landscaping, Layout and Scale Reserved for future consideration) for the redevelopment of the Meadway precinct including partial demolition, refurbishment and extension of existing retail units and creation of new retail premises within Use Classes A1, A2, A3, A4, A5, D1 and D2, 258 new residential dwellings (Use Class C3), new car park and servicing arrangements, bin stores, engineering operations including re-profiling of embankment and associated landscaping, re-location of public toilets within precinct (amended description).

**Applicant:** Chillingham Limited

**Date valid:** 28 January 2020

**Target Decision Date:** 30 November 2021 (agreed extension)

### RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to GRANT Full Planning Permission, subject to the satisfactory completion of a S.106 legal agreement to secure:

1. Phasing - Schedule and phasing plan for whole development to be submitted for approval on submission of first Reserved Matters. To include apportionment of Affordable dwellings within each phase and provision of public square and removal of southern block in first phase.
2. £200k towards improved accessibility from and within the west side of Prospect Park to include provision of a 2m wide path to the western and southern perimeter linking with existing paths to the east.
3. £100k towards pedestrian and cycle improvements to Honey End Lane and the junctions with Tilehurst Road and Bath Road.
4. 30% of all dwellings as Affordable Housing comprising:  
Minimum 62% rented accommodation at 'Reading affordable rent' levels and  
Maximum 38% Affordable home ownership (shared ownership or another product)  
In perpetuity.  
AH dwelling mix to reflect the overall mix of dwelling sizes (bedrooms) within the development (or phase).  
To be transferred to RP/Housing Association. In the event that transfer does not occur despite reasonable endeavours, to offer to the Council as Local Housing Authority. In event that transfer to Council does not occur to pay to the Council a sum equivalent to 15% of the GDV of the housing.  
To be provided in accordance with approved Phasing Plan and Schedule (see point (i) above) and provided ready for occupation prior to first occupation of 50% of the open-market dwellings within each Phase.  
(To be provided in accordance with Affordable Housing SPD 2021)
5. Public Toilets - Scheme for location, design, timetable for provision and opening times to be submitted for approval at Reserved Matters stage

6. Children's Play Area within public realm - Scheme for location, design, equipment, timetable for provision and maintenance to be submitted for approval at Reserved Matters stage.
7. Employment Skills and Training Plan (Construction and End User) as per Employment Skills and Training SPD.
8. Zero carbon offset - as per Sustainable Design and Construction SPD.
9. Decentralised Energy - Scheme for Ground Source Heat Pump powered system to serve the development to be submitted at Reserved Matters stage except where feasibility study shows not possible, in which case alternative decentralised system to be proposed.
10. CCTV to all public areas - connectivity to Council/Police systems as appropriate.
11. Public Realm (provision, 24hr public access etc). Areas to be as per submitted parameter plans.
12. Public Art and Culture (Scheme to the value of £25,000 [twenty five thousand pounds] to provide physical artwork within the site to be submitted for approval within 6 months of commencement. Index linked. Contribution payable in the event that the scheme is not agreed within 12 months.
13. No HGV vehicles/and or vehicles greater than 12 metres in length to be permitted to use the new access adjacent to the northern site boundary.
14. Highway works - to enter into a s.278 agreement for works on the public highway.
15. Monitoring Fee £1,000

All obligations to be index linked from the date of permission

If the legal agreement is not completed by 30 November 2021, delegate to the HPDRS to refuse planning permission.

## **CONDITIONS**

### *Scope of Permission*

1. Applications for Approval of Reserved Matters to be made not later 3 years from date of this Outline permission.
2. Development to be carried out in accordance with Reserved Matters which are to be submitted for approval. Scale; Layout (including internal layout and uses of all buildings and location and extent of all residential amenity areas); Appearance; and Landscaping (full landscaping details to be submitted at Reserved Matters stage), in accordance with landscaping principles shown on approved drawings, including tree pit details, new tree planting to western embankment (minimum 15 trees net), a minimum 22 new trees (net) within the public car parking area and minimum 9 new trees to Honey End Lane frontage (net) as per DAS, and surfacing of pedestrian and vehicle routes, to include traffic calming measures and pedestrian facilities and to include a Hard and soft landscaping implementation timetable for each phase.
3. The development hereby permitted shall be commenced no later than either:-
  - a) the expiration of three years from the date of this permission; or
  - b) the expiration of two years from the date of approval of the last reserved matters to be approved under the terms of this permission, whichever is the later.
4. All applications for approval of Reserved Matters shall be in accordance with the submitted Parameter Plans, Design Codes and in general accordance with Design and Access Statement.
5. Development to be carried out in accordance with the approved Parameter Plans and Design Codes, detailed drawings in respect of Access, vehicle circulation and parking, and all Reserved Matters approved under Condition 1, and all other details as may be approved under these conditions, and conditions pursuant to the approval of the Reserved Matters.

6. The total amount of development permitted (Gross External Area) shall not exceed 34,248 [thirty four thousand two hundred and forty eight] square metres floorspace (GEA).
7. Subject always to the overall maximum floorspace set by Condition 6 and the maximum parameters set by Condition 5, the maximum amount of development for each use shall not exceed:
  - i) Residential Dwellings (Class C3): 258 no. [seven hundred and fifty] dwellings occupying 20,860 [twenty thousand eight hundred and sixty] square metres floorspace GEA.
  - ii) Retail Drinking Establishments and Takeaways (A1 or A2, or A3, A4 or A5): 3,981 [three thousand nine hundred and eighty one] square metres floorspace GEA of which not more than 550sqm (14%) shall be A4 or A5 use.
  - iii) D1 medical: 590 [five hundred and ninety] square metres floorspace GEA
  - iv) D1 non-residential institutions/D2 leisure: 1,034 [one thousand and thirty four] square metres floorspace GEA
  - v) Car parking and associated areas within buildings: 5,782 [five thousand seven hundred and eighty two] square metres floorspace GEA
8. Minimum 1,500 [one thousand five hundred] square metres GEA of retail floorspace to be in Class A1 use.
9. Detailed phasing plan for works secured under this permission, including landscaping, to prioritise public square and removal of southern block in first phase, to be submitted for approval prior to commencement of any development (except demolition). Development in accordance.
10. Residential mix - maximum 5% studios, maximum 48% one-bed, minimum 41% two-bed, minimum 5% three-bed.
11. No change of use from any permitted use to a dwelling shall take place without the further grant of planning permission from the LPA.
12. No use of dwellings as Class C4 HMO.
13. Drawings defining key retail frontages within each phase to be submitted for approval with reserved matters for that phase. No more than 50% of each defined frontage to be non-A1/A2 retail use and no residential uses at any time.
14. No amalgamation of approved units without permission of the LPA.
15. No retail floorspace on upper floors - ground floor only.

#### *Highways*

16. (DC1) Vehicle Parking to be 157 commercial of which 129 public and 298 residential to be provided in accordance with layout to be approved under RMA and phasing plan (see condition 22).
17. (DC7) Refuse and recycling storage - details to be submitted for approval at Reserved Matters - to include vermin control.
18. (DC9) Details of refuse collection to be submitted for approval - with Reserved Matters
19. (DC17) Car parking management plan for all car parking areas within each phase - prior to first use of any car park.
20. (DC22) Details of delivery and servicing arrangements for all commercial units within each phase.
21. (DC24) Details of electric vehicle charging points - minimum 10% provision - to be submitted for approval at Reserved Matters.
22. Submission of car parking and cycle parking phasing plan for approval prior to commencement.
23. Full details of secure, covered and lockable bicycle storage spaces equipped with secure cycle stands to be submitted for approval with Reserved Matters. To include 18 cycle stands for the commercial premises and 133 cycle parking spaces for residential.

24. Provision of access in accordance with submitted drawings, including 'safety kerb' central barrier at junction. Prior to first occupation. Retention as approved at all times thereafter.

*Design, Appearance and Landscaping*

25. Details and Samples of all external materials and finishes for each phase to be submitted prior to commencement of the relevant phase. Implementation in accordance with approved details.
26. Areas of public realm "open urban space" to be used as an open landscaped public square shall be as shown on approved parameter plans (northern of the two boxes on 1364A-OA-BL1211 as a minimum.
27. Full details of a north-south pedestrian route between the northern and southern parts of the wider Meadway Centre Site (Precinct and ASDA) to be submitted with Reserved Matters. To include layout, surfacing, wayfinding, pedestrian crossing and traffic calming measures.
28. All hard and soft landscaping works (approved pursuant to Condition 2) shall be carried out prior to first occupation of any development within the approved Phase within which it is located, or in accordance with the approved timetable and phasing plan. All hard and soft landscaping shall be in accordance with the landscaping details approved pursuant to this permission, including Reserved Matters approvals and any approved Phasing Plan.
29. All planted materials shall be maintained for five years and any trees or plants removed, dying, being severely damaged or becoming seriously diseased within 5 years of planting shall be replaced with others of similar size and species to those originally required to be planted. All planted materials shall be maintained for five years.
30. Landscaping management and maintenance plan for each phase to be submitted for approval prior to commencement of the relevant phase. Landscaping to be managed and maintained in accordance with approved plan.
31. Details of children's play areas within the "open urban space" to be submitted for approval with reserved matters in respect of Layout and Landscaping to include a timetable for provision. Implementation in accordance.
32. Lighting scheme for all public areas prior to commencement of each phase including a timetable for provision, details of hours of lighting and control equipment (time switches, photocell switches, motion sensor switches etc.) - (safety for users of the site, control of light pollution, and to enhance the appearance of the buildings and spaces). Implementation in accordance with approved timetable.
33. Details of design measures to demonstrate accessibility for all users of the site (including kerb design, surfacing, shop doorway design, signage, and seating), prior to commencement. Implementation prior to occupation of relevant phase.
34. Security strategy (compartmentation internally within buildings, secure division between public and private parking areas, secure access controls, secure cycle and vehicle parking/storage, secure bin stores, secure postal and servicing arrangements, lighting) for each phase to be submitted prior to commencement of each phase.
35. Secured By Design accreditation for each phase prior to occupation.

*Environmental/Amenity*

36. Daylight/sunlight assessment (of detailed design) to be submitted for approval with Reserved Matters in respect of amenity of future occupiers of the site and neighbouring occupiers.
37. Construction and Demolition Management Statement - (highways, noise, dust and no burning of waste), and to include Construction Environmental Management Plan (CEMP) - prior to commencement.



38. Lighting scheme for all public areas (and to include light spill from within buildings) prior to commencement of each phase including a timetable for provision, details of hours of lighting and control equipment (time switches, photocell switches, motion sensor switches etc.) - (safety for users of the site, control of light pollution, ecology, and to enhance the appearance of the buildings and spaces). Implementation in accordance with approved timetable.
39. Arboricultural Method Statement to incorporate a Tree Protection Plan(s), schedule of tree works and details of arboricultural supervision, prior to commencement.
40. Updated Ecological Survey to be submitted with Reserved Matters (Layout, Scale, Landscaping) to include a timetable and schedule in respect of any mitigation required. Mitigation to be carried out in accordance.
41. Ecological enhancements - planting, bat and bird boxes details (integral to building and including 'universal bird bricks') prior to commencement.
42. Local Wildlife Site Management Plan - prior to commencement.
43. (SU7) No development shall take place (except demolition) until a detailed Sustainable Drainage Strategy that includes calculations of the existing and proposed run off rates and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods giving priority to landscaping, green/brown roofs and infiltration measures where possible shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include:
  - i. a timetable for its implementation, and
  - ii. a management and annual maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.
44. (SU8) Prior to first occupation of the development hereby permitted, the sustainable drainage scheme for the site has been completed in accordance with the submitted and approved details (reference/date) The sustainable drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan.
45. BREEAM - Excellent - Design Stage Assessment for all non-residential floorspace within each phase to be submitted for approval prior to commencement of relevant phase.
46. BREEAM:
  - i) All non-residential floorspace, as built, shall meet the BREEAM Excellent standard with a minimum score of 62.5 points.
  - ii) No part of the development shall be occupied until a Post-construction review demonstrating compliance with the BREEAM Excellent standard has been submitted to and approved in writing by the local planning authority.
47. Contaminated land - Site Characterisation
48. Contaminated land - Remediation Scheme
49. Contaminated land - Implementation of Remediation Scheme
50. Contaminated Land - reporting of unexpected contamination
51. A report on the findings of a full geotechnical investigation relating to works to the western boundary embankment including a detailed design for the retaining wall to be submitted for approval prior to commencement. Works to be carried out in accordance with approved details.
52. No uses within Classes A3, A4 or A5 to be commenced until details of extract ventilation and odour control have been submitted to and approved in writing by the LPA. Implemented in accordance with approved details prior to first use.
53. Hours of Demolition and Construction.
54. Noise assessment for all new plant. To demonstrate plant will not exceed a level 10dB below the existing background noise levels of 48 dB LA90,15mins between 07:00 and 19:00hrs, 40 dB LA90,15mins between 19:00 and 23:00hrs and 38 dB LA90,15mins

between 23:00hrs and 07:00hrs at the nearest noise sensitive receptor as measured in accordance with BS4142:2014.

55. Times of Deliveries - no deliveries between the hours of 22:00hrs and 08:00hrs Monday to Saturday and 18:00hrs to 10:00hrs on Sundays and Bank Holidays.
56. No uses within Classes A3, A4 or A5 to be used outside of the hours of 08:00hrs and 23:00hrs at any time.

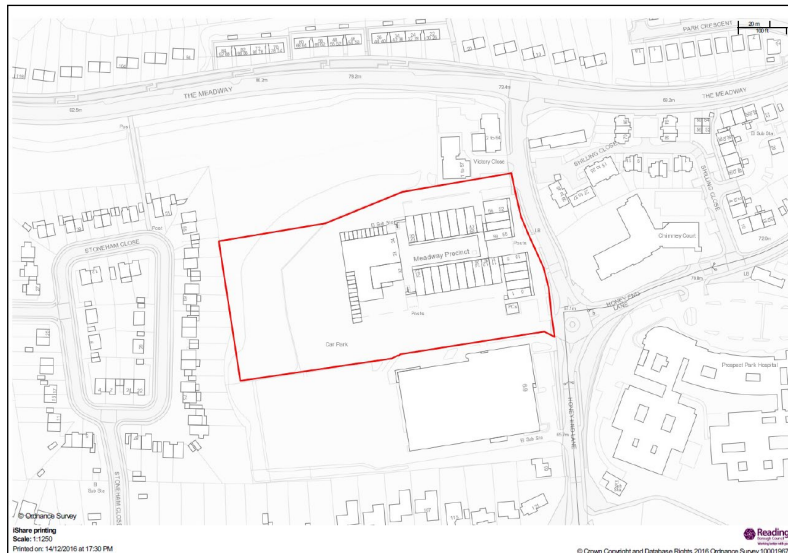
Delegate to the Head of Legal Services and Head of Planning Development and Regulatory Services to make such changes or additions to the conditions and obligations as may reasonably be required in order to complete/issue any of the above permission.

#### Informatives

1. Positive and Proactive Approach

## **1. INTRODUCTION**

- 1.1 The site is located fronting Honey End Lane, immediately to the south of The Meadway (a continuation of Tilehurst Road westwards) and to the west of Prospect Park. The site forms part of the Meadway District Centre which consists of two distinct halves. The northern part of the centre, the application site, is a purpose-built precinct opened in 1967, containing retail, takeaway and community uses and 27 flats above the shops. The precinct is surrounded by car parking. The southern part of the centre is occupied by an Asda superstore with its own separate car park.
- 1.2 The site is bounded by Honey End Lane to the east, flats at Victory Close to the north, rear gardens of houses in Stoneham Close on higher ground to the west, with Asda to the south. Opposite the site is the Chimney Court residential area with Prospect Park Hospital to the south of it.
- 1.3 The site is a former brickworks and quarrying activity which resulted in the site lying in a hollow with embankments forming the western and northern edges of the site.
- 1.4 An area of woodland exists on the embankment to the west and north west of the site, part of which is included within the application site boundary. This is subject to woodland TPO 7/005. Part of this woodland is designated as a Local Wildlife Site and forms part of a Major Landscape Feature. The Prospect Park area of open space lies to the south east of the site. The park is a Grade II Registered Park and Garden and contains the Mansion House which is a Grade II listed building.
- 1.5 All land uses referred to are those which existed prior to the September 2020 Amendment to the Use Classes Order. This is because the application was received prior to that date and the requirements are that the application should be determined on that basis. Once implemented and the uses commenced they would then fall under the 'new' post-September 2020 version. For example Classes A1, A2 and A3 would be new Class E, whereas Classes A4 and A5 are now *sui generis* uses. Classes D1 and D2 would fall variously within Class E, Class F1, Class F2, with some former D2 uses such as cinemas now *sui generis*.



