

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

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4 January 2022

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

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 12 JANUARY 2022

A meeting of the Planning Applications Committee will be held on Wednesday, 12 January 2022 at 6.30 pm in the Council Chamber, Civic Offices, Bridge Street, Reading RG1 2LU. The Agenda for the meeting is set out below.

AGENDA	ACTION	WARDS AFFECTED	PAGE NO
1. MINUTES	-		7 - 16
2. DECLARATIONS OF INTEREST	-		
3. QUESTIONS	-		
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	Decision	BOROUGHWIDE	17 - 20
5. PLANNING APPEALS	Information	BOROUGHWIDE	21 - 24
6. APPLICATIONS FOR PRIOR APPROVAL	Information	BOROUGHWIDE	25 - 30
7. 85-88 BROAD STREET - PROPOSAL TO ADD TO THE LIST OF LOCALLY-IMPORTANT BUILDINGS AND STRUCTURES	Decision	ABBEY	31 - 50

PLANNING APPLICATIONS TO BE CONSIDERED

8. 211420/FUL - 2 HOWARD STREET	Decision	ABBEY	51 - 72
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Proposal	Conversion of single dwelling (class C3) to Sui-Generis House in Multiple Occupation (HMO) for 9 persons, and conversion of the existing garage to bike and bin store, plus erection of two dormer windows and associated enabling internal works and minor external works (amended description)
Recommendation	Application Permitted

9. 210854/FUL - 56 CHRISTCHURCH ROAD Decision CHURCH 73 - 90

Proposal	Change of use of ground floor from shop (Class E) to hot food takeaway (Class Sui Generis), and installation of extract duct to rear
Recommendation	Application Permitted

10. 211827/REG3 - SHINFIELD ROAD RECREATION GROUND, LINDEN ROAD Decision CHURCH 91 - 100

Proposal	To install a small tarmac ball games court with a combined metal basketball / football goals at each end and perimeter of 1mtre high metal railing fence
Recommendation	Application Permitted

11. 211662/VAR - 44 COLLEGE ROAD Decision PARK 101 - 110

Proposal	Change of use from C3 to C4 to change an existing 4/5 bedroom house to a six bedroom HMO with ensuites without complying with condition 4 of planning permission 141428 (restriction on parking permits)
Recommendation	Application Permitted

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GUIDE TO PLANNING APPLICATIONS Agenda Annex

1. There are many different types of applications processed by the Planning Service and the following codes are used to abbreviate the more common types of permission sought:
 - FUL - Full detailed planning permission for development or change of use
 - OUT - Principal of developing a site or changing a use
 - REM - Detailed matters “reserved matters” - for permission following approval of an outline planning application.
 - HOU - Applications for works to domestic houses
 - ADV - Advertisement consent
 - APC - Approval of details required by planning conditions
 - VAR - Significant change to a planning permission previously granted
 - NMA - Insignificant change to a planning permission previously granted
 - ADJ - Consultation from neighbouring authority on application in their area
 - LBC - Works to or around a Listed Building
 - CLE - A certificate to confirm what the existing use of a property is
 - CLP - A certificate to confirm that a proposed use or development does not require planning permission to be applied for.
 - REG3 - Indicates that the application has been submitted by the Local Authority.

2. Officer reports often refer to a matter or situation as being “a material consideration”. The following list tries to explain what these might include:

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

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

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

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

Glossary of usual terms

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

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

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

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

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

Brownfield Land - previously developed land.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Scheduled Ancient Monument - Specified nationally important archaeological sites.

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

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

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

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

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

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

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, Emberson, Ennis, Leng, McEwan, Page, Robinson, Rowland, Stanford-Beale, J Williams and R Williams

Apologies: Councillors Duveen

RESOLVED ITEMS

71. MINUTES

The Minutes of the meeting held on 3 November 2021 were agreed as a correct record and signed by the Chair.

72. DECLARATIONS OF INTEREST

Councillor Emberson declared a prejudicial interest in Item 85 (211321/REG3 - 6 Circuit Lane) on the basis that she was involved in promoting the scheme as Lead Councillor for Housing.

Councillor Stanford-Beale declared an interest in Item 86 (211757/ADJ - Land East of Pincents Lane, Tilehurst) as she was a Non-Executive Director of Reading Buses.

73. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS

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

Resolved -

- (1) That the under-mentioned applications, together with any additional applications which the Assistant Director of Planning, Transport and Regulatory Services might consider appropriate, be the subject of unaccompanied site visits in due course:

211553/FUL - 86-87A BROAD STREET

Redevelopment behind retained facade to provide a part-four, part- five storey building to provide Class E at ground floor and C3 residential above, together with associated works, landscaping arrangements and external plant.

211614/FUL - 9 UPPER CROWN STREET

Demolition of existing buildings and structures, associated reuse of frame with basement level used for car parking & servicing, erection of 4 no. residential blocks containing 46 no. dwellings above, associated parking (including replacement), access works and landscaping, relocation of substations & associated works to rear

of indigo apartments to facilitate pedestrian access.

211636/FUL - 75-81 SOUTHAMPTON STREET

Removal of existing building and construction of a four-storey building to comprise 19 dwellings and associated works.

211728/OUT - DELLWOOD COMMUNITY HOSPITAL, 22 LIEBENROOD ROAD

Partial demolition and retention of existing building and proposed erection of a care home (C2) and ancillary accommodation, amended access arrangements, car parking and associated works.

- (2) That the under-mentioned application, together with any additional applications which the Assistant Director of Planning, Transport and Regulatory Services might consider appropriate, be the subject of an accompanied site visit in due course:

211626/FUL - LAND TO THE REAR OF 303-315 OXFORD ROAD

Demolition of existing garage block and car repair garage and erection of flatted development comprising 13 apartments and E(g) office building together with parking, access and associated works.

74. PLANNING APPEALS

(i) New Appeals

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

(ii) Appeals Recently Determined

There had been no decisions made by the Secretary of State, or by an Inspector appointed for the purpose.

(iii) Reports on Appeal Decisions

There were no appeal decision reports submitted.

Resolved - That the new appeals, as set out in Appendix 1, be noted.

75. APPLICATIONS FOR PRIOR APPROVAL

The Executive Director for Economic Growth and Neighbourhood Services submitted a report giving details in Table 1 of six prior approval applications received, and in Table 2 of eleven applications for prior approval decided, between 19 October and 18 November 2021.

Resolved - That the report be noted.

76. PROCESS FOR LOCAL LISTING OF BUILDINGS AND STRUCTURES

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the commencement of the new process for considering additions to the List of Locally Important Buildings (known as the Local List). Appended to the report were:

- Appendix 1 - Equality Impact Assessment
- Appendix 2 - Details of the new Local Listing process

The report explained that the previous process for making additions to the list, in place since February 2013, had been largely an internal process handled by Council officers. Planning Applications Committee on 2nd December 2020 had recognised the need to improve this process to enable greater community input and democratic scrutiny and had endorsed Option 2 of three options for how a new process should be approached, which involved the Committee making a final decision on nominations after a recommendation by the Conservation and Urban Design Officer (Minute 56 refers). The Committee had also delegated the setting up and running of this process to the Deputy Director for Planning, Transport and Regulatory Services.

The new process for additions to the Local List, set out in Appendix 2, had been finalised in May 2021 and had been in operation since then, but no new nominations had been received until October 2021. The process involved consultations being sent out upon receipt of the nomination, followed by a recommendation being made by the Conservation and Urban Design Officer to the Committee for it to make the final decision.

Consultations lasted for a period of 28 days, and the following were consulted:

- Landowner
- Ward Councillors
- Reading Conservation Area Advisory Committee
- Reading Civic Society
- Any community organisations relevant to the location of the building, or to its historic/cultural significance.

The process of working through the list of buildings that had been nominated for inclusion on the list had started, and consultations on the following six buildings had been sent out on 7 and 8 October 2021:

- 84 Broad Street;
- 85-88 Broad Street;
- Attwell's Drinking Fountain, Thames Side Promenade;
- Huntley and Palmers Social Club, Kings Road;
- Kings Road Garden; and
- Palmer Park Pavilion and associated building.

Reports on two of these buildings were brought to the current meeting (Minutes 77 and 78 refer) and officers would continue to work through the remaining buildings already nominated and would respond to new requests as they were received.

The report also addressed the issue of when Planning Applications Committee members should avoid taking part in the decision on a local listing in relation to pre-determination of the decision, noting that the local listing process differed from decisions on planning applications because it was not a statutory process, and concluding that a Councillor who had nominated a building for the Local List, or had made representations on a proposed nomination, was not necessarily excluded from the decision, as long as that Councillor had not closed their mind regarding the decision.

Resolved - That the new process for making additions to the List of Locally Important Buildings and Structures, as set out in Appendix 2 to the report, be noted.

77. ATTWELLS DRINKING FOUNTAIN, THAMES SIDE PROMENADE - PROPOSAL TO ADD TO THE LIST OF LOCALLY-IMPORTANT BUILDINGS AND STRUCTURES

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on a proposal to add Attwells Drinking Fountain to the list of Locally-Important Buildings and Structures, in line with the new process for local listing agreed by the Committee on 2 December 2020 (see also Minute 76 above).

The report had appended:

- Appendix 1: Location map
- Appendix 2: Relevant photos and images
- Appendix 3: Proposed Local List text
- Appendix 4: Nomination form

The report set out details of the consultations carried out, their results and the Conservation and Urban Design Officer's assessment of the proposal against the criteria in Appendix 2 of the Reading Borough Local Plan, concluding with reasons why the building qualified for addition to the Local List.

Resolved - That Attwells Drinking Fountain be added to the list of Locally-Important Buildings and Structures.

78. KINGS ROAD GARDEN, KINGS ROAD - PROPOSAL TO ADD TO THE LIST OF LOCALLY-IMPORTANT BUILDINGS AND STRUCTURES

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on a proposal to add Kings Road Garden to the list of Locally-Important Buildings and Structures, in line with the new process for local listing agreed by the Committee on 2 December 2020 (see also Minute 76 above). An update report was tabled at the meeting setting out further information received and recommending amended Local List text as a result.

The report had appended:

- Appendix 1: Location map
- Appendix 2: Relevant photos and images
- Appendix 3: Proposed Local List text
- Appendix 4: Nomination form

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The report set out details of the consultations carried out, their results and the Conservation and Urban Design Officer's assessment of the proposal against the criteria in Appendix 2 of the Reading Borough Local Plan, concluding with reasons why the building qualified for addition to the Local List.

It was noted at the meeting that the original nomination form from Reading Conservation Area Advisory Committee had not included a tick in the section on being an example of deliberate town planning from before 1947, and this was not mentioned in the proposed local list text, but the report identified that the Garden did fulfil this criterion and this was also not mentioned in the proposed local list text. It was suggested that the local list text should be amended to refer to this matter before the information was added to the website.

Resolved -

- (1) That Kings Road Garden be added to the list of Locally-Important Buildings and Structures;
- (2) That the wording of the local list text be amended, as appropriate, in consultation with the Chair of the Committee and Councillor Rowland, before information on the listing was added to the website.

79. 201585/FUL & 201586/ADV - 109A OXFORD ROAD

201585/FUL - Change of use from an estate agent use class E to a restaurant and hot food takeaway sui generis use class

201586/ADV - New fascia and projecting sign.

Further to Minute 104 of the meeting held on 28 April 2021, and Minute 90 of the meeting on 31 March 2021, the Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above applications, consideration of which had been deferred at both of those meetings for a number of reasons. The reports and update reports submitted to those meetings were attached to the report at Appendices 1 to 4.

An update report was tabled at the meeting setting out details of a petition that had been omitted from the original report and recommending some amendments to conditions.

Resolved - That consideration of applications 201585/FUL and 201586/ADV be deferred to receive further information on the outstanding matters which had been requested in the reasons for deferral on 28 April 2021.

80. 211725/FUL - KINGS MEADOW, NAPIER ROAD

Temporary Change of Use for up to 45 days in a calendar year, to Change from Class F2 (Local Community Uses) to Christmas Party Events at Kings Meadow, with the site being restored to its former condition at, or before 14:00hrs on 31st December 2021.

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which stated that no comments had been received from members of the public by the end of the consultation period, setting out responses from internal consultees and giving further information on noise concerns.

Comments were received and considered.

Resolved - That temporary planning permission for application 211725/FUL be granted, subject to the conditions and informatives as recommended in the original report.

81. 210854/FUL - 56 CHRISTCHURCH ROAD

Change of use of ground floor from shop (Class E) to hot food takeaway (Class Sui Generis), and installation of extract duct to rear.

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which gave details of the uses of the units within the Christchurch Road Local Centre key frontage, details of further public representations received and an update on the end user of the unit.

Comments and objections were received and considered.

Objector Terry Brown and Nick Cobbold, the applicant's agent, attended the meeting and addressed the Committee on this application.

Resolved - That consideration of application 200854/FUL be deferred to seek clarification on parking, litter management and uses in the key frontage, and for further work on suitable conditions for takeaways to address potential noise and odour issues.

82. 211433/LBC - KATESGROVE PRIMARY SCHOOL, DOROTHY STREET

Repairs and redecoration of timber windows, brickwork repairs, alterations to rainwater goods and all other associated works (amended).

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

Comments were received and considered.

The Committee noted that this application was only for like-for-like repairs to window sills and casements at this Listed Building but asked for further information from the Council's Education Service, in light of the Climate Emergency, on how an energy-efficient, environmentally-sustainable approach was being developed for replacements of, or secondary glazing to, single-glazed windows in heritage asset schools.

Resolved -

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 1 DECEMBER 2021

- (1) That listed building consent for application 211433/LBC be granted, subject to the conditions and informatives as recommended in the report;
- (2) That further information be provided on the principles being established for schools when window replacements were needed, particularly in relation to environmental standards and sustainability.

83. 210582/FUL - 18 PARKSIDE ROAD

Demolition of detached house and annex and the erection of 10 dwellings, with undercroft parking, landscaping and bin stores (amended).

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

Comments and objections were received and considered.

Objectors Mark Ashton and Chris Dodson, and Edward Mather the applicant's agent, attended the meeting and addressed the Committee on this application.

Resolved -

- (1) That the Assistant Director of Planning, Transport and Regulatory Services be authorised to grant full planning permission for application 210582/FUL, subject to completion of a S106 legal agreement by 28 January 2022 (unless a later date be agreed by the Assistant Director of Planning, Transport and Regulatory Services) to secure the Heads of Terms set out in the report;
- (2) That, in the event of the requirements set out not being met, the Assistant Director of Planning, Transport and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended.

84. 210977/FUL - 65 KILN ROAD, EMMER GREEN

Erection of dwelling (C3 use).

Further to Minute 68 of the meeting held on 3 November 2021, the Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application, which had been deferred for a site visit at the previous meeting. The report and update report submitted to the meeting on 3 November 2021 were attached to the report at Appendices 1 and 2. An update report was tabled at the meeting which confirmed that a site visit had taken place on 25 November 2021 and provided further information on the proposed access track, information on an additional representation received and clarification on the proposed biodiversity enhancements.

Comments and objections were received and considered.

Resolved -

- (1) That the Assistant Director of Planning, Transport and Regulatory Services be authorised to grant outline planning permission for application 210977/FUL, subject to completion of a S106 legal agreement by 30 January 2022 (unless a later date be agreed by the Assistant Director of Planning, Transport and Regulatory Services) to secure the Heads of Terms set out in the original report;
- (2) That, in the event of the requirements set out not being met, the Assistant Director of Planning, Transport and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended in the original report.

85. 211321/REG3 - 6 CIRCUIT LANE

Single storey side extension (Amended Description)

Further to Minute 69 of the meeting held on 3 November 2021 the Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application, which had been deferred for more information on the vehicle crossing policy. The report submitted to the meeting on 3 November 2021 was attached to the report at Appendix 1.

Comments were received and considered.

Resolved - That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development 211321/REG3 be authorised, subject to the conditions and informatives as recommended, with an additional informative about the width of the dropped kerb being reduced to the correct size at the licensing stage.

(Councillor Emberson declared a prejudicial interest in this item on the basis that she was involved in promoting the scheme as Lead Councillor for Housing. She made a statement to the Committee but took no further part in the debate or decision).

86. 211757/ADJ - LAND EAST OF PINCENTS LANE, TILEHURST

A hybrid application comprising the following elements: Outline application for up to 165 dwellings on the western part of the site and a mixed use building comprising 450sqm (GIA) of floorspace in use class D1 to provide a community healthcare hub and residential above (included in the 165 dwellings); Engineering operations on the area covered by the outline application to create suitable gradients for internal site roads and development platforms for the residential development; and FUL application for change of use of the eastern part (8ha) of the site for use as public parkland, to be protected from development in perpetuity. All matters except for access to the site are to be reserved. Matters for which detailed approval are sought are: The detailed design of the vehicular

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access to the site from Pincents Lane and associated turning area, the location emergency vehicular access to the site and the locations of pedestrian and cycling accesses to the site.

Further to Minute 97 of the meeting held on 31 March 2021, the Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application.

It was reported at the meeting that comments had now been received from Transport Development Control and details were given at the meeting, which concluded that the levels of daily trips generated by the proposal would not be detrimental to traffic flow in Reading Borough and no objections were raised to the proposal.

Comments were received and considered.

Councillor Stanford-Beale queried whether the proposal would include appropriate sizes and arrangements of roads to allow a bus service to run through and turn within the site and it was suggested that a comment be made regarding the desirability of this.

Resolved -

- (1) That West Berkshire Council be informed that Reading Borough Council continued to raise no objection to the proposal and a comment be made about the provision of a bus loop through the development;
- (2) That West Berkshire Council be sent a copy of the report for their information and use.

(Councillor Stanford-Beale declared an interest in the above application as she was a Non-Executive Director of Reading Buses.)

(The meeting started at 6.30 pm and closed at 9.24 pm)

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

TO:	PLANNING APPLICATIONS COMMITTEE		
Date:	12 th January 2022		
TITLE:	POTENTIAL SITE VISITS FOR COMMITTEE ITEMS		
SERVICE:	PLANNING	WARDS:	BOROUGH WIDE
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	Acting Planning Manager	E-MAIL:	Julie.williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To identify those sites where, due to the sensitive or important nature of the proposals, Councillors are advised that a Site Visit 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: Minster

Application reference: 211928

Application type: Regulation 3 Planning Approval

Site address: Land adjoining, 24 Lesford Road, Reading, RG1 6DX

Proposal: Temporary Change Use of private amenity land for the purpose of providing temp parking for a period of 18 months.

Reason for Committee item: RBC application

Ward: Peppard

Application reference: 211843

Application type: Outline Planning Approval

Site address: Reading Golf Club, Kidmore End Road, Emmer Green, Reading, RG4 8SQ

Proposal: Outline planning application, with matters reserved in respect of Appearance, for demolition of the existing clubhouse and the erection of a new residential scheme (c3 use to include affordable housing) and public open space at the former reading golf club

Reason for Committee item: Major application

Ward: Whitley

Application reference: 211932

Application type: Outline Planning Approval

Site address: 142 Whitley Wood Lane, Reading, RG2 8PP

Proposal: Outline application for the demolition of existing retail units and ancillary buildings and redevelopment to provide ground floor retail uses with ancillary office space, and 12 dwellings (Class C3) on the upper floors (Landscaping reserved for future consideration).

Reason for Committee item: Major application

Ward: Church

Application reference: 211827

Application type: Regulation 3 Planning Approval

Site address: Shinfield Road Recreation Ground, Linden Road, Reading

Proposal: To install a small tarmac ball games court with a combined metal basketball / football goals at each end and perimeter of 1mtre high metal railing fence

Reason for Committee item: RBC application

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	12 th January 2022		
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

None

APPENDIX 2

Appeals Decided:

WARD: KATESGROVE
APPEAL NO: APP/E0345/W/21/3277248
CASE NO: 201221
ADDRESS: "The Faculty", 23-27 London Road, Reading
PROPOSAL: Change of use of The Faculty from 16 serviced apartments
(Use Class C1) to 15 residential flats (Use Class C3)
CASE OFFICER: Claire Ringwood
METHOD: Written Representation
DECISION: ALLOWED
DATE DETERMINED: 9th December 2021

APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

None available this time.

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	12th January 2022		
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Julie Williams & Richard Eatough		
JOB TITLE:	PLANNING MANAGER (acting) & Team Leader	E-MAIL:	Julie.williams@reading.gov.uk Richard.eatough@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To advise Committee of 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 £1,794,133.

(Office Prior Approvals - £1,652,786: Householder Prior Approvals - £85,292: 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 - £2048: Additional storey on dwellings - £206).

