

To: Councillor Lovelock (Chair)
Councillors Leng, Carnell, Emberson, Ennis,
Gavin, Hornsby-Smith, Moore, Page,
Robinson, Rowland, J Williams and Yeo

Direct ☎ : 0118 9372112

12 July 2022

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

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 20 JULY 2022

A meeting of the Planning Applications Committee will be held on Wednesday, 20 July 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
<u>KEYTOCODING & GUIDE TO TERMS USED</u>			
1. MINUTES OF THE MEETINGS HELD ON 1 & 22 JUNE 2022	Decision		9 - 22
2. DECLARATIONS OF INTEREST	-		
3. QUESTIONS	-		
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	Decision	BOROUGHWIDE	23 - 26
5. PLANNING APPEALS	Information	BOROUGHWIDE	27 - 30
6. APPLICATIONS FOR PRIOR APPROVAL	Information	BOROUGHWIDE	31 - 36
7. WORKS TO PROTECTED TREES AT ST MARY'S CHURCHYARD, ST MARY'S BUTTS	Decision	ABBEY	37 - 44
8. REVIEW OF EXTENDED DELEGATED AUTHORITY INTRODUCED AT START OF COVID-19	Decision	BOROUGHWIDE	45 - 52

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|----|--|----------|-------|---------|
| 9. | THE BUGLE, 144 FRIAR STREET -
PROPOSAL TO ADD TO THE LIST OF
LOCALLY IMPORTANT BUILDINGS
AND STRUCTURES | Decision | ABBEY | 53 - 88 |
|----|--|----------|-------|---------|

PLANNING APPLICATIONS TO BE DETERMINED

- | | | | | |
|-----|---|---|-------------|-----------|
| 10. | 220567/FUL - 109B OXFORD ROAD | Decision | ABBEY | 89 - 104 |
| | Proposal | Change of use from sui generis (betting shop) to A3 restaurant with ancillary A5 takeaway and replacement shopfront (Part retrospective) | | |
| | Recommendation | Application Refused | | |
| 11. | 211416/FUL - 4 DOWNSHIRE
SQUARE | Decision | COLEY | 105 - 134 |
| | Proposal | Erection of 1 x detached and 2 x semi detached dwellings following demolition of the existing bungalow and detached garage. | | |
| | Recommendation | Permitted subject to Legal Agreement | | |
| 12. | 211485/FUL - 9 COLEY AVENUE | Decision | COLEY | 135 - 148 |
| | Proposal | Extension to the existing Berkshire Record Office and associated site works. | | |
| | Recommendation | Application Permitted | | |
| 13. | 220304/REG3 - 30 LOWFIELD ROAD,
CAVERSHAM | Decision | EMMER GREEN | 149 - 166 |
| | Proposal | Retention of 28 no. (2 bedroom) self-contained temporary accommodation units with associated access, car parking, communal amenity space, refuse and bicycle storage, a play area and landscaping for Temporary permission (10 years) | | |
| | Recommendation | Application Permitted | | |
| 14. | 220204/FUL & 220245/LBC - 75-77
LONDON STREET | Decision | KATESGROVE | 167 - 204 |
| | Proposal | Proposed demolition of buildings to rear (Olympia Hall) and erection of 12 flats with associated parking, landscaping and courtyard garden and conversion of ground floor of Nos. 75-77 to 3 flats | | |
| | Recommendation | Permitted subject to Legal Agreement | | |
| 15. | 221009/VAR - HAMILTON CENTRE,
135 BULMERSHE ROAD | Decision | PARK | 205 - 208 |
| | Proposal | Deed of Variation to approved application 191634 - Conversion of Hamilton Centre into 2 storey Special Educational Needs College for 11 - 18 yr olds. Project also includes a 500m2 new build extension, car parking, landscaping and multi use sports area | | |
| | Recommendation | Agree to Deed of Variation | | |

16. 220145/FUL - UNITS 4 AND 5 Decision WHITLEY 209 - 218
BRUNEL RETAIL PARK, ROSE KILN
LANE

Proposal Continued use of Units 4 and 5 within use class E(a)
Recommendation Application Permitted

17. 220761/ADJ - HENLEY ROAD, Decision OUT OF BOROUGH 219 - 230
CAVERSHAM

Proposal Change of use of an established lake for recreation and sports purposes
Recommendation Observations sent

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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 Leng (Vice-Chair), Carnell, Emberson, Ennis, Gavin, Hornsby-Smith, Moore, Page, Rowland, J Williams and Yeo

Apologies: Councillors Robinson

RESOLVED ITEMS

1. MINUTES

The Minutes of the meetings held on 30 March 2022 were agreed as a correct record and signed by the Chair.

2. 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 Public Protection Services might consider appropriate, be the subject of accompanied site visits:

220409/FUL - CAVERSHAM PARK, PEPPARD ROAD, CAVERSHAM

Redevelopment of Caversham Park for 64 assisted living units (Class C2) for the over 55's through the conversion of Caversham Park House, 64 bed care home (Class C2), 61 age-restricted retirement dwellings, including conversion of the existing buildings Bursars House, The Lodge and 2 Caversham Park Drive (Class C3), 5 market dwellings (Class C3), 28 affordable dwellings (Class C3), and refurbishment and extension of the existing pavilion to provide changing facilities, café/studio and sports provision comprising 2 no. croquet lawns, 2 no. bowling greens, an additional tennis court, refurbishment of the existing tennis court and associated parking and landscaping following.

220189/FUL - 205-213 HENLEY ROAD, CAVERSHAM

Demolition of nos. 205-213 Henley Road and rear gardens of nos. 205-209 Henley Road and erection of 2 retirement living apartments blocks (C3 use-age restricted) including communal spaces with supporting car parking, open space landscaping and associated infrastructure. Access into the site from the adjacent development on Henley Road.

211714/FUL - 70-78 WOKINGHAM ROAD

Demolition of hotel and erection of 14 apartments.

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 1 JUNE 2022

- (2) That the under-mentioned application be the subject of an accompanied site visit if the application was to be brought to the Committee:

220123/FUL - 9 ELDON SQUARE

Demolition of existing garages and car port, followed by construction of one detached three-bedroom, 1.5 storey detached dwelling, with associated car parking, cycle and bin storage.

3. PLANNING APPEALS

(i) New Appeals

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

(ii) Appeals Recently Determined

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

(iii) Reports on Appeal Decisions

There were no appeal decision reports submitted.

Resolved -

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

4. APPLICATIONS FOR PRIOR APPROVAL

The Executive Director for Economic Growth and Neighbourhood Services submitted a report giving details in Table 1 of 18 prior approval applications received, and in Table 2 of eleven applications for prior approval decided, between 18 March and 20 May 2022.

Resolved - That the report be noted.

5. ANNUAL PERFORMANCE MONITORING REPORT - DEVELOPMENT MANAGEMENT SERVICE 2021/22

The Executive Director for Economic Growth and Neighbourhood Services submitted a report setting out details of performance in development management (applications, appeals, enforcement, planning fee income and commitments monitoring) during 2021/22.

Resolved - That the report be noted.

6. LEVELLING UP AND REGENERATION BILL

The Executive Director for Economic Growth and Neighbourhood Services submitted a report on the Levelling-Up and Regeneration Bill, which had received its first reading in the House of Commons on 12 May 2022, following more than 40,000 responses being received to the Government's 2020 White Paper 'Planning for the Future' and the subsequent inquiry into planning reform by the Housing, Communities and Local Government Select Committee.

The report gave a summary of the changes proposed in the Bill and the implications for the planning system generally and in Reading. The report addressed the following areas: Development plans; Infrastructure delivery; Development management; Environmental outcomes reports; Heritage; Enforcement and Other matters. It also set out the next steps, explaining that the Bill was expected to receive royal assent in 2024 and a number of consultations were planned on detailed elements of the Bill, further reports on which would be brought to the relevant committee setting out the Council's response when these took place.

Resolved - That the report be noted.

7. 211376/FUL & 211407/LBC - 41 MINSTER STREET

The proposed development will include installation of a 10m stub tower, 6 no. antennas, 2 no. 300mm dishes, a GPS dish and associated ancillary equipment, alongside the removal of the existing 2.5m stub tower with 6 no. antennas and associated equipment and fixings. (Amended Description).

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

Comments were received and considered.

Resolved -

- (1) That planning permission for application 211376/FUL be granted, subject to the conditions and informatives as recommended in the report;
- (2) That listed building consent for application 211407/LBC be granted, subject to the conditions and informatives as recommended in the report.

8. 211424/FUL - 1A EATON PLACE

Demolition of existing commercial building (Class E) and erection of residential block comprising of 2 x 1 bed flats (Class C3)

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

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 1 JUNE 2022

Comments and objections were received and considered.

Resolved -

That planning permission for application 211424/FUL be refused on the following grounds:

1. The proposed development, by reason of its overall scale relative to plot size, would result in a cramped arrangement that would fail to provide any private amenity space for both flats nor sufficient internal floor space for the proposed ground floor flat. This would adversely impact upon the level of amenity provided and would result in an unacceptable quality of living accommodation for future occupants, contrary to Policies CC8, H5 and H10 of the Reading Borough Local Plan (2019);
2. The proposed development would locate the kitchen, bathroom and landing of the first-floor flat over the bedroom of the ground floor flat. This is considered to be an inappropriate 'stacking' arrangement which, through noise and disturbance caused by the occupiers of the first floor flat using these areas, will result in an unacceptable level of harm to the residential amenity for occupants of the ground floor flat. This would be contrary to policies CC8 and CR6 of the Reading Borough Local Plan (2019);
3. In the absence of a completed legal agreement to secure an acceptable contribution towards the provision of Affordable Housing and off-site tree planting, the proposal fails to contribute adequately to the housing needs and amenity requirements of Reading Borough, contrary to policies H3 and EN14 of the Reading Borough Local Plan (2019), the Council's Adopted Affordable Housing Supplementary Planning Document (2021) and the Reading Borough Council Tree Strategy (2021).

9. 220291/FUL - 2 HOWARD STREET

Conversion of a single dwelling (Class C3) to a Sui-Generis House in Multiple Occupation (HMO) for 9 persons, and conversion of the existing garage to a cycle and garden store, plus erection of two dormer windows, bin storage and associated enabling internal works and minor external works (re-submission of 211420/FUL)

Further to Minute 3 of the meeting held on 12 January 2022, the Executive Director for Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which clarified how the threshold calculation for HMOs had been interpreted.

The original report and update report for application 211420/FUL from 12 January 2022 were appended to the report.

Comments were received and considered.

Resolved -

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 1 JUNE 2022

- (1) That planning permission for application 220291/FUL be granted, subject to the conditions and informatives as recommended in the original report;
- (2) That a separate report on HMO Policies and guidance be submitted to a future meeting of the Committee to allow further consideration of the counting of HMOs and how to assess and deal with HMO proliferation.