Site location plan - not to scale



Site Photograph

## 2. RELEVANT PLANNING HISTORY

- 2.1 010213 Change of use from Class A1 (retail) to Class D2 (leisure and assembly), for use as a health and fitness club and external alterations - Approved

- 2.2 010630 Change of use from (retail) to D2 (leisure & assembly) for use as a health and fitness club and external alterations. Refused
- 2.3 010649 Erection of retail unit, provision of car parking (above and below ground), external works including retaining wall and landscaping - Not determined - Appeal withdrawn. (Lidl)
- 2.4 010797 Erection of retail unit, provision of car parking, alteration to existing parking, external works including retaining wall and landscaping - Not determined. Appeal Withdrawn (Lidl)
- 2.5 030738 Variation of condition 9 of planning consent 99/00223/VARIAT to allow Asda to extend their hours of delivery from 7am - 7pm to 6am - 8pm Mon day to Friday, and to allow deliveries on Sundays and Bank Holidays between the hours of 8am and 5pm - Refused
- 2.6 051098 - Retail extension (1500m squared), residential extension to provide 39 flats and refurbishment of existing shopping centre. Refused. Appeal withdrawn
- 2.7 070058 - Change of use from existing retail (A1) use to dental surgery (D1) - Approved (unit 17)
- 2.8 070071 - Extension and refurbishment to the existing Meadway Precinct to provide 1,385 square metres of additional A1 retail floorspace (to include 5 new shop units and three new retail kiosks at ground floor) and 34 residential apartments on the first, second and third floors (6 x 1 bedroom and 28 x 2 bedroom) - Withdrawn
- 2.9 100170 - Pre-application advice for proposed redevelopment of shopping precinct to include refurbished commercial space (For class A1, A2, A3, A5 and B1 uses) fronting Honey End Lane with superstore to the rear. Observations sent.
- 2.10 121109 - Retrospective hand car wash-valeting in Asda car park. Approved
- 2.11 150115 - Change of use to A3 from A1. Approved - (Unit 29)
- 2.12 150945 - Redevelopment of the Meadway precinct including partial demolition, refurbishment of existing retail units including creation of additional floor space through extending existing premises, new shop fronts to extended units, extension to existing precinct to create new retail units within use classes A1, A2, A3, A4 and A5, laying out of new car park, new servicing arrangements, bin stores, engineering operations including re-profiling of rear of the site and landscaping, re-location of public toilets to within precinct (amended description). Approved 29 June 2017 (lapsed).
- 2.13 201731/VAR Proposed warehouse extension to the existing service yard and refrigeration plant work and access platform on the roof with the removal of condition 9 (delivery hours) of planning permission 08/00178/VARIAT (which itself was an application under S73 to vary planning permission 99/00332/FUL without complying with conditions 3 and 10). Withdrawn.

### 3. PROPOSALS

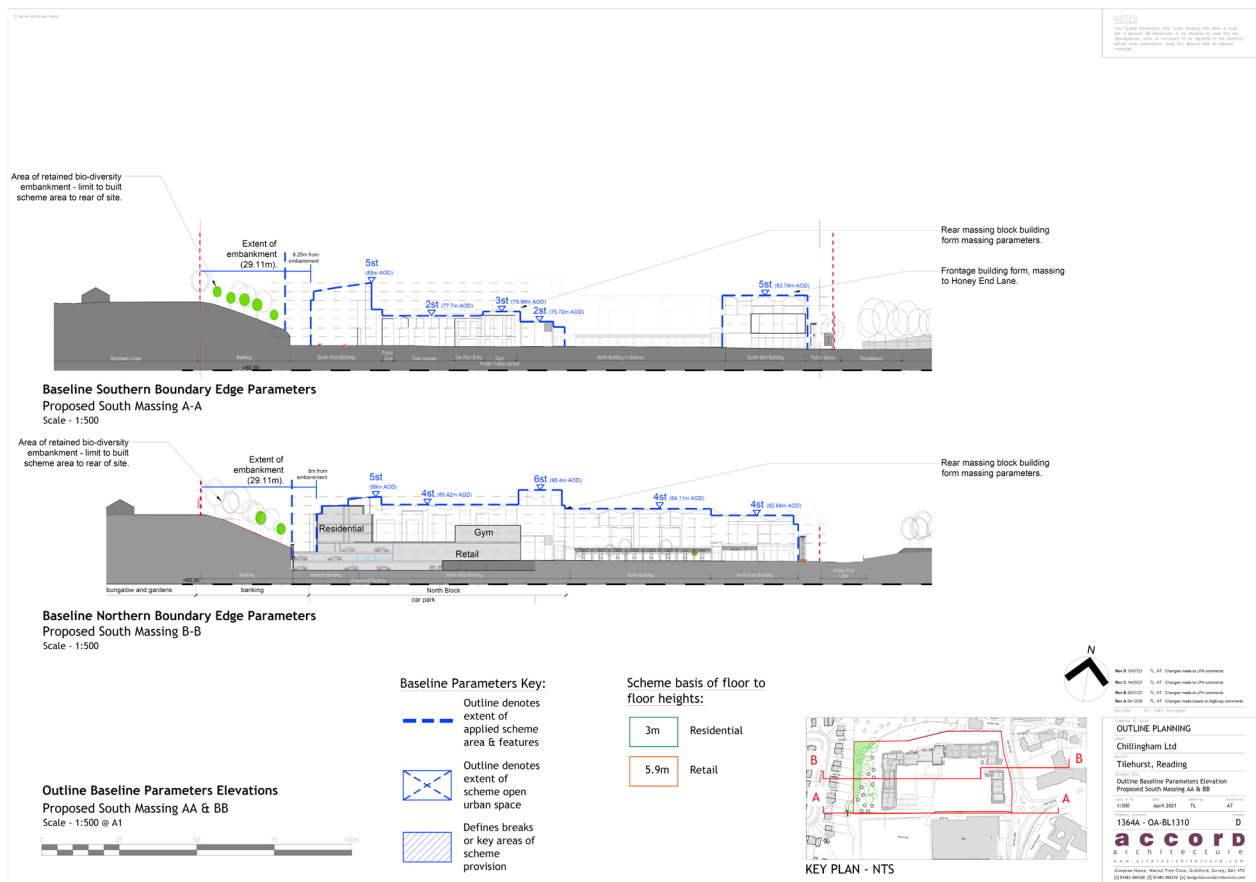
- 3.1 The proposals have been subject to a number of revisions. largely focusing on the detail of the outline parameter plans and the maximum permissible extent of built form allowed under those parameters. The detailed access arrangements to Honey End Lane have been another key focus.
- 3.2 The current proposals are as follows. Outline planning permission is sought for:
- Demolition of existing buildings to the western end of the site, except for unit 32 (currently occupied by Boots chemist). Demolition of the building forming the southern block fronting the precinct space and the building at the north east corner of the site. Demolition of the upper floors only of the northern precinct block and the south east block fronting Honey End Lane. See demolition drawing below.



Demolition Plan

- Access is to be retained via the existing route off the roundabout serving public car parking spaces.
- A second access is proposed to the northern edge of the site in place of the existing access adjacent to Victory Close to serve residential car parking spaces and a service yard area including cutting into a portion of the embankment in the same way as previous permission 150945.
- 258 dwellings (a net increase of 231) are proposed within new buildings above retained ground floor commercial floorspace and within new buildings to the east, north and western edges of the site. The buildings wrap around and enclose a central public square and car parking area forming a high-density residential development sitting above commercial units at ground floor. The proposals rise to a maximum height of

six storeys (90.4m AOD) with heights limited to three, four and five storeys elsewhere across the site. Full details of Scale, Appearance and Layout are Reserved Matters and would remain to be determined under a separate Reserved Matters Approval application.



## East-west sections through site

- v) Hard and soft landscaping arrangements are indicated within the Design and Access Statement, however precise details are a Reserved Matter.

## 4. CONSULTATIONS

### 4.1 Environment Agency

(consulted as the site is in flood zone 1 but exceeds 1 hectare in size).  
No objection received

### 4.2 RBC Transport

#### “Access

*Vehicle access to the Precinct is from two access points off Honey End Lane. At the northern end of the site a service road runs behind the back of the from a simple priority junction. At the southern end, a 4-arm roundabout provides a shared private access road to the development site and to the ASDA store car parks.*

*The southern access via the 4-arm roundabout will serve the public parking and ASDA car parks with some limited access for service vehicles to the rear of the*



adjacent units. The connection between the main access and the service road will be severed.

The northern access will be for residents and service/ delivery vehicles only. Given that the development will result in a significant intensification of the northern access, the access will be upgraded in line with the Borough's adopted Design Guidance for Accesses onto Classified Roads.

The access road will be widened to 6m wide with junction radii of 13m. The upgraded access will be provided with tactile crossing points for both pedestrians and cyclists. No parking bays will be located within the first 20m of the junction. The medical centre parking bays and the delivery bays have been moved to a location at least 24m from the new/improved junction.

Visibility splays of 2.4m x 43m can be achieved, complying with Manual for Streets for roads with a 30mph speed limit. This approach is acceptable given that the access has historically served as a service entrance to the precinct.

The northern access will lead to the delivery bays, staff parking, medical centre parking and the residential car parking facilities for the 258 dwellings proposed. The provision of a 1.2m wide footway has been provided to the rear of the parking bays for use by pedestrians which joins to the footway on Honey End Lane.

Honey End Lane is identified as a Local route within Reading's Local Cycling and Walking Infrastructure Plan (LCWIP) with the objective to increase walking and cycling usage in Reading via an improved and expanded network of cycling and walking routes. In accordance with the Meadway Centre Planning Brief (2013), provision should be made to ensure good quality pedestrian access to bus stops on The Meadway and Honey End Lane.

A PERS (Pedestrian Environment Review System) Audit has been completed to review the pedestrian environment in the vicinity of the site. The PERS Audit noted the recent pedestrian improvements undertaken by the Local Highway Authority at the junction between Honey End Lane and Bath Road. These improvements included Duratherm surfacing and tactile paving.

Given that the Precinct and adjacent supermarket are well-used, the redevelopment will significantly increase pedestrian trips within the vicinity of the site. The redevelopment of the Meadway Precinct provides an opportunity to improve the pedestrian environment, particularly to the front of the precinct, at the junctions with Honey End Lane.

Public realm improvements are proposed which includes improved surfacing along the Honey End lane frontage. Alterations to the northern and southern access form part of the proposed works including improved pedestrian crossing facilities. The pedestrian improvements are shown on the Amalgamated Ground Floor Plan 1364A-OA1211 Rev A .

In principle the details are acceptable, however, the pedestrian improvements within the highway boundary should be submitted in detail as part of the S278 works. It appears that the pedestrian improvements to the southern access will fall within the site boundary (not within the adopted highway). Therefore, it is

*recommended that full design is submitted in more detail and covered by condition.*

#### *Servicing*

*The [2013] Planning Brief for the site stipulates that delivery areas should be in accordance with the Council's adopted Policy. In accordance with the Council's adopted Parking Standards and Design SPD, A1 Food Retail/Non-food Retail requires 1 loading bay for developments up to 500sqm, 2 loading bays for developments between 501sqm-1,500sqm and 3 loading bays for floor areas above 1,500sqm.*

*All new developments accessed from a Classified road should be provided with an adequate turning area to enable service vehicles including refuse vehicles to enter and leave the site in a forward gear. The proposed servicing arrangement will utilise the northern secondary access from Honey End Lane which also provides access to the residential parking area. The width of the service road is 6m wide to allow for a two-way delivery route to and from the delivery bays and the two rigid lorry bays along the northern side of the access road.*

*The applicant's transport consultant has provided further information in respect of the number of Other Good Vehicles (OGV) likely to serve the site. The OGV classification includes all rigid vehicles over 3.5 tonnes and all articulated vehicles, therefore, it is not possible to differentiate between a 16.5m long HGV and a small 3.5 tonne rigid vehicle from an assessment point of view. However, it is anticipated that the proposed larger units (1 x 990sqm, 1 x 550sqm and 1 x 234sqm) would generate up to 8 OGV trips per day during the week (weekday Monday-Friday) and up to 5 OGV trips on a Saturday.*

*The development is only to be serviced by vehicles up to 12m in length with HGV access prohibited. A central barrier is proposed on the northern access service road to restrict larger articulated vehicles from accessing the site. (Drawing no. W01810-SWH-XX-XX-DR-C-0500-P10). The applicant states that the size of the service vehicle can be stipulated in the lease for each of the retail units and a Delivery and Servicing Plan will be conditioned to manage how vehicles will access the development without creating safety concerns and congestion on the surrounding highway network. In addition, a clause should be included within the S106 Legal Agreement to ensure that the size of vehicles servicing the site is clearly stipulated. A physical central raised kerb is proposed to physically reinforce this restriction, limiting the potential for HGVs to turn into the site and to protect any other vehicles using the access from HGV movements.*

#### *Parking*

*Currently the precinct has a parking provision of 186 pay & display parking spaces and 14 garages (some of which are unused) allocated to the existing 27 two bed flats above the precinct. The garages will be demolished as a result of the proposals.*

*The site is located within Zone 3, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. Typically these areas are within 400m of a Reading Buses high frequency 'Premier Route', which provides high quality bus routes to and from Reading town centre and other local centre facilities. Bus service 33 operates between Central Reading and Turnham's Farm via Tilehurst with frequencies of up to every ten minutes during peak hours. The nearest bus stops are located on The Meadway within 180m of the site.*



*In accordance with the adopted SPD, the maximum parking provision standards for this zone relevant to the proposal are as follows;*

- A1 Food Retail 1 space per 30m<sup>2</sup>*
- A1 Non-Food Retail Up to 1,000m<sup>2</sup> 1 space per 40m<sup>2</sup>*
- A1 Non-Food Retail Over 1,000m<sup>2</sup> 1 space per 30m<sup>2</sup>*
- A5 Hot Food Take-Away 1 space per 40m<sup>2</sup>*
- D2 Health Clubs/Gymnasiums 1 space per 30m<sup>2</sup>*
- C3 Dwelling; Flats 1-2 bed 1.5 spaces*
- C3 Dwelling; Flats 3+ beds 2 spaces*
- Visitor Parking 1 space per 4 dwellings*

*The parking demand for the retail units has been assessed against the Council's adopted parking standards equating to 1 space per 30m<sup>2</sup> of retail floor area as the final end users of the units are not all known.*

*The public car parking agreed in the previously approved scheme was provided at a rate of 1 space per 33.3sqm floor area; this same ratio has been used for the current application. In this context, the 5,217sqm total floor area gives a standard provision of 157 car spaces. The revised plans show a provision of 148 car spaces for the retail, medical and leisure uses. 129 car parking spaces have been allocated for public parking, 15 parking spaces allocated for retail staff and 6 parking spaces allocated to the healthcentre/medical use.*

*In line with the Council's adopted Parking Standards and Design SPD, the provision of parent/ toddler parking is a key element of all A1 developments. The suggested level of parent/ toddler parking is 3 spaces plus 3% of total capacity. This is calculated to be a requirement for 8 spaces. Providing these larger spaces has meant a reduction in the overall public parking provision by 10 spaces. On balance, this is deemed acceptable.*

*For the residential element, an underground car park and mezzanine level will be created in order to provide 298 residential car parking spaces. This equates to 266 residential spaces (1 space per dwelling) and 32 visitor parking spaces. It is noted that the proposed parking provision is below the Council's requirements, however, given the availability of extensive public car parking for the site as a whole, a balanced approach has been taken.*

*It is important that enough parking is provided so that there is not a knock-on effect on the safety and function of the highway through on-street parking but on the other hand, an over-provision of car parking can lead to less sustainable travel choices.*

*Therefore, in order promote good design and efficient use of land, we support proposals which share parking facilities. The adopted Parking Standards SPD states: "Where comprehensive and mixed-use development schemes are likely, developers are encouraged to provide shared parking facilities which are likely to generate peak parking levels during different periods of the day." Typically, the demand for commercial parking is highest during the daytime whereas the demand for residential/visitor parking is highest in the evenings/overnight.*

*In view of this, I am satisfied that a lower provision of parking will not lead to highway safety issues as a result. The car parking spaces are to the correct dimensions and provided within an acceptable layout.*

*The development provides disabled persons' parking provision at a level of 7% which is in excess of the Council's adopted Parking Standards. Disabled parking bays should be located as close to the entrance points (and/or lifts) as possible. Locations have been revised/improved and located within the site in convenient locations. In principle, I have no objections but the Access Officer may be able to provide further feedback on the distribution of spaces.*

*In terms of cycle storage, cycle parking is provided at a ratio of 1 space per 6 staff and 1 space per 300m<sup>2</sup> (retail uses) and 1 space per 6 staff & 1 space per 40 m<sup>2</sup> (leisure use). The Transport Statement indicates that this translates to an approximate provision of 18 cycle stands for the commercial premises and 133 residential cycle parking facilities.*

*It is stated that the residential cycle parking areas are indicated within the cores to the NW, NE, SW and SE blocks. Whilst further details could reasonably be handled by condition if necessary, I am unable to establish whether the size and internal layouts comply with the Council's standards. It is stated a public cycle parking area with capacity for 34 cycles is clearly shown in the submitted plans in a highly visible location close to the Precinct's main pedestrian entry point from Honey End Lane. This is acceptable for short stay parking but it is unclear what provisions have been made for staff parking which should be provided within a secure and covered enclosure.*

*The Council's Local Transport Plan 3 Strategy 2011 - 2026 includes policies for investing in new infrastructure to improve connections throughout and beyond Reading which include a network of publicly available Electric Vehicle (EV) charging points to encourage and enable low carbon or low energy travel choices for private and public transport. Policy TR5 of the Local Plan also states any developments of at least 10 spaces must provide an active charging point (1 space for every 10 spaces). In view of this, the development must provide at least 46no. Electric Vehicle (EV) charging point to promote the use of renewable electric vehicles at time of build. EV charging points are provided for residential and for commercial bays in suitable locations. This should be covered by condition.*

#### *Trip Rate Analysis*

*The proposal is to increase the retail area in the precinct from 2776m<sup>2</sup> to 3981sqm, an increase of approximately 35%. This is significantly less than the 2015 approved scheme.*

*The trip rates for the proposed development have been split into the two types of retail uses: the smaller units and the larger units. For the purposes of trip generation associated with the three proposed 990sqm larger units, TRICS data has been obtained to demonstrate the likely trip rates for these units, based on floor-space. The TRICS rates have been reduced by 18% to reflect the impact of linked trips between ASDA as observed in the parking surveys.*

*The trip generation for the remaining proposed retail units are assumed to generate trips in the same proportions as the current units and factored up to take into account the additional floor space. This approach was used to assess the trip generation in the 2015 application and is therefore acceptable.*

*This application includes a significantly greater number of residential properties (than the 2015 application). TRICS data has been obtained to demonstrate the likely trip rates for the residential units. In order to calculate the increase in residential vehicle trips, the movements associated with the existing 27 flats has been subtracted from the total (as these trips were already included the survey counts). The residential properties will not access the site using the precinct's existing access road shared with ASDA, but instead will use the priority junction to the north of the roundabout. This will necessitate a separate assessment.*

#### *Junction Assessments*

*Junction assessments have been undertaken for the Honey End Lane roundabout at the site entrance and with the A4 Bath Road as well as the Honey End Lane / Meadway signalised junction.*

*The Honey End Lane roundabout at the site entrance and the Honey End Lane / Meadway signalised junction remain within capacity.*

*However, the A4 Bath Road / Honey End Lane roundabout junction currently exceeds capacity and the development worsens this existing situation. Therefore, a contribution of is requested to go towards pedestrian and cycling improvements within the vicinity of the site. Any upgrades to the junction will increase the desirability of cycling/walking as a mode to travel to the site and help reduce the impact of the car on the surrounding Highway Network."*

#### **4.3 Lead Flood Authority (RBC Highways)**

No objection subject to standard conditions securing sustainable drainage system, provided these include details of existing runoff rates for comparison.