Figures since last report

Class E (formally office) Prior Approvals - £5244: Householder Prior Approvals - £880

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 18th November 2021 to 23rd December 2021

Type:	How many received since last report:	Loss in possible fee income:
Householder Prior Approvals	8	£880
Class E Prior Approvals	3	£5244
Shop to Restaurant Prior Approval	0	0
Demolition Prior Approval	0	0
Solar Equipment Prior Approval	0	£0
Prior Notification	0	n/a
Shop to Assembly & Leisure Prior Approval	0	0
Telecommunications Prior Approval	0	0
Dwellings on detached block of flats	0	0
Householder Additional Storey	0	0
New dwellinghouses on terrace buildings	0	0
TOTAL	11	£6124

Table 2 - Applications decided since 18th November 2021 to 23rd December 2021

Type:	Approved	Refused	Not Required	Withdrawn	Non Determination
Householder Prior Approvals	1	2	2	0	0
Class E Prior Approvals	1	0	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	1	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	0	1	0	0	0
Dwellings on detached block of flats	0	0	0	0	0
Householder Additional Storey	0	0	0	0	0
New dwellinghouses on terrace buildings	0	0	0	0	0
TOTAL	3	3	2	0	0

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COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

PLANNING APPLICATIONS COMMITTEE: 12 January 2022

Ward: Abbey

Address: Application is for listing 85-88 Broad Street, Reading. RG1 2AP

Proposal: To add 85-88 Broad Street, to the List of Locally-Important Buildings and Structures, subject to further investigation of the alterations to 85 and 88 to be provided as an update report.

RECOMMENDATION

That 85 to 88 Broad Street be added to the List of Locally-Important Buildings and Structures, subject to further information about the date and degree of alteration of numbers 85 and 88 to be provided as an update.

1. PURPOSE AND SUMMARY OF THE REPORT

1.1 To report on a proposal to add 85-88 Broad Street to the List of Locally-Important Buildings and Structures.

1.2 Appendices:

Appendix 1: Location map

Appendix 2: Relevant photos and images

Appendix 3: Proposed Local List text

Appendix 4: Nomination form

2. BACKGROUND

2.1 Reading Borough Council maintains a List of Locally-Important Buildings and Structures ('the Local List'). Its purpose is to recognise the buildings and structures which do not meet the criteria for national listing but are nonetheless significant to the heritage of the local area. It was agreed by Planning Applications Committee on 2nd December 2020 that decisions on additions to the Local List should be made at PAC.

2.2 A nomination was received on 13th April 2021 to add 85-88 Broad Street to the Local List. Consultations have been carried out in accordance with the agreed process, and this report sets out the recommended action.

2.3 The nominated heritage item is a group of late Victorian commercial properties with shops on the ground floor and residential/commercial on the upper floors, which are a part of the Broad Street commercial shopping centre. The two properties at either end of the terrace, no.s 85 and 88, had their street facades modified in the 1930s. The centre group, no.s 86 and 87, still retain their original red brick facades on the first and second floors with a slate roof above.

- 2.4 The nomination form received for the building identifies the significance of the building as follows:

Historic Interest

(b) Social Importance

The terrace of shops was built for named Broad Street shop owners (see Sidney Gold in sources).

Retailers may have moved from other parts of Broad Street to this location e.g. Hiscock at No 86 and previously No 78. Batho occupied No 88 in 1865 but by 1888 was at No 85.

Note: Importantly apart from a change in numbering when the new frontage of Broad St Chapel and shops either side were added the numbering of this stretch of Broad Street appears to have remained consistent during the nineteenth and twentieth century.

Batho (at No 85):

Shop & House - J T & W Brown (1868) (Builder 7 Nov 1868 tenders - Clacey)

Hiscock (at No 86?)

Hiscock were at No 78 in 1865 but in 1883 E J Nicolle took over Hiscock's business (Reading Observer 14 July 1883) with an address of 86 Broad Street.

Shop & House 1868 (Builder 7 Nov 1868 tenders - Sheppard)

Awmack (at No 87):

House - J T & W Brown 1869

Shop - Brown & Albury 1879 (Builder May 3 1879 tenders - Margetts accepted)

Warehouse - Brown & Albury 1879

The original patron for No 88 is unknown.

Architectural Interest

Architect

Designed by a well-known local firm of architects J T & W Brown. Other patrons included: Suttons Seeds (lecture hall, buildings and coffee shop 1871, Market Place buildings 1872); public house for Berkshire Brewery on Hosier Street (1865), Villa for Mr Chancellor on Redlands Estate (1869).

Group Value

Unified architectural value

The original design of the parade is still visible in the roofscape and arrangement of windows above ground floor level.

In almost the middle of the terrace, beneath window position six counting from the east, there was an alleyway to the rear. Thus the terrace presented a symmetrical appearance from the front with 10 windows at first and second floor levels (see Goad insurance map and James Gafford sketches).

The outer two shops (85 and 88) and No 86 had two upper storey windows. No 87 was four windows wide and the biggest shop with a side entrance ground floor level.

The rear of the properties are visible from St Marys service area.

Town Planning

A purpose built parade of shops dating from c1868. The shops have been marked on the 1879 OS map extract which is the closest to the date of construction,

There is circumstantial evidence that it was a 'modern' replacement for an existing parade of shops that were redeveloped following the retirement of W H Prestwich, photographer. W H Prestwich occupied 3 units 85-87 in 1865. In 1870 he sold his negatives and business to Mr S V White of 52 Castle Street.

No 84 (a taller building) was built for R F Salmon (butchers) and he moved there the press notice described it a '84 New Buildings, Broad Street'.

Townscape Value

The frontage of the innermost two units remain completely intact above ground floor frontage with six windows of the ten in total.

The easterly and westerly wings have been altered and the frontage has been partially lost. Alterations to the easterly unit appear less altered as the fascia board and modern windows are at a consistent level with neighbouring shops.

In the case of the easterly unit chimney pots remain. In the case of the westerly unit they appear to have been removed. Despite this single the roofscape remains intact and consistent across all 4 properties.

3. RESULTS OF CONSULTATION

3.1 The following were consulted on the proposed addition to the Local List:

- Landowners;
- Ward councillors;
- Reading Conservation Area Advisory Committee;
- Reading Civic Society; and

3.2 Responses were received from the owner of 88 Broad Street and Reading Civic Society.

3.3 **Sikander Ali Jatoi (landowner of 88 Broad Street)**

I refer to your consultation letter which was sent to our planning consultant who submitted the application for a pre-planning advice. It was not validly served as it should have been served to my address. Moving forward please refer all future correspondence to myself at [removed] as well as to this email. I did not have sufficient time for consultation and therefore I request you to extend the time limit to respond to your proposed consultation so that I can make an effective response.

In the meantime my objection to the proposal to list 88 Broad Street ("the building") is as follows:

(1) The building has been incorrectly selected, it is not of definite significance

(2) The building is not altered as can be seen from the scratches the building had different which have already been lost and therefore it cannot meet the criteria

(3) Furthermore, the consultation is unlawful in that the local authority does not adequately define the meaning of definite significance therefore any decision made on the basis of an inadequate policy will be unlawful and ultra vires.

(4) The proposal is based upon bad faith in that they want to deprive the building owner from taking advantage of the Government's permitted development regime and therefore is an abuse of the power

(5) The roofscape is different from the adjoining building from both sides

(6) The building has not played an influential role in the development of an area or the life of one of Reading's communities as such it is not one of the building to be considered to be a community place such as places of worship, schools, community buildings, places of employment, public houses and memorials which formed a focal point or played a key social role. There is no evidence to support this assumption.

(7) On the one hand the local authority says this terrace of four shops was built c1868 by J T & W Brown and on the other hand they are claiming that Batho occupies No.88 in 1865 and therefore the assessment is wrong based upon incorrect information, wrong assumptions, without following proper procedure. There is no evidence that 88 was built at the same as the parade was built.

(8) The local authority does not have any pattern and accurate information about no.88.

(9) There is no Innovation and Virtuosity in the building. It is an ordinary which are commonly available on high streets across the country. There is no special about this building.

(10) There is no evidence that no.88 was built by J T & W Brown and in any event that does not justify the proposed action.

(11) No. 88 does not have any cemetery as claimed in the letter because the windows are of different size, material, design and offer a completely different view/look from all sides from roof, from front, from rear, ground floor is different and so are the first and second floor.

(12) It seems that the parade of 4 shops consisted of 85, 86 and 87 had 2 shops alternatively it will be 84 which might be its part but still less likely because no.87 had 4 windows and twice than both 85 and 86 which suggested it was built as two shops both may have been occupied by a same occupier. There is no evidence that 88 was its part.

(13) full evidence including how it was recommended and any supporting information has not been attached to the notice and therefore I am unable to comment further and will reserve right to challenge a decision based upon factually incorrect information with a view to including this building in bad faith will be challenged

(14) I also invite you to provide me full evidence of the material mentioned in your consultation notice including the details and documents submitted by the proposer I am willing and happy to cooperate to complete this process in a meaningful and fair way but any decision taken in a hasty manner will result in unnecessary costs being paid from the taxpayers pocket and should be avoided. The consultation should not be completed without providing all the information and evidence to support each of the assumption/statement in the letter.

3.4 Reading Civic Society

The committee of Reading Civic Society has reviewed, and supports, 85-88 Broad Street being added to the Local List.

3.5 Reading Conservation Area Advisory Committee made the initial nomination and therefore did not make any further comment on the proposal for local listing.

3.6 The landowner of 88 Broad Street has made a number of points in response to the consultation. Most of these points relate to whether or not number 88 complies with the criteria, and this is considered in this report in relation to each criterion. However, some points are more procedural in nature, and these are addressed below.

3.7 Firstly, Mr Jatoi states that the consultation was not validly served as it should have been served to his address. A Land Registry search was performed, and the consultation was sent to the listed address of each landowner identified. For completeness, the consultation was also sent to the planning agent for the outstanding planning application made by Mr Jatoi. It is worth noting that the address given on the planning application form for Mr Jatoi is not the one specified in his response.

3.8 Mr Jatoi also makes the following points.

(3) Furthermore, the consultation is unlawful in that the local authority does not adequately define the meaning of definite significance therefore any decision made on the basis of an inadequate policy will be unlawful and ultra vires.

3.9 Local listing is not a statutory process, and the consultation is not unlawful. The criteria have been set in a Local Plan which has gone through the correct statutory processes, and the degree to which the building meets the criteria will be considered in this report. The process undertaken has met the agreed process for local listing outlined in the report to 1st December PAC.

(4) The proposal is based upon bad faith in that they want to deprive the building owner from taking advantage of the Government's permitted development regime and therefore is an abuse of the power

3.10 Local listing does not remove any permitted development rights. Removal of permitted development rights would require an Article 4 direction, or potentially use of planning conditions, which would need to go through separate processes.

(13) full evidence including how it was recommended and any supporting information has not been attached to the notice and therefore I am unable to comment further and will reserve right to challenge a decision based upon factually incorrect information with a view to included this building in bad faith will be challenged

3.11 The completed nomination form and nomination map were sent by post to all listed landowners on 8th October after undertaking a Land Registry search, and for completeness were also sent by e-mail to the planning agent for the outstanding application at 88 Broad Street on the same date. All information available has therefore been provided.

(14) I also invite you to provide me full evidence of the material mentioned in your consultation notice including the details and documents submitted by the proposer

I am willing and happy to cooperate to complete this process in a meaningful and fairway but any decision taken in a hasty manner will result in unnecessary costs being paid from the taxpayers pocket and should be avoided. The consultation should not be completed without providing all the information and evidence to support each of the assumption/statement in the letter.

3.12 As set out above, all information available has been provided.

4. ASSESSMENT

4.0.1 The proposal to add a building or structure to the Local List should be considered against the criteria in Appendix 2 of the Reading Borough Local Plan (adopted 2019).

4.0.2 Please note that the interior has not been inspected due to Covid restrictions. However the exteriors front and back were inspected on 16 December 2021

4.1 Exclusions

4.1.1 The Local Plan specifies that a building should not be considered for the Local List where it is already part of a conservation area, scheduled monument or subject to an Article 4 direction relating to historic or architectural interest. 85-88 Broad Street is not within any of these existing designations and can therefore be considered against the other criteria.

4.2 General principles

4.2.1 85-88 Broad Street dates from c.1868, and therefore needs to be considered against the following general principle:

b. 1840-1913: Any building, structure or group of buildings that is substantially complete and unaltered and of definite significance.

The group of three late Victorian terrace shops, 85 to 87, were designed c1868 by local architects, J T & W Brown, and were constructed after this as they appear on the 1879 OS maps. The two properties at either end of the terrace, no.s 85 and 88, had their street facades modified in the 1930s. The centre group, no.s 86 and 87, still retain their original red brick facades on the first and second floors with a slate roof above.

On the first floor of 86-87, original timber double hung windows, are still in place and on the first floor the top sash window is topped with a semi-circular sash and rendered drip mould over the window. On the second floor, the windows are topped with a shallow arch on the top section, and shallow arched rendered drip moulding over. This is an unusual feature and there are not many buildings with this feature in the centre of Reading. There are six pairs of windows with this detail on the first and second floors.

While the ground floor shops fronts have been lost, it does not reduce the importance and contribution that this group makes to the historic streetscape at the south western end of Broad Street. In contrast the northern side of Broad street has lost most of the original street facades, with only a few historic buildings remaining. On the roof, there are still original chimneys in place, above the shallow double pitched slate roof, which are still intact across all four terraces, (refer Appendix 2, photos).

The response by the owner of no. 88 casts doubt on the information that has been provided within the nomination form, in particular whether 88 was constructed at the same time as the rest of the terrace and the degree to which it has been altered. This is being further investigated, and further information will be reported as an update. This may affect the recommendation to include 88 (as well as 85, which is also altered) within the local listing.

4.3 Significance

- 4.3.1 To be added to the Local List, a building or structure must fulfil at least one of the defined significance criteria, which fall into two categories - historic interest and architectural interest. These are assessed below.

Historic Interest

a. Historical Association

- i. The building or structure has a well authenticated historical association with a notable person(s) or event.*
- ii. The building or structure has a prolonged and direct association with figures or events of local interest.*

The group of three late Victorian terrace shops, 85 to 87, were designed c1868 by local architects, J T & W Brown, and were constructed after this as they appear on the 1879 OS maps.

b. Social Importance

The building or structure has played an influential role in the development of an area or the life of one of Reading's communities. Such buildings/structures may include places of worship, schools, community buildings, places of employment, public houses and memorials which formed a focal point or played a key social role.

- 4.3.3 The building is part of the evolution and development of the shops along Broad Street in the historic commercial centre of Reading. Today it makes an important contribution to the remaining local buildings and shops in this area.

The community role is disputed by the owner of no. 88, but the simple fact is this group formed evolving commercial high street.

This group of Victorian commercial terraces are (apart from the George Hotel, which dates from the 16th century and is sited at the eastern end of the central shopping precinct) one of the oldest groupings of buildings in the central shopping area along Broad Street, dating from the late 19th century.

4.3.4 Architectural Interest

a. Sense of place

- i. The building or structure is representative of a style that is characteristic of Reading.*

This group of building is relatively rare surviving example of the late 19th century (c.1860s / 1870s) commercial 2 1/2 storey building type, along the high street, with shops on the ground floor and living accommodation above. It is a different style from other neighbouring late Victorian buildings, which were built c.1900 and Edwardian pre- WWI, buildings in the area. It is however representative of the style and type of commercial buildings of its historical period

- 4.3.5 *b. Innovation and virtuosity*

i. The building or structure has a noteworthy quality of workmanship and materials.

The simple drip moulds and local red brick with slate roofing is representative of its period.

ii. The building or structure is the work of a notable local/national architect/engineer/builder.

See 4.3.1 Local Architect

c. Group value

i. The buildings/structures form a group which as a whole has a unified architectural or historic value to the local area.

ii. The buildings/structures are an example of deliberate town planning from before 1947.

The group of terraces makes an important contribution to the historic street scape of the south western end of Broad Street shopping precinct.

4.4 Conclusion of assessment

4.4.1 85-88 Broad Street qualifies for addition to the Local List because it:

- Is not within a conservation area, scheduled monument or area subject to an Article 4 direction relating to historic or architectural interest;
- Dates from between 1840 and 1913 and is of clearly-defined significance in the local context and elements that contribute to its heritage significance remain substantially complete;
- Contributes to the heritage of the Borough in terms of its historical association;
- Contributes to the heritage of the Borough in terms of its social importance;
- Contributes to the heritage of the Borough in terms of its sense of place;
- Contributes to the heritage of the Borough in terms of its innovation and virtuosity; and
- Contributes to the heritage of the Borough in terms of its group value.

4.4.2 A description of the significance of the building for inclusion in the Local List is included in Appendix 3.

6. ENVIRONMENTAL AND CLIMATE IMPLICATIONS

6.1 Local listing of buildings and structures, where it leads to the retention of those buildings or structures, can help to address the climate emergency by negating the need for demolition and new development, which are processes that use significant amounts of energy and result in emissions.

7. EQUALITY IMPACT ASSESSMENT

7.1 It is not expected that there will be any significant adverse impacts on specific groups due to race, gender, disability, sexual orientation, age or religious belief as a result of the recommendations of this report.

8. LEGAL IMPLICATIONS

8.1 Addition to the Local List is not a statutory process, and there are no legal implications of the recommendations of this report.

9. FINANCIAL IMPLICATIONS

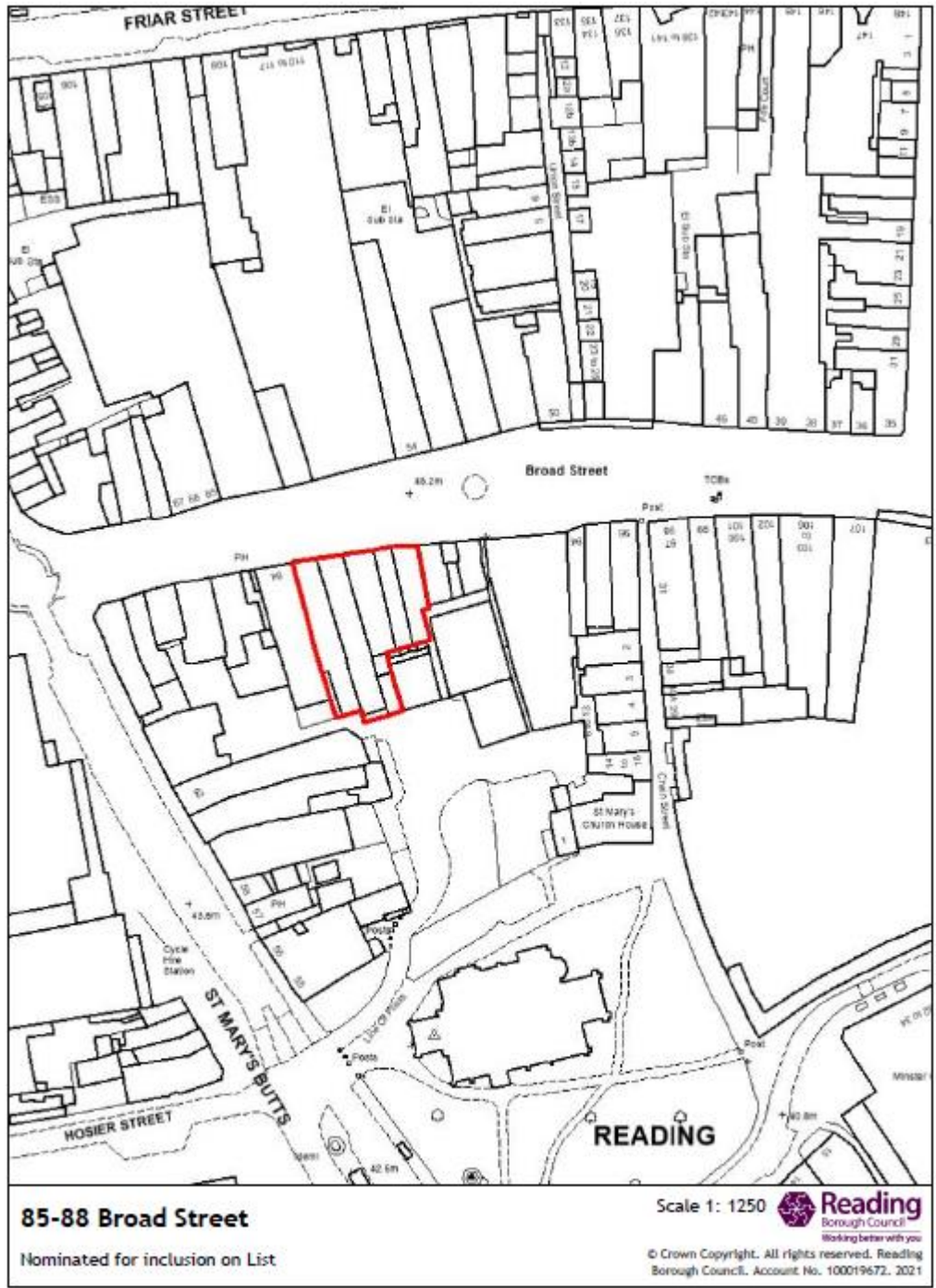
9.1 Consideration of this nomination and any resulting amendments to the Local List will be accommodated within existing budgets.

10. BACKGROUND PAPERS

10.1 Reading Borough Local Plan (Adopted November 2019)

Bruce Edgar, Conservation and Urban Design Officer

APPENDIX 1: LOCATION PLAN



LIST OF LOCALLY IMPORTANT BUILDINGS AND STRUCTURES - NOMINATION

APPENDIX 2: RELEVANT PHOTOGRAPHS AND ILLUSTRATIONS

(Photos by Reading CAAC)

Photo 1: c. 1905 (Source Reading Library)



Photo 2: Eastern part of the parade c1885 (James Gafford sketch)



Photo 3: Street view 2021. (source RBC Planning) No. 88 shown Circled in GREEN.