10. 220125/LBC - OXFORD ROAD PRIMARY SCHOOL, 146 OXFORD ROAD

Listed Building Consent for proposed works to Oxford Road Community School - repairs and refurbishment to the pitched roof and replacement of bitumen felt covering to a number of small flat roofs.

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 presented additional information which had been omitted from the original report on the proposed lime mortar mixture, the listed building materials condition and photos of the existing roof.

Comments were received and considered.

Resolved -

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, listed building consent for application 220125/LBC be granted, subject to the conditions and informatives as recommended in the original report.

11. 211728/OUT - DELLWOOD HOSPITAL LIEBENROOD ROAD

Outline application considering access, appearance, layout and scale for the partial demolition, retention and extension of existing building to form a care home (C2 use class) and ancillary accommodation, amended access arrangements, car parking and associated works (landscaping reserved for future consideration).

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 explained that the applicant had agreed to provide a construction phase employment and skills training plan and did not intend to take up the option of providing an equivalent financial contribution and therefore the plan could be secured by condition rather than a section 106 obligation. It also explained that the use of the development as a C2 care home could also be secured by way of a planning condition rather than obligation. The recommendation had been amended accordingly.

Comments and objections were received and considered.

Supporter Evelyn Williams, and John Horsman and Anna Ciesielska on behalf of the applicant, attended the meeting and addressed the Committee on this application.

Resolved -

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 1 JUNE 2022

- (1) That outline planning permission for application 211728/OUT be granted, subject to the conditions and informatives as recommended in the original report, with the additional conditions set out in the update report;
- (2) That details of the pre-commencement reserved matters in respect of landscaping, external materials and the scheme of decentralised energy provision be submitted to members of the Committee and, if there were any significant concerns expressed, these matters be brought to Committee for approval.

12. 212061/FUL - RICHFIELD DRIVING RANGE, RICHFIELD AVENUE

The demolition of existing driving range structures and the development of a new three-storey 8 form entry school for years 11 - 16, including a SEND unit and 300 place 6th form (total school capacity of 1500 pupils) including the creation of a new access from Richfield Avenue, new parking area, cycle parking landscaped areas, external play areas, Multi Use Games Area (MUGA) and sporting pitches.

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 proposed amendments to the S106 obligations for transport works and deletion of two of the planning conditions, clarified the bicycle provision position and the reasons for BREEAM 'Very Good' and the wording for the BREEAM conditions. The recommendation had been amended accordingly. It was recommended at the meeting that a further condition regarding

Resolved -

- (1) That the Assistant Director of Planning, Transport and Public Protection Services be authorised to grant full planning permission for application 212061/FUL, subject to completion of a S106 legal agreement by 30 June 2022 (unless a later date be agreed by the Assistant Director of Planning, Transport and Public Protection Services) to secure the amended transport works Heads of Terms set out in the update report and the original Employment, Skills and Training Head 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 Public Protection Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended in the original report, but with the removal of Conditions 11 and 14 as recommended in the update report, and the following amendments:
 - Condition 28 regarding the Travel Plan to be strengthened to require the school to explore how to improve the facilities to support cycling, including more cycle parking, storage and changing facilities;

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 1 JUNE 2022

- Condition 20 regarding BREEAM rating to be amended to require the school to look at further ways to improve the BREEAM rating above 60%;
 - An additional informative encouraging the school to explore their opening hours to ease congestion;
- (4) That transport officers be asked to investigate the inclusion of bus stop markings near to the school in association with the wider requirement for alterations to Traffic Regulation Orders surrounding the school, to accommodate future bus services to the area.

(The meeting started at 6.30 pm and closed at 8.26 pm)

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PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 22 JUNE 2022

Present: Councillor Lovelock (Chair);
Councillors Carnell, Emberson, Ennis, Gavin, Moore, Page,
Robinson, Rowland and J Williams

Apologies: Councillors Leng, Hornsby-Smith and Yeo

RESOLVED ITEMS

13. MINUTES

The Minutes of the meeting held on 1 June 2022 would be re-submitted to the next meeting.

14. 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 application 211416/FUL - 4 Downshire Square (Minute 20 below refers), together with any additional applications which the Assistant Director of Planning, Transport and Public Protection Services might consider appropriate, be the subject of accompanied site visits;
- (2) That future reports include a list of the site visits previously agreed that had not yet taken place.

15. PLANNING APPEALS

(i) New Appeals

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

(ii) Appeals Recently Determined

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

(iii) Reports on Appeal Decisions

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

200718 - PUMPING STATION ADJACENT 20 CHAZEY ROAD, CAVERSHAM
Demolition of the pumping station and the construction of a new dwelling.

Written representations.

Appeal dismissed.

210201/TPO - 11 RIDGE HALL CLOSE, CAVERSHAM
Fell one Lime tree in the front garden.

Written representations.

Appeal dismissed.

An update report was tabled at the meeting on the following appeal decision:

210748 - SOANE POINT 6-8 MARKET PLACE
Change of use of part of the ground floor, part basement, and upper floors from office use Class B1(a) to C3, 144 studio apartments. Prior Notification under Class 0, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015.

Written representations.

Appeal allowed.

Resolved -

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

16. APPLICATIONS FOR PRIOR APPROVAL

The Executive Director for Economic Growth and Neighbourhood Services submitted a report giving details in Table 1 of four prior approval applications received, and in Table 2 of two applications for prior approval decided, between 20 May and 8 June 2022.

Resolved - That the report be noted.

17. OBJECTION TO A TREE PRESERVATION ORDER - TILEHURST ALLOTMENTS

The Executive Director of Economic Growth and Neighbourhood Services submitted a report on an objection to Tree Preservation Order No. 2/22 relating to Tilehurst Allotments, Armour Hill/Kentwood Hill. A copy of the TPO plan was attached to the report at Appendix 1.

The report explained that the site had been subject to a TPO (24/00) since 2000 which protected 12 individual trees, two Groups of trees and five Areas of tree. A copy of this TPO plan was attached to the report at Appendix 2. Officers had been made aware of the sale of the land (currently owned by Tilehurst People's Local Charity) by local residents and considerable local concern had been raised about potential tree removal - all trees not protected by TPO 24/00 could have legally been removed. As TPO 24/00 was 22 years old and tree coverage was likely to have changed in that period, it was considered appropriate to serve an Area TPO to protect all trees until a more specific and up to date replacement TPO could be made. Area TPO 2/22 had therefore been served on 9 March 2022.

The report summarised objections to the TPO received from the Tilehurst People's Local Charity (TPLC) and Aspect Arboricultural Ltd on behalf of TPLC, and set out comments from officers in response to the objections. The report concluded that an Area TPO was warranted due to the age of TPO 24/00, the intention to sell the land and the intended development proposals. A more specific TPO could be made at a later stage to replace the Area TPO, but it was recommended that the Area TPO be confirmed in order to protect all trees in the meantime and until development proposals were determined and implemented.

Resolved -

That the Tree Preservation Order 2/22 relating to Tilehurst Allotments, Armour Hill/Kentwood Hill be confirmed.

18. GAS WORKS SOCIAL CLUB, GAS WORKS 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 the Gas Works Social Club, Gasworks Road to the list of Locally-Important Buildings and Structures. The following documents were attached to the report:

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

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 22 JUNE 2022

The report set out details of consultation on the proposal and an assessment 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.

An update report was tabled at the meeting which clarified the planning history of the site with reference to planning permission 160378/FUL which had been issued on 28 October 2016. The report stated that the adding of this building to the Local List would not hinder a developer seeking to implement the permitted development.

Resolved -

That the Gas Works Social Club, Gasworks Road be added to the list of Locally-Important Buildings and Structures.

19. 211441/FUL & 211442/ADV - OUTSIDE 99 BROAD STREET; 211443/FUL & 211444/ADV - OUTSIDE 6 BROAD STREET; 211445/FUL & 211446/ADV - OUTSIDE 108-113 BROAD STREET; 211447/FUL & 211448/ADV - OUTSIDE 47-48 BROAD STREET; 211449/FUL & 211450/ADV - OUTSIDE 26 WEST STREET; 211451/FUL & 211452/ADV - OUTSIDE 4-5 ST MARY'S BUTTS; 211453/FUL & 211454/ADV - OUTSIDE 164 FRIAR STREET

For each of the seven proposed locations:

Full planning permission for the proposed installation of 1no. new Street Hub, incorporating 2no. digital 75" LCD advert screens, plus the removal of associated BT kiosk(s); and

Advertisement consent for proposed 2no. digital 75" LCD display screens, one on each side of the Street Hub unit.

The Executive Director of Economic Growth and Neighbourhood Services submitted a report on the above applications. An update report was tabled at the meeting which set out an additional consultation response from the Thames Valley Police Crime Prevention Design Advisor and further details on the proposed use of micro-louvre film to reduce screen glare on CCTV cameras. The report also corrected a formatting error in the proposed conditions.

Comments were received and considered.

Resolved -

- (1) That planning permission for applications 211441/FUL, 211443/FUL, 211445/FUL, 211447/FUL, 211449/FUL, 211451/FUL and 211453/FUL be granted, subject to the conditions and informatives as recommended in the update report;
- (2) That advertising consent for applications 211442/ADV, 211444/ADV, 211446/ADV, 211448/ADV, 211450/ADV, 211452/ADV and 211454/ADV be

granted, subject to the conditions and informatives as recommended in the update report, with amendment of proposed Condition 5 to require that Local Planning Authority approval of the micro-louvre film be in consultation with Ward Councillors and subject to a successful demonstration that the proposed film would obscure the glare from the Street Hubs to CCTV cameras.

20. 211416/FUL - 4 DOWNSHIRE SQUARE

Erection of 1 x detached and 2 x semi detached dwellings following demolition of the existing bungalow and detached garage.

The Executive Director of Economic Growth and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which amended the recommendation to include an additional S106 obligation for planting and maintenance of a street tree. The report also set out clarification on space standards and ecology, set out an additional consultation response from the Conservation and Urban Design Officer and amended the proposed condition relating to external materials.

Comments and objections were received and considered.

Objectors Helen Humphreys, Andrea Lambourne Moss and Mischa Tytel (Conservation Area Advisory Committee), Ed Mather representing the applicant, and Ward Councillor Paul Gittings attended the meeting and addressed the Committee on this application.

Resolved -

That consideration of application 211416/FUL be deferred for an accompanied site visit.

(The meeting started at 6.30 pm and closed at 7.56 pm)

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

TO:	PLANNING APPLICATIONS COMMITTEE		
Date:	20 th July 2022		
TITLE:	POTENTIAL SITE VISITS FOR COMMITTEE ITEMS		
SERVICE:	PLANNING	WARDS:	BOROUGH WIDE
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	Development Manager (Planning & Building Control)	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(s) 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 if the site(s) agreed to be visited will be accompanied by officers or unaccompanied.