#### **4.4 RBC Natural Environment - Trees**

Advise that, when considering the approved proposals (as under permission 150945) against the current proposals, there are two fundamental factors to consider; those being 1) the change in the nature of the proposals and their footprint and 2) policy and Council changes since approval of permission 150945.

It is more important now, in view of policy changes, the Council's climate emergency and our 2020 Tree Strategy to ensure that development does not put avoidable pressure on trees (existing or new) such that canopy cover is under threat over time. The proximity and height of the, now, residential dwellings (as opposed to commercial units) will result in pressure to prune or fell adjacent trees. This is worsened by the units facing the bank only having windows on that side (ref First Floor plan 1364A-OA1213). This issue is not covered in the AIA, as would be expected.

There is also the issue of the existing Cherry trees within the central precinct area. These (T3-T6) are shown to be retained despite the comments within the tree survey regarding the trees having been topped, the tree guard being included within the stem of two of these and one being a 'C' category tree. The redevelopment of the precinct should be the opportunity to remove poor quality trees with issues and previous management that reduce their expected life span and replace with new trees within specially designed underground tree pits.

*[Officer note: The maximum extent of the upper floors facing onto the embankment has been cut back in response to these comments - the acceptability of this, or otherwise will be discussed in the appraisal section of the report]*

#### 4.5 RBC Environmental Protection

##### *Noise impact on development*

As a noise assessment has not been submitted and the proposed development is by a busy road it is recommended a condition is attached to any consent requiring a noise assessment to be submitted prior to commencement of development and any approved mitigation measures implemented prior to occupation to show that recommended noise levels in the table above can be met.

The noise assessment will need to identify the external noise levels impacting on the proposed site. A condition is recommended to this effect (N9 Noise Assessment be submitted).

##### *Noise generating development*

Applications which include noise generating plant when there are nearby noise sensitive receptors should be accompanied by an acoustic assessment carried out in accordance with BS4142:2014 methodology. Condition recommended

##### *Air Quality - Increased emissions*

An air quality assessment has been submitted with the application. It has used worst case assumption by using 2018 emissions factors and background levels, not those projected for the opening year. The assessment has found that the development will have a negligible impact on air quality (NO<sub>2</sub>, PM<sub>10</sub> and PM<sub>2.5</sub>) in the operational phase. As the impact has been found to be negligible, no mitigation measures have been recommended.

Recommend dust controls during construction phase.

##### *Contaminated Land*

The development lies on the site of an historic pit/scar which has the potential to have been filled with contaminated material. A 'phase 1' desk study has been submitted and has recommended that further intrusive investigations are necessary due to potential contamination pathways at the site.

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

Recommend standard contaminated land conditions.  
There should be no burning of waste on the site.

##### *Construction and demolition phases*

We have concerns about potential noise, dust and bonfires associated with the construction (and demolition) of the proposed development and possible adverse impact on nearby residents (and businesses).

Fires during construction and demolition can impact on air quality and cause harm to residential amenity. Burning of waste on site could be considered to be harmful to the aims of environmental sustainability.

##### *Other matters - Conditions required to secure:*

- Construction method statement - (highways, noise, dust, vermin control, no bonfires)

- Hours of construction (No construction, demolition or associated deliveries shall take place outside the hours of [0800hrs to 1800hrs] Mondays to Fridays, and [0800hrs to 1300hrs] on Saturdays, and not at any time on Sundays and Bank or Statutory Holidays without prior written approval from the Local Planning Authority.)
- Bin storage - vermin control

#### **4.6 RBC Ecologist**

Advises that the ecology report initially submitted is now out of date and will need to be updated. A condition securing an updated Ecological Survey at Reserved Matters stage will be required.

Agrees with Natural Environment (Trees) comments [in respect of the impact on the wooded embankment] but if this is resolved then agree to a similar approach to conditions as the previous application.

The bird and bat box condition should refer to integral bat roosting and bird nesting features which are more sustainable. The use of universal bird bricks would be appropriate.

Lighting should be controlled, including light spill from windows.

No objection subject to the above.

#### **4.7 Office for Nuclear Regulation**

ONR have reviewed this application in relation to the AWE site at Burghfield and confirm the application is outside the Detailed Emergency Planning Zone as a result have no adverse comments to make as to its impact on the AWE Off-Site Emergency Plan.

#### **4.8 Royal Berkshire Fire and Rescue Service**

No objection received

#### **4.9 Scottish and Southern Electricity**

No objection received

#### **4.10 Southern Gas Networks**

No objection received

#### **4.11 Thames Water**

No objection received

#### **4.12 Berkshire Archaeology**

Confirm that previous land uses, including quarrying and the construction of the precinct would have disturbed any archaeology and further archaeological investigation is not required.

#### **4.13 Access Officer**

No objection received.

#### **4.14 Thames Valley Police Design Advisor**

Raises a range of matters relating to the final design of the scheme in terms of secure access, separation of private and communal spaces, provision of 'defensible space' to dwellings, natural surveillance, lighting, CCTV, and suitable landscaping.

*[Officer comment - this would be best resolved at Reserved Matters stage once the layout is known. A security strategy condition is recommended]*

#### 4.15 **RBC Leisure**

Confirm that the development will have a direct impact on Prospect Park and that access from the west side is relatively poor compared with the eastern edge. Access needs to be improved for all users, including those with mobility issues or those with pushchairs etc.

RBC Leisure have identified the need for a perimeter path within the park, running from opposite Cockney Hill southwards to Bath Road before continuing eastwards to meet the existing path that runs NE from Bath Road to Liebenrood Road roundabout on Tilehurst Rd. This would provide good connectivity as well as providing a circular route for the benefit of park users.

Provision of a suitably-surfaced 2m wide path and associated works would cost in the region of £200k and RBC Leisure would be seeking this amount as a financial contribution from the developer.

#### 4.16 **Public Consultation**

Neighbours adjoining the site (Victory Close, Shilling Close, Honey End Lane, Stoneham Close and previous objectors on Cockney Hill) were consulted by letter :

Site notices were displayed along the Honey End Lane frontage

Two representations have been received from 71 and 73 Stoneham Close, summarised as follows:

- Height of the buildings - overlooking from flats to the top of the new buildings.
- Number of dwellings is too high density for the site. Compared with Conwy Close development which is only 67 dwellings on similar size plot.
- Number of additional vehicle movements will add to congestion already experienced during rush hour, during events in Prospect Park, school traffic, and when there are problems on the M4/A4/Tilehurst Rd resulting in gridlock.
- Intruders have gained access to the rear of properties in Stoneham Close via the Meadway Precinct embankment. Fencing this securely must be a priority
- Noise levels during construction will be unbearable. Working hours must be limited.
- This is an overdevelopment .
- The application is very vague on the height of the buildings.
- A projection of the height of the building to the land backing on to Stoneham Close would be very much appreciated.

## 5. LEGAL AND PLANNING POLICY CONTEXT

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

### 5.2 National Planning Policy Framework (NPPF) (2021)

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

- 2. Achieving sustainable development
- 4. Decision-making
- 5. Delivering a sufficient supply of homes
- 6. Building a strong, competitive economy
- 7. Ensuring the vitality of town centres
- 8. Promoting healthy and safe communities
- 9. Promoting sustainable transport
- 11. Making effective use of land
- 12. Achieving well-designed places

#### **Planning Practice Guidance (NPPG)**

Sections of particular relevance include:

- Air Quality
- Climate Change
- Community Infrastructure Levy
- Design: process and tools (and associated National Design Guide)
- Healthy and Safe Communities
- Housing needs of different groups
- Housing for older and disabled people
- Land affected by contamination
- Natural Environment
- Noise
- Open space, sports and recreation facilities, public rights of way and local green space
- Planning obligations
- Renewable and low carbon energy
- Town centres and retail
- Transport evidence bases in plan making and decision taking
- Travel plans, Transport Assessments and Statements
- Use of planning conditions
- Viability
- Water supply, wastewater and water quality

Other Government Guidance which is a material consideration  
Sustainable drainage systems policy - Written statement 18 December 2014

- 5.3 The following local policies and guidance are relevant:

#### **Reading Borough Local Plan 2019**

CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

CC2: SUSTAINABLE DESIGN AND CONSTRUCTION  
 CC3: ADAPTATION TO CLIMATE CHANGE  
 CC4: DECENTRALISED ENERGY  
 CC5: WASTE MINIMISATION AND STORAGE  
 CC6: ACCESSIBILITY AND THE INTENSITY OF DEVELOPMENT  
 CC7: DESIGN AND THE PUBLIC REALM  
 CC8: SAFEGUARDING AMENITY  
 CC9: SECURING INFRASTRUCTURE  
 EN1: PROTECTION AND ENHANCEMENT OF THE HISTORIC ENVIRONMENT  
 EN2: AREAS OF ARCHAEOLOGICAL SIGNIFICANCE  
 EN5: PROTECTION OF SIGNIFICANT VIEWS WITH HERITAGE INTEREST  
 EN7: LOCAL GREEN SPACE AND PUBLIC OPEN SPACE  
 EN9: PROVISION OF OPEN SPACE  
 EN10: ACCESS TO OPEN SPACE  
 EN12: BIODIVERSITY AND THE GREEN NETWORK  
 EN13: MAJOR LANDSCAPE FEATURES AND AREAS OF OUTSTANDING NATURAL BEAUTY  
 EN14: TREES, HEDGES AND WOODLAND  
 EN15: AIR QUALITY  
 EN16: POLLUTION AND WATER RESOURCES  
 EN17: NOISE GENERATING EQUIPMENT  
 EN18: FLOODING AND DRAINAGE  
 H1: PROVISION OF HOUSING  
 H2: DENSITY AND MIX  
 H3: AFFORDABLE HOUSING  
 H5: STANDARDS FOR NEW HOUSING  
 H10: PRIVATE AND COMMUNAL OUTDOOR SPACE  
 H14: SUBURBAN RENEWAL AND REGENERATION  
 TR1: ACHIEVING THE TRANSPORT STRATEGY  
 TR2: MAJOR TRANSPORT PROJECTS  
 TR3: ACCESS, TRAFFIC AND HIGHWAY-RELATED MATTERS  
 TR4: CYCLE ROUTES AND FACILITIES  
 TR5: CAR AND CYCLE PARKING AND ELECTRIC VEHICLE CHARGING  
 RL1: NETWORK AND HIERARCHY OF CENTRES  
 RL2: SCALE AND LOCATION OF RETAIL, LEISURE AND CULTURE DEVELOPMENT  
 RL3: VITALITY AND VIABILITY OF SMALLER CENTRES  
 RL5: IMPACT OF MAIN TOWN CENTRE USES  
 RL6: PROTECTION OF LEISURE FACILITIES AND PUBLIC HOUSES  
 OU1: NEW AND EXISTING COMMUNITY FACILITIES  
 OU5: SHOPFRONTS AND CASH MACHINES  
 WR3o: THE MEADWAY CENTRE, HONEY END LANE

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

**5.5 Supplementary Planning Documents**

Meadway Centre Planning Brief (SPD) (2013)  
 Sustainable Design and Construction (2019)  
 Revised Parking Standards and Design (2011)  
 Employment Skills and Training (2013)  
 Planning Obligations under S106 SPD (2015)  
 Affordable Housing (2021)



### **Environmental Impact Assessment**

- 5.6 A Screening Opinion has been adopted under the EIA Regulations 2017 confirming the proposed development would not be likely to result in significant effects on the environment of the wider area that would be of more than local importance. Therefore, an Environmental Statement is not required to accompany the planning application.

### **Community Infrastructure Levy (CIL)**

- 5.7 The application is submitted in Outline and proposes a range of uses a maximum total floor area is to be set by Condition. It is difficult to predict with any certainty what the CIL charge would be at Outline stage as the floorspace is set as maximum amounts and contains a flexible range of uses and a range of CIL charges would therefore apply. The precise CIL charges will be clarified at Reserved Matters Application stage.

## **6. APPRAISAL**

### **i) Principle of Use**

- 6.1 The Meadway Centre Planning Brief (2013) gives detailed guidance on the form of development that the Council considers to be appropriate for the Centre against a number of options.
- 6.2 The current proposal would fall within “Option 2: Redevelopment of Precinct Only” (i.e not including the ASDA site). Whilst this is not the comprehensive redevelopment envisaged as the optimal solution to redevelopment within the Planning Brief, it is nevertheless a more comprehensive approach than approved under permission 150945 which fell under “Option 3 - Partial Redevelopment of Precinct”. It is considered that the current approach offers a greater potential to address the failings of the current precinct than that permission.
- 6.3 Policy RL1 states that the vitality and viability of District Centres should be maintained and enhanced. This will include widening the range of uses, environmental enhancements and improvements to access.
- 6.4 The uses proposed at ground floor and mezzanine level (first floor) are considered appropriate for a district centre as they fall generally within retail and leisure uses. The current proposals are in Outline and the precise layout, including the internal layout and respective uses is not known at this stage. Officers have worked with the Applicant during the course of the application to arrive at a set of ‘parameter plans’ which define the maximum extents of the buildings in terms of height and siting, and define minimum areas of open space. Given the requirements of Policy RL1 and the aims of the Meadway Centre Planning Brief to maintain a mixed and diverse range of units (were permission to be granted), a series of conditions are recommended at Outline stage to set maximum amounts of each use; to secure retail frontages with a minimum 50% Class A1 retail within each frontage; and controls on future changes of use away from retail uses. This is considered to be a reasonable approach and would maintain the predominantly retail character referred to in section 5.2 of the Brief.
- 6.5 The retention of a number of existing shop units within the scheme (they are not included in the demolition) would need careful design consideration both in terms of the structural alterations required and the need to integrate old and new with a unified architectural approach. However it is acknowledged that this would minimise disruption to existing tenants and would provide opportunities for smaller shops to be

integrated within the scheme as a whole and the opportunity for smaller units is in accordance with the aims of the Brief.

**ii) Affordable Housing and Housing Need**

6.6 The proposals seek to re-provide 258 dwellings within the redevelopment. Local Plan Policy H3 requires proposals of over 10 dwellings to provide 30% of the total dwellings to be Affordable Housing equating to a requirement for 77 Affordable Housing units.

6.7 Paragraph 4.4.19 of the Reading Borough Local Plan provides some background to the policy and summarises the large amount of evidence that the Council has in respect of the critical need for Affordable Housing that exists within the Borough:

*“The Berkshire (with South Bucks) Strategic Housing Market Assessment (SHMA, 2016) has once again emphasised the critical need for affordable housing within Reading as well as the remainder of Berkshire. The SHMA identified a need for 406 new affordable homes per year in Reading, which represents the majority of the overall housing required. The consequences of not providing much-needed affordable homes would be severe, and would include homelessness, households in temporary or unsuitable accommodation, overcrowding and younger people having to remain living with parents for increasing periods. Insufficient affordable housing will also act as an impediment to economic growth, as firms will face increasing problems with accommodation for their workforce. Meeting even a substantial proportion of the identified housing need presents significant challenges, and it is therefore critical that new residential development of all sizes makes whatever contribution it can.”*

6.8 Local Plan para 4.4.23 states *“The target set in the policy has been determined as the result of an assessment of the viability of development of sites of various sizes in the Borough in accordance with the requirements of the NPPF. This will be the expected level of affordable housing provision.”*

6.9 The Applicant proposes that the development will include 30% of all dwellings as Affordable Housing comprising:

- Minimum 62% rented accommodation at ‘Reading affordable rent’ levels and
- Maximum 38% Affordable home ownership (shared ownership or another product),

in perpetuity. This complies with the requirements of Policy H3 and the associated Affordable Housing SPD 2021. Where the development is to come forward in phases, the expectation would be that the dwellings would be provided in accordance with approved Phasing Plan and Schedule and provided ready for occupation prior to first occupation of 50% of the open-market dwellings within each Phase. This is recommended to be secured under the terms of the S106 legal agreement.