85 to 87 circled in RED



Photo 4: Rear view



APPENDIX 3: PROPOSED LOCAL LIST TEXT

This group of four terrace shops, was designed c1868 by local architects, J T & W Brown. The two properties on either end, 85 and 88, had their street facades modified in the 1930s. The centre group of 86 and 87, still retain their original red brick facades on the first and second floors with a slate roof above.

This group of Victorian commercial terraces is (apart from the George Hotel, dating from the 16th century, at the eastern end of the central shopping precinct) one of the oldest groupings of buildings in the central shopping area along Broad Street.

On the first floor of numbers 86 and 87, original timber double hung windows, are still in place and on the first floor the top sash is topped with a semi-circular window and rendered drip mould over the window. On the second floor, the windows are topped with a shallow arch on the top section, and shallow arched rendered drip over. This is an unusual feature and there are not many buildings with this feature in the centre of Reading. There are six pairs of windows with this detail on the first and second floors.

While the ground floor shops fronts have been lost, it does not reduce the importance and contribution this group makes to the historic streetscape at the south western end of Broad Street. In contrast the northern side of Broad street has lost most of the original street facades, with only a few remaining historic buildings. On the roof, there are still original chimneys in place, above the shallow double pitched roof, which is still in-tact across all four terraces,

APPENDIX 4: NOMINATION FORM

Assessment form for locally listing buildings in Reading Borough November 2012

CRITERIA AND CONSIDERATION FOR LOCALLY LISTING BUILDINGS AND STRUCTURES IN READING BOROUGH COUNCIL

Background and explanation: Heritage assets cannot be replaced once lost. They include both nationally and locally listed buildings. Harm to an asset's significance can cause a loss of value to society and a loss of public benefit.

The criteria for assessment of locally listing buildings/ structures are set out below and are taken from the adopted Sites and Detailed Policies Document. These criteria and the accompanying explanation of how a particular building or structure meets these criteria will be used to assess whether that building or structure merits designation as a locally listed heritage asset.

The assessment will be based purely on the evidence provided with this form (unless the authority has access to further evidence).

Identification of buildings or structures for local listing: Buildings or structures worthy of being locally listed will mainly be identified through the process of considering and determining planning proposals and applications.¹

Exclusions

Buildings and structures will not be considered for the Local List when they are already part of a Conservation Area², Scheduled Monument, or subject to an article 4 direction relating to historical or architectural interest.

Address of building/ structure: 85-88 Broad Street

Postcode: RG1 2AP

¹ Buildings or structures identified outside the application process will be considered as resources become available.

² Buildings that warrant local designation in a conservation area are awarded a 'Buildings of Townscape Merit' designation. For the purposes of the National Planning Policy Framework (NPPF, 2012), Buildings of Townscape Merit will be considered to warrant conservation and where appropriate enhancement in accordance with the NPPF.

Selection for the Local List

For any building, structure or group of buildings to be included in the Local List it must clearly meet the relevant age and integrity criteria:

	Please tick relevant box ³
(a) pre-1840: Any building, structure or group of buildings where its/ their style, form and construction are easily identifiable.	
(b) 1840 - 1913: Any building, structure or group of buildings that is/are substantially complete and unaltered and of definite significance.	√
(c) 1914 - 1939: Any building, structure or group of buildings that is/are substantially complete and unaltered and of a high level of significance.	
(d) post 1939: Any building, structure or group of buildings that is/are of exceptional significance and wholly complete and unaffected by inappropriate changes.	

Please provide comments/ further explanation of above:

This terrace of four shops was built c1868 by J T & W Brown.

The frontage of the innermost two units remain completely intact above ground floor frontage with six windows of the ten in total.

The easterly and westerly wings have been altered and the frontage has been lost. Alterations to the easterly unit appear less altered as the fascia board and modern windows are at a consistent level with neighbouring shops.

In the case of the easterly unit chimney pots remain. In the case of the westerly unit they appear to have been removed. Despite this single the roofscape remains intact and consistent across all 4 properties. (see photo)

³ Note - if none of the above boxes are ticked, the building/ structure will not qualify for consideration as a locally listed building.

In addition it must also be shown that it contributes to the character of an area and is valued by local people in accordance with at least one of the criteria detailed below under the headings of historic interest, architectural interest and townscape value.

Historic interest

Please tick the relevant box/es

(a) Historical Association i. The building or structure has a well authenticated historical association with a notable person(s) or event.	
ii. The building or structure has a prolonged and direct association with figures or events of local interest.	
(b) Social Importance The building or structure has played an influential role in the development of an area or the life of one of Reading's communities. Such buildings/structures may include places of worship, schools, community buildings, places of employment, public houses and memorials which formed a focal point or played a key social role.	✓
(c) Industrial Importance The building or structure clearly relates to traditional or historic industrial processes or important businesses or the products of such industrial processes or businesses in the history of Reading or are intact industrial structures, for example bridges	

Comments/ further explanation of this should be provided in the box at the end of this section.

Architectural interest

(a) Sense of place i. The building or structure is representative of a style that is characteristic of Reading.	•
(b) Innovation and Virtuosity i. The building or structure has a noteworthy quality of workmanship and materials.	
ii. The building or structure is the work of a notable local/national architect/engineer/builder.	✓
iii. The building or structure shows innovation in materials, technique, architectural style or engineering	
(c) Group Value	✓

i. The buildings/structures form a group which as a whole has a unified architectural or historic value to the local area.	
ii. The buildings/structures are an example of deliberate town planning from before 1947	✓

Comments/ further explanation of this should be provided in the box at the end of this section.

Townscape Value

The buildings/structures have prominence and a landmark quality that is fundamental to the sense of place of a particular locality.	✓
---	---

Please provide comments/ further explanation of above

Historic Interest

(b) Social Importance

The terrace of shops was built for named Broad Street shop owners (see Sidney Gold in sources).

Retailers may have moved from other parts of Broad Street to this location e.g. Hiscock at No 86 and previously No 78. Batho occupied No 88 in 1865 but by 1888 was at No 85.

Note: Importantly apart from a change in numbering when the new frontage of Broad St Chapel and shops either side were added the numbering of this stretch of Broad Street appears to have remained consistent during the nineteenth and twentieth century.

Batho (at No 85):

Shop & House - J T & W Brown (1868) (Builder 7 Nov 1868 tenders - ~~Clacey~~)

Hiscock (at No 86?):

Hiscock were at No 78 in 1865 but in 1883 E J Nicolle took over Hiscock's business (Reading Observer 14 July 1883) with an address of 86 Broad Street.

Shop & House 1868 (Builder 7 Nov 1868 tenders -Sheppard)

Awmack (at No 87):

House - J T & W Brown 1869

Shop - Brown & Albury 1879 (Builder May 3 1879 tenders - Margetts accepted)

Warehouse - Brown & Albury 1879

The original patron for No 88 is unknown.

Architectural Interest

Architect

Designed by a well-known local firm of architects J T & W Brown. Other patrons included: Suttons Seeds (lecture hall, buildings and coffee shop 1871, Market Place

buildings 1872); public house for Berkshire Brewery on Hosier Street (1865), Villa for Mr Chancellor on Redlands Estate (1869).

Group Value

Unified architectural value

The original design of the parade is still visible in the roofscape and arrangement of windows above ground floor level.

In almost the middle of the terrace, beneath window position six counting from the east, there was an alleyway to the rear. Thus the terrace presented a symmetrical appearance from the front with 10 windows at first and second floor levels (see Goad insurance map and James Gafford sketches).

The outer two shops (85 and 88) and No 86 had two upper storey windows. No 87 was four windows wide and the biggest shop with a side entrance ground floor level.

The rear of the properties are visible from St Marys service area.

Town Planning

A purpose built parade of shops dating from c1868. The shops have been marked on the 1879 OS map extract which is the closest to the date of construction,

There is circumstantial evidence that it was a 'modern' replacement for an existing parade of shops that were redeveloped following the retirement of W H Prestwich, photographer. W H Prestwich occupied 3 units 85-87 in 1865. In 1870 he sold his negatives and business to Mr S V White of 52 Castle Street.

No 84 (a taller building) was built for R F Salmon (butchers) and he moved there the press notice described it a '84 New Buildings, Broad Street'.

Townscape Value

The frontage of the innermost two units remain completely intact above ground floor frontage with six windows of the ten in total.

The easterly and westerly wings have been altered and the frontage has been partially lost. Alterations to the easterly unit appear less altered as the fascia board and modern windows are at a consistent level with neighbouring shops.

In the case of the easterly unit chimney pots remain. In the case of the westerly unit they appear to have been removed. Despite this single the roofscape remains intact and consistent across all 4 properties (see photo).

Recommendation made by (name of Proposer) : Evelyn Williams, Chair Reading Conservation Area Advisory Committee

Date : 8 April 2021 (v2.0 13 April 2021)






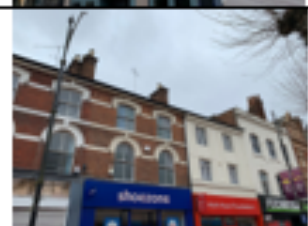

General notes and any other relevant information on the building/ structure by Proposer ⁴ making recommendation for local listing including reasons for recommendation ⁵

Source of all information and details of any supporting document used to support the recommendation to locally list the building or structure ⁶ .	
Detail of evidence/ document (including photographs)	Source/ reference of information
Sale of business of W H Prestwich to S V White of 52 Castle Street.	Berkshire Chronicle 9 April 1870
Architects and patrons for the shops	Sidney Gold. A biographical Dictionary of Architects at Reading
Plan in 1895 - Appendix	Attached separate document
Plan in 1853 - Appendix	Attached separate document (indicative only when BRO re-opens a better colour copy can be obtained).
OS Map 1879	Attached separate document - closest map to date of construction.

⁴ The 'Proposer' is anticipated to normally be the Planning Case Officer given that the identification of most buildings or structures will currently be identified through the process of determining planning applications, however, the 'Proposer' could also be a member of the public or another organisation's group.

⁵ Failure to meet the requirements for a building or structure to be locally listed at a particular point in time does not rule out future re-consideration of that building or structure if significant new evidence is produced.

⁶ Any supporting documentation provided cannot be returned and will be kept on file as part of the supporting documentation should the building be locally listed. Please only send photocopies (subject to relevant copyright) should you wish to keep a copy of any documentation.

	https://library.reading.gov.uk/cgi-bin/spyplus.exe/ENQ/WPAC/BIBENQ?SETLVL=&BRN=4628082 The shops in 1905
	https://library.reading.gov.uk/cgi-bin/spyplus.exe/ENQ/WPAC/BIBENQ?SETLVL=&BRN=4626505 Eastern part of the parade c1885 (James Gafford sketch)
	https://library.reading.gov.uk/cgi-bin/spyplus.exe/ENQ/WPAC/BIBENQ?SETLVL=&BRN=4626502 Western part of the parade c1885 (James Gafford sketch)
R F Salmon move	Reading Mercury 5 December 1868
E J Nicolle 'Late Hiscock'	Reading Observer 14 July 1883
Occupiers of units	Street directories 1842, 1865, 1888, 1899
	Chimney pots on Broad Street
	East side of parade
	West side of parade
	St Marys service area

Continue on separate sheet if necessary

COMMITTEE REPORT

**BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 12 January 2022**

Ward: Abbey

App No.: 211420/FUL

Address: 2 Howard Street, Reading

Proposal: Conversion of single dwelling (class C3) to Sui-Generis House in Multiple Occupation (HMO) for 9 persons, and conversion of the existing garage to bike and bin store, plus erection of two dormer windows and associated enabling internal works and minor external works (amended description)

Applicant: C/O Agent

Minor Application: 8 week target decision date: 9th November 2021

Extended of time date: 14th January 2022

RECOMMENDATION

GRANT planning permission subject to conditions and informatives.

CONDITIONS TO INCLUDE:

1. TL1 - Full - time limit - three years.
2. Approved Drawings.
3. Pre-commencement submission and approval of materials for external works including window and roof details.
4. Cycle storage as specified.
5. Bin storage as specified.
6. Prior to first occupation HMO parking permits (notification to LPA).
7. Prior to first occupation HMO parking permits (notification to occupants).
8. Communal areas marked as social rooms on the approved plans to be retained for communal use at all times.
9. Prior to first occupation submission and approval of noise insulation between basement bedrooms and ground floor communal areas.
10. The HMO use at ground, first and second floors hereby approved shall be restricted to nine single occupancy bedrooms.
11. The garage building shall be retained for storage, including bin and cycle storage ancillary to the use of the dwelling as a large HMO and shall not be used for further residential living accommodation.
12. The area laid as garden shall be retained for private garden with existing vegetation to be retained and shall not be converted into parking areas of areas of hardstanding.
13. Prior to occupation an HMO management plan to be submitted and approved and thereafter complied with.
14. Pre-commencement submission and approval of details of hard and soft landscaping details.
15. Removal of pd rights for extensions, including in roof, hardstanding and outbuildings.
16. Hours of construction (std).

17. Conversion to comply with submitted sustainability strategy.
18. No burning on site.

INFORMATIVES TO INCLUDE:

- Terms and Conditions
- Building Regulations
- No entitlement to parking permits
- Fire safety requirements
- Requirements of the Housing Act
- Highways
- Contact Waste Team to ensure correct number of bins is provided.
- Positive and Proactive
- Pre-commencement conditions agreed by applicant/agent
- HMO expectations informative
- Separate HMO licence required

1. INTRODUCTION

- 1.1 The application site is a two storey end of terrace property with basement and attic accommodation located on the west side of Howard Street. The plot is relatively large and the property has a rear conservatory and extension linking to a garage/workshop structure in the garden. There is a small lawn area at the front of the site, bound by hedging and palisade fencing, with gated access to the north of the building to the rear garden.
- 1.2 Whilst No.2 Howard Street is not listed, Nos. 4 and 4a, to the south are Grade II listed. No.101 Oxford Road, to the north of the site, is also Grade II listed.
- 1.3 The site is within the Castle Hill/Russell Street/Oxford Road Conservation Area and the subject property is identified as a Building of Townscape Merit within the Conservation Area Appraisal.
- 1.4 Paragraph 6.3.4 of the Castle Hill/Russell Street/Oxford Conservation Area Appraisal (2020) notes the following in respect of No.2 Howard Street:

“2 Howard Street dates from c.1850-70s and is an attractive single family home of substantial size with a well-tended front garden that lends itself positively to the street scene.”

Paragraph 6.3.8 of the appraisal notes:

“2 Howard Street, Circa 1850-1870. A fine, well-cared for single family home with intact detailing and interiors.”
- 1.5 The site is not within the Article 4 Direction Area, which restricts the permitted change of use from C3 dwellinghouse to C4 small House in Multiple Occupation (HMO).
- 1.6 The site is also within an Air Quality Management Area.
- 1.7 The application was called in by Councillor Page due to concern over the proposed HMO use.

Location Plan



Ordnance Survey, (c) Crown Copyright 2021. All rights reserved. Licence number 100022432

Aerial View



2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 The proposal was originally for the change of use from a C3 dwelling to 9-person (9 bedroom) HMO and conversion of existing garage/workshop to separate self-contained flat. The applicant was advised that this was considered to result in an over-intensive use of the site (and potential unacceptable subdivision of the plot) and revised plans were received omitting the conversion of the garage/workshop to self-contained flat and as such the description of development changed to confirm that just the house is proposed for use as a 9-person HMO with the garage retained for bicycle and bin storage.
- 2.2 The proposals include replacing the existing flat roof rear dormer window with two smaller pitch roof dormer windows. It is also proposed to replace the conservatory with a single storey rear extension. The materials for the new elements would match those of the host property.
- 2.3 Each HMO bedroom would have an en-suite bathroom and there would be a kitchen/dining area and separate living area.
- 2.4 The following plans and supporting documents were submitted with the application:

Location Plan PO1
Existing Basement and Ground Floor Plans PO4
Existing First and Second Floor Plans PO5
Existing Elevations PO8
Received 27th August 2021

Design, Heritage and Access Statement
Received 14th September 2021

Further to discussion with the agent, amended plans were submitted which removed the self-contained flat from the garage and instead proposed this space for the use of bike and bin storage. Revised plans also replaced the single flat roof dormer window with two smaller pitched roof dormer windows and plans also showed indicative soft landscaping.

Proposed Block Plan PO2B
Existing and Proposed Site Plans PO3B
Proposed Basement and Ground Floor Plans PO6B
Proposed Elevations PO9B
Proposed Site Plan P10B
Received 23rd November 2021

Proposed First and Second Floor Plans P07A
Received 8th December 2021

3. RELEVANT PLANNING HISTORY

- 3.1 None for No.2 Howard Street.
- 3.2 Other nearby sites:

4 Howard Street
210568/FUL: Conversion of single dwelling (class C3) to Sui-Generis House in multiple occupation (HMO) for 8 persons. Pending Consideration.

4a Howard Street

161375/FUL and 161376/LBC: Change of use from 8 bedroom house in multiple occupation (HMO) (Sui Generis) to 10 bedroom HMO (Sui Generis) to include internal changes, demolition of existing rear projection and erection of basement and single storey rear extensions. Permitted.

160550/FUL and 160551/LBC: Change of use from 8 bedroom house in multiple occupation (HMO) (Sui Generis) to 9 bedroom HMO (Sui Generis) to include internal changes, demolition of existing rear projection and erection of single storey rear extension. Permitted.

11-00489-FUL: Conversion of dwelling to 1 x 2 bed flat and 2 x 1 bed flats. Permitted.

11-00490-LBC: Listed Building Consent for internal and external alterations to convert one dwelling to 2 x 2 bed and 2 x 1 bed flats and erection of ground and basement rear extension. Permitted.

4. CONSULTATIONS

(i) Statutory

4.1 None.

(ii) Non-statutory

4.2 **Conservation and Urban Design Officer** - No comments received.

4.3 **Transport** - No objection subject to conditions and informatives, discussed below.

4.4 **Reading Conservation Area Advisory Committee (CAAC)** - No comments received.

(iii) Public/ local consultation and comments received

4.5 No. 4 Howard Street, 3, 5 and 7 Zinzan Street and 101, 103 and 105 Oxford Road were notified of the applications by letter. A site notice was also displayed at the application site and a press notice provided.

4.6 No neighbour letters of representation have been received.

5. LEGAL AND PLANNING POLICY CONTEXT

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

National Policy - National Planning Policy Framework (NPPF) 2021

Section 2 - Achieving Sustainable Development

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
Section 16 - Conserving and Enhancing the Historic Environment

- 5.2 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.
- 5.3 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.
- 5.4 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

National Planning Policy Framework 2021
National Planning Guidance 2014 onwards

Reading Borough Local Plan (Adopted November 2019)

CC1: Presumption in Favour of Sustainable Development
CC2: Sustainable Design and Construction
CC3: Adaption to Climate Change
CC5: Waste Minimisation and Storage
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
CC9: Securing Infrastructure
EN1: Protection and Enhancement of the Historic Environment
EN3: Enhancement of Conservation Areas
EN6: New Development in a Historic Context
EN15: Air Quality
EN16: Pollution and Water Resources
H5: Standards for New Housing
H8: Residential Conversions
H10: Private and Communal Outdoor Space
TR5: Car and Cycle Parking and Electric Vehicle Charging

5.5 Supplementary Planning Documents

Revised Parking Standards and Design (2011)
Residential Conversions (2013)
Affordable Housing SPD (2021)
Revised SPD on Planning Obligations under Section 106 (2019)
Sustainable Design and Construction SPD (2019)

5.6 Other relevant documentation / guidance / legislation

Castle Hill/Russell Street/Oxford Road Conservation Area Appraisal 2020
Historic England Good Practice Advice in Planning Note 1: Conservation Area Designation, Appraisal and Management (Historic England, 2016)

Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking (Historic England, 2015a)
Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Historic England, 2015b)
Principles of Conservation (Historic England, 2008)
Guide to the Conservation of Historic Buildings (British Standards Publication BS 7913:2013, 2015)
National Design Guide: Planning practice for beautiful, enduring and successful places (2019)

6. APPRAISAL

Introduction

6.1 For conversions to residential the main planning policy is: Policy H8 (Residential Conversions), which states that: *'Proposals to convert buildings into self-contained flats or for multiple occupation will be assessed against the impact on the amenity and character of the surrounding area, particularly in terms of intensification of activity, loss of privacy, loss of external amenity space, the provision and location of adequate on-site car parking and the treatment of bin storage areas and other related servicing.'*

Proposals to convert properties into self-contained flats or for multiple occupation will only be acceptable where:

- *The proposal respects the physical character of the area in terms of scale, location, materials and design, the arrangement of doors, windows and other principal architectural features;*
- *The proposal would not, either individually or cumulatively, unduly dilute or harm an existing mixed and sustainable community through the significant loss of single family housing;*
- *There are no unacceptable adverse impacts to residents of the scheme or surrounding properties arising from noise and disturbance in terms of the number and layout of units proposed and the proximity to other properties;*
- *There is no inappropriate stacking and location of rooms between units;*
- *Bin and cycle storage is of an appropriate size and standard for the units proposed and should be located at ground floor level with easy access; and*
- *The resulting property or properties would provide adequate internal floorspace and headroom for residents.'*

Policy H8 continues:

'Additionally, in the case of sui generis houses in multiple occupation (HMOs):

- *The property to be converted measures more than 120 square metres gross;*
- *There is sufficient communal space.'*

6.2 Along with the relevant adopted local planning policies, the appraisal of the application has been assessed against the adopted Residential Conversions SPD (2013), which provides further detail for the adopted policies. Section A of the SPD, deals with the 'General Assessment of all Conversions' (i.e. from C3 dwellinghouses to flats or HMOs (both small C4 use and sui generis HMOs). Section B specifically covers the assessment of applications for HMOs within the area covered by the Article 4 Direction. Albeit not located within an area covered by the Article 4 Direction, this application has been considered against both sections.