3. THE PROPOSAL

- 3.1 Appended to this report (appendix 1) 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 will help if the impact of the proposed development is difficult to visualise from the plans and supporting material or where concerns raised by objectors need to be seen to be better understood.
- 3.3 While officers try to make site visit recommendations before a report comes to Committee sometimes, during consideration of an application, Councillors may request a deferral to allow a visit to be carried out to assist in reaching the correct decision.
- 3.4 Accompanied site visits are appropriate when access to private land is necessary to view the site and to appreciate matters raised. These visits will be arranged and attended by officers on the designated date and time. Applicants and objectors may observe the process and answer questions when

asked but lobbying is discouraged. A site visit is an information gathering opportunity to inform decision making.

3.5 Unaccompanied site visits are appropriate when the site can be easily seen from public areas and allow Councillors to visit when convenient to them. In these instances, the case officer will provide a briefing note on the application and the main issues to assist when visiting the site.

3.6 It is also possible for officers to suggest, or Councillors to request, a visit to a completed development to assess its quality.

3.7 Appendix 2 sets out a list of application sites that have been agreed to be visited at previous committee meetings but are still to be arranged.

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). 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.

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:

None

APPENDIX 2

Previously Agreed Site Visits:

- 220189 - 205-213 Henley Road
- 220409 - Caversham Park
- 211714 - 70-78 Wokingham Road
- 220123 - 9 Eldon Square

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	20 th July 2022		
TITLE:	PLANNING APPEALS		
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	Development Manager (Planning & Building Control)	E-MAIL:	Julie.Williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

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

2. RECOMMENDED ACTION

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

3. INFORMATION PROVIDED

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

4. CONTRIBUTION TO STRATEGIC AIMS

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

5. ENVIRONMENTAL AND CLIMATE IMPLICATIONS

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

6. COMMUNITY ENGAGEMENT AND INFORMATION

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

7. EQUALITY IMPACT ASSESSMENT

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

8. LEGAL IMPLICATIONS

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

9. FINANCIAL IMPLICATIONS

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

10. BACKGROUND PAPERS

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

APPENDIX 1

Appeals Lodged:

WARD: CHURCH
APPEAL NO: APP/E0345/W/22/3295590
CASE NO: 211542
ADDRESS: Pepper Lane, Reading
PROPOSAL: Installation of 18m monopole and ancillary equipment
CASE OFFICER: Beatrice Malama
METHOD: Written Representation
APPEAL TYPE: REFUSAL PRIOR APPROVAL
APPEAL LODGED: 17.6.2022

WARD: THAMES
APPEAL NO: APP/E0345/W/22/3298362
CASE NO: 2110544
ADDRESS: "Land adjacent to The Moorings", Mill Green, Caversham
PROPOSAL: Vehicular access with permeable surface on land south of Mill Green to provide access to The Moorings
CASE OFFICER: Claire Ringwood
METHOD: Written Representation
APPEAL TYPE: REFUSAL
APPEAL LODGED: 30.6.2022

WARD: READLANDS
APPEAL NO: APP/E0345/W/22/3295119
CASE NO: 201650
ADDRESS: 111a Watlington Street, Reading
PROPOSAL: Part demolition of existing industrial building and erection of a three storey end of terrace building of 6 flats (C3 use) (amended description)
CASE OFFICER: David Brett
METHOD: Written Representation
APPEAL TYPE: REFUSAL
APPEAL LODGED: 05.07.2022

APPENDIX 2

Appeals Decided:

WARD: TILEHURST
APPEAL NO: APP/E0345/W/21/3288114
CASE NO: 211429
ADDRESS: "Site Adjacent Prince of Wales PH", St Michaels Road
PROPOSAL: Application for prior notification of proposed development by telecommunications code systems operators.
CASE OFFICER: Chukwudi Onwudinanti
METHOD: Written Representation
DECISION: Dismissed
DATE DETERMINED: 13/ 6/2022

WARD: CAVERSHAM HEIGHTS
APPEAL NO: APP/E0345/D/22/3292725
CASE NO: 211793
ADDRESS: 2 Bramblings, Caversham, Reading
PROPOSAL: Ground floor extension, conversion of garage and construction of an attached garage and re-pitching of roofs.
CASE OFFICER: Marcie Rejwerska
METHOD: Written Representation
DECISION: Dismissed
DATE DETERMINED: 28/ 6/2022

WARD: Emmer Green
APPEAL NO: APP/E0345/D/22/3297622
CASE NO: 220149
ADDRESS: 264 Henley Road, Caversham, Reading
PROPOSAL: Single storey rear extension
CASE OFFICER: Beatrice Malama
METHOD: Written Representation
DECISION: Allowed
DATE DETERMINED: 30/ 6/2022

APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

None available this time.

Planning Officers reports on appeal decisions attached.

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	20th July 2022		
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Julie Williams		
JOB TITLE:	Development Manager (Planning & Building Control)	E-MAIL:	Julie.williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To advise Committee of the types of development that can 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 There are a range of development types and changes of use that can be carried out as permitted development but are subject to the developer first notifying the planning authority of the proposal, for it to confirm that “prior approval” is not needed before exercising the permitted development rights. The matters for prior approval vary depending on the type of development and these are set out in full in the relevant Parts in Schedule 2 to the General Permitted Development Order. A local planning authority cannot consider any other matters when determining a prior approval application.
- 3.2 If the decision is that approval is required, further information may be requested by the planning authority in order for it to determine whether approval should be given. The granting of prior approval can result in conditions being attached to the approval. Prior approval can also be refused, in which case an appeal can be made.
- 3.3 The statutory requirements relating to prior approval are much less prescriptive than those relating to planning applications. This is because seeking prior approval is designed to be a light-touch process given that the principle of the development has already been established in the General Permitted Development Order. The government is clear that a local planning authority should not impose unnecessarily onerous requirements on developers should not seek to replicate the planning application system.
- 3.4 However, this means that large development schemes, often involving changes of use to residential, can proceed without meeting many of the adopted planning policies; such as making no contribution towards affordable housing, and the application fees for these “light touch” applications are significantly less than the equivalent planning application fee.
- 3.5 For this reason, at the Planning Applications Committee meeting on 29 May 2013, it was agreed that a report be brought to future meetings 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. It was also requested that an estimate be provided for the “loss” in potential planning fee income.

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 now estimated to be £1,835,730.

(Class E (formally office) Prior Approvals - £1,677,626:
Householder Prior Approvals - £87,602:
Retail Prior Approvals - £16,840:
Demolition Prior Approval - £4,697:
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:
New dwellinghouses on terrace/detached buildings - £14,667.

Figures since last report

Class E (formally office) Prior Approvals - £5430:
Householder Prior Approvals - £220:
Demolition Prior Approval - £366.

- 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 8th June 2022 to 8th July 2022

Type:	How many received since last report:	Loss in possible fee income:
Householder Prior Approvals	2	£220
Class E Prior Approvals	2	£5430
Demolition Prior Approval	0	£366
Solar Equipment Prior Approval	0	0
Prior Notification	0	n/a
Shop to Assembly & Leisure Prior Approval	0	0
Telecommunications Prior Approval	3	n/a
Dwellings on detached block of flats	0	0
Householder Additional Storey	0	0
New dwellinghouses on terrace/detached buildings	0	0
TOTAL	7	£6,016

Table 2 - Applications decided since 8th June 2022 to 8th July 2022

Type:	Approved	Refused	Not Required	Withdrawn	Non Determination
Householder Prior Approvals	2	0	3	0	0
Class E Prior Approvals	3	1	0	0	0
Shop to Restaurant Prior Approval	0	0	0	0	0
Demolition Prior Approval	0	0	0	0	0
Solar Equipment Prior Approval	0	0	0	0	0
Prior Notification/ Other	0	0	0	0	0
Shop to Assembly & Leisure Prior Approval	0	0	0	0	0
Telecommunications Prior Approval	2	2	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
New dwellings on detached building in commercial or mixed use	0	0	0	0	0
TOTAL	7	3	3	0	0

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20 JULY 2022

Ward: Abbey

Proposal: Works to protected trees at St Mary's Churchyard, St Mary's Butts

RECOMMENDATION

That approval of the proposed works be delegated to officers to approve subject to no substantive objections being received by 27 July 2022.

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To report to and seek approval from Committee for proposed works to Council maintained trees within and adjacent to St Mary's Churchyard, Reading, subject to Tree Preservation Order No. 10/06 (TPO plan attached - Appendix 1).

2. BACKGROUND

- 2.1 On 10 June 2022 an application was received from Reading Borough Council's Tree Officer in Parks seeking consent for works to trees in and adjacent to St Mary's Churchyard (reference 220848/TPO).
- 2.2 Whilst the trees are not owned by Reading Borough Council, the Council inspect and maintain the trees under a historic agreement.

3. APPLICATION PROCESS

- 3.1 As the Council-maintained trees in question are subject to a Tree Preservation Order, a formal application is required for these works to be approved.
- 3.2 The Town and Country Planning Act 1990 requires applications for works to Council owned or maintained trees to be decided by a Committee of the Council which is not responsible for managing the land to which the application relates.
- 3.3 The law also requires a public notice to be displayed for at least 21 days giving details of the proposed works and contact details for any comments to be sent. A site notice was attached to a tree adjacent to Chain Street and one to a tree on the east side of the churchyard on 6 July 2022 and will be left for the required period, i.e. until 27 July 2022.
- 3.4 A report is not normally brought to Committee until after the end of the 21-day period, i.e. when confirmation can be provided of any comments or objections received. In this case, it would mean consideration at Committee on 7 September 2022 due to no Committee in August. This would result in an undesirable delay in being able to carry out necessary

works for both good management but for Health & Safety reasons and to address potential risks.

- 3.5 The Town and Country Planning (Tree Preservation)(England) Regulations 2012 allows applications to seek consent for specified works to be carried out on multiple occasions within the time period of the consent in order to avoid the need for regular applications. This application takes advantage of that regulation so that regular maintenance can take place without unnecessary paperwork.