**iii) Layout**

6.10 The Brief is clear that the district centre should function as a single entity (section 5.3). and suggests that the centre should be arranged around a new public space to address concerns that the current precinct ‘turns its back’ on the ASDA superstore. The Brief does accept (paragraph 6.5) that land ownership may restrict a comprehensive development and this is the case with the current application, which does not include ASDA.

6.11 It is considered that the layout of the public realm proposed is a substantial improvement on that granted under permission 150945. It is larger (which it needs to be given the increased scale of development) but importantly it removes the southern block of the precinct giving a more open arrangement which no longer turns its back to ASDA. This is a significant benefit of the scheme and should be secured at an early

phase of the development (a condition is recommended). The open aspect to the south will ensure that the new courtyard space is well lit and the mass of buildings surrounding the space will not overshadow or be overbearing on the space. The minimum size and position of the open space (27m x 48m = 1296 sqm) and landscaped car park areas are to be secured on the parameter plan drawings. Detailed landscaping of these spaces is a Reserved Matter for future consideration. Conditions securing the range of landscaping details required at Reserved Matters stage are recommended.

- 6.12 The poor quality of existing north-south pedestrian links between ASDA and the precinct is identified as a key problem currently (Figure 3 of the Brief). The indicative proposals would offer appropriate pedestrian links and ease of movement through between buildings and car park towards ASDA in a similar arrangement to 150945. Precise landscaping details remain a Reserved Matter for future consideration under 'Layout' and 'Landscaping' and are therefore not known at this Outline stage, but a condition is recommended requiring an appropriate pedestrian link to be submitted at Reserved Matters stage.
- 6.13 The enlarged public square would be a significant improvement on the existing precinct which turns its back on the surrounding area and which currently appears insular, heavily enclosed and now has a poorly-maintained character. The new space has greater potential for community events, public meeting, outdoor café seating and children's play. Play space is shown indicatively within the outline proposals. It is proposed to secure detailed design and provision within the terms of the S106 legal agreement.
- 6.14 The new square would also improve pedestrian connections between the new retail units at the western end of the site and the main highway route of Honey End Lane. This is in accordance with the aims of the Brief which seeks better physical and visual connectivity between the precinct and new retail units in order to provide a more attractive public realm (para.9 of the Brief) and adequate "linkages between key elements" (para.8). The existing public toilets would be moved to within the development. The precise layout of the scheme is not yet known (it is a Reserved Matter) therefore it is recommended that a scheme detailing the location, design, timetable for provision and opening times of replacement public toilets should be submitted for approval at Reserved Matters stage, to be secured through the proposed S106 agreement.
- 6.15 It is considered on this basis that the proposals comply with the design and layout requirements of Policies CC7, EN9, WR3o and the Meadway Centre Development Brief insofar that these can be determined at this stage and set appropriate parameters for full details to be secured at Reserved Matters Application stage.

**iv) Scale**

- 6.16 The height of the proposed new-build elements represents a significant increase in scale compared with the existing three storey development within the site and that permitted previously under reference 150945 (which retained the majority of the existing buildings and provided single storey (commercial storey height) retail units towards the western end). However, the Brief suggests that a larger scale could be accommodated to the north-western parts of the site (para. 15), which appears to support the substantial massing of the proposed new units 1 to 6. The topography of the site, with the artificial basin bounded by steep embankments created by the former brickworks, allows for an increase in scale whilst avoiding development appearing obtrusive when viewed from surrounding streets and properties. The scale proposed is to be governed by the parameter plan drawings. Despite the significant

scale proposed, the topography of the area (mainly the basin which resulted from the former brickworks use) would ensure that maximum heights would be broadly level with the roofs of the bungalows to the west in Stoneham Close. The defined open areas to the centre and south of the site would provide some relief to this mass when viewed from Honey End Lane. The detailed massing will be a matter to be resolved at Reserved Matters application stage (Scale, Layout, Appearance) but will be governed by the maximum parameters set at Outline application stage.

- 6.17 For these reasons it is considered that the scale of the proposals complies with Policies CC7 and WR3o and the Meadway Centre Development Brief at this stage and that appropriate controls can be secured over the ultimate Reserved Matters Application design through the parameter plans, to be secured by condition.

**v) Appearance**

- 6.18 The buildings that make up the existing precinct and ASDA store have a modern style, with little ornamentation. The proposals approved under permission 150945 followed this approach whereas the current proposals, which include a greater mix of uses including a large amount of residential, offer a greater level of architectural detail than previously approved. Paragraph 16 of the Brief (supported by Policy CS7) requires high quality materials. The Brief refers to bricks as being characteristic of the area and identifies the opportunity to highlight the history of the site as a brickworks. The Design and Access Statement and Design Codes show a good use of brickwork, including a range of brick types, textures and brickwork patterns. This would be an improvement on both the existing situation and the design approved under 150945 which had a less comprehensive approach. The design code approach would be secured by condition, to be detailed further at Reserved Matters application stage. This approach is considered to be acceptable and offers a greater level of detail and visual interest than previously.

- 6.19 Officers consider that the details submitted, and the conditions recommended would be sufficient to ensure an appropriate design and appearance of the development is secured at Reserved Matters application stage in accordance with Policies CC7, RL1, WR3o and the MC Planning Brief apply.

**vi) Trees and Landscaping**  
*Embankment Woodland*

- 6.20 The westernmost portion of the woodland forms part of Local Wildlife Site which extends to the north. The woodland is subject to a Woodland TPO. The proposals have been amended to reduce the extent to which the new units impinge on the mixed deciduous woodland at the western end of the site. The existing slope profile is to be maintained.
- 6.21 The proposals involve the same cutting-in to the embankment as previously approved under permission 150945 and removal of 15 trees on the eastern edge of the woodland. In mitigation, it is proposed to plant new trees within the remaining embankment to provide a degree of mitigation. A condition is recommended to secure 15 trees within the landscaping scheme.
- 6.22 The Natural Environment (tree) Officer's comments regarding future pressure to prune or fell trees due to single-aspect flats fronting onto the embankment have resulted in a setting back of the maximum extent of the floors above basement level so that a gap ranging between approximately 6 and 10 metres would exist between the façade and the edge of the new embankment alignment. This has resulted in a reduction in

the number of dwellings and is considered to offer a sufficient buffer between new flats and trees. The relationship between trees and buildings can be further considered and refined at Reserved Matters stage.

- 6.23 Although the woodland would ideally remain untouched, it is considered that the revised proposals continue a previously-agreed approach which ensure that the majority would be preserved and that a suitable balance between the need to secure the future success of the District Centre and tree protection can be achieved.

*Existing Precinct Trees*

- 6.24 It is suggested in the current application that existing trees within the Precinct are to be retained. The tree officer's concerns over the long-term suitability of these specimens due to the species and damage that they have sustained due to poor management are noted. It is considered that the matter can be suitably resolved within a comprehensive landscaping proposal at Reserved Matters stage.

*New Tree Planting*

- 6.25 The existing car park lacks any trees and appears as a stark, somewhat chaotic space. A significant number (22) of new large canopy species trees are indicated as being proposed to be planted across the new car parking area (as per the previous approval 150945) within tree pits located between rows of parking spaces. It is recommended that these trees and associated tree pits are secured by specific reference to them in the landscaping condition. It is considered that, over time, these would grow to provide a significant canopy cover to the car park and offer a significant visual improvement over the existing situation. Tree pits will need to be as large as possible and the future design should aim to provide large pits extending under much of the parking area to allow for maximum rooting potential.
- 6.26 A formal arrangement of trees that is likely to be achieved through this approach (given the formal layout of parking spaces) will serve to add some coherence to the car parking area and mitigate visually the expanse of parked cars in a positive manner. The visual benefits will extend beyond the site as the new planting will be clearly visible from Honey End Lane and also from the ASDA car park.
- 6.27 The Honey End Lane frontage also lacks any coherent planting and is currently visually harsh and unattractive. The illustrative proposal indicates 9 new trees and a 'greening' of the frontage. These are to be secured at Reserved Matters stage (Layout, Landscaping) and a condition is recommended.
- 6.28 A condition is recommended to require full landscaping details (including tree pit design), to be submitted at Reserved Matters stage. It is noted that a similar well-treed design was approved for the car parking area under permission 150945. Conditions are also recommended to secure the implementation and future maintenance of landscaping.
- 6.29 Policies CC7, EN12, EN14, EN16, WR30 and guidance contained in the Reading Tree Strategy apply.
- vii) Ecology**
- 6.30 As referred to in section 4 above, whilst encroachment into the woodland is not desirable in terms of the impact on woodland habitat, it is relevant to note that the existing precinct space is heavily urban in character with few controls over lighting, or vehicle movements and there is a general lack of green infrastructure. It is proposed that any permission should include conditions requiring a further Ecological Survey at

Reserved Matters stage; controlling exterior lighting; and securing ecological enhancements together with a Wildlife Site Management Plan.

- 6.31 Considering the proposed one-for-one tree replacement to the embankment and importantly the considerable amount of new trees within the development itself where none currently exist, it is considered that there would be no net loss in biodiversity and the Wildlife Site Management Plan (recommended Condition 42) would offer opportunities to improve the biodiversity and long term health of the woodland within the site.
- 6.32 It is considered that the Ecological aspects of the proposals are acceptable on this basis, in accordance with Policy EN12 and guidance contained within the Meadway Centre Planning Brief.

**viii) Transport**

- 6.33 The detailed comments of the Council's Transport section are set out in the Consultations section above. These are considered to be a reasonable assessment of the proposals and it is recommended that the application should be considered on the basis of these comments. Conditions are recommended requiring details of a suitable layout to include pedestrian routes and facilities, and particularly in respect of the north-south link to the ASDA store site. The northern of the two accesses proposed from Honey End Lane has been subject of considerable discussion with the applicant. Officers are now satisfied that the proposed arrangement which includes a high kerb to restrict access for HGVs and would provide safe access for all users. This would be reinforced by obligations within the s106 agreement excluding vehicles greater than 12 metres in length from using that access.
- 6.34 Parking arrangements have been assessed and whilst these would fall under the Layout Reserved Matters, yet to be submitted, the illustrative proposals demonstrate that suitable parking can be provided without harm to highway safety or the visual appearance of the site. Suitable provision for cycle parking is also demonstrated within the submitted Transport Assessment. Conditions requiring the numbers of cycle and vehicle parking spaces to be provided in accordance with a layout to be approved at Reserved Matters Application stage are recommended. Ten percent of the vehicle parking spaces are to include Electric Vehicle charging facilities. For these reasons, it is considered that the proposals comply with Development Plan Policies TR1, TR2, TR3, TR4, TR5, WR30 and the guidance set out in the Council's Revised Parking Standards and Design SPD 2011.

**ix) Neighbouring Amenity**

*Daylight and Sunlight*

- 6.35 The Building Research Establishment (BRE) has been commissioned to independently review the maximum parameters of the proposed development and the Applicant's submitted daylight/sunlight report.
- 6.36 The BRE findings are that loss of daylight and sunlight to residential properties at Shilling Close, Chimney Court and Block A Victory Close (nos. 2-64 Victory Close) and Stoneham Close would be negligible and within BRE guidelines.
- 6.37 Loss of light to 13 windows at Block B Victory Close (nos. 1-57 Victory Close) would be outside BRE guidelines although these are mostly only marginally outside the guidelines. Five windows would have greater losses of light from the sky due to the design of Victory Close with overhanging eaves existing above these windows. Without these overhangs, the BRE confirms that these windows would otherwise meet BRE

guidelines. It is also noted that all five affected windows serve rooms which are served by another window for which loss of daylight would meet the BRE guidelines.

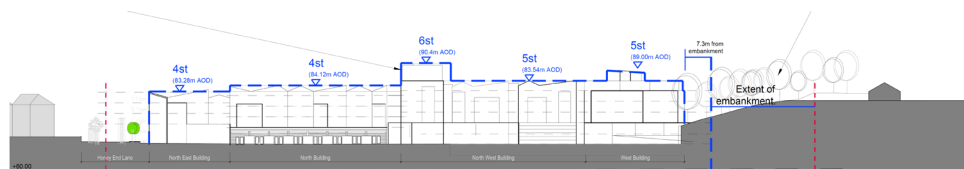
6.38 Overall the BRE assess the loss of daylight to be ‘moderate to minor adverse’ to the dwellings to the southern side of Victory Close Block B.

6.39 It is considered, based on BRE advice that the scheme, even were its maximum parameters to be built, would not harm the amenity of neighbouring dwellings to an extent which would suggest that permission should be refused. Some impact on light from redevelopment is to be expected and the design of Block B Victory Close is a key reason for guidelines not being met. Overall, the presence of alternative sources of daylight from less affected windows would maintain a suitable living environment for neighbouring occupiers. A final review at Reserved Matters stage, once the final design is known, is recommended.

#### *Privacy, Outlook and Overbearing Effects*

6.40 The site lies within a basin at a lower level than the flats to the north or the houses to the west on Stoneham Close. The maximum scale parameters of the buildings (beyond which Reserved Matters application proposals cannot extend) would represent a significant increase compared with the existing buildings and would extend markedly to the west, replacing the existing surface car park. The tallest parts would be to the western end of the site. The revised proposals show the western façade (maximum extent) set off the rear garden boundary with properties in Stoneham Close by approximately 35 metres. The five storeys proposed above basement parking level towards the western end (89m AOD maximum height above sea level equating to 22.3 metres above ground level at the roundabout junction with Honey End Lane), and 90.4m AOD (24m above ground level) towards the centre of the site, would represent a large building, however the substantial changes in ground level within the brickworks basin would result in the heights being broadly similar to the bungalows in Stoneham Close. The intervening woodland contains tree canopies extending higher than the top of the embankment. It is considered reasonable to assume that this tree screen would remain given the number of trees involved and their protected status (recommended Condition 42 requires a management plan for the Local Wildlife Site which includes these trees). These trees would serve to reduce the extent to which the new development is visible from Stoneham Close. It is considered that the separating distance, the relative ground levels and building heights and the intervening trees would ensure that the proposals would not result in harmful overlooking, overbearing effects, or loss of outlook. Extracts of the parameter plan section drawings are copied below. The blue dashed line indicates the maximum extent of the heights proposed and the recommended conditions would restrict Reserved Matters approvals to within this extent.

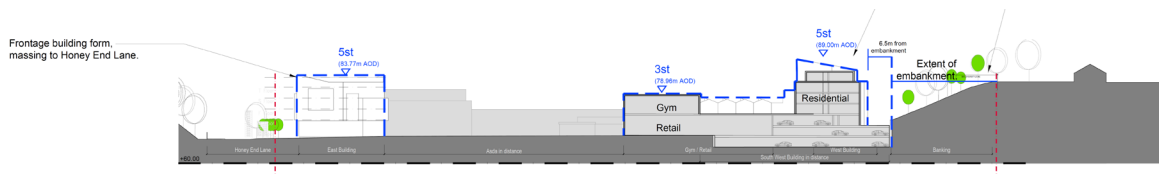
/ building form parameters.



Baseline Northern Boundary Edge Parameters  
Proposed North Massing C-C

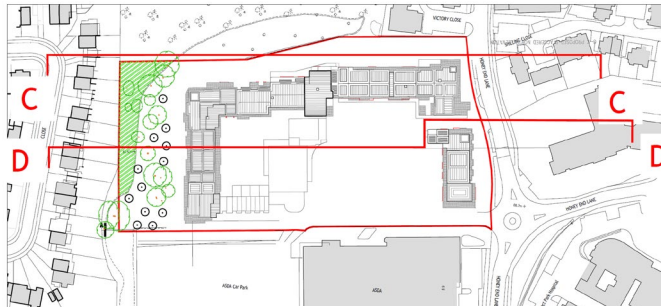
*Section C-C along northern edge of site - east-west (looking south)*

Rear massing block building

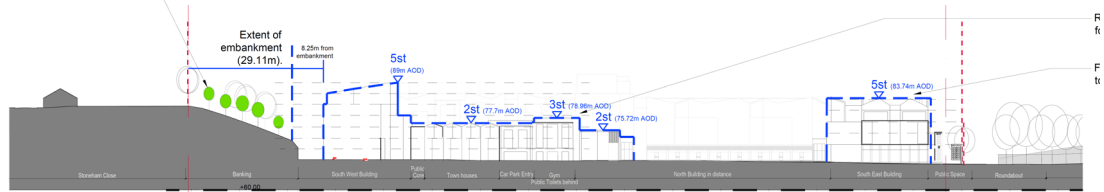


Baseline Southern (Internal Section) Boundary Edge Parameters  
Proposed North Massing D-D

### Section D-D through centre of site - east-west (looking south)

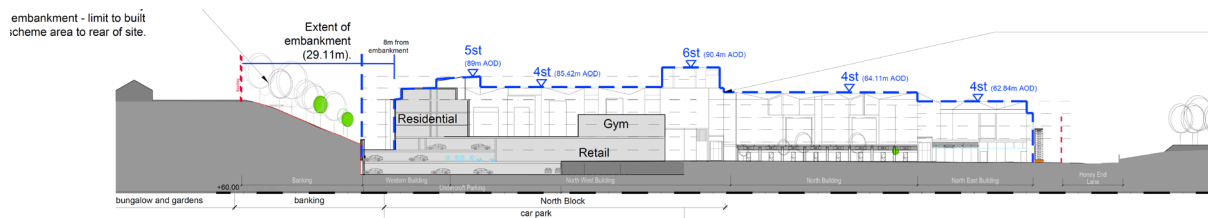


Area of retained bio-diversity  
embankment - limit to built  
scheme area to rear of site.