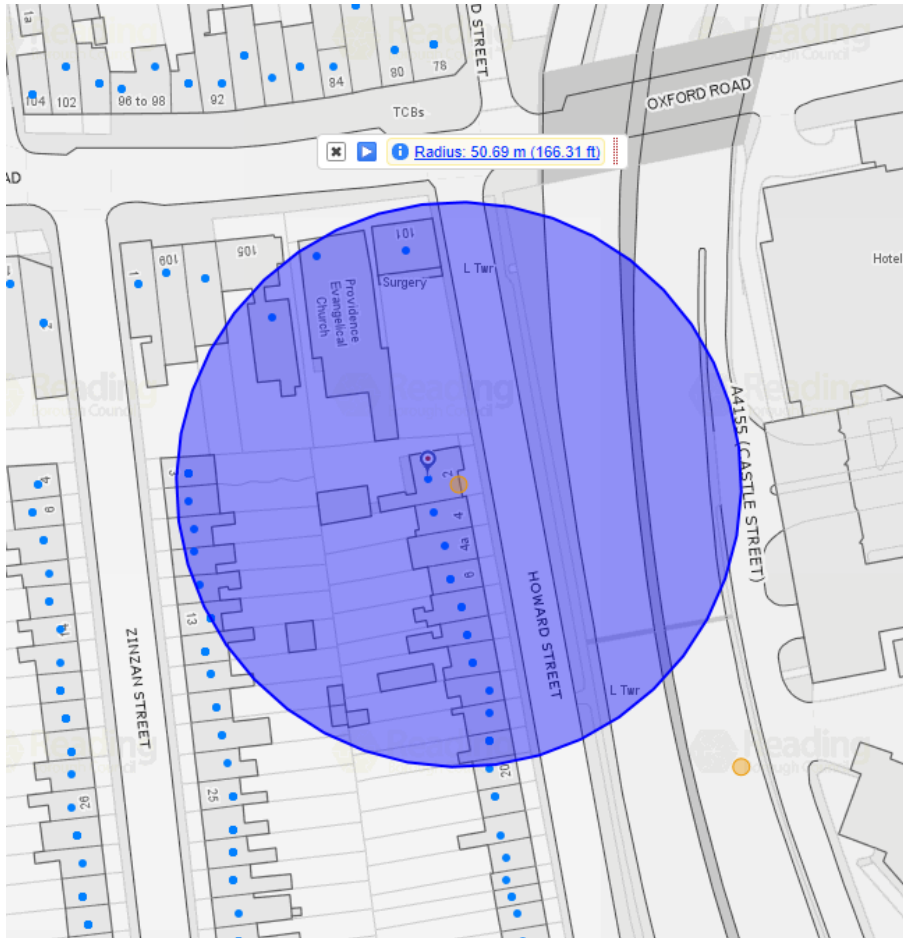
Main considerations:

The main issues to be considered are:

- i) Principle of development: Size requirements and whether the property results in unduly diluting or harming a mixed and sustainable community
- ii) The impact on amenity of future occupiers and existing residents of nearby properties
- iii) Design considerations and impact on the Conservation Area and other heritage assets
- iv) Car/ cycle parking
- v) Bin storage
- vi) Sustainability

(i) Principle of development: Size requirements and whether the property result in unduly diluting or harming a mixed and sustainable community

- 6.3 In terms of whether a property is suitable to be converted to a large HMO, Policy H8 (Residential Conversions) and the Residential Conversion SPD requires the property to have a gross floor area in excess of 120m² when measured externally. The property meets this requirement and therefore the conversion into a large HMO is acceptable in principle.
- 6.4 Further assessment as to whether a property is suitable for conversion is whether such a conversion would result in unduly diluting or harming a mixed and sustainable community. This is assessed using the ‘tipping point’ calculation.
- 6.5 The SPD identifies that the *‘tipping point is when the concentration of HMOs becomes over dominant and the community is no longer considered to be mixed and sustainable.’* The SPD states that *“planning permission will not normally be granted where the proportion of HMOs will result in HMOs representing 25% or more or the residential properties within a circle of 50m radius measured from the application site” (para. 5.43).*
- 6.6 Further to this, it is noted that the site lies outside of the Borough’s Article 4 Direction area, wherein HMO developments are more strictly controlled. In this respect, Policy H8 only refers to use of the 25% threshold inside these areas. However, the SPD, (para 4.2) explains that this calculation is to be applied to changes of use from C3 dwellinghouses to large *sui generis* HMOs anywhere in the Borough. Specifically, in respect of large *sui generis* HMOs the policy guidance does refer to the need to comply with the 25% threshold both within and outside Article 4 areas. Taking this guidance but noting the absence of such requirements in the overarching Policy H8 it is considered that the 25% threshold represents a good ‘rule of thumb’ for testing whether the proposal would unduly dilute or harm an existing mixed and sustainable community and as such this calculation has been undertaken by officers.
- 6.7 The concentration of HMOs in the area surrounding the application site has been calculated as a percentage of the total estimated number of existing HMOs (C4 or *sui generis*) against the total number of residential properties, i.e. those falling with C3, C4 or *sui generis* HMO use. Available data from Environmental Health, Council Tax, extant (unimplemented) permissions for HMOs, data on property websites, and data held by the Enforcement Team, has been used.



6.8 The total number of properties within the 50m radius, including the application site, has been calculated as twenty-three. At the time of this assessment the total number of properties in HMO use, using the above sources of data, is estimated to be four (excluding the application site) and therefore the overall percentage is calculated as 17.39% which is below the threshold of a maximum of 25%. If the application site were to become an HMO this would push the percentage to 21.74% and would remain below the threshold of a maximum of 25%. In this regard, , the proposals are not considered unduly dilute or harm an existing mixed and sustainable community through the significant loss of single-family housing. Therefore, the principle of the conversion of the application property to a 9 person large Sui Generis HMO is therefore considered acceptable subject to meeting other policy requirements below.

(ii) **The impact on amenity of proposed and existing residents of nearby properties**

6.9 The Residential Conversions SPD sets out a number of checklist items which provide further detail related to adopted Policies CC8, H8 and H10 of the Reading Borough Local Plan 2019.

6.10 Policy CC8 (Safeguarding Amenity) requires development to not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties, in terms of: Privacy and overlooking; Access to sunlight and daylight; Visual dominance and overbearing effects of a development; Harm to outlook; Noise and disturbance; Artificial lighting; Vibration; Dust and fumes; Smell; Crime and safety.

6.11 Policy H8 (Residential Conversions) requires that there are no unacceptable adverse impacts to residents of the scheme or surrounding properties arising from noise and disturbance in terms of the number and layout of units proposed and the proximity to other properties.

6.12 Policy H10 (Private and Communal Outdoor Space) deals specifically with private and communal space and requires such space to allow for sitting out, children's play areas, home food production, green waste composting, refuse storage, drying space.

Room Sizes

6.13 The SPD states, "*Where the cooking facilities are provided in a separate room, each bedroom must be a minimum of:*

- *6.5 square metres if occupied by one person;*
- *10.5 square metres if occupied by two persons*".

6.14 The bedrooms are proposed for one person and there is a separate communal kitchen/dining area (and separate communal living area discussed below). The kitchen/dining area is shown as 19.1sqm and the smallest bedroom (no.8 on the first floor) is 12sqm with the majority of bedrooms far larger than this and all have en-suite bathrooms. All the proposed bedrooms (and kitchen area) are acceptable in terms of size and occupancy of the HMO will be restricted by condition.

Communal Space

6.15 The SPD identifies that the amount of communal space that is considered appropriate in a large HMO would be dependent on the number and size of bedrooms. The standard set out is for one communal room for every 4-6 bedrooms depending on the size of the bedroom. The amended scheme provides for two communal areas on the ground floor with a total area of 31.3sqm comprising a kitchen/dining room (19.1sqm) and a separate living area (12.2sqm) with seating for 9 persons. Furthermore, there will be bike and bin storage areas for future occupiers and a separate garden room area which could be used for extra storage if required. As above, all the bedrooms are of a good size and the communal space is considered to be of an acceptable size and layout to accommodate residents. Therefore, the overall level of communal provision is considered acceptable. A condition is recommended to ensure that the communal areas are retained for communal use only.

Amenity Space

6.16 The application includes a good size rear garden area of 204m² and amended plans indicate hard and soft landscaping as well as soft landscaping to the front of the site. Plans also show bike and bin storage within the existing garage structure and as such no further outbuildings are required. Given the size and nature of the communal garden area, which is considered to provide sufficient space for functional communal space and sitting out and given the site's central location close to public recreation and leisure facilities, this is considered to be in accordance with Policy H10.

External windows

6.17 All habitable rooms would benefit from external windows. The two basement bedrooms would be served by large front and rear lightwells providing an acceptable degree of daylighting to these rooms. Furthermore, the head height of the two bedrooms in the basement (2.3m) is acceptable.

Layout/Stacking of Rooms

- 6.18 The Council's House Conversions SPD seeks to avoid layouts which locate living rooms, bathrooms and kitchens, next to, above, or below, proposed or neighbouring bedrooms. The layout largely achieves this with only the communal kitchen/dining/living room located above the basement units. The remainder of the rooms are stacked appropriately. The development would likely require additional internal insulation to ensure basement bedrooms are protected from noise and to comply with building regulations and a condition requiring details of how this will be achieved to safeguard residential amenity will be required prior to commencement of the development.

Privacy and Overlooking/Overbearing Impacts

- 6.19 The two proposed dormer windows would face down the application site garden and any views towards the garden of No.4 Howard Street would be at an oblique angle. It is not considered that there would be any significant material loss of privacy over and above the existing dormer window such to raise concern. Given the scale and position of the dormer windows, they will not result in any overbearing effects to any neighbouring property. Similarly, given the position of the single storey rear extension, this is not considered to result in any material overbearing effects over and above the current situation.

Noise and Disturbance and Pollution

- 6.20 The level of noise and disturbance from nine people is unlikely to be significantly harmful to the residents of adjoining properties, additional nuisance is controlled by civil enforcement (police) and statutory nuisance legislation (Environmental Health). A condition is recommended requiring the submission and approval of a management agreement, which among other matters includes the requirement to set out how noise within and outside the property will be managed.

(iii) Design considerations and impact on conservation area and other heritage assets

- 6.21 Policy CC7 (Design and the Public Realm) seeks to ensure that new development enhances and preserves the local character. Policy H10 (Private and Communal Outdoor Space) states that the design of outdoor areas will respect the size and character of other similar spaces in the vicinity.

- 6.22 The site lies within the Castle Hill/Russell Street/ Oxford Road Conservation Area and as such there is a duty imposed by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requiring decision makers to have special regards to the desirability of preserving or enhancing the character or appearance of a Conservation Area. This is reflected in Policy EN1 (Protection and Enhancement of the Historic Environment) which states that historic features and areas of historic importance and other elements of the historic environment, including their settings, will be protected and where appropriate enhanced and Policy EN3 (Enhancement of Conservation Areas) which states that the special interest, character and architecture of Conservation Areas will be conserved and enhanced and that development proposals within Conservation Areas must make a positive contribution to local character and distinctiveness. The Council will, therefore, have regard to both the quality of the townscape and the quality and interest of the area, rather than solely that of the individual building.

- 6.23 Whilst No.2 Howard Street is not listed, it is identified in the Conservation Area Appraisal as a Building of Townscape Merit and is therefore reasonable to consider

this to be a non-designated heritage asset. Furthermore, No.4 (and 4a) Howard Street is a listed building. As such there is also a duty imposed by Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requiring decision makers to have special regard to the desirability of preserving its setting or any features of special architectural historic interest which it possesses. This is also reflected in Policy EN1.

- 6.24 Paragraph 130 of the NPPF 2021 states that decisions should ensure that developments are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character including the surrounding built environment.
- 6.25 Paragraph 199 of the NPPF 2021 details that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 6.26 The recently published National Design Guidance identifies 10 key components for good design and of particular note is the characteristic of 'Context' and it states that "well designed new development responds positively to the features of the site itself and the surrounding context beyond the site boundary. It should enhance positive qualities and improve negative ones." Additionally, there is specific reference to 'views inwards and outwards'.
- 6.27 Given the nature of the proposals, there would be no increase in the footprint of the property. In fact, following the replacement of the existing conservatory with single storey rear extension there would be a slight reduction in the footprint. The Conservation Area Appraisal identifies the building as having well-intact interiors and the building has largely been well maintained. The building is not listed and as such there is little planning protection over interior alterations generally. However, it is noted that the proposals would not require a high degree of harmful change as the proposed HMO use would by its nature fit within existing internal spaces preserving the existing plan-form and would not require significant other alteration as shown on the proposed plans.
- 6.28 The proposed single storey rear extension would remain a subservient addition to the main property. Comprising red brick, white timber sash windows and slate roof, that would match the host property, this is considered to be an improvement on the existing uPVC conservatory. The rear extension would also allow for the reinstatement of the basement level window and allow increased daylight into the basement area than achieved at present.
- 6.29 Concern was originally raised by the case officer that the proposed flat roof rear 'box dormer' window would, due to its scale and design, fail to satisfactorily integrate with the character of the host property or preserve or enhance the character and appearance of the Conservation Area. Revised plans were received replacing the dormer window with two smaller pitched roof dormer windows. These revised dormer windows would not be excessive in scale and would neatly align with the windows below. They would be set well below the main roof ridge, sitting comfortably within the roof slope and they are not considered to result in any harm to the character and appearance of the Conservation Area nor the setting of the adjacent listed building. Indeed, the dormer windows would replace the existing single dormer window that is currently considered to be visually discordant. In this respect, the proposed dormer windows are considered

to result in a visual benefit to the building and character and appearance of the Conservation Area.

- 6.30 The proposals include the renovation of the existing rear garage structure, which includes replacing the corrugated galvanised steel tin roof with slate to match the main building and replacing the existing timber walls with fire retardant treated vertical timber boarding. This is considered to improve the overall character and appearance of this structure.
- 6.31 Further to revised plans omitting the originally proposed self-contained flat from the scheme, the garage structure is instead now proposed to be for bin and cycle storage, rather than requiring a separate structure for storage within the garden. This is considered to be an efficient use of the land/existing structure and will prevent the harmful clutter of bins, which is normally an indicator of large HMO use.
- 6.32 Overall, it is considered that the proposed external works would not result in any detrimental effect on the character or appearance of the Conservation Area or the setting of the nearby listed buildings. The proposals, which include refurbishment works, are considered to provide some enhancement to the appearance of this non-designated heritage asset. To ensure design quality, conditions are recommended above requiring the submission of external material details including window details. In design terms the proposal is considered to be in accordance with Policies CC7, EN1, EN3 and H10.

(iii) Car/Cycle parking

- 6.34 The site is located within Zone 2 for accessibility as identified in the Council's Parking and Design SPD, the primary core area but on the periphery of the central core area which lies at the heart of Reading Borough, consisting primarily of retail and commercial office developments with good transport hubs.
- 6.35 In accordance with the SPD, an HMO property would be required to provide 0.25 car parking spaces per room. No off-road parking is to be provided with this proposal. However, given the close proximity to the town centre and good transport links this is considered acceptable in this instance. Future occupiers would not be automatically entitled to resident or parking permits for the surrounding residential streets where parking is under considerable pressure. This would ensure that the development does not harm the existing amenities of neighbouring residential properties by adding to the already high level of on street car parking in the area. Conditions and an informative are included in the Recommendation above regarding a restriction on the entitlement to parking permits for existing and future schemes in the area.
- 6.36 In accordance with the SPD, cycle storage for an HMO should be provided at a ratio of 0.5 secure cycle storage spaces for each letting room, in the form of Sheffield type stands within a lockable store. 12 Sheffield stands are proposed in the existing garage structure which exceeds the required provision and is acceptable. A compliance condition is recommended to ensure that this facility is provided and retained for bicycle parking at all times.

(iv) Bin Storage

- 6.37 Policy H8 requires that bin storage is of an appropriate size and to which there is easy access. Bins are proposed to be stored in the existing garage in the rear

garden, which is acceptable. Bins will be moved to the front side of the property on collection day. The recommended condition for the management plan agreement will include for management of the disposal of waste. Given that the bins would be stored within an existing structure (which in itself is proposed to be refurbished) this is not considered to result in any detrimental impact on the character or appearance of the Conservation Area (or setting of the adjacent listed building) and nor would it raise amenity concerns for residents. A condition is recommended to ensure this facility is provided and retained. An informative is included to advise contacting the Council's Refuse and recycling Team to ensure the correct capacity of bins is provided.

(v) **Sustainability**

- 6.38 Policy CC2 (Sustainable Design and Construction), supported by the Council's Sustainable Design and Construction SPD seeks the proposal, as a 'creation of new residential units through conversion', to comply with BREEAM Level of 'Very Good'. Policy CC2 also requires new development to reduce the consumption of resources and materials by using designs and site layouts which use *"energy, water, minerals, materials and other natural resources appropriately, efficiently and with care and take account of the effects of climate change"*.
- 6.39 Policy CC3 (Adaption to Climate Change) requires that all developments demonstrate how they have been designed to incorporate measures to adapt to climate change. Supporting text in para 4.1.8 states that *"The design of developments therefore needs to more carefully consider matters such as shading, insulation and ventilation, surface water runoff and storage and the use of appropriate tree and other planting."*
- 6.40 Further to the above, it is acknowledged that the proposals, as largely a refurbishment proposal of an older, characterful building, and change of use of an existing building, do not neatly align with the standard BREEAM requirements. Instead, the applicant is proposing sustainability enhancements to support the application including: energy efficient lighting; energy efficient fixtures/fittings (water heating and water management); soft landscaping.
- 6.41 Officers are satisfied that in this specific instance and with regard to the site context and nature of the scheme, that the proposals will allow the building to perform in an improved way to meet current sustainability policy expectations and the improvements will be secured by condition. As such, the proposal is considered to comply with Policies CC2 and CC3.

Equality Impact

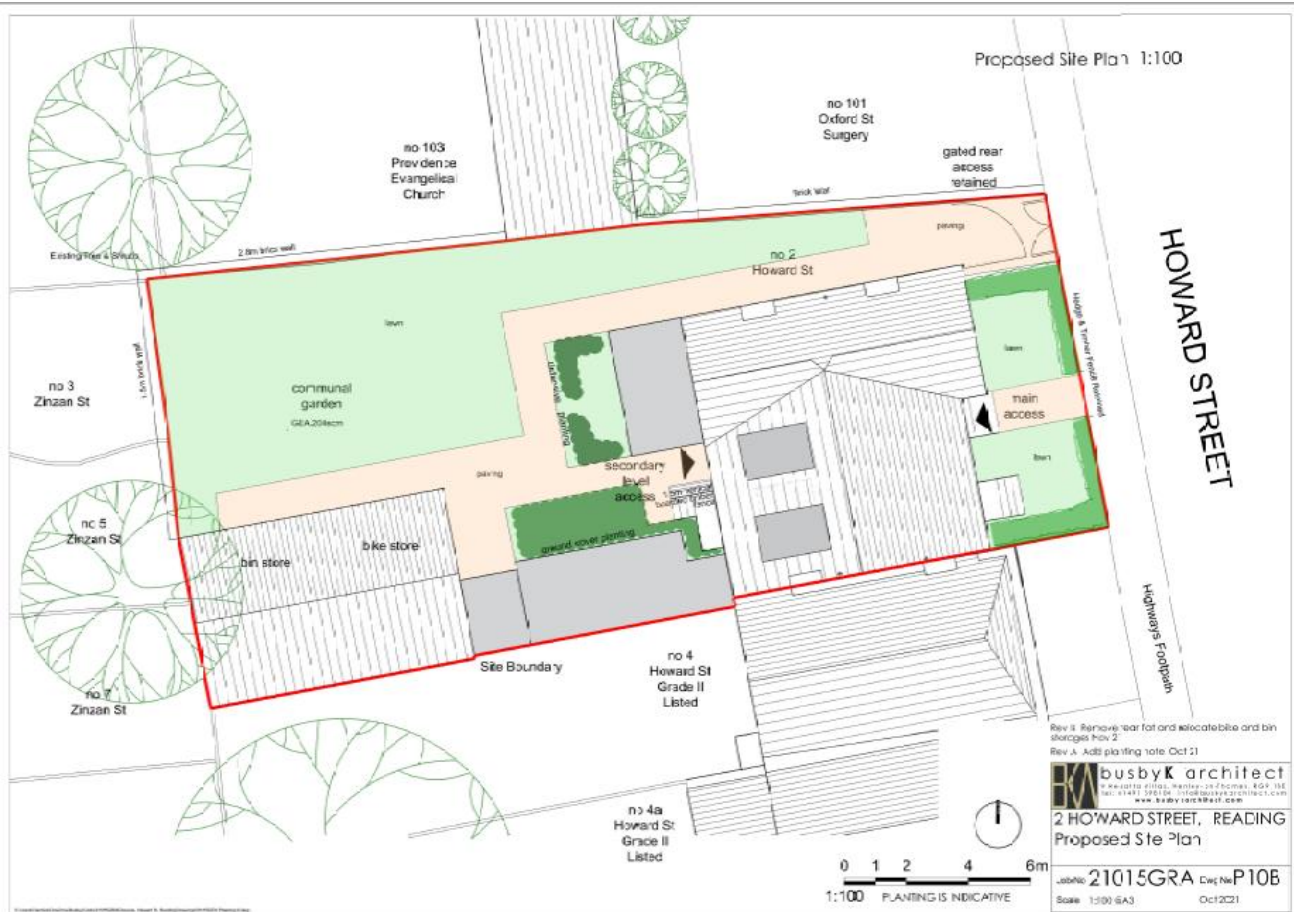
- 6.42 In determining these applications, the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, and 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.