4. PROPOSED WORKS

- 4.1 The application seek approval for the following works:

T1 Maple - general prune to clear street light, crown clean, prune to provide 2m clearance from 55 St Marys Butts

T3 Lime - crown reduction (lapsed pollard) of 2m, crown lift to 5.5m through 360°

T4 Lime - crown lift to 3m above ground level, remove deadwood, prune to provide 2m clearance from John Lewis

T5 Lime - remove deadwood; crown lift to first main fork

T6 Plane - remove deadwood and crown lift to 3-4m above ground level through 360° and cut back from buildings (church and John Lewis) to provide 2-3m clearance

T8 Oak - cut back from street light by 1m

T10 Whitebeam - crown lift to 2-3m above ground level through 360°

T12 Maple - crown lift to 3m above the churchyard removing minor growth only but including one low limb, and to 5.5m over the road and remove deadwood

T13 Lime - remove deadwood, crown lift to first union, and remove Basal and epicormic growth on stem

T15 Maple - crown lift to 2-3m above ground level through 360°, remove deadwood, epicormic growth removal, crown clean (removal of dead, dying crossing/rubbing branches)

T16 Holly - crown lift to 2-3m above ground level through 360°

T17 Lime - crown lift to 2-3m above ground level through 360°

T19 Tree of Heaven - partial crown, reshape 1.5m reduction to extended laterals (growing towards the church), remove deadwood

T20 Maple - deadwood; crown lift to statutory heights above the pavement and road including removal of minor epicormic growth

- 4.2 In addition to the above, approval is sought to re-new the element of tree works approval 181487/TPO (see appendix 2) to allow (to all relevant trees within the TPO) the following works to be carried out on a regular basis for the next 5 years:

Remove basal growth twice a year for the next 5 years; crown lift to 2.75m over paths and 5.5m over the roads annually for 5 years and crown clean (remove dead, dying, dangerous, crossing/rubbing branches) annually for 5 years.

- 4.2 Removal of dead wood and crown lifting to the statutory heights of 2.75m above adopted paths and 5.5m above adopted highways is exempt from

requiring permission under the TPO but has been included to cover the requirement to give formal notice of such works.

5. RECOMMENDATION

- 5.1 The works proposed are not considered to be harmful to the trees' appearance or future health and are reasonable works in order to appropriately manage the trees. It is therefore recommended that the works be approved subject to no substantive objections being received.

6. LEGAL IMPLICATIONS

- 6.1 Preparing, serving confirmation and contravention of TPO's are services dealt with by the Council's Legal Section.
- 6.2 Applications for works to Council owned TPO trees are to be decided by a Committee and one which is not responsible for managing the land to which the application relates.

7. FINANCIAL IMPLICATIONS

- 7.1 Administrative.

8. EQUAL OPPORTUNITIES IMPLICATIONS

- 8.1 In determining this application the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age 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 proposed tree works.
- In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the tree works.

9. SUSTAINABILITY IMPLICATIONS

- 9.1 The aim of TPO's is to secure trees of high amenity value for present and future generations to enjoy. Trees also have high environmental benefits through their absorption of polluted air, creation of wildlife habitats, reduction of surface water runoff and flooding caused by heavy rain, provision of shelter and shading and reduction of noise. The Council's adopted Tree Strategy highlights the importance of the use of TPOs in the retention and protection of important trees in the Borough. Policy EN14 of the Local Plan relating to Trees, Hedges and Woodlands also reinforces the need to continue making new and retaining existing Tree Preservation Orders.

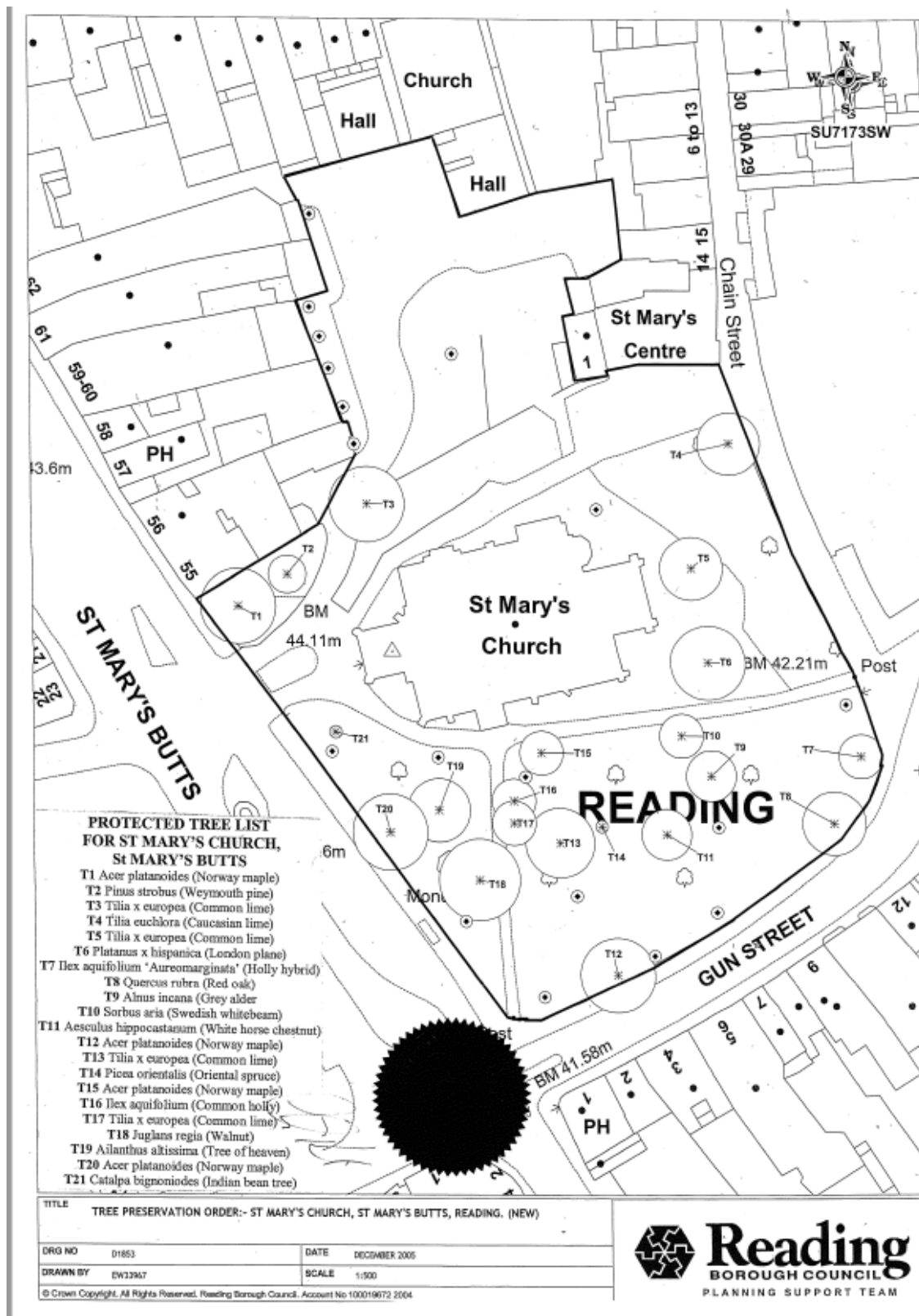
10. BACKGROUND DOCUMENTS

- 10.1 Register of Tree Preservation Orders
- 10.2 Plan for TPO 10/06 relating to St Mary's Churchyard, Reading (Appendix 1)

10.3 Decision Notice for 181487/TPO

Officer: Sarah Hanson

Appendix 1 - Plan for TPO 10/06



Appendix 2 - Decision Notice for tree works application 181487/TPO

Mr K Lee
Tree Officer
Reading Borough Council
19 Bennet Road
Reading
RG2 0QX

Our Ref: 181487/TPO
Your Ref:

Direct: ☎01189 372440
Email: sarah.hanson@reading.gov.uk

30 October 2018

Your contact
is:

Sarah Hanson, Planning and Building Control

Dear Kevin

RE: PROPOSED WORKS TO TREES IN AND ADJACENT TO ST MARYS CHURCHYARD, ST MARYS BUTTS, READING - SUBJECT TO TREE PRESERVATION ORDER NUMBER 10/06.

Thank you for your application of 15 August 2018, regarding the above.

Further to consideration of your application at Planning Applications Committee on 10 October 2018, I can confirm that the following proposed works, as detailed in your application, are approved subject to the conditions below:

- T1 Norway Maple - crown lift over pathways to statutory heights; reduce back branches extending into pathways/highways to growing points to clear rights of way; reduce branches back from the roof of No. 55 St Mary's Butts to give approx. 1m clearance
- All relevant trees within the TPO - remove basal growth twice a year for the next 5 years; crown lift to 2.75m over paths and 5.5m over the roads annually for 5 years and crown clean (remove dead, dying, dangerous, crossing/rubbing branches) annually for 5 years.

Please note Informative 3 below - I assume you will advise the Diocese of the intended works.

Conditions

1. Five days notice in writing shall be given to the Council prior to undertaking the approved works, including on each occasion the repeated operations are undertaken.
Reason: To ensure that the Local Planning Authority is given sufficient notice of the works to enable the effective monitoring of tree work within the Borough.

2. All tree surgery shall be in accordance with BS 3998: (2010) Tree Work - Recommendations.

Reason: To ensure that all works are carried out in an acceptable arboricultural manner

3. This decision in relation to T1 Maple is valid for two years from the date of this notice after which the consent lapses and the remainder of works are valid for 5 years, a repeat application being required before undertaking works after 29 October 2023

4. Climbing spikes shall not be used whilst undertaking any form of works on living trees, except on trees to be felled.

Reason: Spikes can cause extensive long-term damage

Informatives

1. Removal of dead or dangerous wood: This does not require the formal consent of the Council. However written notice must be given 5 working days in advance of removing dead wood. Where a branch is deemed to be 'dangerous', i.e. where works are 'urgently necessary to remove an immediate risk of serious harm', you are required to give notice to the Council 'as soon as practicable after the works become necessary'.

2. Disturbance of wildlife: It is an offence under the Wildlife and Countryside Act 1981 (as amended) to disturb roosting bats or nesting birds. It is advisable to consult your tree surgeon/consultant to agree an acceptable time for carrying out any work. Wildlife and habitat controls are administered by Natural England who can be contacted on 0300 060 3900; enquiries@naturalengland.org.uk

3. Tree work consents on land not owned by the applicant: It is strongly recommended that the owner of the tree be advised of any proposed works. The owner's permission must be sought if the tree works involve work past the boundary line. This consent does not in any way imply that this Council has informed the owner or sought permission or will condone the use of consents to force any landowner to grant such permission.

4. Crown lifting of trees over the public footpath and carriageway: If the clearance of vegetation overhanging the highway only involves the removal of branches to give a ground clearance to the statutory heights of 2.7m over the footpath and 5.5m over the road, this does not require formal consent from the Council. You are advised, however, to give notice to the Council of these intended works in order that they can be agreed.

If you wish to appeal against any of the conditions attached to this consent, please contact the Planning Inspectorate within 28 days of receipt of this letter to obtain the relevant forms:

The Environment Appeals Team, The Planning Inspectorate, Room 3/25, Hawk Wing, Temple Quay House, 2 The Square, Temple Quay, Bristol, BS1 6PN

Email: environment.appeals@pins.gsi.gov.uk

Tel: 0117 372 8192

If you require any further assistance, please do not hesitate to contact me on the above number.