Baseline Southern Boundary Edge Parameters  
Proposed South Massing A-A

### Section A-A to southern edge of site - east-west (looking north)



Baseline Northern Boundary Edge Parameters  
Proposed South Massing B-B

### Section B-B - through centre of site - east west (looking north)



6.41 On this basis it is considered that the proposals would not be harmful in terms of the amenity of neighbouring dwellings and are therefore in accordance with Policies CC8, EN16 and EN17.



**x) Amenity of Future Occupiers**

- 6.42 Layout, including the internal layout of buildings, remains a Reserved Matter and the precise detail will be considered at Reserved Matters Application stage, however it is important to make sure that the parameters set at Outline application stage would allow for a suitable quality of residential amenity at final design stage.

*Space standards*

- 6.43 The illustrative scheme shows that the nationally-described space standards required under Policy H5 can be provided within a scheme that includes the number of dwellings being applied for and within the proposed maximum parameters. The parameters are therefore considered to be acceptable in this context.

*Outlook*

- 6.44 The maximum extent of buildings containing dwellings has been reduced during the course of the application and now provides a suitable separation westwards ranging between 8 and 10 metres to the treed embankment to the west of the site. This is considered suitable in terms of outlook. Outlook from the outer facades to the east would be across the street and wider site. Outlook to the north would be across the service road towards Victory Close, this would be the least pleasant of the four sides but would nevertheless be acceptable and it is considered that the careful design at Reserved Matters stage could improve the appearance of the northern edge of the site, for instance through the use of suitable soft landscaping.

*Daylight*

- 6.45 The BRE advice to the Council is that most of the development would be expected to receive sufficient daylight but there are some potential problem areas where flats face each other between blocks, where the building massing could overshadow small private garden areas, north-facing flats, and at the western end where flats face onto the woodland. It is noted that the position of the flats relative to the woodland has been improved during the course of the application. The BRE recommend that a full daylight review be carried out in respect of the Reserved Matters design, once known and a condition is recommended.

*Privacy*

- 6.46 It is considered that the proposed layout is capable of providing suitable privacy for future occupiers and that the parameters would not prevent an appropriate design coming forward at Reserved Matters stage. It is noted that the high-density nature of the scheme, consistent with its District Centre location, is likely to result in a different level of privacy than might be expected in lower density suburban locations. The final details of massing, position and function of windows, etc. at Reserved Matters stage will need to be assessed against Policy CC8 (Safeguarding Amenity).

*Amenity Space*

- 6.47 Policy H10 requires dwellings to be provided with functional private or communal open space including green space wherever possible to include sitting out areas, children's play areas, home food production, composting, storage space and clothes drying space. Although Layout, Scale and Landscaping are Reserved Matters it is considered that the proposed parameters allow sufficient space for this type of amenity space to be provided with a 50mx45m (250sqm) communal private amenity courtyard at first floor level. The public square would also provide some additional benefits for occupiers, including children's play equipment. It is considered that the open space

requirements will not be fully met on site. Policy EN9 requires all new development to make provision for appropriate open space based on the needs of the development through on or off-site provision, contributions toward provision or improvement of existing leisure or recreational facilities. Policy EN10 requires new development to facilitate the creation or linking of safe off-road routes to parks.

- 6.48 The Council's Leisure Service has confirmed that the development will have a direct impact on Prospect Park and that access from the west side of the Park is relatively poor compared with the eastern edge. Access needs to be improved for all users, including those with mobility issues or those with pushchairs, etc.
- 6.49 In order to achieve the necessary improvement, Leisure have identified the need for a perimeter path within the park, running from opposite Cockney Hill southwards to Bath Road before continuing eastwards to meet the existing path that runs north-east from Bath Road to Liebenrood Road and then to the roundabout on Tilehurst Road/The Meadway. This would provide good connectivity as well as providing a circular route for the benefit of park users and those entering the park from its north west edge in particular.
- 6.50 Provision of a suitably-surfaced 2m wide path and associated works would cost in the region of £200,000 and this is therefore sought as a S106 contribution from the developer.

**xi) Noise**

- 6.51 Existing loading arrangements take place rather informally around the site using the existing accesses and loading to the rear of the various premises. The proposals would introduce new formalised loading bays and service yards to the northern boundary and it will be necessary to ensure that noise and disturbance from this is minimised in accordance with Policy CC8. Vehicle movements and external lighting associated with this have the potential to harm the amenity of neighbours. Full details of layout and design will be known at Reserved Matters stage. Further detail is necessary in terms of the design and orientation of lamps, lighting times and control equipment. A condition is therefore recommended to secure these. It is also considered necessary to prevent late-night deliveries between 10pm and 8am Monday to Saturday and between 6pm and 10am on Sundays and Bank Holidays, given the more intensive use of the service access close to Victory Court.
- 6.52 Plant noise is to be expected in a development of this type and will already exist within the site. A condition ensuring that the background noise levels do not unacceptably increase as a result of new plant being installed is recommended. This will require any new plant to be limited to a noise level 10dB below existing background levels, to avoid background noise levels creeping upwards.
- 6.53 Uses within Classes A3 (restaurant/café - *new Use Class E*), A4 (drinking establishment - *now sui generis*) or A5 (hot food takeaway - *now sui generis*) are proposed. Although A4 and A5 in relatively limited amounts of floorspace (to be restricted by condition). Late night activity associated with these uses could be reasonably expected to cause undue noise or disturbance and as such a condition is proposed preventing use of the premises outside of the hours of 08.00hrs and 23.00hrs at any time.

**xii) Environmental Sustainability**  
*Carbon Emissions*

- 6.54 Local Plan Policy CC2 (Sustainable Design and Construction) requires that the design of buildings and site layouts to use energy, water, minerals, materials and other

natural resources appropriately, efficiently and with care and take account of the effects of climate change.

- 6.55 All major non-residential developments or conversions to residential are required to meet the most up-to-date BREEAM 'Excellent' standards, where possible. The application indicates this will be achieved. A condition is recommended to secure this.
- 6.56 In respect of the residential element being applied for, Policy CC2 requires major residential developments to achieve 'Zero Carbon' and that in doing so, the preference is to achieve true carbon neutral development on-site. If this is not achievable, it must achieve a minimum of 35% improvement in regulated emissions over the Target Emissions Rate in the 2013 Building Regulations, plus a Section 106 contribution of £1,800 per remaining tonne towards carbon offsetting within the Borough (calculated as £60/tonne over a 30-year period). Contributions are to be ring-fenced for projects which deliver a carbon saving in Reading. The uncertainty over the design at Outline stage makes detailed energy assessment difficult. It is therefore recommended that the zero-carbon standard, or equivalent offset contribution as per the SPD formula should be secured through the S106 legal agreement (the SPD confirms that a S106 planning obligation is the correct method to secure this).
- 6.57 Policy CC2 also requires that all non-residential development or conversions to residential should incorporate water conservation measures so that predicted per capita consumption does not exceed the appropriate levels set out in the applicable BREEAM standard. Both residential and non-residential development should include recycling greywater and rainwater harvesting where systems are energy and cost effective. A condition securing this is recommended.
- 6.58 Policy CC4 states that *"In meeting the sustainability requirements of this plan, developments of the sizes set out below shall demonstrate how consideration has been given to securing energy for the development from a decentralised energy source. Any development of more than 20 dwellings and/ or non-residential development of over 1,000 sq m shall consider the inclusion of decentralised energy provision, within the site, unless it can be demonstrated that the scheme is not suitable, feasible or viable for this form of energy provision."*
- 6.59 The supporting text to this policy at para 4.1.15 explains that *"air-source or ground-source heat pumps should be considered in the first instance, as these methods are less carbon intensive than [fossil-fuel powered] Combined Heat and Power"*. The Applicant's submitted sustainability statements indicate that decentralised energy would be used within the proposal, although it refers to gas-fired CHP (a combined heat and power plant) which is a somewhat out of date fossil-fuel reliant solution and a condition is recommended to secure a more optimal technology.
- 6.60 The Sustainable Design and Construction SPD 2019 explains in para. 8.5 that *"the preference for air-source and ground-source heat pumps over CHP is set out in the Local Plan, but in general GSHPs should be investigated as a priority over ASHPs. This is because they enable greater seasonal efficiencies."*
- 6.61 A sequential approach to selection of GSHP vs ASHP is set out in para 8.6 of the SPD: *"Evidence should be provided at the detailed planning application stage where GSHP systems are discounted, and ASHP systems selected, with the following technical analyses:*

- *Calculated system seasonal efficiency comparison;*
- *Evidence of any constraints on boreholes related to existing utilities or other sub-surface infrastructure;*
- *Borehole spatial constraints; and*
- *Any other technical reasons why GSHP cannot be progressed and ASHP must be taken forward as the primary heat technology.”*

6.62 As Layout and Scale are Reserved Matters it is considered reasonable to deal with these matters in more detail at Reserved Matters Application stage. It is recommended that a scheme for a Ground Source Heat Pump powered system to serve the development should be submitted at Reserved Matters stage except where feasibility study shows not possible, based on the SPD criteria above, in which case an alternative decentralised system is to be proposed, with the second technology to be considered to be Air Source Heat Pumps. The scheme should also include full details of space heating, water heating and cooling systems, including details of their thermal performance, connection arrangements to all other phases and timetable for their provision. The details should include provision for connection to District Heating (DH) network(s) beyond the site boundary, including capped-off pipework and space in plant rooms, and commitments to make reasonable endeavours to connect when a nearby DH network becomes available. District Centres with multiple land uses at high density are an ideal starting point for a District Heat network at least in principle. This is recommended to be secured through the S106 legal agreement.

6.63 It is considered that at this stage the proposals, (subject to the conditions and obligations described above and full details to be submitted at Reserved Matters stage), would comply with Policy CC4 and the Sustainable Design and Construction SPD.

6.64 It is also considered that this approach would comply with Policy CC2 subject to the recommended conditions and planning obligations in respect of BREEAM zero carbon and water use.

#### **xiii) Drainage**

6.65 The site is required under national and local Planning policy to provide a sustainable urban drainage system to deal with surface water and ensure that the rate and amount of surface water discharge is suitably managed, to be no worse than the existing situation.

6.66 The applicant has submitted a Drainage Strategy (within the Flood Risk Assessment (FRA)) to address sustainable drainage requirements. This has been assessed by the Lead Flood Authority who advise that whilst the targets set out are suitable, full design details of a SuDS drainage scheme will be required and are therefore recommended to be secured by condition. The absence of a complete design at this Outline stage justifies a complete and clearly-defined SuDS design to be secured by condition.

6.67 It is recommended that full specifications and adoption arrangements should be secured by condition. On this basis the proposals are considered to comply with national policy, national guidance and Local Plan Policies CC2, CC3, and EN18.

#### **xiv) Land Stability**

6.68 Questions regarding land stability were raised during the course of the previous application (150945), both in terms of made up ground within the former brickworks and proposed re-grading of the slope to rear. The applicant addresses this again in the

submitted environmental desk study which includes a section on ground stability which states: *“The slopes surrounding the site would appear to be the edges of the previously excavated clay pit and therefore are likely to be formed in the London Clay formation. There is no evidence of landslip of the slopes, although there is some distortion and cracking to the brick retaining wall which has been formed along the northern boundary. It is intended to re-contour the western bank and introduce a retaining wall to allow the toe of the slope to be cut back. Detailed geotechnical investigations will provide design information for the proposed retaining wall which is likely to be formed as a contiguous piled wall. The design and construction of the wall will ensure the stability of the slope.”*

6.69 The submitted report concluded: *“The proposed development includes the construction of new retail units and the cutting back of the existing slope to the western boundary of the site. A full geotechnical investigation must be carried out to provide foundation and retaining wall design data to ensure the adequacy of the building foundations and the stability of the proposed contiguous piled wall to the western boundary.”*

6.70 As before, it is considered that concerns over land stability can be suitably mitigated by an appropriate technical design solution where the ground remains open (the stability of buildings themselves is dealt with separately from Planning under The Building Regulations). A condition requiring this to be submitted for approval is recommended.

**xv) Security**

6.71 Policy CC7 requires development to *“Create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion”*.

6.72 On the advice of the Thames Valley Police Designing out Crime Officer, conditions are recommended to secure a security strategy, including full details of access control for the residential elements and additional compartmentation of corridors/lobbies where necessary. A condition requiring proof of Secured by Design accreditation for any new dwellings provided is also recommended to ensure that the Police and LPA can be confident that the buildings offer a robust, holistic, approach to security and safety.

6.73 CCTV is a basic requirement on a development of this nature to ensure appropriate security and surveillance of public areas. It is recommended that a CCTV scheme should be secured by S106 agreement as is normal practice and this would need to connect to existing RBC/Police systems.

6.74 The proposals are considered to comply with safety and security aspects of Policy CC7 on this basis.

**xvi) Phasing**

6.75 The submitted Design and Access Statement includes an indicative phasing plan which shows existing residents being relocated to the new residential block at the north east corner of the site prior to demolition of the existing flats. Similarly, the DAS suggests that retail tenants displaced from the demolished south block can be relocated to the retained block on the north side of the former precinct. It is considered that this demonstrates that this is possible, however it would not be reasonable for the Planning Permission to dictate which tenants should be given space in the new buildings. This would be a private matter to be resolved between landlord and tenant. However, it is considered essential that a detailed phasing plan is secured at Reserved Matters stage

to ensure that the development proceeds in an orderly and well-planned manner. It is also noted that the development would secure 30% of the dwellings as Affordable Housing and this may assist in re-housing existing tenants, dependent on their individual circumstances.

**xvii) S106 Matters**

6.76 The proposed section 106 obligations are addressed in turn below:

- £200,000 towards improved accessibility from and within the west side of Prospect Park to include provision of a 2m wide path to the western and southern perimeter linking with existing paths to the east. - Please refer to 'amenity space' section (x) above. This is necessary due to the under-provision of private amenity space in this suburban area and the consequent increased reliance on the Park for recreation by the occupants.
- £100,000 towards pedestrian and cycle improvements to Honey End Lane and the junctions with Tilehurst Road and Bath Road. The development would increase pressure on the Honey End Lane-Bath Road Junction (mini-roundabout). There is limited scope for further vehicle traffic management so therefore the proposed approach is to improve opportunities for alternative modes of transport to reduce reliance on motor vehicles. £100,000 is sought towards cycling infrastructure improvements as an alternative to junction improvements at the Honey End Lane/Bath Road junction and any associated works on Honey End Lane. It is considered that this is a reasonable approach and would provide suitable mitigation for the traffic increases that would occur if suitable sustainable alternatives, such as cycling, were not available.
- 30% of all dwellings as Affordable Housing - Please refer to section (ii) above
- Public Toilets - Scheme for location, design, timetable for provision and opening times to be submitted for approval at Reserved Matters stage. The proposals involve the demolition of the existing public toilets and their re-provision will need to be secured, in accordance with Policy CC9. It is recommended that provision be secured by S106 agreement to allow for the fact that the design is not yet known and to cover matters relating to the future maintenance regime and opening hours which it is envisaged would remain as existing (06.00 to 23.30, 365 days a year) and that the design will include disabled access provision.
- Children's Play Area within public realm - Scheme for location, design, equipment, timetable for provision and maintenance to be submitted for approval at Reserved Matters stage. Paragraph 36 of the Planning Brief states that the precinct should have an enhanced role as a centre for the local community, capable of hosting community events and should encourage public interaction at its core. This paragraph refers to Children's play within the public realm. The application proposal indicates an area for children's play equipment as part of the precinct space, which is likely to contribute to the vitality of the centre making it more attractive for a wider range of users. It is recommended that the precise design of the equipment (to be determined at Reserved Matters application stage), its provision and future maintenance should be controlled by S106 agreement, particularly in terms of its ongoing maintenance and potential need for future replacement equipment. This is consistent with para. 41 of the Brief which refers to maintenance.
- Employment Skills and Training Plan (Construction and End User phases) as per the adopted Employment Skills and Training SPD. The proposal is classified as a Major development. As such the requirements of the Employment Skills and Training SPD (2013) apply. Paragraph 37 of the Brief refers to education skills and training. An Employment and Skills Plan will need to be secured by S106 agreement, in accordance with the Employment, Skills and Training SPD (2013). Whilst an actual plan is encouraged, the SPD does allow for financial contributions to be made in lieu of a plan. The proposed S106 will allow for either eventuality in accordance with the SPD.