7. CONCLUSION

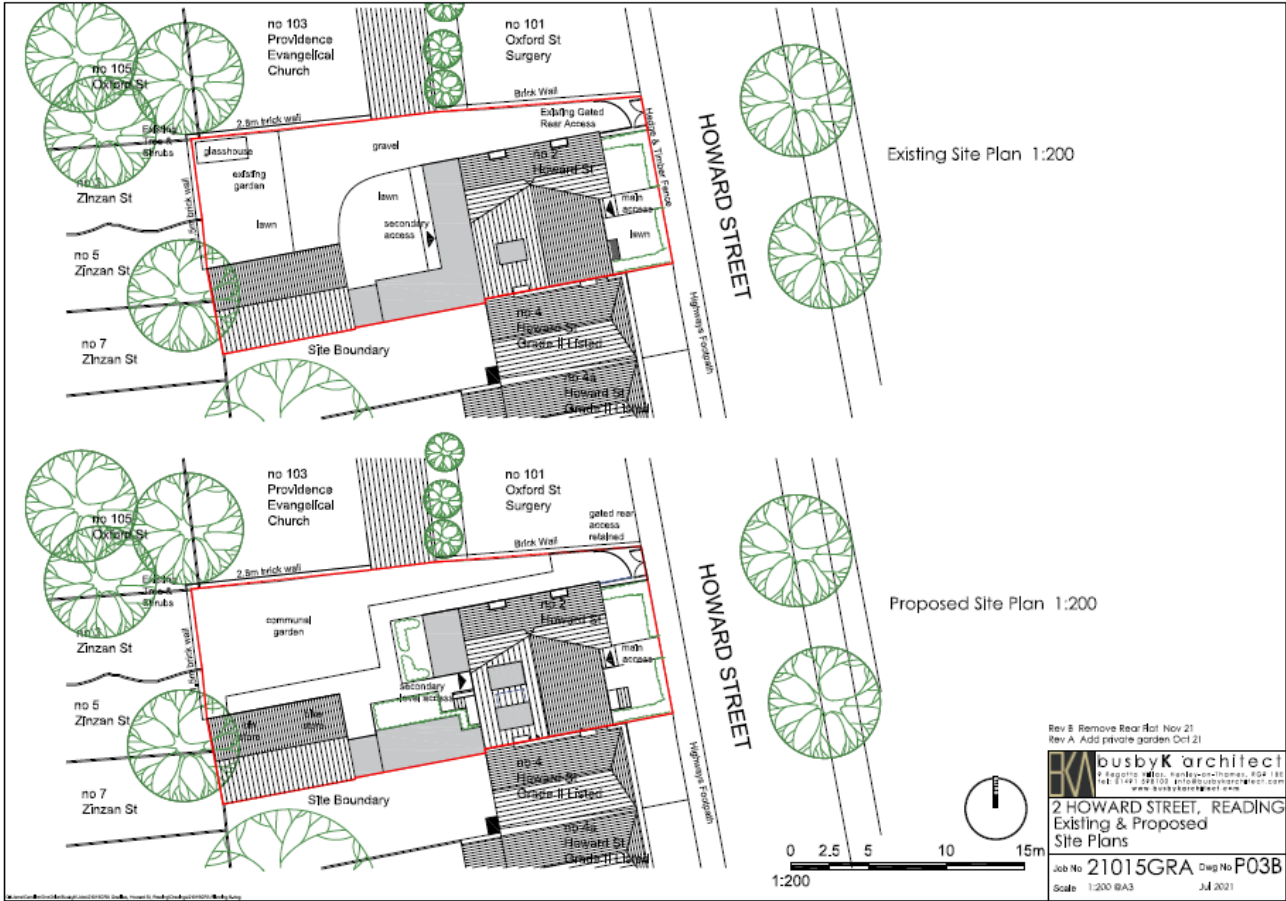
- 7.1 The proposal has been considered in the context of the Reading Borough Local Plan 2019.
- 7.2 The proposal to convert the property from a C3 dwellinghouse to large HMO is not considered to unduly dilute or harm the surrounding area and will ensure that this remains a mixed and sustainable community. In addition to this, it is considered that the proposal will not have any detrimental impact on amenity of future residents or existing residents of nearby properties, and nor will the proposals have any detrimental effect upon the character of the property as a Building of Townscape Merit or character and appearance of the Conservation Area or other nearby heritage assets.
- 7.3 Officers have worked positively and proactively with the applicant on this scheme, and amendments have been secured, which considered to satisfactorily address policy issues and, overall, officers consider this to be a supportable scheme. It is therefore recommended for approval subject to conditions and informatives as above.

Case Officer: Ethne Humphreys

Application Drawings



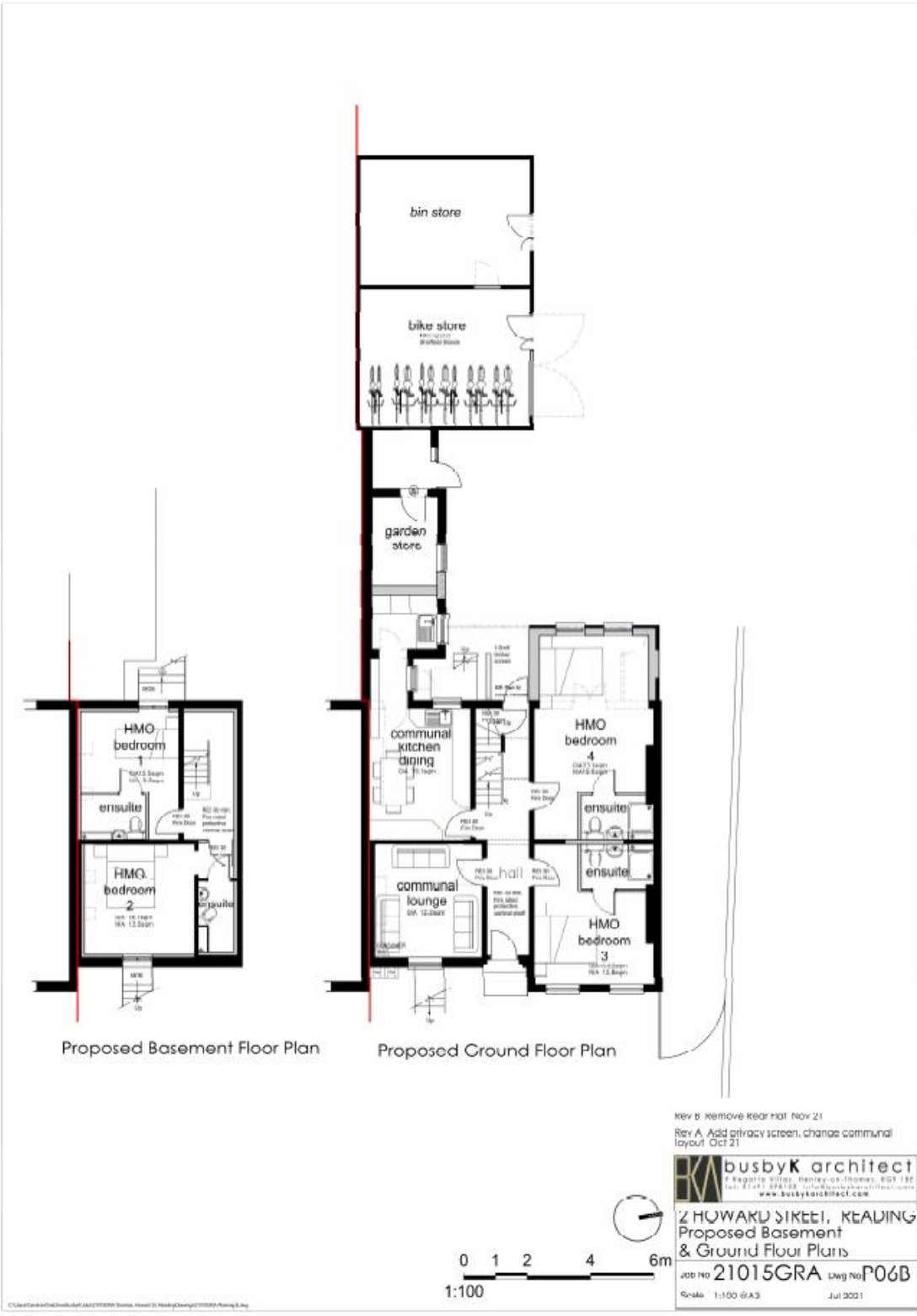
Proposed Site Plan



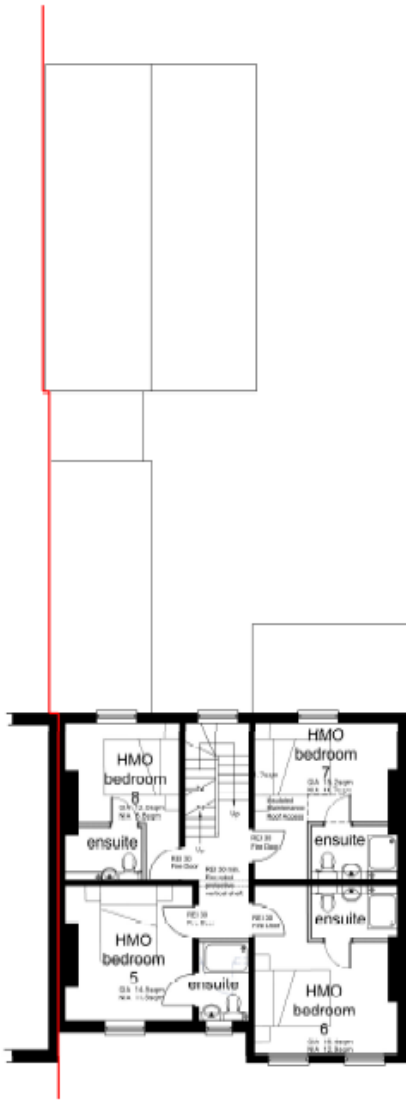
Existing and Proposed Site Plans



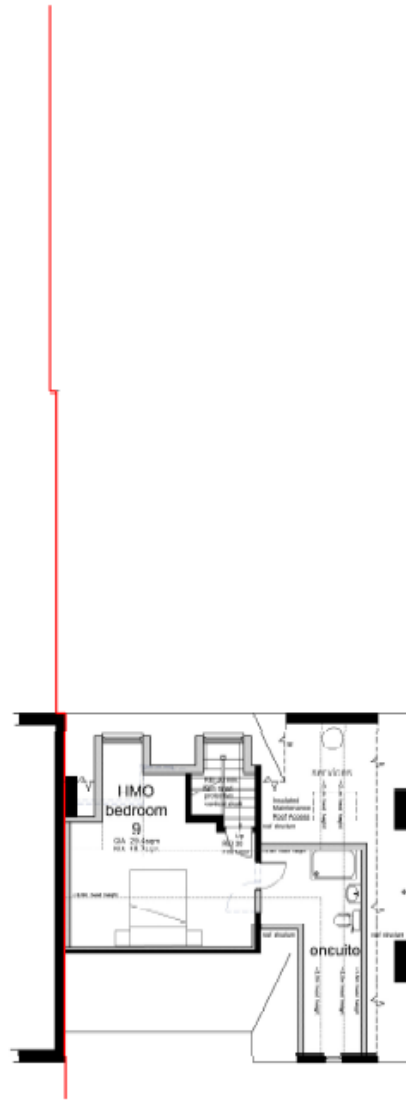
Proposed Elevations



Proposed Basement and Ground Floor Plans



Proposed First Floor Plan



Proposed Second Floor Plan

Rev A Change dorners Oct 21

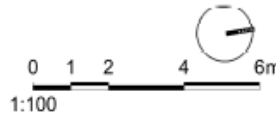
busbyK architect
 7 Regatta Walk, Henley-on-Thames, RG1 1BE
 Tel: 01491 378108
www.busbykarchitect.com

2 HOWARD STREET, READING

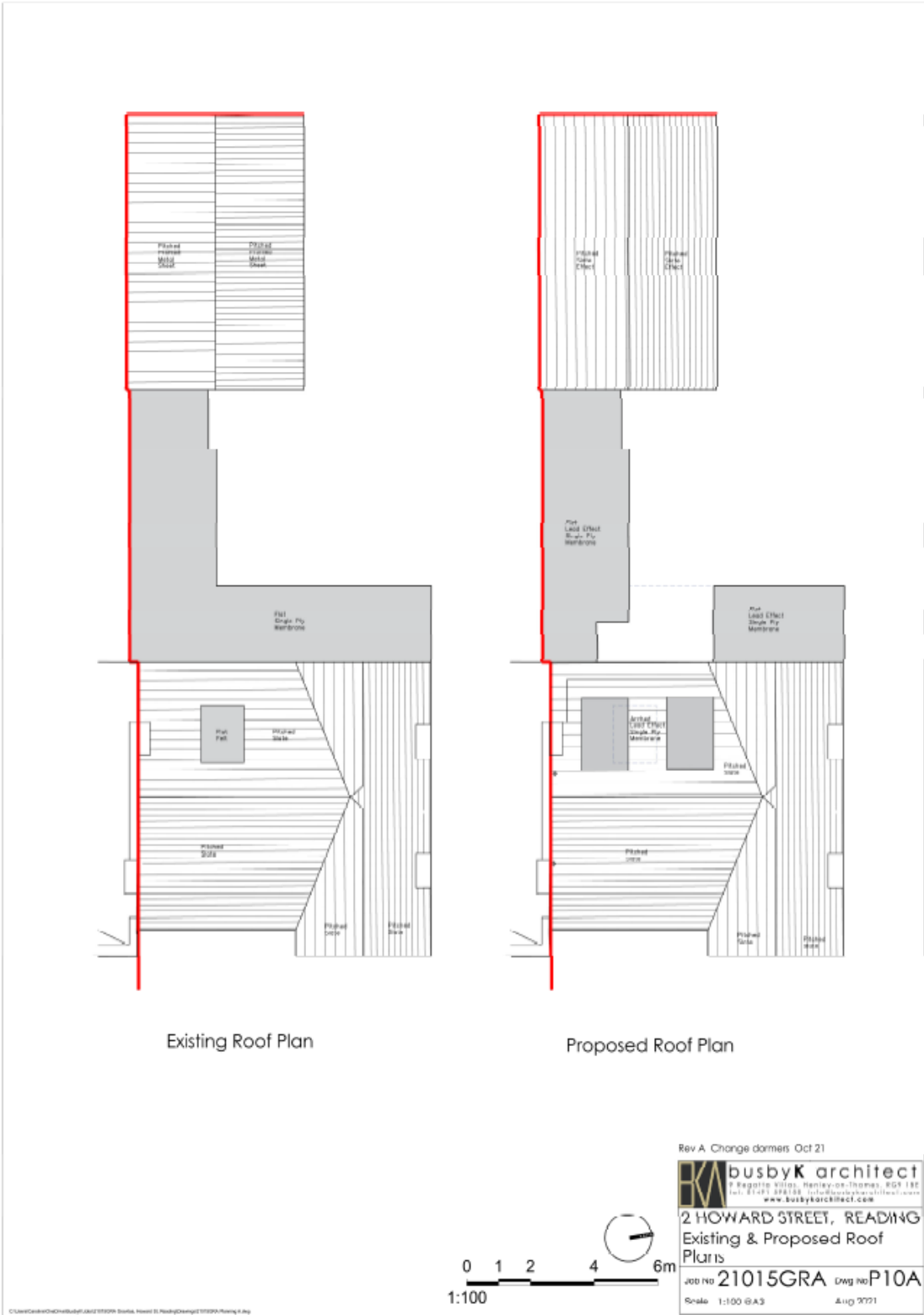
Proposed First
 & Second Floor Plans

JOB No 21015GRA Dwg No P07A

Scale 1:100 GA3 Jul 2021



Proposed First and Second Floor Plans



Existing and Proposed Roof Plans

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BY THE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 12th January 2022

Ward: Church

App No.: 210854/FUL

Address: 56 Christchurch Road

Proposal: Change of use of ground floor from shop (Class E) to hot food takeaway (Class Sui Generis), and installation of extract duct to rear.

Applicant: Coffee Corner

Deadline: 04 August 2021

RECOMMENDATION

GRANT planning permission subject to conditions and informatives.

Conditions

1. Time limit - The development hereby permitted shall begin no later than *three* years from the date of this planning permission.

REASON: In pursuance of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004) in order to prevent an accumulation of unimplemented planning permissions.

2. Approved plans - The development hereby permitted shall ONLY be carried out in accordance with the following approved plans and documents:

Drawing No: A-1000 Rev. D - Site Location and Proposed Site Plan (received 09/06/21)

Drawing No: A-1200 Rev. A - Existing and Proposed Ground Floor Plans (received 25/05/21)

Drawing No: A-1210 Rev. B - Proposed Elevations (received 09/06/21)

Noise Assessment by Paragon Acoustic Consultants, ref: 20210902_4887_ENA_02.docx (received 02/09/21)

REASON: For the avoidance of doubt and to ensure that the development is carried out and adhered to in accordance with the application form and associated details hereby approved.

3. Materials - The extract duct shall be as specified on the plans and/or application forms unless otherwise agreed in writing with the Local Planning Authority.

REASON: In the interests of visual amenity and ensuring the new development responds positively to the local context and character in accordance with Policy CC7 of the Reading Borough Local Plan 2019.

4. Amplified music hours permitted - No amplified sound or music shall be played at the premises outside the following times: 11pm until 9am on Mondays to Saturdays and on Sundays.

REASON: To safeguard the amenity of nearby occupiers, premises and the area generally in accordance with Policy CC8 of the Reading Borough Local Plan 2019.

5. Noise levels of plant/equipment restricted - The specific sound level of the plant/equipment hereby approved, (LAeq,TR) (with reference to BS:4142) as measured at a point 1 metre external to the nearest noise-sensitive facade shall be at least 10dB below the pre-existing background sound level, LA90,T when all plant/equipment (or any part of it) is in operation. The rating level, LAr,Tr (specific sound level plus any adjustment for the characteristic features of the sound) as measured at a point 1 metre external to the nearest noise-sensitive facade (habitable window of a dwelling) shall not exceed the pre-existing background sound level, LA90,T when all plant/equipment (or any part of it) is in operation.

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

6. Extract duct installation, management and maintenance - The extract duct shall be installed in accordance with the approved Noise Assessment (ref: 20210902_4887_ENA_02.docx, by Paragon Acoustic Consultants) before the use hereby permitted is made open to the public. Thereafter the extract duct shall be managed and maintained in accordance with the approved noise mitigation specifications, with an ongoing schedule of cleaning and maintenance works to be made available for inspection by Council Officers on request.

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

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

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

8. Hours of opening - The premises shall not be used by members of the public outside the hours of 9am to 11pm on Mondays to Saturdays and 9am to 10pm on Sundays or Bank Holidays.

REASON: In order to protect local residents from unreasonable disturbance arising from the use in accordance with Policy CC7 and CC8 of the Reading Borough Local Plan 2019.

9. Hours of deliveries/waste collection - Hours for deliveries and/or waste collection are restricted to 9am to 6pm on Mondays to Saturdays and 10am to 5pm on Sundays or Bank Holidays.

REASON: In order to protect local residents from unreasonable disturbance arising from the use in accordance with Policy CC7 and CC8 of the Reading Borough Local Plan 2019.

10. Litter strategy (to be approved) - A Waste & Litter Management Plan shall be submitted for the written approval of the Local Planning Authority before the use hereby permitted is made open to the public. The Waste & Litter Management Plan shall include details of where commercial waste is to be stored on site, how it is to be protected from vermin and how collected and how litter arising from customers of the use is to be managed. The Waste & Litter Management Plan shall be implemented and followed as approved.