Yours sincerely

Sarah Hanson

Sarah Hanson
Natural Environment Officer

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

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	20 July 2022		
TITLE:	REVIEW OF EXTENDED DELEGATED AUTHORITY INTRODUCED AT START OF COVID-19		
AUTHOR:	Julie Williams		
JOB TITLE:	Development Manager (Planning & Building Control)	E-MAIL:	Julie.williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To seek the agreement of committee to make the extension of delegated powers to officers to determine planning applications, as introduced as an interim measure at the start of the covid 19 pandemic episode, permanent.
 - 1.1.1 Appendix 1 provides the delegations as preceding April 2020.
 - 1.1.2 Appendix 2 provides a copy of Appendix B as it appeared in the Policy Committee papers for 27 April 2020 which shows the existing delegations and the changes to them agreed as an interim measure for online meetings.
 - 1.1.3 Appendix 3 provides the delegations as now currently proposed.

2. RECOMMENDED ACTION

- 2.1 That you agree the list for those applications for which delegated authority is not given to Officers to determine as provided at Appendix 3.

3. BACKGROUND

- 3.1 A report was presented at Policy Committee held on 27 April 2020 to explain that Section 78 of the Coronavirus Act 2020 and 'The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020' enabled Council meetings to take place online during the current Covid-19 pandemic. The report provided revised protocols for running meetings to help manage online events and included a proposal to extend the delegated authority for making decisions on planning applications and confirming Tree Preservation Orders to reduce the work handled by Planning Applications Committee (PAC).
- 3.2 Policy Committee agreed that the Deputy Director of Planning, Transport and Regulatory Services' delegated authority to determine planning applications and Tree Preservation Orders should be extended to help reduce the number of reports coming to the meeting.
- 3.3 The most significant change was to allow officers to refuse Major category planning applications. Other changes introduced asked for; greater scrutiny of those applications called in to PAC by Councillors; for variations or amendments to permissions; confirmation of TPO.s previously determined by committee to be decided by officers and a change to require applications only from serving Councillors and a smaller group of staff to be decided by PAC.

- 3.4 With committee meetings being run mainly in person once again, Officers have been considering if the amended delegations should continue to apply. The purpose of the extension, to help to reduce the number of cases needing to be decided by PAC, remains valid in that it reduces the burden of work on case officers preparing and presenting reports for committee.
- 3.5 In practice, officers welcomed being able to use the delegated authority to refuse major applications or to determine amendments in their negotiations to good effect and have exercised common sense by bringing the more controversial cases to committee. Between June 2020 and today, 13 Major applications have been refused planning permission with 4 coming to PAC for a decision. Also, the ability to deal with Variations to permissions without first clearing the approach with Councillors has been effective.
- 3.6 Councillors can still call these and other applications to committee for a decision and are aware of the need to justify why. Officers have welcomed this and how Councillors have been pragmatic and willing to work with officers to confirm if a call in is still needed as the case has been progressed.
- 3.7 For clarity, for S73 Variations, that section has been deleted in line with the interim arrangement that these decisions be delegated to officers. Also, it is considered appropriate to ask for a PAC decision when an objection to a Tree Preservation Order has been received or where the proposal has been submitted by or on behalf of the Council.
- 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. ENVIRONMENTAL AND CLIMATE IMPLICATIONS**
- 5.1 The Council declared a Climate Emergency at its meeting on 26 February 2019.
- 5.2 The Planning Service uses policies to encourage developers to build and use properties responsibly by making efficient use of land and using sustainable materials and building methods. As a team we work hard to reduce the resources (including paper and printing) that we use to carry out our work so reducing the number of committee reports produced will also help.
- 6. COMMUNITY ENGAGEMENT AND INFORMATION**
- 6.1 The changes to delegations do not change the need for statutory and non-statutory consultation on all planning applications.
- 7. EQUALITY IMPACT ASSESSMENT**
- 7.1 Where appropriate the Council must have regard to its duties under the Equality Act 2010, Section 149, to have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 There are no direct implications arising from the proposals.

8. LEGAL IMPLICATIONS

8.1 The Planning Applications Committee has delegated powers from Council to determine planning applications and therefore has the power to make planning delegations to officers.

9. FINANCIAL IMPLICATIONS

9.1 None arising from this report

10. BACKGROUND PAPERS

27th April 2020 Policy Committee DECISION-MAKING AND MEETING PROTOCOLS Report and Minutes

The Head of Planning, Development and Regulatory Services is not authorised to exercise delegated powers in respect of the following:

Applications “called - in” by a member	Determination of applications where a member has requested that an application be referred to Planning Applications Committee for a decision within 3 weeks of the application appearing on the weekly list.
Planning Applications Committee re-referral	Where Planning Applications Committee has resolved that a matter be referred to Planning Applications Committee.
Serving or former councillors and employees of the Council and their close friends and relatives	Power to determine an application for planning permission, approval of reserved matters, variations of conditions, variations of legal agreements or planning obligations, advertisement consent, listed building or conservation area consent, works affecting trees covered by tree preservation order and certificates of existing or proposed lawful use or development made by serving and former councillors and any member of the Corporate Management Team and any person employed or engaged by Planning and Legal Services.
Council developments	Power to determine an application for planning permission made by the Council alone or jointly with another person under Section 316 of the Town and Country Planning Act 1990 and the Town and Country Planning General Regulations 1992 (S.I. 1992/1492) (Para 6) and the determination of applications made by the Council for listed building or conservation area consent.
Applications to develop land without compliance with conditions attached by Committee	Determine applications to develop land without compliance with conditions under Section 73 of the Town and Country Planning Act 1990 where those conditions were previously attached by Committee, without first agreeing the method of determination with the Chair of Planning Applications Committee and Ward members.
Departures from the Development Plan.	Any development which is considered by the Head of Planning, Development and Regulatory Services to be a departure from the provisions of the adopted development plan and where recommended for approval.
‘Major’ Applications.	Major development, i.e.: building or engineering work; or Building or engineering work involving change of use comprising: (i) residential development of 10 or more dwellings or residential development on an application site of 0.5 ha or more, or (ii) in the case of other uses (not comprising minor or other development as described above), 1,000 sq m or more of gross floorspace, or an application site of 1 ha+.
Conservation area or listed building consent	Only where the proposals also require planning permission for development which is classed as “Major”
Tree Preservation Orders / Trees in conservation areas	Where an objection to a Tree Preservation Order has been received or where the proposal has been submitted by or on behalf of the Council

APPENDIX B from Policy Report 27 April 2020

The table below sets out those applications that the Head of Planning and Regulatory Services is currently not authorised to exercise delegated powers and how officers consider these could be changed to reduce the number of cases coming to Planning Applications Committee. Instead it would be possible to present a schedule of those applications where delegations are changed to each PAC so the decisions can be discussed if needed or simply noted.

	Pre April 2020	Proposed
Applications “called -in” by a member	Determination of applications where a member has requested that an application be referred to Planning Applications Committee for a decision within 3 weeks of the application appearing on the weekly list of planning applications.	Members to use their discretion in call-ins to support the strategic objectives of the Council in the pandemic and recovery. Members are requested to seek advice from the Planning Manager and Chair of Planning before notifying a call in to the Planning Manager instead of the case officer.
Planning Applications Committee re-referral	Where Planning Applications Committee has resolved that a matter be referred to Planning Applications Committee for a decision	No change
Serving or former councillors and employees of the Council and their close friends and relatives	Power to determine an application for planning permission, approval of reserved matters, variations of conditions, variations of legal agreements or planning obligations, advertisement consent, listed building or conservation area consent, works affecting trees covered by tree preservation order and certificates of existing or proposed lawful use or development made by serving councillors and any member of the Corporate Management Team and any person employed or engaged by Planning and Legal Services.	No change but amend the description to: <i>Applications submitted by serving councillors and some employees of the Council (those on Corporate Management Team and any person employed or engaged by Planning and Legal Services).</i>
Council developments	Power to determine an application for planning permission made by the Council alone or jointly with another person under Section 316 of the Town and Country Planning	No change

	Act 1990 and the Town and Country Planning General Regulations 1992 (S.I. 1992/1492) (Para 6) and the determination of applications made by the Council for listed building or conservation area consent.	
Applications to develop land without compliance with conditions attached by Committee	Determine applications to develop land without compliance with conditions under Section 73 of the Town and Country Planning Act 1990 where those conditions were previously attached by Committee, without first agreeing the method of determination with the Chair of Planning Applications Committee and Ward members.	Delegated and no need to agree method with Cllrs.
Departures from the Development Plan.	Any development which is considered by the Head of Planning, Development and Regulatory Services to be a departure from the provisions of the adopted development plan and where the application is recommended for approval.	No change - rarely happens
'Major' Applications.	Major development, i.e.: building or engineering work; or Building or engineering work involving change of use comprising: (i) residential development of 10 or more dwellings or residential development on an application site of 0.5 ha or more or (ii) in the case of other uses (not comprising minor or other development as described above), 1,000 sq. m or more of gross floorspace, or an application site 1 ha or more.	No change when the recommendation is to approve. Delegated when the recommendation is to refuse
Conservation area consent / listed building consent	Only where the proposals also require planning permission for development which is classed as "Major"	No change
Tree Preservation Orders / Trees in conservation areas	Where an objection to a Tree Preservation Order has been received or where the proposal has been submitted by or on behalf of the Council	Delegated.

Proposed Post July 2022 Delegations

APPENDIX 3

The Assistant Director of Planning, Transport and Public Protection Services is not authorised to exercise delegated powers in respect of the following:

Applications “called - in” by a Councillor, including those in adjacent authorities.	Councillors need to justify why a decision by PAC is required and should notify, in the first instance, the Planning Manager and Chair of PAC. The Planning Manager will then notify the case officer once the call in is confirmed appropriate.
Planning Applications Committee re-referral	When Planning Applications Committee has resolved that a matter should be referred back to PAC.
Applications submitted by serving councillors and employees of the Council on Corporate Management Team and any person employed or engaged by Planning and Legal Services or their close family.	Applies to applications for planning permission, approval of reserved matters, variations of conditions, variations of legal agreements or planning obligations, advertisement consent, listed building consent, works affecting trees covered by tree preservation order and certificates of existing or proposed lawful use or development made by serving councillors or their close family and any member of the Corporate Management Team and any person employed or engaged by Planning and Legal Services or their close family.
Council developments	Power to determine an application for planning permission made by the Council alone or jointly with another person under Section 316 of the Town and Country Planning Act 1990 and the Town and Country Planning General Regulations 1992 (S.I. 1992/1492) (Para 6) and the determination of applications made by the Council for listed building consent.
Departures from the Development Plan.	Any development which is considered by the Assistant Director of Planning, Transport and Public Protection Services to be a departure from the provisions of the adopted development plan and recommendation is for approval.
‘Major’ Applications within the Borough where the officer recommendation is to grant planning permission.	Major development, i.e.: Building or engineering work involving new development or change of use comprising: (i) residential development of 10 or more dwellings or residential development on an application site of 0.5 ha or more, or (ii) in the case of other development those comprising 1,000 sq. m or more of gross floorspace, or an application site of 1ha or more.
Listed building consent	Only when forms part of a proposal that also requires planning permission in any of the above categories.
Tree Preservation Orders / Trees in conservation areas	Where an objection to a Tree Preservation Order has been received or where the proposal has been submitted by or on behalf of the Council

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COMMITTEE REPORT

BY THE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

PLANNING APPLICATIONS COMMITTEE: 20th July, 2022

Ward: Abbey

Address: Bugle Public House, 144 Friar Street Reading

Proposal: To add the Bugle Public House, 144 Friar Street, including linked properties to the rear, to the List of Locally-Important Buildings and Structures

RECOMMENDATION

That the Bugle Public House, 144 Friar Street, Reading, including linked properties to the rear, be added to the List of Locally-Important Buildings and Structures.