The relevant amounts will be determined at Reserved Matters stage once the design and arrangement of uses is known and this is possible within the s106 as the amounts can be linked back to the SPD requirements.

- Zero carbon offset - as per Sustainable Design and Construction SPD. Please refer to section (xii) above
- Decentralised Energy - Scheme for Ground Source Heat Pump powered system to serve the development to be submitted at Reserved Matters stage except where feasibility study shows not possible, in which case alternative decentralised system to be proposed. Please refer to section xii above.
- CCTV to all public areas - connectivity to Council/Police systems as appropriate. Please refer to section xv above.
- Public Realm (provision, 24hr public access etc). Areas to be as per submitted parameter plans and provision as per phasing plans. The S106 would be used to ensure public access is maintained to the public realm areas which would remain in private ownership.
- Public Art and Culture (Scheme to the value of £25,000 [twenty five thousand pounds] to provide physical artwork within the site to be submitted for approval within 6 months of commencement. Index linked. Contribution payable in the event that the scheme is not agreed within 12 months. This is considered to be an appropriate contribution commensurate with the scale of the scheme and its function.
- No HGV vehicles/and or vehicles greater than 12 metres in length to be permitted to use the new access adjacent to the northern site boundary. Please refer to paragraph 4.2 above.
- Highway works - to enter into a s.278 agreement for works on the public highway. Please refer to section 4.2 above
- S106 Agreement Monitoring Fee £1,000 [one thousand pounds]

- 6.77 For the reasons set out within this report, it is considered that these obligations would meet the statutory tests within the CIL Regulations in that they are necessary to make the development acceptable in planning terms; directly related to the development; and fairly and reasonably related in scale and kind to the development.

**xviii) Equality**

- 6.78 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, or sexual orientation. It is considered that there is no indication or evidence (including from consultation on the current application) that the protected groups would have different needs, experiences, issues and priorities in relation to this particular planning application. The Meadway Centre Planning Brief refers to the need to ensure disabled access throughout the site. Much will depend on the detailed design and as such it is recommended that a condition be imposed to secure details of aspects of the scheme which could affect accessibility including kerb design, surfacing, shop doorway design, signage, and seating.

## **7. CONCLUSION**

- 7.1 The existing precinct is in a poor condition, partially due to underinvestment over an extended period, but also due to the layout and arrangement of buildings and uses which no longer meet current commercial needs. The proposals offer a comprehensive redevelopment of the existing Precinct and offer a substantial improvement on the current situation that would better support the future vitality and viability of the

District Centre. It is considered that the proposals comply with the principles of the Planning Brief and relevant development plan policies and should be granted outline planning permission on this basis.

Case Officer: Steve Vigar

## **APPENDICES:**

### **1. Drawings List (proposed)**

1364A-OA1100 dated January 2019 Site Location Plan & Site Block Plan/Topography

1364A-OA1201 dated January 2019 Proposed (Base) Site Plan Upper Parts

1364A-OA3110 dated January 2019 Site Plan Demolition

1364A-OA1220 dated January 2019 Proposed Car Parking L.Ground Floor, Ground Floor & Mez. Floor

W01810-SWH-XX-XX-DR-C-0500-P10 '12m rigid vehicle tracking on proposed northern access road', received 2 August 2021

1364A-OA-BL1212 Rev. B dated 17 July 2021 Amalgamated Mezzanine Floor Plan

1364A-OA-BL1210 Rev. D dated 15 July 2021 Outline Baseline Parameters Plan Lower Ground Floor Plan

1364A-OA-BL1211 Rev. D dated 15 July 2021 Outline Baseline Parameters Plan Ground Floor Plan

1364A-OA-BL1213 Rev. D dated 15 July 2021 Outline Baseline Parameters Plan First Floor Plan

1364A-OA-BL1214 Rev.D dated 15 July 2021 Outline Baseline Parameters Plan Second Floor Plan

1364A-OA-BL1215 Rev.D dated 15 July 2021 Outline Baseline Parameters Plan Third Floor Plan

1364A-OA-BL1216 Rev. D dated 15 July 2021 Outline Baseline Parameters Plan Fourth Floor Plan

1364A-OA-BL1217A Rev. D dated 15 July 2021 Outline Baseline Parameters Plan Fifth Floor Plan

1364A-OA-BL1218 Rev. D dated 15 July 2021 Outline Baseline Parameters Plan Site Plan

1364A-OA-BL1310 Rev. D dated 15 July 2021 Outline Baseline Parameters Elevation Proposed South Massing AA & BB



1364A-OA-BL1311 Rev.D dated 15 July 2021 Outline Baseline Parameters Elevation Proposed  
North Massing CC & DD

1364A-OA-BL1312 Rev.D dated 16 July 2021 Outline Baseline Parameters Elevation Proposed  
East Massing EE & FF

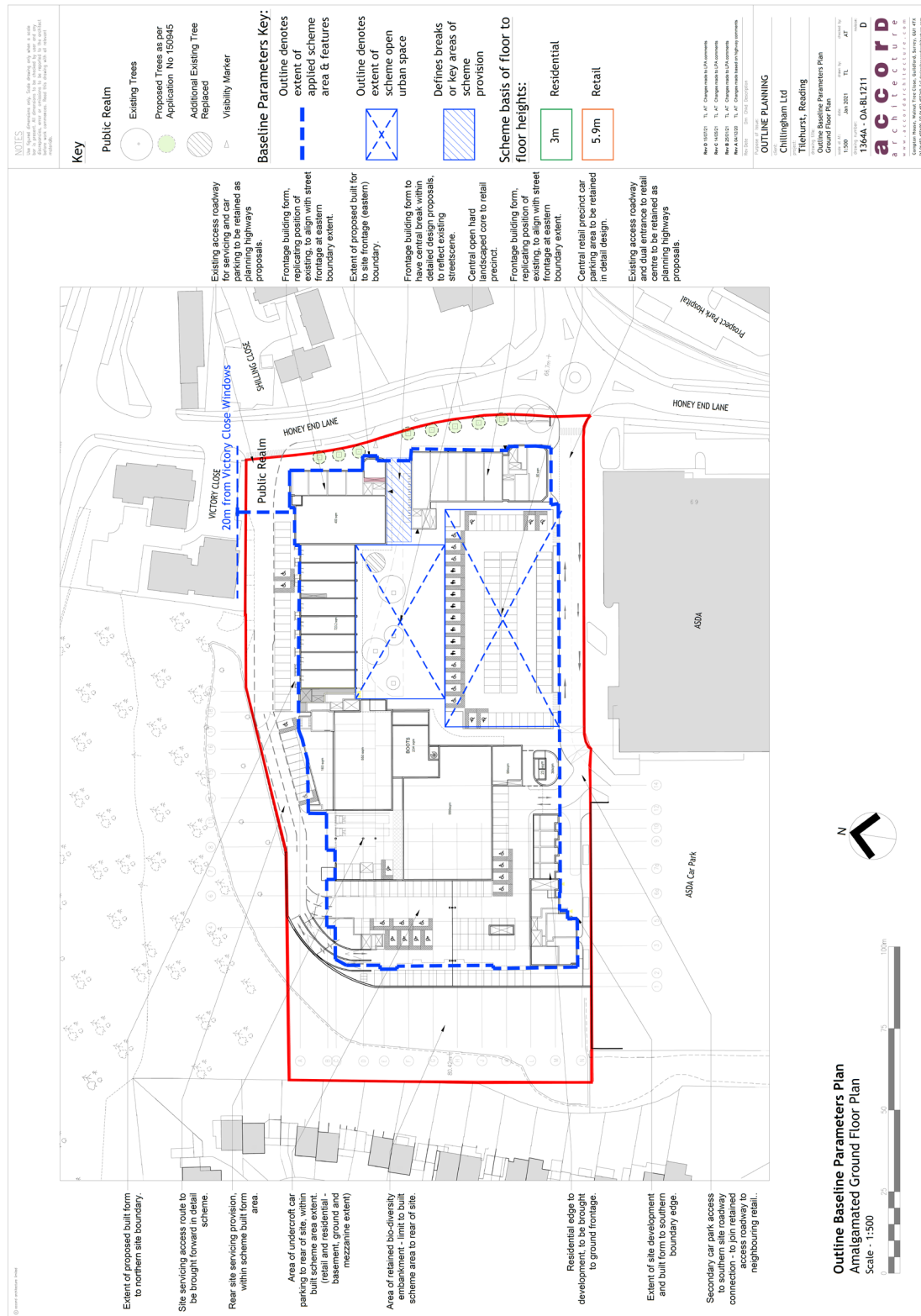
1364A-OA-BL1313 Rev.D dated 16 July 2021 Outline Baseline Parameters Elevation Proposed  
West Massing GG & HH

## **2. Supporting Documents**

Air Quality Assessment 19-1841.01 Issue 1 dated 17 December 2019  
Arboricultural Impact Assessment, dated 16 October 2020  
Daylight & Sunlight Report, 19-1841.04 dated 17 January 2020  
Design and Access Statement 1364A, dated January 2019 (including Design Codes)  
Drainage Scheme L01441-SWH-ZZ-CC-DR-D-0200 P01, dated 5 June 2019  
Environmental Noise Assessment 1818299 dated 27 August 2019  
Environmental Phase 1 Desktop Study L01441 Revision 03, dated May 2019  
Flood Risk Assessment L01441 Revision 03 dated June 2019  
Open Space Statement, dated 24 December 2019  
Planning Policy Statement Revision A, dated December 2019  
Preliminary Ecological Appraisal and Preliminary Bat Roost Assessment Survey Issue 1.4  
dated 26 April 2019  
Statement of Community Involvement, dated August 2019  
Superfast Broadband Strategy Statement, dated 24 December 2019  
Sustainability Statement 19-1841.03 Issue 1, dated 17 January 2020  
Transport Assessment W01810 Revision B, dated 1 August 2019  
Tree Survey, dated 1 May 2019  
Typical Drainage Details L01441-SWH-ZZ-CC-DR-D-0201 P01, dated 5 June 2019

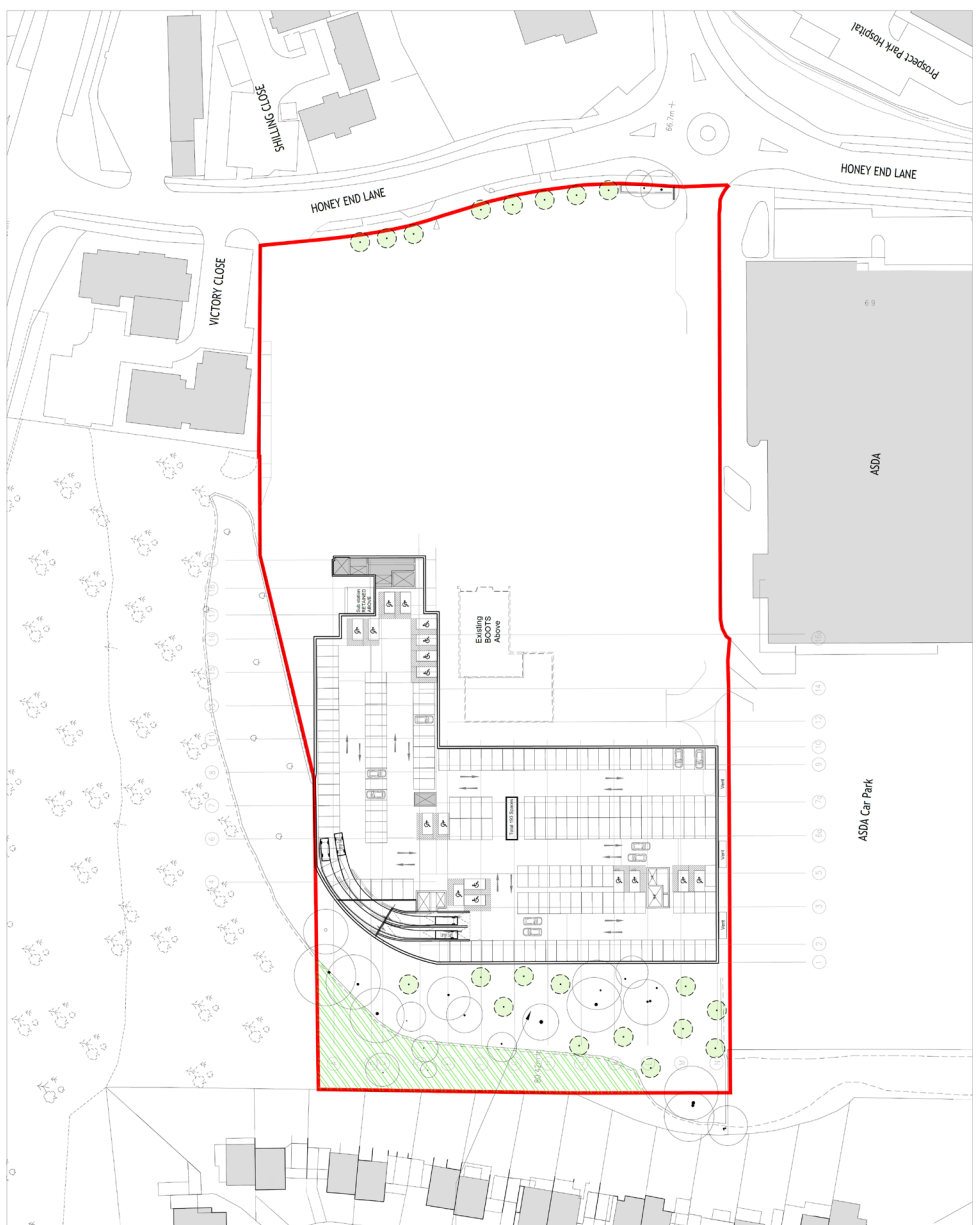
(Limited selection - please refer to online Planning Registers for full details  
[http://planning.reading.gov.uk/fastweb\\_PL/welcome.asp](http://planning.reading.gov.uk/fastweb_PL/welcome.asp))

## Proposed Site Plan



## Ground Floor Parameter Plan

**NOTES**  
This document is for information only. It is not intended to be used as a basis for any legal or other proceedings. It is the responsibility of the user to ensure that it is used in accordance with its intended purpose.



Area of retained bio-diversity embankment - limit to built scheme area to rear of site.

**Key**

**Public Realm**

- Existing Trees
- Proposed Trees as per Application No 150845
- Additional Existing Tree Replaced
- Visibility Marker
- Residential Amenity Area

**Baseline Parameters Key:**

- Outline denotes extent of applied scheme area & features
- Outline denotes extent of scheme open urban space
- Defines breaks or key areas of scheme provision

**Scheme basis of floor to floor heights:**

- Residential 3m
- Retail 5.9m

Rev B 15/01/21 TL, AT Changes made to LPA comments  
Rev C 14/03/21 TL, AT Changes made to LPA comments  
Rev D 20/01/21 TL, AT Changes made to LPA comments  
Rev E 04/03/21 TL, AT Changes made based on original comments  
Rev F 03/03/21 TL, AT Changes made based on original comments