REASON: To safeguard the amenities of the adjoining premises and the area generally, in accordance with Policy CC7 and EN16 of the Reading Borough Local Plan 2019.

11. Vehicle parking (to be approved) - No development shall commence on site until a plan showing how two vehicle parking spaces can satisfactorily be provided on site

is submitted to and been approved in writing by the Local Planning Authority. The vehicle parking spaces shall be provided in full accordance with the approved details prior to first occupation and thereafter kept free of obstruction and retained in accordance with the approved details and shall remain available for the parking of vehicles at all times.

REASON: These details are required due to insufficient information being contained within this submission and in order to ensure that the development is provided with adequate parking facilities to meet the needs of future occupiers and to reduce the likelihood of roadside parking which could be a danger to other road users in accordance with Policy TR3 and TR5 of the Reading Local Plan 2019.

12. Bicycle parking (to be approved) - No development shall commence on site until a plan showing how four cycle parking spaces can satisfactorily be provided on site is submitted to and been approved in writing by the Local Planning Authority. The cycle parking spaces shall be provided in full accordance with the approved details prior to first occupation and thereafter kept free of obstruction and retained in accordance with the approved details and shall remain available for the parking of bicycles at all times.

REASON: These details are required due to insufficient information being contained within this submission and in order to encourage travel by sustainable alternatives to private vehicle in accordance with Policy TR3 and TR5 of the Reading Local Plan 2019.

13. Refuse and recycling, including pest/vermin control (to be approved) - Notwithstanding the approved drawings, the development hereby permitted shall not be occupied or the approved use commence, whichever is the sooner, until details of refuse and recycling storage sufficient for the intended development has been submitted to and approved in writing by the Local Planning Authority. The details shall include measures to prevent pests and vermin accessing the storage. The approved details, including pest and vermin control measures, shall be fully implemented before first occupation or the use first commences, whichever is the sooner, and the areas of land so provided shall not be used for any purposes other than the storage (prior to disposal) or the collection of refuse and recycling and shall be thereafter retained and maintained as such, unless otherwise agreed in writing by the Local Planning Authority.

REASON: In the interests of general amenity, to ensure convenience of arrangements for refuse and recycling storage and collection and to ensure that no obstruction is caused on the adjoining highway, in the interest of highway safety and in accordance with Policy CC7 of the Reading Local Plan 2019.

14. Deliveries and servicing plan (to be approved) - Prior to first occupation of the development hereby approved, a Delivery and Servicing Plan to manage how vehicles shall access the development without creating safety concerns and congestion based on the anticipated number of vehicle trips associated with delivery and servicing vehicles for the development shall be submitted to the Local Planning Authority for approval in writing. Thereafter deliveries and servicing will be carried out in accordance with the approved Delivery and Servicing Plan.

REASON: In the interest of the safety and convenience of all highway users in accordance with Policy TR3 and TR5 of the Reading Local Plan 2019.

Informatives

1. Terms
2. Building Control
3. Complaints about construction
4. Encroachment
5. Highways

- | |
|--|
| <ol style="list-style-type: none">6. Advertisements7. Pre-commencement conditions agreed by agent8. Positive and proactive |
|--|

1. INTRODUCTION

- 1.1 The application was deferred from your 1st December 2021 Planning Applications Committee for further clarification on vehicle parking, litter management and uses in the Key Frontage. The main report and update report are appended below. The Committee also requested that the full wording of conditions be provided, and this is set out in the Recommendation box above.

2. VEHICLE PARKING

- 2.1 The application site includes a yard to the rear, accessed via Whitley Park Lane. No formal marked out parking arrangement currently exists for the yard. To the front of the building within the highway is a restricted parking area, for the parking of vehicles for up to 30 minutes, Mondays-Saturdays, with no return within 30 minutes. This parking area is outside of the application site red line and therefore is not under the applicant's control.
- 2.2 In accordance with the Council's Revised Parking Standards and Design SPD, the proposed use would require the same number of parking spaces as the existing use. The SPD applies a zonal scheme to parking across the Borough. The application site falls within Zone 2 of this scheme. The SPD requires a hot food takeaway use in Zone 2 to provide one on-site parking space per 50sqm of floor space. The unit subject of this application has a floor area of approximately 100sqm. On this basis, two on-site vehicle parking spaces are required for the proposed use. These spaces would be located within the rear yard, as located on Drawing No: A-1000 Rev. D. A condition is applied requiring the submission for approval of a plan showing how two parking spaces can be satisfactorily provided.

3. LITTER MANAGEMENT

- 3.1 As set out in the main report, the proposed use has the potential to generate levels of litter above that of a retail use, which if not carefully managed could be harmful to the visual amenities of the area. The applicant is aware of this issue, and as per Drawing No: A-1000 Rev. D two bins for the use of customers would be located to the front of the unit. An area for the storage of commercial waste is to be located to the rear yard. A condition is recommended requiring the submission for approval of a Waste & Litter Management Plan prior to the commencement of the use to also include details of trade refuse and recycling storage, including pest and vermin control measures.

4. USES IN THE KEY FRONTAGE

- 4.1 The existing lawful uses of units within the Key Frontage are set out within the main report and update report, appended below. In considering the proposals, officers have made their assessment on the basis of the lawful uses within the Key Frontage. Were any uses within the Key Frontage to be unlawful, action could be considered against Reading Borough's Planning Enforcement Policy, where considered appropriate/expedient to do so.

5. CONCLUSION

- 5.1 As set out in the main report, officers find no conflict with the identified policies and the application is recommended for approval on this basis with recommended conditions to ensure that no significantly harmful impacts arise as a result of the proposed change of use.

Case Officer: Tom Hughes

Appendices: report and update report to 1st. December 2021 Planning Applications Committee

APPENDIX 1

BY THE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 01/12/21

ITEM NO.

Ward: Church

App No.: 210854/FUL

Address: 56 Christchurch Road

Proposal: Change of use of ground floor from shop (Class E) to hot food takeaway (Class Sui Generis), and installation of extract duct to rear

Applicant: Coffee Corner

Deadline: 04/08/21

RECOMMENDATION

GRANT planning permission subject to conditions and informatives.

Conditions

1. Time limit
2. Approved plans
3. Materials
4. Amplified music hours permitted
5. Noise levels of plant/equipment restricted
6. Ventilation and extraction (to be approved)
7. Hours of opening
8. Hours of deliveries/waste collection
9. Litter strategy (to be approved)
10. Vehicle parking (to be approved)
11. Bicycle parking (to be approved)
12. Refuse and recycling, including pest/vermin control (to be approved)
13. Deliveries and servicing plan (to be approved)

Informatives

9. Terms
10. Building Control
11. Complaints about construction
12. Encroachment
13. Highways
14. Advertisements
15. Pre-commencement conditions
16. Positive and proactive

1. INTRODUCTION

- 1.1 56 Christchurch Road comprises a two storey detached building, located at the junction with Whitley Park Lane. The ground floor of the building is vacant and has been so for 15+ years. While advertised as REDserve heating boiler showroom, this use has never been operational. The ground floor was previously in use as a tool hire shop, which translates to a Class E use under the current Use Classes Order. Residential accommodation is located at the first floor, accessed via an external staircase and terrace. A yard, accessed via Whitley Park Lane, is located to the rear of the building.
- 1.2 The site is located within Christchurch Road Local Centre, with the building constituting the western end of the Key Frontage. A tree subject to TPO 18/07 is

located to the west of the building. Redlands Conservation Area is located approximately 25m to the northeast of the site. The site is located within an Air Quality Management Area. The surrounding area comprises a mix of residential and commercial uses.



Site Location Plan



Aerial view of site



Building frontage



Rear yard, accessed via Whitley Park Lane

2. PROPOSAL

- 2.1 The proposal is for the change of use of the ground floor from a shop (Class E) to a hot food takeaway (Class Sui Generis), and the installation of an extract duct to the rear elevation of the building. The type of cuisine has not been specified, nor hours of opening to the public, as the end user was not known at the time of submission.

During the course of the application, the agent confirmed that no changes were proposed to the existing yard access off Whitley Park Lane.

3. PLANNING HISTORY

901085/FUL - House mobile home for temporary accommodation and security - Refused 25/01/91

950118/CLP - Supply and fitting car tyres - Permitted 04/05/95

991689/FUL - Conversion of roof space into self-contained flat - Permitted 10/01/00

061153/FUL - Change of use of ground floor from hire shop (Class A1) to letting agency (Class A2) - Permitted 18/08/06

121048/FUL - Two storey side and rear extensions and provision of front dormers, to facilitate 3x2 bed and 1x1 bed flats - Withdrawn 16/04/12

121501/FUL - Change of use of ground floor from Class A1 to Class A2 - Withdrawn 29/11/12

130292/FUL - Two storey side and first floor rear extension, to facilitate 2x2 bed and 1x1 bed flats - Refused 05/04/13

181598/PRE - Demolition of existing building, erection of building comprising retail unit and 6 flats - Observations sent 08/01/19

201796/FUL - Change of use of ground floor from shop to hot food takeaway (Class Sui Generis), with alterations to access at rear - Refused 18/03/21

4. CONSULTATIONS

Statutory

4.1 None undertaken.

Non-statutory

Reading Borough Transport Development Control

4.2 Sought confirmation on proposed parking arrangements within rear yard. Advised that the proposed use would generate a comparable number of deliveries to a retail use. A Delivery and Servicing Plan would be necessary prior to occupation, to manage how vehicles access the development without creating safety concerns and congestion in the local area. No objections raised, subject to conditions.

Reading Borough Environmental Protection

4.3 Raised concerns with regard to the noise impact of the extract duct when operational and cooking odours, on proximate sensitive receptors. Concerns also raised regarding bin storage and rats. Conditions suggested to address these matters prior to the commencement of the use.

Reading Borough Natural Environment

- 4.4 Noted the large, mature Horse Chestnut, subject to TPO 18/07, adjacent to the site, confirming that it would not be affected by the proposals. Advised that given the small scale of the proposals, no soft landscaping would be required. Raised no objections to the proposal.

Public

- 4.5 A site notice was displayed. Consultation letters were sent to neighbouring properties and those who had made representations to previous planning applications at 56 Christchurch Road. Twelve representations were received, raising matters summarised as follows:
- Too many fast food takeaways already in the area
 - The parade lacks diversity of uses, particularly retail
 - Proposal would exacerbate existing litter issues
 - Noise and disturbance caused by customers
 - Noise and disturbance caused by the use, including the cumulative impact of extraction equipment
 - Harmful cooking odours would be produced
 - Disturbance to residential amenities of neighbouring properties from delivery and servicing vehicles
 - A lack of parking associated with the site, for staff, customers and delivery/servicing vehicles
 - The proposed use would result in more traffic accidents involving delivery drivers
 - The site is visually unattractive and the proposals do not seek to improve this

5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) which also states at Paragraph 11 “Plans and decisions should apply a presumption in favour of sustainable development”.
- 5.2 The following national and local planning policy and guidance is relevant to this application:

National Planning Policy Framework (2021)

Reading Borough Local Plan (2019)

Policy CC1 - Presumption in Favour of Sustainable Development

Policy CC7 - Design and the Public Realm

Policy CC8 - Safeguarding Amenity

Policy EN1 - Protection and Enhancement of the Historic Environment

Policy EN14 - Trees, Hedges and Woodland

Policy EN15 - Air Quality

Policy EN17 - Noise Generating Equipment

Policy TR3 - Access, Traffic and Highway-Related Matters

Policy TR5 - Car and Cycle Parking and Electric Vehicle Charging

Policy RL1 - Network and Hierarchy of Centres

Policy RL3 - Vitality and Viability of Smaller Centres

Policy OU5 - Shop Fronts and Cash Machines

Revised Parking Standards and Design SPD (2011)

6. APPRAISAL

Principle of development

- 6.1 The proposal seeks to bring a long-term vacant unit in Christchurch Road Local Centre back into active use. Policy RL1 requires that the vitality and viability of centres be maintained and enhanced. Bringing a vacant unit back into active use is an optimal way of aiding the vitality of a centre. 56 Christchurch Road has a particularly shabby appearance and makes little contribution to the attractiveness of the Local Centre. It is acknowledged that from time to time empty units within centres are inevitable, particularly in the current economic climate. A period of vacancy might be an indicator of a lack of demand for a particular type of service or use, but in this case the unit has been vacant for a significant period in excess of 15 years. It is considered that the lawful occupation and use of the unit is of greater benefit to the viability and vitality of the Local Centre than a vacant one. Subject to other policy considerations outlined below, the principle of the development is acceptable.

Use as a hot food takeaway

- 6.2 The application site constitutes the western end of the Key Frontage (purple line) of Christchurch Road Local Centre (outlined in black).



Christchurch Road Local Centre and Key Frontage

- 6.3 Policy RL3 seeks to resist the loss of retail uses, and restrict the provision of hot takeaway uses, within Key Frontages. The Policy refers to Part A use classes, as they were at the time of the Local Plan adoption in November 2019. The Town and Country Planning (Use Classes) (Amendment) (England) Regulations came into force on 1st September 2020. Amongst other changes, the former Part A use classes (including A1

retail and A5 takeaways) were revoked and a new Class E (Commercial, Business and Service) was introduced. Class E covers the former use classes of A1 (retail), A2 (financial and professional services), A3 (restaurants and cafes) and parts of D1 (non-residential institutions) and D2 (assembly and leisure). Hot food takeaways now fall within a Sui Generis use class. Accordingly, the proposals are for a change of use from Class E to Sui Generis.

- 6.4 The use classes amendments have implications for the application of Policy RL3. The Policy states that within Key Frontages development involving a new loss of A1 retail or A2 financial and professional to other 'centre uses' will only be permitted where:
- There would be no more than three consecutive units which are not in A1 or A2 retail use; and
 - The proportion of the total length of the Key Frontage within the centre that is in A1 or A2 use would exceed the relevant proportion (Christchurch Road Local Centre = 60%)
- 6.5 As a result of the use classes amendments, this part of Policy RL3 is now redundant and carries nil weight. The unit subject of this application could change use to a wide variety of non-retail uses without requiring planning permission.
- 6.6 Other parts of Policy RL3 do still apply, including the requirement for 'centre uses' at the ground floor, restricting the number of consecutive takeaways and the total proportion of the Key Frontage in takeaway use. A takeaway constitutes a 'centre use', which satisfies the first part of the Policy. 60 Christchurch Road is in use as a restaurant (a Class E use), and therefore there would not be more than two consecutive takeaway uses, which satisfies the second part of the Policy. As a result of the proposals, three out of thirteen units in the Key Frontage would be in takeaway use. This equates to 23% of the Key Frontage, less than the 30% limit, which satisfies the third part of the Policy. On this basis, the proposed change of use is in accordance with the active parts of Policy RL3.

Design and impact on the character of the surrounding area

- 6.7 The proposal includes the installation of an extract duct to the rear elevation of the building. The proposed duct is visually unobtrusive, with only limited visibility from public areas. The installation of the duct is necessary for the functioning of the proposed use, and would not significantly detract from the buildings appearance or the character of the surrounding area. As noted above, due to the long-term vacancy of the unit, the site has a somewhat shabby appearance. While no other external alterations are proposed as part of this application, the active use and occupation of the unit will make a more positive contribution to the appearance of the Local Centre than the vacant unit currently does. Officers find no conflict with Policy CC7 on this basis. The applicant is reminded that alterations to the existing shop front, or the installation of signage, may require further planning permission and advertisement consent respectively.
- 6.8 The proposed use has the potential to generate levels of litter above that of a retail use, which if not properly managed could be harmful to the visual amenities of the area. Two bins for the use of customers have been proposed to the front of the building which is deemed to be acceptable. A condition is applied requiring details of ongoing litter management to be agreed prior to the commencement of the use.

Impact on neighbouring residential amenity

- 6.9 The proposed use has the potential to negatively impact upon the residential amenities neighbouring properties. Indeed, many of the representations received to

the application raised issues relating to noise and disturbance, smells and the effects of traffic movements. Each of these matters must be sufficiently mitigated to ensure that no significant harm is caused. The closest residential properties are those to upper floors on the Christchurch Road Key Frontage, and along Whitley Park Lane.

- 6.10 The proposed extract duct will be noise generating when operational. In order to determine the noise impact of the duct, the agent supplied a Noise Assessment by Paragon Acoustic Consultants, dated 02/09/21. Policy EN17 states that plant noise level should be at least 10dBA below the existing background level as measured at the nearest noise sensitive receptor. The Noise Assessment was undertaken in accordance with the up to date relevant British Standard, and concludes that the required noise environment would be met. Subject to a condition restricting the noise to Policy EN17 levels, the proposed installation of an extract duct would not cause significant harm to neighbouring residential amenities.
- 6.11 The proposed use as a takeaway would generate cooking odours, with the potential to cause harm to neighbouring residential amenities. The details contained within the submission confirm that proposed end user, and therefore cuisine, is not yet known. It is reasonable to apply a condition requiring details of ventilation and extraction to be submitted for approval once the end user is known, prior to the commencement of the use. These details will include an odour management plan, odour control specifications and a maintenance plan, in accordance with up to date DEFRA guidance.
- 6.12 The site forms part of an established Local Centre, containing a number of noise generating uses both during the daytime and into the evening. A level of noise is to be expected from these 'centre uses'. In assessing the suitability of the proposals, it is a question of whether the proposed use would cause a significant degree of harm to proximate residential properties. To limit noise and disturbance arising from the proposed use on neighbouring residential amenities, conditions are applied restricting hours of opening and the playing of amplified music (no later than 11pm), and restricting hours for deliveries/waste collection (between 8am-6pm). Subject to these conditions, harm to neighbouring residential amenities would be sufficiently mitigated, with the proposals in accordance with Policy CC8.

Transport

- 6.13 The site includes a small yard to the rear, accessed via Whitley Park Lane. The yard is currently used for parking in an informal manner. As per the Parking Standards and Design SPD, both the existing and proposed uses would generate a requirement for the same level of vehicle and bicycle parking. The development proposals afford the opportunity for a formalisation of parking arrangements within the rear yard. Conditions are applied requiring details of vehicle and bicycle parking to be agreed prior to the commencement of the use. A further condition is applied requiring details of refuse and recycling, including measures to prevent pests and vermin accessing the storage, to be agreed prior to the commencement of the use.
- 6.14 As per the consultation response from Transport Development Control, the proposed use would generate a comparable number of deliveries as a retail use. In addition to a condition requiring the formalisation of parking, a further condition is applied requiring details of a Delivery and Servicing Plan to be agreed prior to the commencement of the use. The Plan would include details of how vehicles shall access the site without creating safety concerns and congestion to users of the transport network, and to limit the impact of such vehicles on the residential amenities of surrounding residential properties.

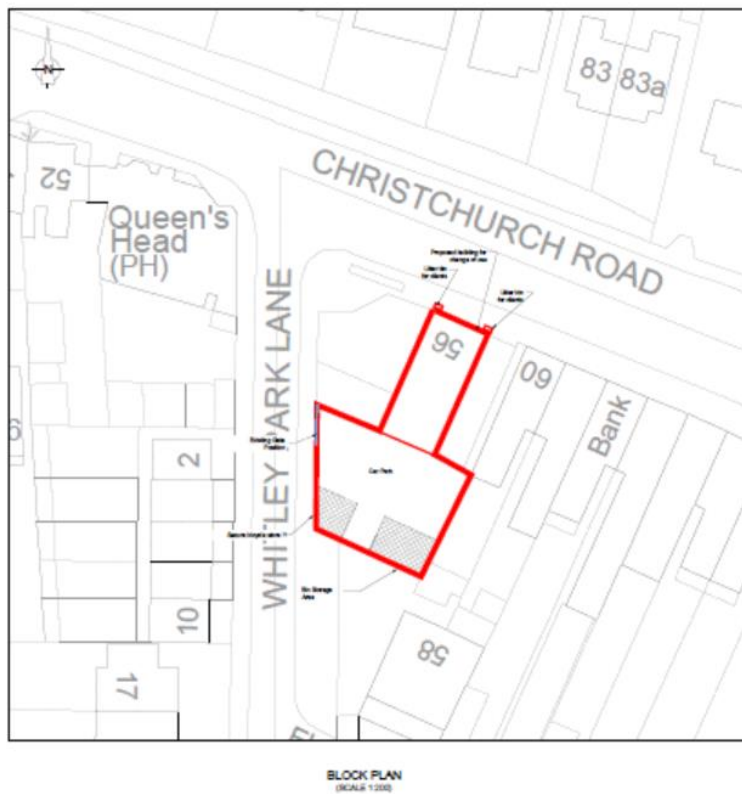
Equalities Impact

- 6.15 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. CONCLUSION

- 7.1 The principle of the change of use of the retail unit to a hot food takeaway has been assessed and found to be acceptable. Subject to conditions, no significant harm would be caused. The proposals are recommended for approval on this basis.