1. PURPOSE AND SUMMARY OF THE REPORT

1.1 To report on a proposal to add the Bugle Public House, 144 Friar Street, Reading, 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

Appendix 5: Representation by landowner

Appendix 6: Representation by CAAC

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 3 April 2022 to add the Bugle Public House, 144 Friar 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 Bugle is a small public house on Friar Street, which closed its doors in 2021, together with linked buildings to the rear. It has been in use for the sale of beer (originally as a beerhouse, and more recently as a public house) since at least 1841, and forms part of Fife Court, a small court extending south of Friar Street.

- 2.4 The nomination form received for the building identifies the significance of the building as being:
- Its origins in the mid-19th Century, likely from before 1840, and its status as the remainder Fife Court, the last of a number of small courts that extended from Friar Street;
 - Its historic association with the Winkworth family, H & G Simonds and its probably military association;
 - Its role in the development of Reading as a surviving example of a number of beerhouses that existed in the 19th Century;
 - Its group value as part of Fife Court; and
 - Its contribution as the last traditional public house in this part of Friar Street.
- The nomination form providing more detail can be seen in full in Appendix 4.

3. RESULTS OF CONSULTATION

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

- Thackeray Estates Reading City Ltd (landowner);
- Abbey ward councillors;
- Reading Conservation Area Advisory Committee; and
- Reading Civic Society.

- 3.2 Responses were received from all of the above.

3.3 Thackeray Estates Reading City Ltd;

A full copy of the response from the landowner is included as Appendix 5. The response objects to the proposal to add the building to the Local List, and summarises the reasoning as follows:

- “a. The building, whilst of some age, does not represent the character and typology of buildings of that age i.e. 1840-1870.*
- b. Architecturally the building has been altered repeatedly, both internally and externally, with the existing frontage and roof form dating entirely from early 20th Century. In our opinion its scale is considered to be an anomaly within the street, with limited group or townscape value.*
- c. There have been no evidences associating the building with important events or residents where there may be collective and shared memories with the community.*

Based on the above, the building should not be included in the Local List as it fails to comply with local criteria as there is case has not been proven apart from anecdotal notes on past occupants.”

3.4 Ward councillors;

A response was received from Councillor Page on behalf of Abbey ward councillors as follows:

“Abbey Ward Councillors are very much in support of adding the Forbes Public House to the list of Locally significant buildings.”

3.5 Reading Civic Society;

“RCS support the proposal to add the building to the Local List.

They have also been involved in ongoing discussions about future development plans of the site, incorporation of the front portion of the Public House and are in general agreement with what has been proposed.”

3.6 Reading Conservation Area Advisory Committee;

CAAC submitted the original nomination for addition to the Local List (Appendix 4) but have submitted further information in the form of a response to the landowner regarding points raised in relation to proposals for the site. This identifies in more detail the history of the building as a beer house and public house since at least 1841, and can be seen in full in Appendix 6.

4. ASSESSMENT

4.1 The assessment of a nomination proposal to add a building or structure to the Local List needs to be considered against the criteria in Appendix 2 of the Reading Borough Local Plan (adopted 2019). This is being done in this report. It is not judged against the criteria for statutory listing, but for whether it is of significance to the community of Reading.

4.2 Exclusions

4.2.1 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. The Bugle, 144 Friar Street, is not within any of these existing designations and can therefore be considered against the other criteria.

4.3 General principles

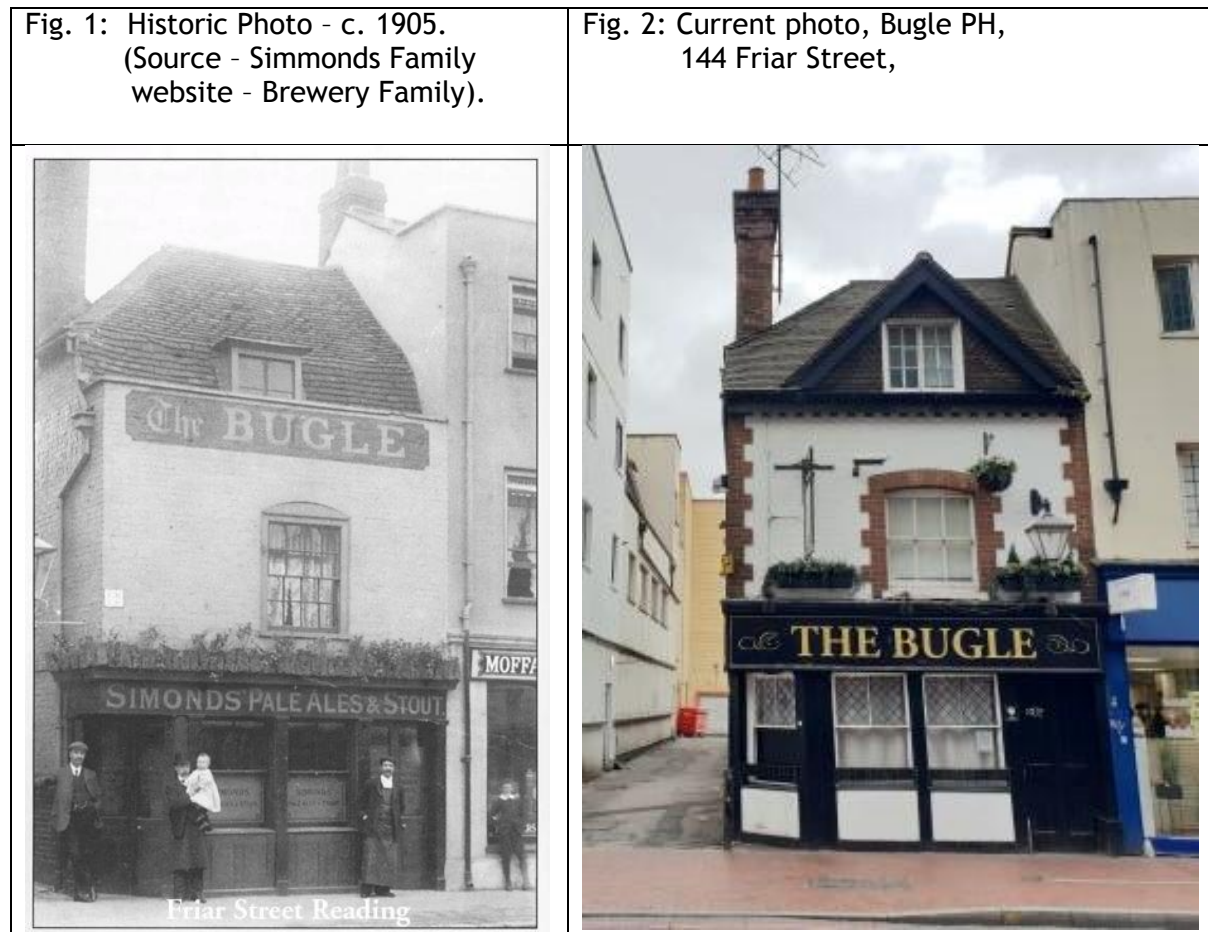
b. 1840 - 1913: Any building, structure or group of buildings that is/are of clearly-defined significance in the local context and where elements that contribute to its/ their heritage significance remain substantially complete.

4.3.1 It is considered possible that the building dates from earlier than 1840, but as there are no known records of the building from before 1840, it is considered appropriate to use the 1840-1913 criteria where records do exist, which have a higher bar for addition to the list.

4.3.2 Whilst there have been a number alterations to the building since this period, including internal alterations to the bars and smoke room, as well as external alterations such as the dormer window, some elements that contribute to the heritage significance remain substantially complete. The original layout of the commercial buildings has been retained. The 19th / early 20th century structures show an important development of the provision of public houses and related activity to the community of Reading. The building also retains important elements such as flat clay tiles and a single central timber framed window facing Friar Steet, as well as the angled corner at the entrance to Fife Court. Its positive impact on

the character and streetscape of Friar Street remains largely intact. It is therefore considered that the buildings fulfil the criteria for the period of 1840-1913.

4.3.3 The comparison between 1905 and the present day can be seen in Figures 1 and 2 below.



4.4 Significance

4.4.1 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.

4.4.2 The remaining buildings of site have a clear connection with figures and events of local interest. The nominated site is significant as a physical reminder of the facilities associated with the delivery of hotel and beer drinking service industry supplying the general community of Reading since the mid-19th century.

4.4.3 The owner of Fife Court in 1850 was William Winkworth, father in-law of brewer James Allnutt who married Charlotte Ellen Winkworth in 1835. The owner of the public house and cottages in 1882 was Miss Winkworth (probably Jane Forrest Winkworth born 1809, also daughter of William Winkworth). The freehold was acquired at some stage, certainly by 1903, by H & G Simonds, the important local brewery.

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.

4.4.4 It is worth noting that the criterion specifically identifies that public houses that formed a focal point or played a key social role would qualify. The Bugle PH has a long association with beer making and serving the local community since the mid-19th century. The public house existed as a beer house since at least 1841 when Daniel David is mentioned in the 1841 census as a beer seller at this location.

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.

4.4.5 The building has clear links to the locally important beer brewing industry. It is known that it was owned freehold in 1903 by H & G Simonds brewery, at the time based nearby in Bridge Street. H & G Simonds, founded in the 18th century, was one of the key industries in Reading during this period, and the town has long been known for the three B's (beer, bulbs and biscuits). The group of buildings clearly fulfils this historical criterion.

Architectural Interest

a. Sense of place

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

4.4.6 It is considered that the building fulfils this criterion, as examples of late 19th and early 20th century commercial hotel architecture. Although not large, it is an example of a small-scale commercial service. It also forms part of a side court to Friar Street (Fife Court) which was once characteristic of the street, but most of which have since been lost.

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.

4.4.7 The building was part of the vernacular brick, early 19th two storey buildings, and scale of early Reading. There has been gradual evolution and additions, but the general scale and simple character has been kept. See Figs 1 & 2, item 2.3. It is therefore considered that it fulfils this criterion.

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.