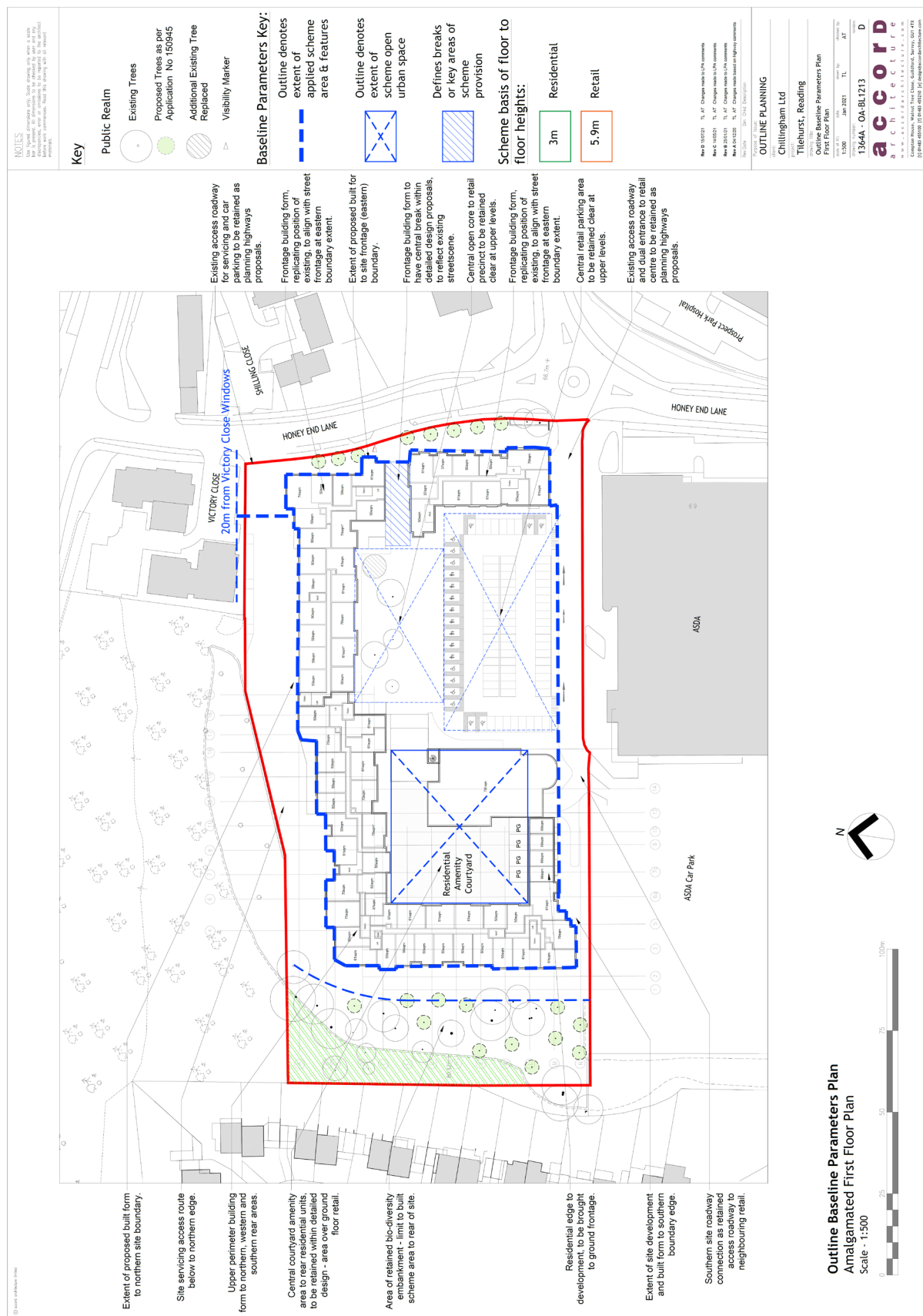
**OUTLINE PLANNING**

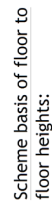
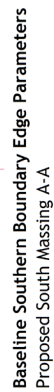
Chillingham Ltd  
Tidehurst, Reading  
Outline Baseline Parameters Plan  
Lower Ground Floor Plan  
Scale: 1:500  
Date: 2021  
Author: AT  
Project: 1364A - OA-BL1210  
D

**accord**  
architects  
Creative  
Consultants  
100 High Street, Reading, RG1 1AA  
Tel: 0118 488 0000 | Email: info@accordarchitects.com

Proposed Lower Ground Floor Parameter Plan


### Proposed Mezzanine Floor Parameter Plan






Baseline Parameters Key:

Outline denotes extent of applied scheme area & features



Outline denotes extent of scheme open urban space



Defines breaks or key areas of scheme provision

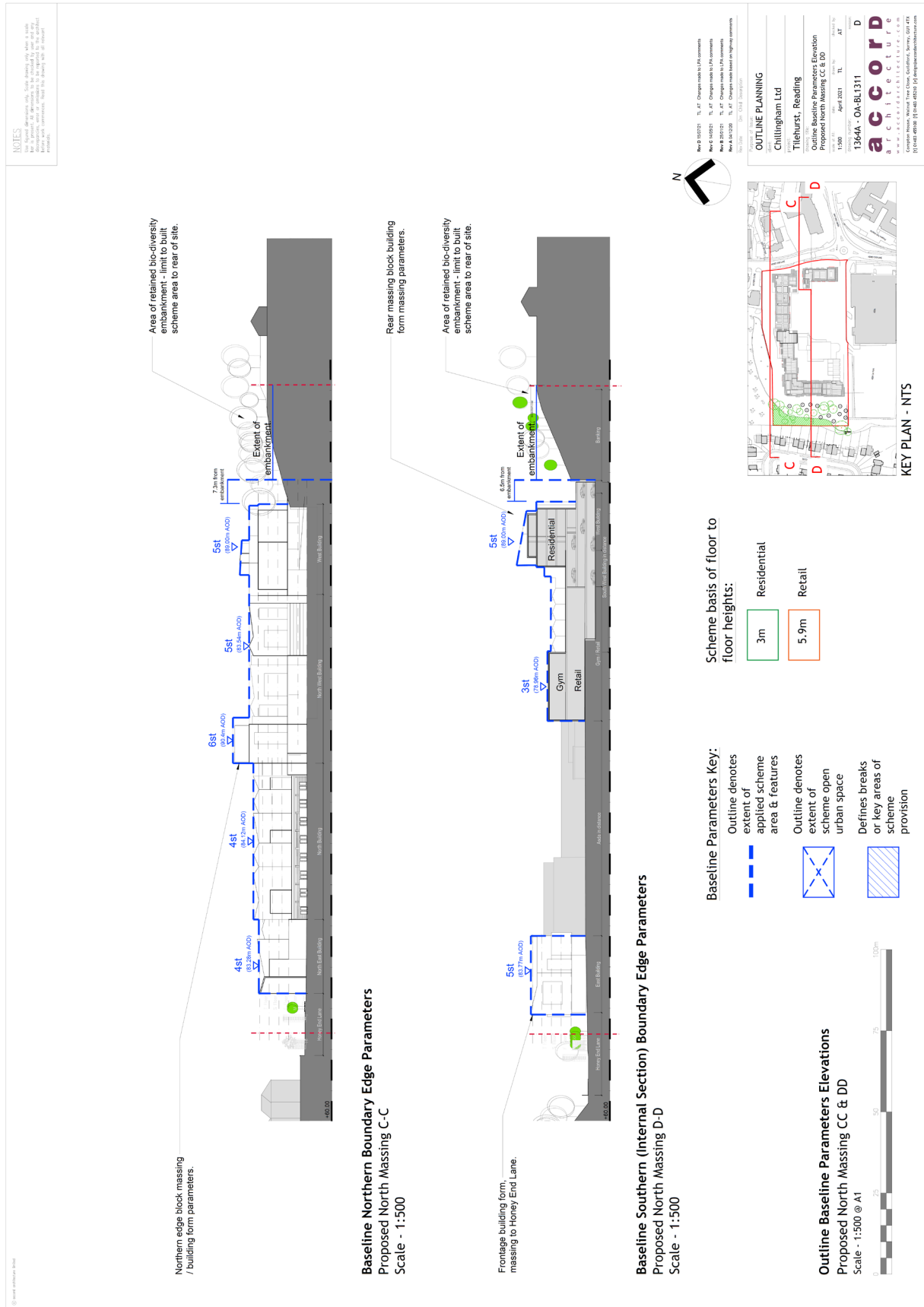


## KEY PLAN - NTS

|  |  |  |
|--|--|--|
| <b>OUTLINE</b><br><b>Chillingham Ltd</b><br><b>Tilehurst, Reading</b><br><b>Outline Baseline Parameters Elevation</b><br><b>Proposed South Massing AA &amp; B5</b> |  | <b>1364A - OA-BL1310</b><br><b>accord architects</b><br>Company House, Walnut Tree Close, Guildford, Surrey, GQ1 4TS<br>Tel 01483 659006   Fax 01483 451210   <a href="mailto:info@accordarchitects.com">info@accordarchitects.com</a> |
| Project of 10/20/21<br>Date: 10/20/21<br>Scale: 1:500<br>Title: April 2021<br>Drawn by: TL<br>Checked by: AT<br>Revision:  |  |  |



### Outline Baseline Parameters Elevations Proposed South Massing AA & BB











**Illustrative only: South Elevation facing ASDA site**



**Illustrative only: East Elevation fronting Honey End Lane**



**Site Visit Photograph - Roundabout junction with Honey End Lane looking west towards site with wooded embankment in background**



Site visit photograph - Looking west from Honey End Lane towards precinct



Site visit photograph - existing access at northern site boundary - Victory Close flats to right of image.





Site visit photograph - view southwards along Honey End Lane site frontage from Victory Close access.



Site visit photograph - looking north from ASDA superstore site towards existing precinct





Existing rear car park and wooded embankment - looking west (above) and north-west (below)



## COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 06 October 2021

**Ward:** Thames

**App No.:** 210994

**Address:** 82 Albert Road, Caversham, Reading, RG4 7PL

**Proposal:** Single storey rear extension and new Velux Cabrio windows to rear elevation of loft floor.

**Applicant:** Mr Steve Gibson

**Deadline:** 20/08/2021

**Extended target date:** 08/10/21

### RECOMMENDATION:

**GRANT** Planning Permission subject to conditions and informatives, as per attached report.

## 1. INTRODUCTION

- 1.1 This application was deferred by the Planning Applications Committee on 8<sup>th</sup> September 2021 for an accompanied site visit. This site visit is scheduled to be undertaken on the 30<sup>th</sup> September 2021. The officer recommendation remains unchanged and the previous committee report is contained in Appendix 1 to this item. All conditions and informatives remain unchanged.

**Case Officer:** Beatrice Malama

## APPENDIX 1

### COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 08 SEPTEMBER 2021

ITEM NO.

**Ward:** Thames

**App No.:** 210994

**Address:** 82 Albert Road, Caversham, Reading, RG4 7PL

**Proposal:** Single storey rear extension and new Velux Cabrio windows to rear elevation of loft floor.

**Applicant:** Mr Steve Gibson

**Deadline:** 20/08/2021

**Extended target date:** 10/09/21

#### **RECOMMENDATION:**

**GRANT Planning Permission subject to conditions and informatives**

Conditions to include:

1. Approved plans
2. Materials - To Match
3. Side windows obscured glazed
4. No part of the roof of the extension shall be used as a balcony or roof garden

Informatives to include:

1. Terms and conditions
2. Positive and Proactive

## **2. INTRODUCTION**

- 2.1 The area is characterised by mainly redbrick houses although some houses have a mix of redbrick and render finished exterior walls. The roofs are pitched slate. The area comprises of detached and semi-detached houses of varying style and design with relatively large back gardens. Many properties have been extended with rear extensions of various sizes and designs.
- 2.2 The site is a three story semi-detached house built using redbrick. Exterior walls of the property are finished with redbrick to the side, rendered rear elevation and grey and ivory bricks to the front. The roof is pitched slate. The house has an Edwardian setting. The property is not listed and does not fall within a conservation area.
- 2.3 The application has been called in to be decided by Planning Applications Committee by ward councillor Paul Carnell due to concerns raised by the neighbour.

**Figure 1: Site Location Plan**



**Figure 2: Aerial photo of the site and neighbouring properties**



### **3. PROPOSAL**

- 3.1 The proposal is for a single storey rear extension and new Velux Cabrio windows to the rear elevation roof for a loft floor. The rear extension would measure a maximum of approximately 8.83m along the side elevation, a maximum of 5.8m deep from the existing side wall and 3.1m high. A 1m gap will be retained (increased from the original 0.8 metres) between the extension and the boundary fencing of 82 Albert Road. The proposed northern side elevation would have three small windows located approximately 2m above ground level and a side door. The proposed rear extension would have a flat roof and exterior walls would be of redbrick to match the existing side elevation.

#### **3.2 Submitted Plans and Documentation:**

Drawing No: GIBSON-1020-01-Rev A - Proposed Ground Floor Plan  
Drawing No: GIBSON-1020-02-Rev A - Proposed First Floor Plan  
Drawing No: GIBSON-1020-03-Rev A - Proposed Loft Floor Plan  
Drawing No: GIBSON-1020-04 -Rev A - Proposed Elevations  
Drawing No: GIBSON-1020-05 - Existing Plans and Elevations  
Drawing No: GIBSON-1020-06-Rev A- Section B-B  
Drawing No: GIBSON-1020-07-Rev A- Block and Location Plans  
As received on 17<sup>th</sup> June 2021 (Amended 12<sup>th</sup> July 2021)



#### 4. PLANNING HISTORY

None relevant to this application

#### 5. CONSULTATIONS

##### 5.1 Public Consultation

80 Albert Road, Caversham, Reading, RG4 7PL  
84 Albert Road, Caversham, Reading, RG4 7PL  
23 St Andrews Road, Caversham, Reading, RG4 7PH

One letter of objection received from 84 Albert Road.

##### **Summary of objections raised by the occupants of 84 Albert Road:**

- a) Design and appearance - the proposed roof design and exterior wall finish unsympathetic to the existing house and that of the neighbours.
- b) Overlooking/Loss of Privacy due to the presence of windows and a door in the proposed northern side elevation close to the boundary shared with 84 Albert Road.
- c) Scale and dominance - the extension would be very wide on the side facing No. 84 which would create a dominant effect on the neighbour's property.
- d) Massing - the proposed development would result in the overdevelopment of the site which would impact on the appearance
- e) Foul drainage pipes - concerned that new drainage pipes would run very close to the boundary wall.

**Planning Officer Comment:** Please refer to parts 6.2 and 6.3 under 'Appraisal Section' to see assessment of the proposed development in relation to the above concerns.

**Site Visits:** A site visit was conducted by the case officer on 28<sup>th</sup> July 2021 in order to understand the existing conditions of the application site and the surrounding area. During the visit the Planning Officer met both the applicant and the neighbour separately.

##### 5.2 Statutory and Non-statutory

Not required for this application

#### 6. RELEVANT PLANNING POLICY AND GUIDANCE

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

6.2 The application has been assessed against the following policies:

**National Planning Policy Framework (2021)**

**Reading Borough Council Local Plan (Adopted November 2019)**



CC7 - Design and the Public Realm  
CC8 - Safeguarding Amenity  
H9 - House Extensions and Ancillary Accommodation

**Relevant Supplementary Planning Documents (SPD):**

A Design Guide to House Extensions SPD (Adopted 2021)

## **7. APPRAISAL**

The main issues to be considered are:

- I. Principle of development
- II. Character and appearance
- III. Residential amenity

### Principle of development

- 6.1 The principle of householders seeking to extend and alter their properties is generally supported in principle subject to the new development meeting relevant policy criteria as discussed further in this report.

### Character and appearance

- 6.2 There are already a number of properties in this street with rear extensions of various types, designs and scales and thus there is no established design and pattern of extensions in the area. Whilst the proposed development would result in a notable increase in the size of the existing ground floor, by approximately 41 square metres, the extension would be single storey, located to the rear, and would be smaller in scale than the existing house. Proposed exterior wall finishes would be of redbrick to match the side elevation of the existing house and the neighbouring houses. Whilst the proposed design includes a flat roof and would be read as a distinctly separate addition to the main house, this is not considered to have a detrimental impact on the appearance of the original house and neighbouring houses. In addition, the introduction of two new Velux Cabrio windows to the rear elevation roof for a loft floor would not harm the character and appearance of the existing house. In terms of impacting on the street scene, the proposed development would not be visible from the public realm.
- 6.3 In light of the above, an extension of this style is not considered unconventional nor would it be considered to have a detrimental impact on the character and appearance of neighbouring houses and the wider area. The proposed changes to the existing house are considered to be acceptable in terms of design quality, scale and materials and thus would not conflict with Policies CC7 and H9 of the Reading Borough Local Plan 2019.

### Residential amenity

- 6.4 The main elements to be considered when assessing the impact of development on residential amenity are:

**Privacy and overlooking:** The loft conversion element would introduce two velux windows to the rear elevation of the loft floor, whilst the proposed single storey element would have three small windows in the northern side elevation facing the boundary with the back garden to 84 Albert Road. These side windows would be positioned at approximately 2m above ground

level so low enough to prevent harmful overlooking of the neighbour's kitchen and dining rooms. Furthermore, no new views would be created or reasonably attainable into adjoining gardens from upper floors as a result of the new loft windows. The proposed rear extension is single-story and the existing boundary fencing and hedge between the site and the neighbour at 84 Albert Road would act as a form of screening between the two properties. Furthermore, the proposed rear extension would be set back by 1m from the boundary fence, reducing any harmful effect on the living conditions of the neighbours. Therefore, the rear extension is not considered to cause any harmful loss of privacy to the neighbour.

**Noise and disturbance:** As extended, the continued use of the property as a residential dwelling would be unlikely to result in undue noise nuisance for the neighbours.

Concerning the impact of an extractor fan and a new central heating boiler on the neighbour's property, should these be installed on the inside of the proposed side elevation facing the neighbour's property, the applicant would be advised to ensure that no flue/vent pipes or any part of the proposed development extends onto the neighbour's property.

**Access to sunlight and daylight:** Due to the position of the extension, its scale and generous garden space available to adjoining neighbours, the proposal is unlikely to cause any significant loss of sunlight, daylight or create an unacceptable level of overshadowing to the neighbouring occupants.

**Visual dominance and overbearing effects of a development:** Although the proposed rear extension would have a notable footprint, it would not be visually dominant or overbearing as the scale, design and exterior finishes fit in with the existing house.

**Foul drainage pipes:** Pipes will run from the new shower room and back to the existing foul drainage therefore the proposed drainage pipes would not have any impact on the neighbour's property at no. 84.

- 6.5 In light of the above, officers consider that the proposed development would not have a detrimental impact on the living conditions of the neighbours nor would it conflict with the requirements of Policies CC8 and H9 of the Reading Borough Local Plan 2019 which seek to safeguard amenity and prevent developments that would cause an overbearing impact on neighbours.

## **8. Equalities Impact**

- 8.1 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.

## 9. CONCLUSION

- 9.1 This proposal has been carefully considered in the context of the Reading Borough Local Plan 2019 and supplementary planning documents. The concerns raised by the neighbour have also been considered and found to be mitigated by the proposed design and existing boundary. The recommendation is to grant planning permission as shown above.