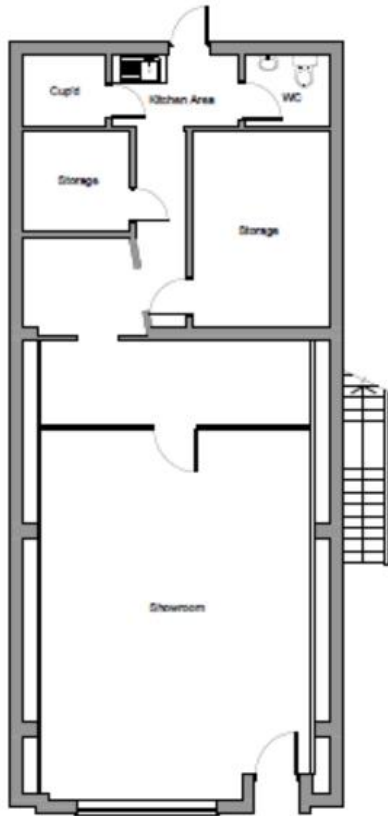
Case Officer: Tom Hughes



SITE LOCATION PLAN
(SCALE 1:1250)

It is noted that the applicant's proposed site plan is a site location plan and not a detailed site plan. It is noted that the applicant's proposed site plan is a site location plan and not a detailed site plan. It is noted that the applicant's proposed site plan is a site location plan and not a detailed site plan.

Site Location and Proposed Site Plan



GROUND FLOOR EXISTING

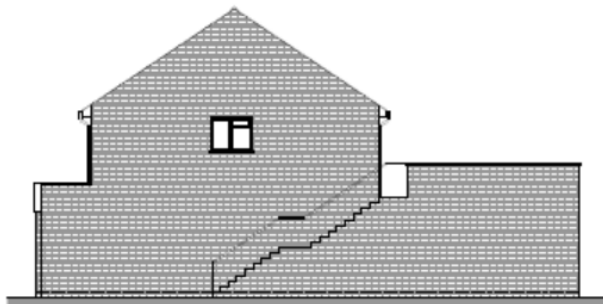


GROUND FLOOR PROPOSED

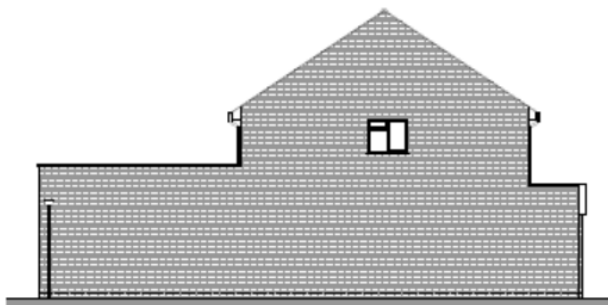
Existing and Proposed Ground Floor Plans



FRONT ELEVATION (2) EXISTING & PROPOSED
(10.04.19)



SIDE ELEVATION (2) EXISTING & PROPOSED
(10.04.19)



SIDE ELEVATION (2) EXISTING & PROPOSED
(10.04.19)



REAR ELEVATION PROPOSED

APPENDIX 2

UPDATE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 1st December 2021	ITEM NO.
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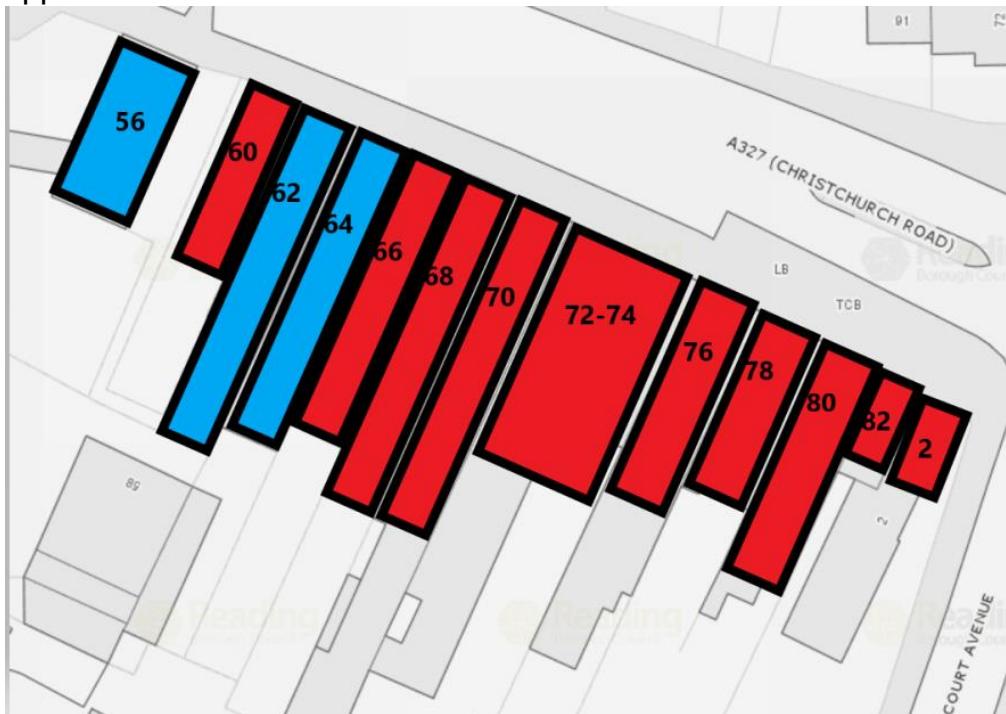
Ward: Church
App No.: 210854/FUL
Address: 56 Christchurch Road
Proposal: Change of use of ground floor from shop (Class E) to hot food takeaway (Class Sui Generis), and installation of extract duct to rear
Applicant: Coffee Corner

RECOMMENDATION:

To GRANT planning permission with the conditions and informatives as per the main report

1. FURTHER INFORMATION REGARDING APPLICATION OF POLICY RL3

1.1 The illustration below shows the uses of each of the units in the Christchurch Road Local Centre Key Frontage as a result of the proposals subject of this application.



Key

Blue = hot food takeaway (Class Sui Generis)

Red = uses within Class E (Commercial)

1.2 The uses are as per the most recent Reading Borough Council Land Use Survey undertaken in November 2020, and subsequent planning records.

Address	Use Class	Type of use	Notes
56 Christchurch Road	Sui Generis	Hot food takeaway	(As a result of this application proposal)
60 Christchurch Road	Class E	Restaurant	As approved under application 191755/FUL, and presented as such under application 210957/FUL
62 Christchurch Road	Sui Generis	Hot food takeaway	As observed in November 2020 Land Use Survey
64 Christchurch Road	Sui Generis	Hot food takeaway	As observed in November 2020 Land Use Survey
66 Christchurch Road	Class E	Letting agent	
68 Christchurch Road	Class E	Pharmacy	
70 Christchurch Road	Class E	Convenience store	

72-74 Christchurch Road	Class E	Convenience store	
76 Christchurch Road	Class E	Vacant, former bank	
78 Christchurch Road	Class E	Letting agent	
80 Christchurch Road	Class E	Restaurant	
82 Christchurch Road	Class E	Sandwich/snack bar	
2 Northcourt Avenue	Class E	Barbers	

1.3 As a point of clarity, The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020 states a Class E (b) use as ‘for the sale of food and drink principally to visiting members of the public where consumption of that food and drink is mostly undertaken on the premises’.

2. OTHER MATTERS

2.1 The end user of the unit subject of this application, and therefore the type of food, is not known. It is not necessary for the end user to be known prior to determination, as the proposals relate to the use of the application site only. The recommended conditions would apply regardless of the future end user, with details to be agreed prior to the commencement of the use. This includes matters such as odour control and refuse storage.

2.2 The extract duct would be installed and operated in accordance with specifications supplied with the application. The noise level and hours of operation of the duct would be controlled by conditions.

3. FURTHER REPRESENTATIONS RECEIVED

3.1 Further public representations have been received, raising matters summarised as follows:

- Concerns regarding noise and odour nuisance from extractor equipment at 60 Christchurch Road, including nuisance logs
- Concerns that the extractor equipment at 60 Christchurch Road has not been installed correctly
- Untidy bins stored to the site frontage of no. 56 by occupiers of 60 Christchurch Road, often overflowing and blocking access along the pavement
- Unauthorised signage at 60 Christchurch Road

3.2 These specific matters relating to no. 60 are beyond the scope of this application for planning permission at no. 56. Matters such noise and odour nuisance, refuse storage and litter management raised by the proposals at no. 56 have been considered in the main report.

Case Officer: Tom Hughes

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 12 JANUARY 2022

Ward: Church

App No: 211827/REG3

Address: Shinfield Road Recreation Ground, Linden Road, Reading

Proposal: To install a small tarmac ball games court with a combined metal basketball / football goals at each end and perimeter of 1 metre high metal railing fence

Applicant: Reading Borough Council

Date validated: 07/12/2021

Target Date: 01/02/2022

RECOMMENDATION

Subject to no substantive objections to public consultation being received by 30 December 2021.

GRANT Planning Permission subject to conditions and informatives

Conditions to include

1. Time Limit (Standard)
2. Approved plans
3. Materials as on approved drawings
4. Standard construction times
5. No external lighting
6. Reinstatement of any grass areas that are negatively impacted by the works to its previous condition before first use of development.

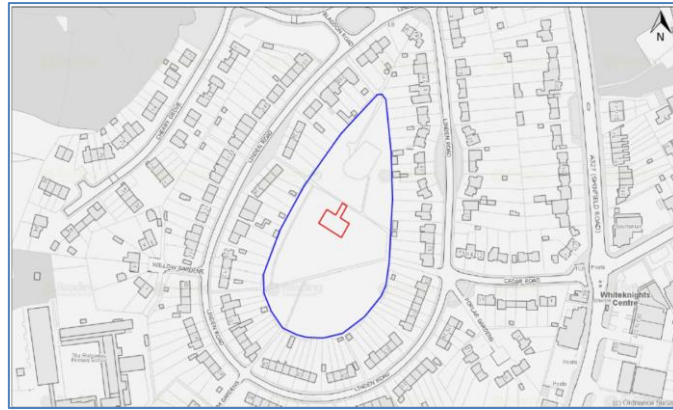
Informatives to include:

1. Terms and conditions
2. Positive and Proactive
3. Encroachment

1. INTRODUCTION

1.1 Shinfield Road Recreation Ground is a 1.15 hectare tear drop shaped park located in Church Ward. The recreation ground is surrounded by houses along Linden Road in South Reading, with several pedestrian access points from Linden Road. The Ridgeway Primary School is located 100m south west of the proposal site. The proposal site is also located within 200m of the Shinfield Road District Centre.

1.2 The recreation ground is lined with mature deciduous trees around the perimeter. The existing facilities include a children's playground to the north, and a smaller playground to the south. The centre of the park consists of a grass football pitch. Shinfield Road Recreation Ground has been identified as a local green space and public open space under Policy EN7 of the Reading Borough Local Plan (code EN7Sg).



Location Plan



Proposed Visuals

2. PROPOSALS

- 2.1 The proposed scheme is for the installation of a new ball court at Shinfield Road Recreation Ground. This is to replace the existing small grass football pitch. A new 1.2 metre wide tarmac path connecting the existing park path to the new ball court is also proposed.
- 2.2 The applicant, the Council's Parks Team, advises that this is an area with a high incidence of antisocial behaviour, in part prompted by insufficient facilities for youths within the immediate locality.
- 2.3 The ball court will be a tarmac multi-use games area (MUGA) with metal ends which have both basketball hoops and football goals at each end and 1 metre high side railings. The surface will be marked out for both sports.

3. PLANS AND DOCUMENTS CONSIDERED:

The following plans and documents were submitted on 10th November 2021:

- Planning Statement - Shinfield Recreation Ground - New Ball Court
- Arboricultural Impact Assessment: New Multi Ballcourt at Shinfield Road Recreation Ground - October 2021

The following documents were submitted on 26th November 2021:

- Reading Borough Council | Shinfield Road Recreation Ground MUGA
- 24.5m x 12m Area with Footpath - Drawing Q-38925-C Revision 2

The following document was submitted on 7th December 2021:

- Planning Statement Addendum

The following documents were submitted on 17th December 2021:

- Planning Statement in response to Environmental Protection Team and Natural Environment comments

The following documents were submitted on 21st December 2021:

- Amended Location Plan
- Access route and contractors compound for ball court plan
- Proposed Block Plan - Q-38925-C Revision 2

4. PLANNING HISTORY

None relevant to this application.

5. CONSULTATIONS

Statutory Consultations

- 5.1 *Sport England*
No objection.

Internal Consultations

- 5.2 *Environmental Protection*
Concerns have been raised by the Environmental Protection Team with regards to noise arising from the development. Specifically, sound generated from use of the hard surface court such as ball impact and shouting. Clarification was also requested as to whether or not the proposed multi-use games area would be lit, and the implications that this would have on the hours of use of the games area.

- 5.3 *Natural Environment*
The information submitted for this application suitably demonstrates that existing trees at Shinfield Road Recreation Ground will not be harmed. The plan demonstrating construction access routes and materials storage is acceptable. The proposed planting of ten trees to Shinfield Road Recreation Ground is positive. Condition recommended for the reinstatement of any grass areas that are negatively impacted by the works.

- 5.4 *Transport*
There is no predicted increase on existing users of the playground. Therefore, there are no transport objections to this application.

- 5.5 *Leisure Services*
No objection.

Public consultation

- 5.1 Five site notices were displayed around the site. No representations have been received at the time of writing. The formal public consultation period ends on 30th December 2021 and any responses received will be reported to your meeting.

6. LEGAL AND PLANNING POLICY CONTEXT

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)

Section 8: Promoting healthy and safe communities

Reading Borough Council Local Plan (Adopted November 2019)

CC7 Design and the Public Realm

CC8 Safeguarding Amenity

EN7 Local Green Space and Public Open Space

EN14 Trees, Hedges and Woodland

OU1 New and Existing Community Facilities

Reading Borough Council Tree Strategy (Adopted March 2021)

7. APPRAISAL

7.1 The main issues are considered to be:

- i) Principle of development
- ii) Design
- iii) Safeguarding Amenity
- iv) Impact on trees and construction access

i) Principle of development

7.2 Paragraph 92 of the NPPF (2021) states that; *“Planning policies and decisions should aim to achieve healthy, inclusive and safe places which: (...) c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs - for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.”*

7.3 Paragraph 98 of the NPPF (2021) states that; *“Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and support efforts to address climate change. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.”*

7.4 Paragraph 99 of the NPPF (2021) states that; *“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless: (...) c) the development is for alternative sports and recreational*

provision, the benefits of which clearly outweigh the loss of the current or former use”

- 7.5 Policy OU1 of the Local Plan states that; *“Proposals for new, extended or improved community facilities will be acceptable, particularly where this will involve co-location of facilities on a single site”*. Policy CC7 states development will be assessed to ensure they *“Create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion; Address the needs of all in society and are accessible, usable and easy to understand by them, including providing suitable access to, into and within, its facilities, for all potential users, including disabled people, so that they can use them safely and easily”*.
- 7.6 Policy EN7 of the Local Plan states that; *“Proposals that would result in the loss of any of these areas of open space, erode their quality through insensitive adjacent development or jeopardise their use or enjoyment by the public, will not be permitted”*.
- 7.7 The area of the recreation ground selected for the development is an existing grass football pitch. The development will provide in its place a multi-use games area appropriate for the Shinfield Road Recreation Ground. Therefore, the principle of the proposed development is considered acceptable.

ii) Design

- 7.8 Policy CC7 of the Reading Borough Local Plan states that; *“All development must be of high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located. The various components of development form, including: -*
- *Layout: urban structure and urban grain;*
 - *Landscape;*
 - *Density and mix;*
 - *Scale: height and massing; and*
 - *Architectural detail and materials*
- Under Policy CC7, development should contribute positively to urban design objectives relating to character and a sense of place. Developments should also be of high quality, promote community cohesion, and be safe and accessible to all.
- 7.9 The proposed hard court will cover an area of 24.38m x 12.3m (300m²) and is located close to the central path that runs through the recreation ground from west to east. The hard surface court would be accessible from the existing path via a new pathway, with a chicane entrance to the court. The proposed hard surface court area is surrounded by a fence which is 1m high along the length of the court, with 3m high fencing at either end of the court. The 3m high fencing at either end of the court is designed to maximise ball retention. Incorporated in the design are basketball hoops and football goals.
- 7.10 The design of the hard court is intended to provide an accessible community facility, that promotes physical exercise. The location of the proposed development is considered appropriate being within an existing recreation ground and will improve the vitality of the recreation ground through providing a multi-use facility for children living close by to use.

7.11 The design of the multi-use games area is considered appropriate to the character of the surrounding area, with it being sited to the centre of the recreation ground. The proposed facility is accessible from the existing pathway. It is acknowledged that a grass area within the recreation ground will be lost as a result of the development, however, the recreational benefits of the proposed development are considered to outweigh this loss.

7.12 As the proposal is set within the grounds of an existing park, the type of the facility proposed is unlikely to be harmful to the character and appearance of the surrounding area. The proposed development is therefore considered in accordance with Policy CC7 of the Reading Borough Local Plan.

iii) Impact on neighbouring properties

7.13 Policy CC8 (Safeguarding Amenity) of the Reading Borough Local Plan states that; *“Development will not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties, in terms of:*

- *Privacy and overlooking;*
- *Access to sunlight and daylight;*
- *Visual dominance and overbearing effects of a development;*
- *Harm to outlook;*
- *Noise and disturbance;*
- *Artificial lighting;*
- *Vibration;*
- *Dust and fumes;*
- *Smell;*
- *Crime and safety; or*
- *Wind*

7.14 Concerns have been raised by the Environmental Protection Team for noise caused by participants shouting and the sound of ball strikes on the hard surface. Clarification was also requested regarding whether the proposed area would be lit. These concerns arise given that numerous properties along Linden Road back on to Shinfield Road Recreation Ground.

7.15 It was clarified by the applicant that the proposed ball court will not be flood lit, as is demonstrated on the plans and within the Planning Statement, but this can also be a condition of any approval. As a result, it is unlikely that the proposed ball court will be used during hours of darkness. It is anticipated that most noise arising from users of the development will likely be during daytime hours. Any increase in noise experienced by neighbours needs to be considered in the context that the application site is already designed for recreational use and a playing field and therefore noise associated with outdoor activities is to be expected. Any shouting arising from use of the ball court is considered to be suitably attributed to the overall use of the space at Shinfield Recreation Ground as a playing field.

7.16 The proposed development is unlikely to give rise to harmful levels of noise and disturbance nor harm the outlook from the properties around the site. Overall, the proposed development is not considered to be harmful to the living conditions to neighbouring residents with regards to the other criteria listed under Policy CC8.

iv) Impact on trees and construction access

- 7.17 A proposed block plan has been submitted to support this application, which demonstrates the development is sited more than 15m away from the nearest tree. The Arboricultural Impact Assessment provided supports the application and suitably confirms that nearby trees will not be harmed by the development. The principle of the development is therefore considered acceptable as it would not harm the nearby trees that line the perimeter of Shinfield Road Recreation Ground.
- 7.18 The Arboricultural Impact Assessment proposes the planting of ten trees within Shinfield Road Recreation Ground to aid in delivering the Council's Climate Change Strategy. While the additional planting at Shinfield Recreation Ground is welcome, the acceptability of the proposed ball court in planning terms is not considered dependent upon the delivery of the proposed tree planting, as the application also demonstrates that trees will not be harmed as a result of the proposed development.
- 7.19 The applicant has stated that tree planting and reinstatement of the ground will be conducted by the Council Parks Team following completion of the development. It is considered reasonable to secure the reinstatement of any damaged land during construction of the ball court prior to its first use.
- 7.20 Details have also been provided by the applicant regarding construction methods, this includes details of construction vehicles entering the site, duration of implementation, and the storage of materials on site. These details have been approved by Natural Environment, and Transport Development Control.
- 7.21 The proposal is therefore considered to be in accordance with Policy EN14 of the Reading Borough Local Plan.

8. Equality

- 8.1 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age and disability. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this 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. The proposal is specifically to address the needs of a disabled person.

9. CONCLUSION

- 9.1 Overall, the proposed development is considered to contribute positively to existing facilities at Shinfield Road Recreation Ground and has the potential to revitalise a valuable open space for the local community.
- 9.2 This proposal has been carefully considered in the context of the Reading Borough Local Plan 2019 and supplementary planning documents. The recommendation is shown above.

Case Officer: David Brett

Site Photos taken by Case Officer on 09/12/2021.