4.4.8 The Bugle PH makes a contribution to the streetscape of Friar Street. It is one of the last remaining buildings from the beginning of the 19th Century. It is the earliest remaining Public House in Friar Street. The side lane is part of an earlier Fife Court area that was characteristic of other side courts to Friar Street. Therefore, it is not only the building but also its connection to the surrounding layout that is of importance.

4.5 Conclusion of assessment

4.5.1 The Bugle Public House, 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 the elements that contribute to a high level of significance in the local context 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 industrial 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.

5. ENVIRONMENTAL AND CLIMATE IMPLICATIONS

5.1 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. However, in the long-term, it can be more difficult to achieve high levels of energy performance in older buildings than in new builds. There are therefore potentially either positive or negative effects, and schemes will need to be assessed at the application stage in terms of their compliance with the Council's policies.

6. EQUALITY IMPACT ASSESSMENT

- 6.1 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.

7. LEGAL IMPLICATIONS

- 7.1 Addition to the Local List is not a statutory process, and there are no legal implications of the recommendations of this report.
- 7.2 In terms of the status of the building as part of future proposals, whether or not it was added to the Local List it would still be a 'non-designated heritage asset' in terms of the National Planning Policy Framework (NPPF) and would therefore be a material consideration in any future development application.

8. FINANCIAL IMPLICATIONS

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

Bruce Edgar, Conservation and Urban Design Officer

APPENDIX 1: LOCATION PLAN



LIST OF LOCALLY IMPORTANT BUILDINGS AND STRUCTURES

APPENDIX 2: RELEVANT PHOTOGRAPHS AND ILLUSTRATIONS

Fig. 01: Street elevation, of the Bugle Public House



Fig. 02: Friar Street, looking West.



Fig. 03: Rear of the site looking North.



Fig. 4: Fife Court looking North.
Bugle is at the end of the Lane.



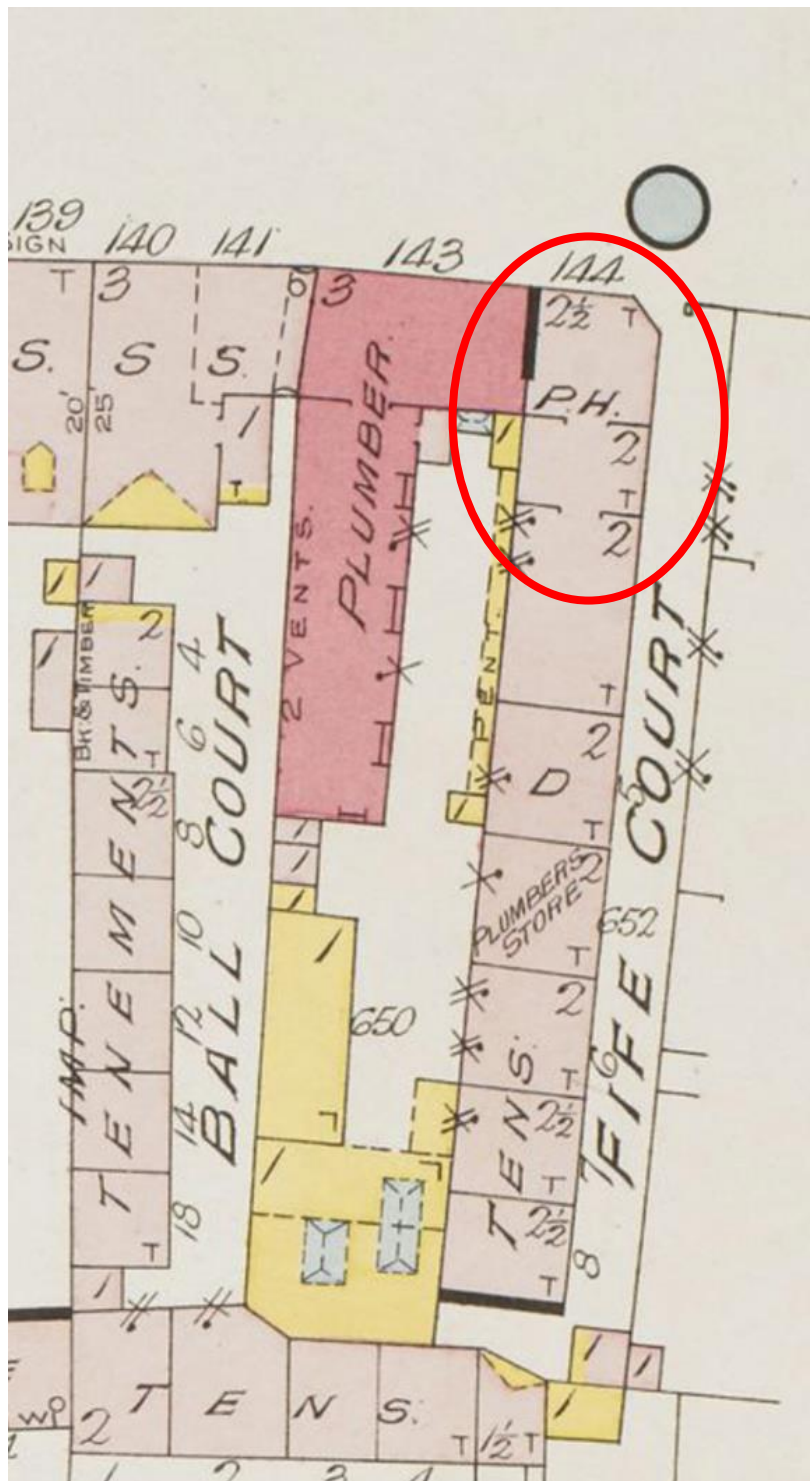
Fig. 5 Fife Court looking South.
Bugle is on the right.



Fig. 6: The site and is identified the 1853 Board of Health maps.



Fig. 6: The Bugle PH is clearly identified in 1895 GOAD Fire Insurance map as Public House - PH, shown below. (Courtesy of Berkshire Record Office) [permission obtained] online <https://maps.berkshirerecordoffice.org.uk> - MAP 4



APPENDIX 3: PROPOSED LOCAL LIST TEXT

The Bugle at 144 Friar Street is a former public house dating from the mid-19th century. Until its 2021 closure, it had been in use for the sale of beer since at least 1841 and represents the last traditional public house in the western part of Friar Street. It sits within Fife Court, which is one of the last examples of small courts in central Reading, with many other examples having already been lost.

The building was initially classed as a beerhouse, operated by Daniel David according to the 1841 Census, of which there were a number in Reading, under the simplified licensing system of the 1830 Beer Act. Despite changes to the licensing regime in 1869 that resulted in the closure of many of Reading's beerhouses, the Bugle retained its license. It received a wine licence in 1952 and a full publican's licence in 1955.

The name of The Bugle dates from at least 1866, and the current pub sign is from the 66th (Berkshire) Regiment at the Battle of Maiwand (1880), which is also commemorated by the Maiwand Lion monument in Forbury Gardens. There is likely to have been an association between the pub and regiment, with the owner in 1850 being William Winkworth, a Captain and adjutant in the Berkshire Royal Militia, which took part in the Crimean War and was amalgamated into the regiment in 1881. The name prior to 1866 may have been The Sir John Barleycorn

The building was in the Winkworth family ownership until being auctioned in 1882 along with the Fife Court cottages. In 1903, the freehold owner was the brewery H & G Simonds, which operated from Bridge Street until 1978, and which was an important part of Reading's 19th Century industries.

Whilst there have been changes made to the building over the years, the overall size, scale, massing and contribution to the Friar Street environment remain, as well as the flat clay tiles, single central timber framed window facing Friar Street, and angled corner. Alterations include a rearrangement of the bars in 1920 and changes to the smoke room in 1925.

APPENDIX 4: NOMINATION FORM

Address of building/structure: The Bugle, 144 Friar Street including linked properties to the rear.

Postcode of building/structure: RG1 1EX

Owner of building (if known): See various notes in Appendix 3.

Age of building: (b) 1840 - 1913: any building, structure or group of buildings that is/are substantially complete and unaltered and of definite significance

Please provide comments or further explanation of above: People were living in Fife Court in 1838 as a petition to the House of Commons from the 'poor cottagers of Reading' who could not pay the poor rate that they had been assessed for could be signed at one of the cottages. The notice in the Reading Mercury said 'That the Magistrates refuse to grant us relief, and we are in danger of having our little property distrained [sic] on, for the rates, which we are unable to pay, as many of us are in arrears of rent.' [ref 1]

The pub and 6 tenements (nos 2-7) appear in the 1841 census [Appendix 3]. Therefore, it is highly likely that the public house and tenements behind it in Fife Court date from before 1840.

In 1851 there are still 6 tenements although now numbered 1-6 [Appendix 3]. At this date the layout of the properties can be seen on the 1853 Board of Health map [Appendix 1]. Over the next 150 years changes took place to the public house and the use of the cottages at the rear but they are a heritage survival of significance in Reading's town centre.

Fife Court is the last of the courts on this side of Friar Street [Appendix 4]. The Bugle was the last traditional pub on Friar Street before its closure in 2021.

The building or structure has a well authenticated historical association with a notable person(s) or event: Don't know

Please provide further comments or explanation:

The building or structure has a prolonged and direct association with figures or events of local interest: Yes

Please provide further comments or explanation: The owner of Fife Court in 1850 was William Winkworth [ref 2], father in law of brewer James Allnutt who married Charlotte Ellen Winkworth in 1835 [ref 3].

The owner of the public house and cottages in 1882 was Miss Winkworth (probably Jane Forrest Winkworth born 1809, also daughter of William Winkworth). The properties were auctioned in 1882 including The Bugle, let to Messrs Simonds, and five cottages at the rear known as Fife Court [ref 4]. This is probably when Simonds acquired the freehold of the pub [ref 5].

The pub name is 'The Bugle' and the bugler on the current pub sign is from the 66th (Berkshire) Regiment at the Battle of Maiwand (1880) [ref 6] (Appendix 2, image 7). There is a memorial in Forbury Gardens to this famous battle.

It was known as 'The Bugle' from at least 1866 [ref 7] and may previously have been The Sir John Barleycorn [ref 6].

There is a probable military association between the pub and the regiment. William Winkworth (1779 - 1857) who owned the pub in 1850 was a Captain and adjutant in the Berkshire Royal Militia [ref 8]. The regiment was amalgamated into the Royal Berkshire Regiment in 1881. The militia took part in the Crimean War and the bugle referred to in the pub name may have been the 'Balaklava Bugle' that sounded the Charge of the Light Brigade in 1854 [ref 9].

In any case, the pub name 'The Bugle' and also 'Fife Court' suggests a military association of some kind.

The building or structure has played an influential role in the development of an area or the life of one of Readings communities: Yes

Please provide further comments or explanation: The public house existed as a beer house since at least 1841 when Daniel David is mentioned in the 1841 census as a beerseller at this location [Appendix 1].