Case Officer: Beatrice Malama

### Appendix 1: Photos

Photo 1: Existing rear elevation with part of rear extension at 80 Albert Road (photo taken 28<sup>th</sup> July 2021)





**Photo 2: View of the application site from the neighbour at 84 Albert Road  
(photo taken 28<sup>th</sup> July 2021)**



**Photo 3: 84A and 84 Albert Road (photo taken 28<sup>th</sup> July 2021)**





**Photo 4: Part of existing Side Elevation (photo taken 28<sup>th</sup> July 2021)**

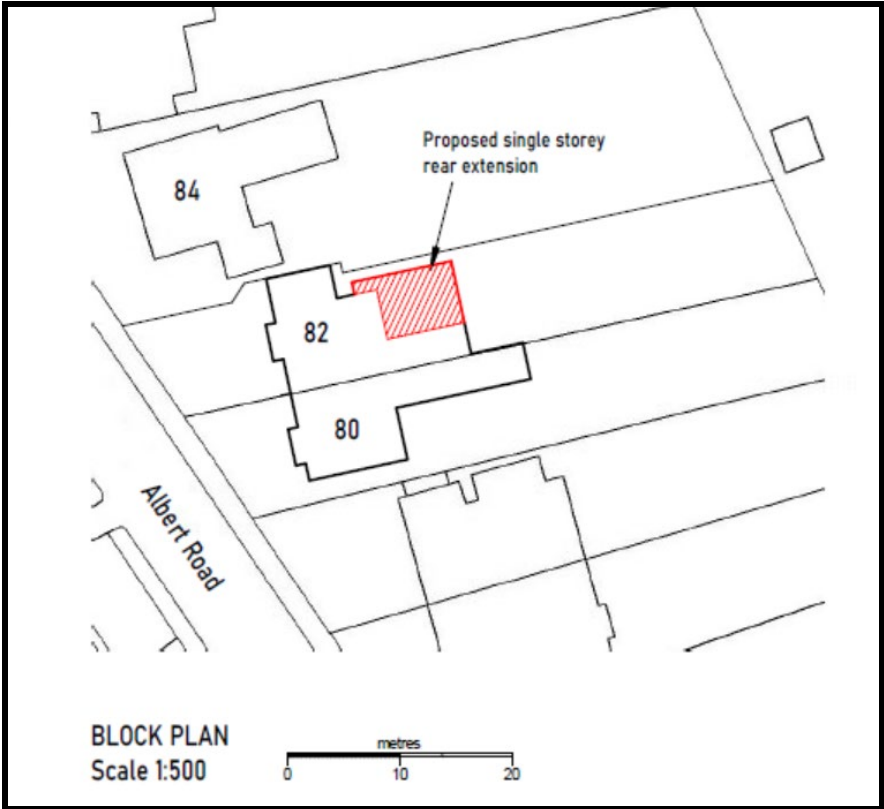


**Photo 5: View of 84 Albert Road from the application site  
(Photo taken 28<sup>th</sup> July 2021)**



**Appendix 2: Plans**

**Plan 1: Block Plan**



**Plan 2: Existing Plans & Elevations**





[illegible]

**REAR**

See 100% Main Elevation window

Brickwork to match existing on all new openings

**FRONT**

Existing garage omitted for clarity

**FRONT (garage omitted)**

**SIDE**

Area of openings to from the boundary line (see 1.0.1)

Area of openings to from the boundary line (see 1.0.1)

**SIDE**

1:100

**Notes:**

All windows and glazed doors to be made PC/IR/UV or a PVC frame and be double glazed with 16/12/16/12/16 V pane with thermobreak pan (argon filled) to provide U-value of 1.6/1.6/1.6 and to meet 2 or better, and comply with BS 6891. All windows must have 500mm<sup>2</sup> Equivalent Free Ventilation (EFV) as per the main building manual and have a clear opening (minimum of 100 x 100mm) with the air pressure a minimum of 100mm above finished floor level. Ventilation openings to be reasonably secure, self-closing, and located 100mm (typical) above floor level. Window & door frames to be sealed with specific intensity and externally.

Any glazing lower than 100mm above finished floor level to be glazed safety glass. All glazing to other sections to be glazed safety glass. All glazing within 100mm of a door to be glazed safety glass to a height of 100mm above ground level.

If the area of glazing within 1.0m of any boundary exceeds 1m<sup>2</sup>, windows must be fixed shut and self-lock. The maximum glass and frame must be provided.

All doors to match to existing (see 1.0.1) from building. Doors to be 1.8m high (min) and 0.9m wide (min) with 100mm to door only, taken down to a previous sub-grade and aligned with concrete. Nothing to be 100mm self-lock or expansion.

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## COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 6 October 2021

Ward: Whitley  
App No.: 211347  
Address: Unit B4, Worton Drive  
Proposal: Change of use from B8 use to B8 and B2 use  
Applicant: Canmoor Asset Management Ltd  
Deadline: 16 November 2021

**RECOMMENDATION: 210583/FUL**

**GRANT** Planning Permission subject to conditions and informatives.

**CONDITIONS TO INCLUDE:**

- 1) TL1 - 3 yrs
- 2) AP1 - Approved Plans
- 3) M2 - Materials to match existing
- 4) C1 - Hours of Construction
- 5) C4 - No Bonfires
- 6) DC7 - Refuse and Recycling facilities to be approved (to be vermin proof)
- 7) DC1 - Vehicle Parking as specified
- 8) DC5 - Cycle Parking to be approved
- 9) DE5 - Servicing and delivery to be submitted
- 10) N8 - Noise levels of plant

**INFORMATIVES TO INCLUDE:**

- 1) IF5 - Terms and Conditions
- 2) IF6 - Building Regulations
- 3) IF2 - Pre-Commencement Conditions
- 4) IF3 - Highways
- 5) IF7 - Complaints about Construction
- 6) IF8 - Encroachment
- 7) IF1 - Positive & Proactive.

## 1.0 INTRODUCTION

- 1.1 The site is located in the EM2c: Worton Grange industrial estate South of the Basingstoke Road and Core Employment Area. The unit is currently vacant and has been since general refurbishment of the whole estate was undertaken by the current site owner in January 2021.
- 1.2 The unit was originally in light industrial use (Use Class B1c) that was approved in the early 1980s and subsequently changed use to Storage and Distribution Use Class B8 in 2011. The unit last had a previous B8 (storage/distribution) occupier. The site area measures 2117 sqm with a 1000sqm unit with car parking around the perimeter of the building.

Site Location Plan (not to scale)



Aerial photo (not to scale)



## 2.0 PROPOSAL

- 2.1 The application is for a change of use from B8 to B8 and B2 use. The new occupier 'MasterTech' will be providing maintenance and diagnostic repairs on commercial vehicles from 3 to 44 tonnes and is expected to deal with 150 vehicles a month. No more than 15 vehicles would be on site at any one time as they also carry out off-site repairs as well as breakdowns. The company currently employs 10 staff, which will increase to around 14 employees when they move to the application site. It is proposed to maintain the existing points of vehicular access to the site.
- 2.1 No changes are proposed to the exterior of the existing building, although there would be minor internal changes to enable a new internal layout.

2.2 Submitted Plans and Documentation:

The following plans and supporting documents have been assessed:

PL004 Existing Unit B4 GA Plans

PL005 Proposed Unit B4 GA Plans Operational Layout

21081 Design & Access statement, hale, 13 August 2021

As received 17 August 2021

Duty planning enquiry email dated 17 August 2021

CIL

As received 18 August 2021

PL001 R B Site Location Plan

PL002 Rev B Existing Site plan

PL003 Rev B Proposed internal uses

As received 14 September 2021

Planning statement, hale, September 2021

DOC-10-13xxxAM-20210921-Noise Impact Assessment-Rev 1

As received 22 September 2021

2.3 Community Infrastructure levy (CIL):

In relation to the community infrastructure levy, the applicant has duly completed a CIL liability form with the submission. No additional gross internal area (0 sqm) is proposed and so it is not CIL liable.

2.4 The application is in the Major category which means it is to be reported to your meeting.

**3.0 PLANNING HISTORY**

3.1 The following is a summary of some of the most relevant planning history:

101858 Change of use to B8. Permission 14/01/2011.

82/TP/593 Change of use from warehousing to light industrial use.

Construction of windows in north west elevation. Permission 10/9/1982.

**4.0 CONSULTATIONS**

**4.1 Statutory**

No statutory consultations were required given the nature of the application.

**4.2 Non-statutory**

**RBC - Transport**

No comments have been received at this time.

**Environmental health**

The noise assessment submitted with the application (Hoare Lee 21.9.2021) which shows a very low predicted noise level at the nearest residential premises, therefore further assessment should not be required, and restrictions on operating hours should not be necessary. Further clarification from the agent has been requested confirmed whether the assessment was on the basis of the unit doors being closed, and whether that is realistic

### **Sustainability team**

No comments have been received at this time.

**Officer note:** Should comments be received from consultees they will be provided to the meeting in an update report. A planning statement and noise statement have been submitted by the applicant for consideration on 22 September 2021.

Given the nature of the proposal and the site location in a core employment area it is not anticipated that any of the internal consultees would raise any objections to the proposed use subject to standard pre-commencement planning conditions being used to obtain relevant details before works start. These are shown above in the recommendation and have been discussed with, and agreed by, the applicant's agent.

#### **4.3 Public**

A site notice was displayed and letters were sent to A2, A3, B4, B6, Unit 10 Worton Drive. As a Major application a press notice was also displayed.

No comments have been received at the time of writing this report.

#### **5.0 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 also states at Paragraph 11 "Plans and decisions should apply a presumption in favour of sustainable development".

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

##### *National Planning Policy Framework (NPPF)*

Section 2 - Achieving Sustainable Development

Section 6 - Building a Strong Competitive Economy

Section 8 - Promoting Healthy and Safe Communities

Section 9 - Promoting Sustainable Transport

Section 11 - Making Effective Use of Land

Section 12 - Achieving Well-Designed Places

Section 14 - Meeting the Challenge of Climate Change, Flooding and Coastal Change

##### *Adopted Reading Borough Local Plan - November 2019*

Policy CC1: Presumption in Favour of Sustainable Development

Policy CC2: Sustainable Design and Construction

Policy CC5: Waste Minimisation and Storage

Policy CC7: Design and the Public Realm

Policy CC8: Safeguarding Amenity

Policy EN15: Air Quality

Policy EN16: Pollution and Water Resources

Policy EN17: Noise Generating Equipment

Policy EN18: Flooding and Drainage

Policy EM1: Provision of Employment Development  
Policy EM2: Location of New Employment Development  
Policy EM4: Maintaining a Variety of Premises  
Policy TR3: Access, Traffic and Highway-Related Matters  
Policy TR4: Cycle Routes and Facilities  
Policy TR5: Car and Cycle Parking and Electric Vehicle Charging

Supplementary Planning Guidance/Documents

- Revised Parking Standards and Design (2011)
- Sustainable Design and Construction (2019)
- Employment, Skills and Training (2013)
- Planning Obligations under S106 (2015)

Other Relevant Documents

- Technical Guidance to the NPPF (Mar 2012)
- National Planning Policy Guidance: Flood Risk and Coastal Change, March 2014
- National Planning Practice Guidance: Noise, 27<sup>th</sup> July 2019

## 6.0 APPRAISAL

6.1 The main matters to be considered are - eg:

- (i) Principle of development
- (ii) Transport/Parking
- (iii) Environmental matters
- (iv) Design
- (v) Sustainability
- (vi) Other Matters
- (vii) S106
- (viii) Equalities impact

- (i) Principle of development

6.2 The proposed uses (B2 and/or B8) are appropriate within a Core Employment Area with good access to the major road network. The closest residential dwellings are in excess of 470 metres from the building, with existing warehouses in between.

6.3 Policy CC1 of the Reading Borough Local Plan (RBLP) requires a positive approach to development proposals that reflect the presumption in favour of sustainable development, which lies at the heart of the National Policy Framework (para. 11 NPPF).

6.4 The three overarching objectives defined in the NPPF, to achieving sustainable development are economic, social and environmental. With regard to the economic role, the proposal would contribute to economic activity through contributing to *“building a strong, responsive and competitive economy”* as defined in the NPPF, both through the construction period and as part of the ongoing operation of the proposed distribution and retail uses. The proposal would also enable businesses to adapt and would support economic growth (para 80. NPPF).

6.5 Policy EM4 supports maintaining a variety of premises. The site lies within the areas south of the Basingstoke Road which should maintain the overall

level of storage and distribution uses which will be continued as well as the proposed B2 use.

- 6.6 The principle of the change of use is considered to be acceptable.

(ii) Transport/Parking

- 6.7 It has not been indicated that the change of use will increase vehicle trips to the site. No HGV movements are proposed, all deliveries will be made by small vehicles which would not necessitate an excessive number of vehicle trips. It is unlikely that the proposal would result in a material impact on the safety and efficiency of the local highway network. In addition, the site is located in a Core Employment Area which is suitable for commercial traffic associated with B2 and B8 type uses. The proposed development is not considered to create a harmful increase in volume of traffic and parking.

(iii) Environmental matters

- 6.8 Noise - Policy CC8 (Safeguarding Amenity) states that development should not cause a significant detrimental impact to the living environment of existing or new residential properties including, but not solely, with respect to artificial lighting and noise. The nearest residential dwellings to the development site lie to the east at a distance in excess of 470m away at the closest point. Due to the distance between the site and the nearest residential housing, in addition to its location in an industrial estate with units providing similar vehicle services, light industrial and storage provision, the development is not considered to create a harmful impact on the environment in terms of noise or odour. The change of use will be subject to Building regulations and if relevant, Control of Substances Hazardous to Health COSHH safety guidelines.

- 6.9 In terms of noise generating equipment and the requirement for plant noise level to be at least 10db below the existing background noise (Policy EN17) the submitted Noise Assessment confirms that the maximum noise levels would be 10.2db. Only noise break-out from the building during night time periods was assessed at the worst scenario, no HGV movements are proposed. This has been calculated before the works are in situ. A condition for a revised pre-occupation noise assessment to be agreed with the Local Authority once the internal refurbishments are completed to assess whether any reductions in noise generation is possible to reduce noise levels by 0.2db is recommended.

(iv) Design

- 6.10 RBLP Policy CC7: Design and the Public Realm, requires all development to be of a *“high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located.”* Design includes layout, landscape, density and mix, scale: height and massing, and architectural details and materials. Developments will also be assessed to ensure that they respond positively to their local context”.

- 6.11 No changes are proposed to the external building elevations and the proposed change of use is not considered to have any adverse impact on the function or setting of Unit B4 Worton Drive and would accord with Policy CC7.

(v) Sustainability

- 6.12 There are several policies within the local plan which are relevant to new development and sustainability. The newly adopted Supplementary Planning Document 'Sustainable Design and Construction (2019)' also emphasises the need and importance of securing positive environmental improvements as part of any new major development.
- 6.13 The overarching sustainability policy CC2 requires proposals for new development including the refurbishment and redevelopment of existing building stock, to reduce the consumption of resources and materials and includes that *"All major non-residential developments .. meet the most up-to-date BREEAM 'Excellent' standards, where possible"* and that *"Both residential and non-residential development should include recycling greywater and rainwater harvesting where systems are energy and cost effective."*
- 6.14 The supporting text (para 4.1.4) accepts that *"some types of development, such as industrial uses, warehouses and schools might find it more difficult to meet these standards. In these cases, developments must demonstrate that the standard to be achieved is the highest possible for the development, and at a minimum meets the BREEAM 'Very Good' standard."*
- 6.15 Policy CC3: Adaptation to Climate Change, requires that *"all developments demonstrate how they have been designed to incorporate measures to adapt to climate change."*
- 6.16 Policy CC4: Decentralised Energy states *"Any development of more than 20 dwellings and/ or non-residential development of over 1,000 sq m shall consider the inclusion of decentralised energy provision, within the site, unless it can be demonstrated that the scheme is not suitable, feasible or viable for this form of energy provision"*. Supporting text in para. 4.1.19 states that this policy would mainly apply in Central Reading.
- 6.17 Policy CC5 requires minimisation of waste during construction and the life of the development.
- 6.18 The proposed change of use involves minimal internal changes including the installation of operational equipment and the reallocation of internal space to create a separate lobby, office, tearoom, and tool room within the warehouse shell. As such a condition on sustainability targets is not required due to the small scale works proposed.

(vi) S106

- 6.19 In accordance with Policy CC9 and TR2, the following obligation has been considered:
- Employment, Skills and Training - construction and end user
- 6.20 Due to the continued provision of employment and the existing use of the site in B8 and B2 use, in this instance it is not considered reasonable to request any S106 contribution. The applicant will be encouraged to work with Reading UK CIC to prepare employment Skills Plans.

(vii) Equalities impact

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

## **7.0 CONCLUSION**

- 7.1 The proposal is considered to be acceptable within the context of national and local planning policies, as detailed in the appraisal above. As such, full planning permission is recommended for approval, subject to the recommended conditions. Officers have worked positively and proactively with the applicant to obtain additional information in relation to the proposed development.

Case Officer: Nathalie Weekes

Proposed floor plans





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