**Proposal Site (looking west) -
Proposed ball court to be located
between the two football goals.**



**Proposal Site (looking west) -
Proposed ball court to be located
between the two football goals.**

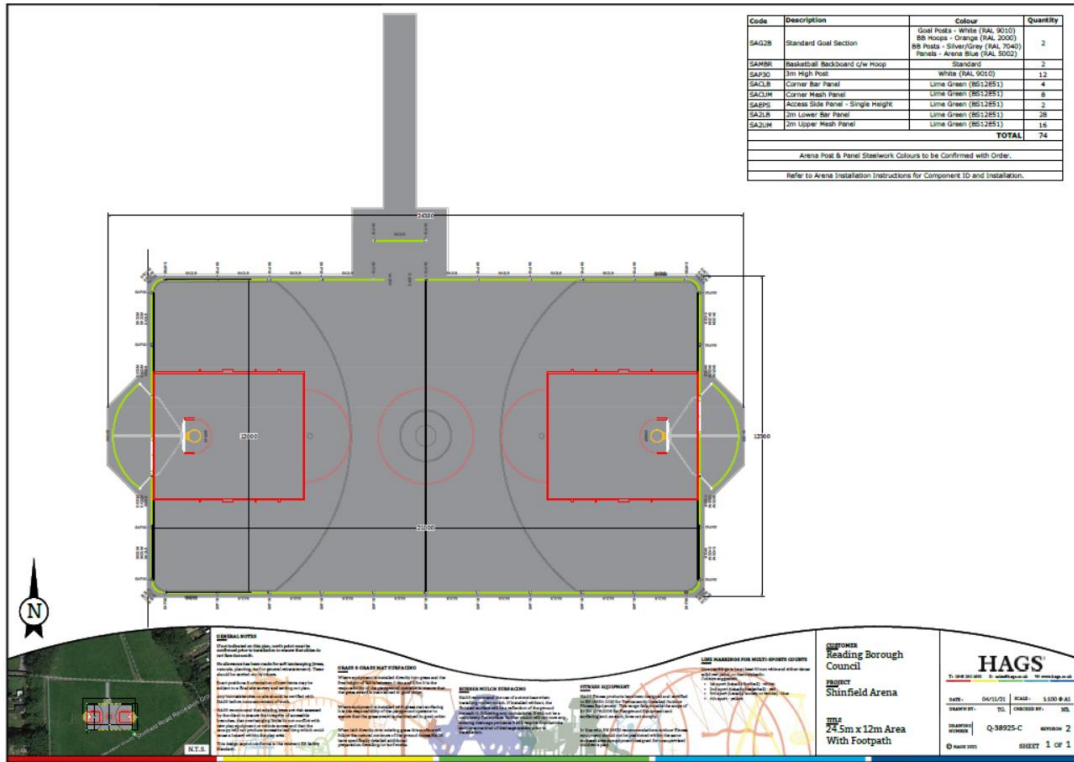


**Proposal Site (looking southwest) -
Proposed ball court to be located
between the two football goals.**

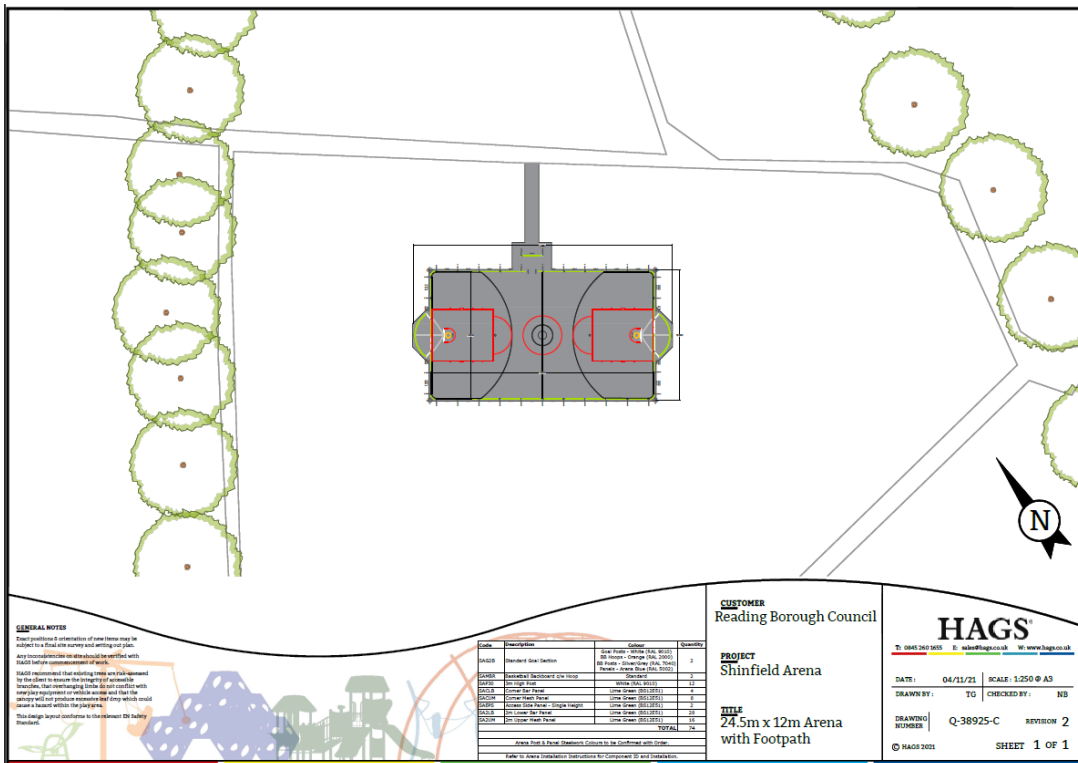


**Proposal Site (looking south) from
construction access entrance.**

Appendix 1: Plans



Proposed Layout



Proposed Block Plan

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

PLANNING APPLICATIONS COMMITTEE: 12th January 2022

Ward: Park

App No: 211662/VAR

Address: 44 College Road, Reading, RG6 1QB

Proposal: Change of use from C3 to C4 to change an existing 4/5 bedroom house to a six bedroom HMO with ensembles without complying with condition 4 of planning permission 141428 (restriction on parking permits).

Applicant: Mr Ashok Sawhney

Extended Target Date: 14/01/22

RECOMMENDATION

GRANT the removal of condition 4. The following conditions and informatives would be attached to the newly produced decision notice.

Conditions to include are as follows. Additions to the original conditions are underlined and elements to be removed have a ~~strike-through~~

1) CONDITION RETAINED

The development shall be carried out in accordance with the following documents:

Existing and Proposed Floor Plans - Drawing no: A-1010 Rev B, received 27th February 2015

Existing and Proposed Elevations - Drawing no: A1015 Rev A, received 5th September 2015

Proposed Landscape - Drawing no: A-1200 Rev B, received 1st April 2015

Proposed Bin Store and Cycle Store Details - Drawing no: A-1030 Rev B received 2nd March 2015.

Reason: For the avoidance of doubt and to ensure that the development is carried out and adhered to in accordance with the application form and associated details hereby approved.

2) CONDITION MODIFIED TO REFLECT LOCAL PLAN POLICIES

Cycle storage shall be provided in accordance with approved plan A1030 Rev B before the end of July 2015 and thereafter retained for the use of occupiers of the C4 HMO at all times.

Reason: To encourage travel by sustainable alternatives to driving a motorcar in accordance with the Local Planning Authority's approved transport ~~policies in accordance with Core Strategy Policies CS23 and CS24~~ policy TR5 of the Reading Borough Local Plan (2019).

3) CONDITION MODIFIED TO REFLECT LOCAL PLAN POLICIES

Bin storage to be provided in accordance with approved plan A-1030 Rev B before the end of July 2015 and to be retained thereafter for the use of occupiers of the C4 HMO at all times.

Reason: In the interests of visual amenity of the area and to comply with Policies ~~CS7: Design and the Public Realm~~, ~~CS18: Residential Conversions~~ and ~~DM8: Residential Conversions~~ CC7 and H8 of the Reading Borough Local Plan (2019).

4) ~~CONDITION REMOVED~~

~~Prior to any agreement being entered into for a new occupation of, or transfer of any interest in, the residential units hereby approved the prospective occupier/transferee shall be informed of the prohibition on entitlement to a car parking permit. All material utilised for advertising or marketing the residential units for letting or sale shall make it clear to prospective tenants and occupiers that no parking permit will be issued by the Council to occupiers of the residential units. The residential units hereby approved shall not be occupied until the Council has been notified in writing of the full postal address of the units. Such notification shall be addressed to the Council's Planning Manager (Implementation) quoting the planning application reference specified in this Decision Notice.~~

~~Reason: In order that the Council can update its records to ensure that parking permits are not issued to the occupiers of the new residential units hereby approved, and thus ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the already high level of on street car parking in the area in accordance with adopted RBLP policy DM12.~~

5) ~~CONDITION MODIFIED TO REFLECT LOCAL PLAN POLICIES~~

~~The sound insulation of the C4 HMO hereby approved shall be upgraded in accordance with the submitted details as shown on approved plan A-1010 Rev B before the end of July 2015 and thereafter to be retained for the benefit of occupiers of the C4 HMO.~~

~~Reason: In the interests of the amenity of the occupants of neighbouring properties and the future residents of the HMO, and to comply with Policies ~~DM4 (Safeguarding Amenity)~~, ~~CS18 (Residential Conversions)~~ and ~~DM8 (Residential Conversions)~~ CC8 and H8 of the Reading Borough Local Plan (2019).~~

6) ~~CONDITION MODIFIED TO REFLECT LOCAL PLAN POLICIES~~

~~The lounge and dining area as shown on the approved plan are to be retained for communal use at all times.~~

~~Reason: To protect the amenities of the occupiers of the C4 HMO ~~Sites and Detailed Policies Document~~ policy ~~DM4: Safeguarding Amenity~~ & ~~DM8: Residential Conversions~~ in accordance with Policies CC8 and H8 of the Reading Borough Local Plan (2019) and the Residential Conversions SPD (2013).~~

7) ~~CONDITION MODIFIED TO REFLECT LOCAL PLAN POLICIES~~

Notwithstanding the permitted development right under Part 2, Class A, of the Town and Country Planning (General Permitted Development) (England) Order 2015, the existing front boundary wall is not to be removed.

Reason: To maintain the character and appearance of the area in accordance with ~~Core Strategy Policy CS7~~ Policy CC7 of the Reading Borough Local Plan (2019).

Informatives

1) The occupiers of the residential unit(s) will not be automatically entitled to an on-street car parking permit. Current and new occupiers should be informed of this and be advised to find out more about parking permits on the Council's website. There is already a high level of on street car parking in the area and the site is located close to local facilities, with frequent public transport services on nearby roads.

2) Terms

3) HMO License required

4) Property to be in C4 use only

5) Building Control

6) Positive and Proactive

1. INTRODUCTION

- 1.1 The application site is a Victorian/Edwardian semi-detached three storey property to the east of Reading town centre with original decorative brickwork and other features. It has a large rear garden and an enclosed paved area to the front bounded by a wall and low railing above. The property was granted retrospective planning permission in 2015 for its conversion to a 6 person (small) HMO, a C4 use. The property remains in use as a 6 person C4 HMO, as confirmed by the Council's HMO team.
- 1.2 There are a number of existing HMOs in the road along with a Nursery. There is on-street parking, with several houses with their own off-road parking.
- 1.3 The property is not Listed, nor in a Conservation Area.
- 1.4 This application was called into Planning Applications Committee for determination by Cllr Tony Page due to concern over the application being contrary to standard planning policy.



Site Location Plan

1.5 Documents/ Information submitted:

Application Form
Location Plan

Received 11th October 2021

2. PROPOSAL

2.1 Retrospective planning permission was granted for application 141428 for the conversion of the property to a 6 person HMO. The applicant (a new owner) is seeking to remove condition 4 of this permission. The condition reads:

Prior to any agreement being entered into for a new occupation of, or transfer of any interest in, the residential units hereby approved the prospective occupier/transferee shall be informed of the prohibition on entitlement to a car parking permit. All material utilised for advertising or marketing the residential units for letting or sale shall make it clear to prospective tenants and occupiers that no parking permit will be issued by the Council to occupiers of the residential units. The residential units hereby approved shall not be occupied until the Council has been notified in writing of the full postal address of the units. Such notification shall be addressed to the Council's Planning Manager (Implementation) quoting the planning application reference specified in this Decision Notice.

Reason: In order that the prospective occupiers are made aware of the fact that they will not be entitled to an on-street car parking permit, in the interests of the

proper management of parking, and to ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the already high level of on street car parking in the area in accordance with Core Strategy Policy CS24 and Sites and Detailed Policies document Policy DM12.

- 2.2 It is the applicant's intention to apply for parking permits for the property. The applicant's justification for obtaining parking permits is as follows:

The HMO license was granted without any parking permits. I accepted this, when I bought the HMO, on the understanding that I will be paying just one single dwelling rates. Since the change of the decision to treat the HMO as six self-contained units, has surely made the original decision of no parking, redundant, as all the material facts have changed. In addition, my rates bill has increased from approximately £2000.00 per annum (as for the rest of the houses on the street, similar to mine) to over £9000.00 per annum.

I am asking the council to repeal the parking restriction, as this is grossly unfair. I am aware of the needs of the other street residents.

- 2.3 Whilst Officers acknowledge the position of the applicant, an increase in council tax has no bearing on planning decisions and is not a reason the issuing of a parking permit. It should also be noted that in planning terms, the site is not 6 self-contained dwellings, but one HMO dwelling. Only material planning considerations can be taken into account when assessing applications.

- 2.4 The Council's Parking Permits team is responsible for the issuing of parking permits.

3. PLANNING HISTORY

- 3.1 211242/VAR - Application for variation of condition 4 of planning permission 141428 to allow two parking permits to be issued to the property - Application Withdrawn

141428/FUL - Retrospective change of use from C3 to C4. To change an existing 4/5 bedroom house to a six bedroom HMO with ensembles - Application Permitted

4. CONSULTATIONS

- 4.1 Internal Consultees

Transport Development Control - Objection. The Transport Officer concluded:

When consulted on planning applications for new dwellings (or redevelopment of dwelling and creation of multiple units), the Highway Authority assesses the proposals on a number of grounds including parking requirements. Where proposals are in areas where Resident Parking Controls exist, conditions are imposed to ensure no parking permits are issued in areas of controlled on street parking. This is to avoid adding to the pressures for on-street parking that led to the imposition of the controls in the first place.

The proposed removal of condition 4 of planning permission 141428 does not comply with the Council's Parking Policy to regulate parking permits issued to dwellings converted to multiple units and is therefore considered to be harmful in respect of public and highway safety, contrary to Policy TR5 of the adopted Local Plan.

Parking Permits Team - Confirmed that both conditions or informatives on planning decision notices are satisfactory triggers to alert the parking permit team to not automatically issue a parking permit to an address

4.2 External Consultation

4.3 The following addresses were formally notified of the application in writing on 18/10/21:

3, 16, 20, 27, 29, 32, 33, 34, 38, 42, 43, 58 College Road
43b, 43c, 45a Bulmershe Road

4.4 2 representations were received (objections) relating to the following matters:

- Precedent may be created on the road to issue parking permits to HMOs
- Supplementary Planning Document makes clear that any new HMOs would not be entitled to parking permits
- Concerns over parking pressure on the road

Officer comment: these matters will be discussed in the Appraisal section below

5. LEGAL AND PLANNING POLICY CONTEXT

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

5.2 The application has been assessed against the following policies:

5.3 National Planning Policy Framework (2021)

5.4 Reading Borough Local Plan (2019)

TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging

Supplementary Planning Guidance/Documents

- Revised Parking Standards and Design SPD (2011)
- Residential Conversions SPD (2013)

6. APPRAISAL

6.1 The main issues for consideration are:

- Principle of Development
- Removal of condition 4
 - a) Notification of postal address provided to Head of Planning
 - b) Removal of restriction on parking permits

Principle of Development

- 6.2 As the use of the property as a Class C4 HMO has already been granted planning permission and has been implemented the only matter for assessment is whether there is justification for deleting condition 4.

Removal of condition 4

- 6.3 Members will note that the condition the applicant is seeking to be removed has two parts with the purpose of making new occupiers aware that they may be precluded from obtaining a parking permit. Ordinarily, these two parts form two separate planning conditions. The two parts of the condition state:
- All future occupiers of 44 College Road will not be entitled to a parking permit
 - The residential units shall not be occupied until the Council has been notified of the full postal addresses of the unit. This information is required to be sent to the Planning manager. This is in order for the Council to update its records and so parking permits will not be issued
- 6.4 Officers need to assess the implications of the removal of the condition whilst keeping in mind the relevant tests of planning conditions outlined in the National Planning Practice Guidance (NPPG) to understand if they can be upheld.
- 6.5 Conditions can only be attached to planning permissions, and subsequently upheld in longevity, should they meet the following tests. Conditions are required to be:
1. Necessary
 2. Relevant to planning
 3. Relevant to the development to be permitted
 4. Enforceable
 5. Precise
 6. Reasonable in all other respects

Condition 4 will be assessed against the above criteria.

a) Notification of postal address to Head of Planning

- 6.6 Planning permission 141428 was granted in 2015 and officers are aware the development has been implemented with occupiers in the HMO. As such, the element of the condition requiring notification of the postal address being submitted to the Head of Planning is no longer considered relevant to this proposal as in the 6 years since permission was granted, the Council has obtained record of the address by other departments of the Council, such as the HMO Team. As such, the requirement for the postal address to be provided is no longer considered necessary or directly relevant to planning directly and therefore does not meet the tests of conditions outlined in the NPPG. Because this element of condition 4 cannot be upheld, the removal of the whole condition is accepted as conditions need to meet the relevant NPPG tests in their entirety.

b) Removal of restriction on parking permits

- 6.7 There is concern from neighbouring residents that the removal of condition 4 would mean the occupiers of 44 College Road would be automatically entitled to a parking permit from the parking permit team. From the Transport consultation response, it is considered that there is a still high demand for on-road parking in the area, and

the desire to control the entitlement of a parking permit for occupiers of this unit is still as relevant and applicable as it was in 2015 when the original planning application was approved.

- 6.8 As discussed above in paragraph 6.6, condition 4 cannot be upheld for the reasons outlined. However, the pressure on street parking remains the same. As this is a Section 73 application, a new decision notice will be produced (if approved) with necessary conditions and informatives re-attached.
- 6.9 Where proposals are in areas where Resident Parking Controls exist and none or insufficient on-site parking provision is proposed, it has been this Council's standard practice for this type of planning condition and an informative to be imposed at the request of Transport Officers to ensure no parking permits are issued in areas of controlled on-street parking. This is to avoid adding to the pressures for on-street parking that led to the imposition of the controls in the first place. Since 2015 the text used in the condition and informative has been amended to clarify that occupiers will not be automatically entitled to a parking permit.
- 6.10 The planning conditions and informatives themselves were designed so that the Parking Permit team would be aware of any changes to the properties and what actions to take when residents apply, but also to ensure that prospective residents (either tenants or purchasers) are fully informed of the situation regarding parking permits prior to occupying the property. The Council has a process for granting discretionary permits for those properties that are exempt from the permit scheme; however, the applications are considered by panel members on the Traffic Management Sub-Committee and not by Officers. In considering an application for a discretionary permit, the Head of Service will consider whether any exceptional circumstances exist to support the application that are specific to the household and require it to have the regular use of a car.
- 6.11 The Council has produced a Parking Standards and Design Supplementary Planning Document (SPD) adopted 31st October 2011 which sets out detailed expectations for parking provision with development. The SPD states on page 32 and 33 that *"Conversion of an existing residential dwelling to multiple dwellings or redevelopment of a dwelling and creation of multiple units will not entitle the additional dwellings or units to additional parking permits."*
- 6.12 Within the Residential Conversions SPD (2013), it also states that for all developments that involve a residential conversion, such as the change of use from a single dwelling to a HMO, occupiers will be reminded that they will not be entitled to a permit via an informative rather than a condition. Upon consultation with the Council's Legal department it was considered that officers should be abiding by the wording of the SPD unless there are exceptional circumstances to override this document. There are not considered to be any in this instance and to include a condition rather than rely on an informative without substantial and robust justification could be open to challenge.
- 6.13 Given that the Parking Permit Team considers both conditions and informatives on decision notices to help determine if a parking permit should be issued, it is not considered that the removal of Condition 4, and the retention of the informative on the decision notice would result in any change in the decision of the Parking Permit Team and the occupiers will still not be entitled to a parking permit by default. As such, the situation surrounding parking permits will not change despite the granting of this application. This therefore also addresses the objection raised by the

Transport department and neighbouring objections. The Parking Permit team would have to be contacted directly to discuss the situation from here on should the applicant wish to do so.

7. CONCLUSION

- 7.1 To summarise, the proposed variation of the planning permission to remove the original Condition 4 is considered acceptable as the condition does not meet the relevant planning tests outlined in the NPPG, not because the applicant's justification for the removal of the condition is supported. This is due to the requirement for postal addresses no longer being necessary or relevant to planning. As such, the condition in its entirety cannot be upheld. However, Officers are aware and agree that there is a pressure for on street parking in the local area but it needs to be correctly determined if a condition or informative should be attached on the newly produced decision notice.
- 7.2 Given the proposal relates to a residential conversion, Officers are informed by the wording of the Residential Conversion SPD (2013) which states that occupiers will be informed via an informative (rather than condition) that they will not be eligible for a parking permit team, which is also a satisfactory trigger to alert the parking permit team not to automatically grant a parking permit.
- 7.3 As such, the recommendation is to grant the removal of the condition, but attach the informative to the new decision notice, along with all other original conditions which have been reproduced and updated in line with the Reading Borough Council 2019. No additional conditions are considered necessary or relevant to this specific application.

Case Officer: Connie Davis

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