1830 Beer Act allowed a simplified license application system for beerhouses as a result of which many were opened in Reading. From 1869 there was a single licensing regime but with different categories of licence for alehouses and beerhouses. In 1869, The Bugle was able to retain its licence but the opportunity was taken at that time to close down many of the less reputable beerhouses in Reading.

In 1903, The Bugle was described as a beerhouse, owned freehold by Reading brewers, H & G Simonds, tied for all intoxicating liquor. The licensee was John Broadley on a monthly tenancy. The pub had two entrances onto Friar Street and one onto Fife Court. Details of the bar(s) are not given but it had three rooms for travellers, no stabling, a urinal for customers and a WC for private use. It is described as 'Old house in good order, clean outside and inside. newly done up'. The customers are described as '...working class with the rooms let to lodgers'. At that time there were 7 alehouses and 4 beerhouses in Friar Street [Ref 10].

In 1911 the license renewal for the public house was initially objected to by the magistrates on the grounds of 'necessity' (that it was not required as there were enough pubs in the area) but it was eventually reprieved [ref 11].

The Reading magistrates licensing register that covers 1898-1928 gives details of planning applications made in relation to public houses. Owners Simonds made improvements to the public house during this period. On 6 April 1912 extension of the public house by the addition of an adjacent cottage to provide a new urinal, WC and scullery was approved. On 2 July 1920 the bars were re-arranged. On 4 June 1925 there were alterations to the smoke room. All these changes were carried out in accordance with plans [ref 11].

The Bugle continued to improve its standing and was granted a wine licence in 1952 and then in 1955 a full publican's licence. This was achieved by the brewery surrendering the licence for the Bricklayers Arms on Coley Street [ref 12].

Before its recent closure it was the only traditional pub on Friar Street.

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: No
Please provide further comments or explanation:

The building or structure is representative of a style that is characteristic of Reading:

Please provide further comments or explanation: The red brick of The Bugle and the cottages behind is typical of Reading but otherwise the architecture is not particularly representative.

The improvements carried out by H & G Simonds are typical of their desire to improve their pub estate.

The building or structure has a noteworthy quality of workmanship and materials: It is typical of small local public Houses.

Please provide further comments or explanation:

The building or structure is the work of a notable local or national architect/engineer/builder: Don't know

Please provide further comments or explanation:

The building or structure shows innovation in materials, technique, architectural style or engineering: The red brick of The Bugle and the cottages behind is typical of Reading but otherwise the architecture is not particularly representative. It is from a time that is rapidly being lost.

Please provide further comments or explanation:

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

Please provide further comments or explanation: A Comparison of images 1 and 2 in Appendix 2 show the minimal changes to the exterior of the public house. There is one door to Friar Street and another to Fife court. At the beginning of the twentieth century (image 1) there was a corner door now blocked off and used as a window (image 6).

The dormer in the roof has also been changed but otherwise the same building is recognisable (image 2).

At least one of the cottages in Fife Court have been absorbed into the public spaces of The Bugle as evidenced in the licensing entries for 1912. Other doorways have now been bricked up but not all the windows and the form of the nineteenth century residential court is still readable (Appendix 2 images 3, 4, 5)

The Goad insurance map in Appendix 1 show that at least one of the cottages was in non-residential use, a plumbers store, by 1895.

Fife Court is the last court of the eight that existed along the south side of Friar Street [Appendix 3].

In 1842 from west to east there were:

Fry (or Fly) Court

Gas Court

Bird Court

Cottage Court
Ball's (or Ball) Court
Fife Court
Dyson Court
Tilleard (or Tillard) Court
By 1914 only Fife Court remained.

The courts provided cheap housing for working people and tradesmen. In 1841 there were two shoemakers, two ladies of independent means, a corn porter and a boot glaser (?). In 1911 only four of the cottages were occupied and the residents were an outside worker of GWR, a market gardener who was out of business having failed and two widows [Appendix 1].

The sanitary condition of the courts in the mid nineteenth century left a lot to be desired. In 1850, Reading Borough Corporation was constituted as a Local Board of Health under provisions included in the Public Health Act 1848. Their responsibilities included water supply and sewage and they were responsible for surveying the town and producing the 1853 Board of Health maps.

In 1852 a well digger died after he and his assistant fell into the Fife Court cesspool after becoming overpowered by stench. Cause of death was said to be 'inhalation of the poisonous gases' [ref 14].

In 1877 the Deputy Town Clerk was authorised to serve notices on the owner of the houses in Fife Court to provide proper drains that emptied into the sewers within eight weeks [ref 15].

The buildings/structures are an example of deliberate town planning from before 1947: No

Please provide further comments or explanation:

Please upload any evidence you have assembled that help to make the case as to why the building or structure fulfils the above criteria: APPENDIX 1.docx, APPENDIX 2.docx, Appendix 3 Bugle and Fife Court residents.xlsx, Appendix 4 - Courts on the South side of Friar Street from West Street going eastwards.docx

Please briefly describe the relevance of the evidence you have attached: Appendices

Appendix 1 - maps

Appendix 2 - photographs

Appendix 3 - Fife Court and surrounding Friar Street area residents from censuses and directories

Appendix 4 - Courts on the south side of Friar Street through time from directories

References

1. Reading Mercury 10 March 1838

2. Reading Borough Rate Book 1850 Berkshire Record Office R/F R2/1

3. Reading Mercury 15 June 1835 p3

4. Reading Observer 17 June 1882

5. The date of acquisition is shown as between 1882 and 1885 in 'Particulars of Freeholds, Copyholds, Leaseholds, Liferholds &c belonging to H&G Simonds Ltd, The Brewery, Reading Nov 1895'. London Metropolitan Archive ACC/2305/60/120

6. Abbot Cook to Zero Degrees, an A to Z of Reading's Pubs and Breweries. John Dearing, David Cliffe and Evelyn Williams. History of Reading Society 2021.

7. Berkshire Chronicle 14 July 1866. Leonard G Hale announces that he is taking over The Bugle.

8. The Balaklava Bugle
<https://www.bbc.co.uk/ahistoryoftheworld/objects/rJ49c3NITFaqZOHa09NjXg> accessed 29 March 2022
9. 1851 Census for Queens Road, Reading
10. Reading Borough Council Survey of Licensed Premises 1903 (Reading Central Library)
11. Licensing register 1898 - 1931 PS/R 14/7 Berkshire Record Office
12. Licensing register 1951 - 1961 PS/R 14/11 Berkshire Record Office
13. Reading Borough Council Survey of Licensed Premises 1903 (Reading Central Library)
14. Berkshire Chronicle 21 August 1852
15. Berkshire Chronicle 6 January 1877

Please provide any additional comments that you would like to make in support of adding this building or structure to the Local List:

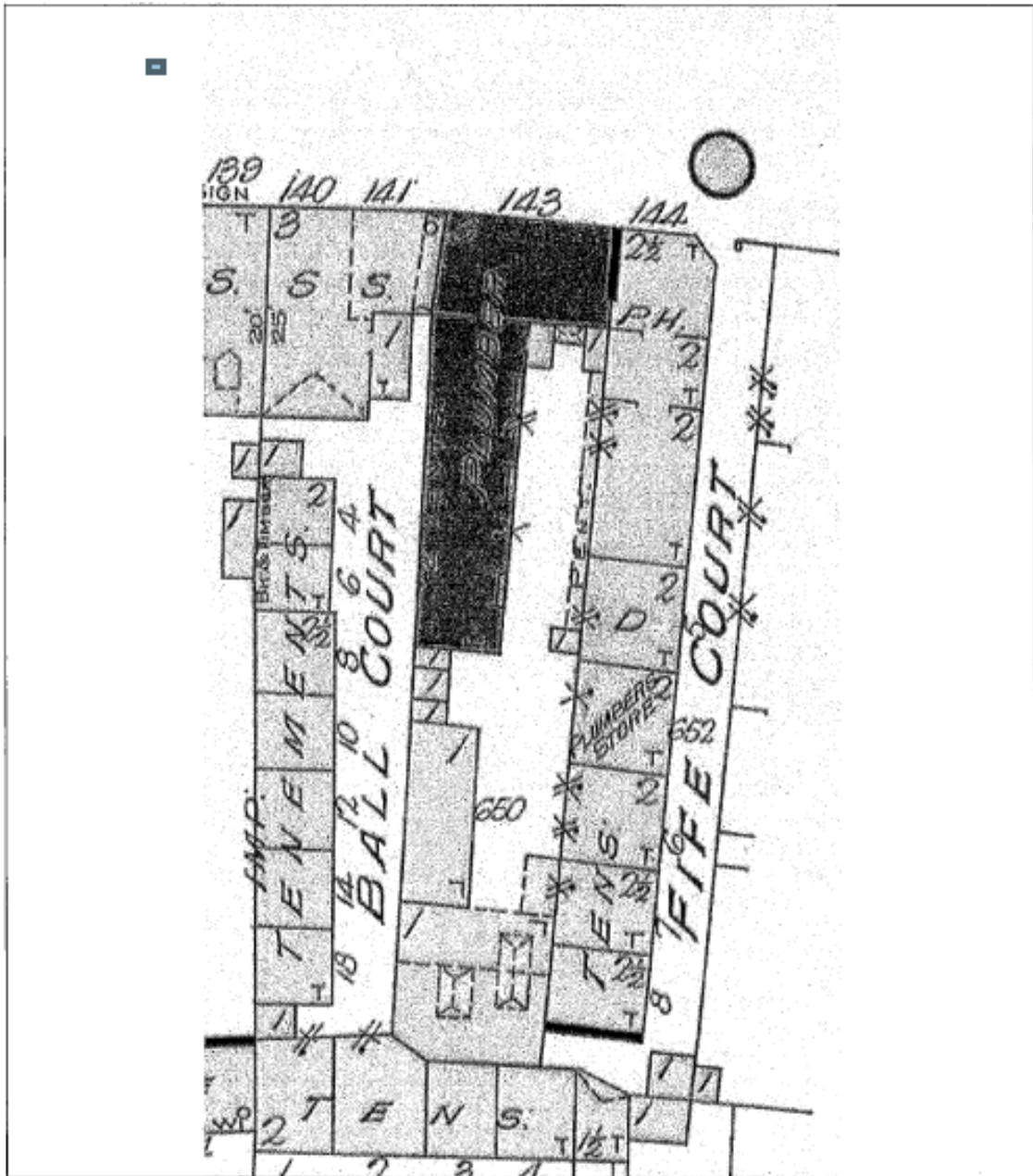
Name: Evelyn Williams

Email address: chair.readingcaac@gmail.com

Date of nomination: 03/04/2022

Board of Health and Goad Insurance maps

Fife Court from the 1853 Board of Health maps. Courtesy of Berkshire Record Office [permission being obtained] online at <https://maps.berkshirerecordoffice.org.uk> MAP 4



The Bugle and Fife Court from the 1895 Goad insurance maps of Reading (Map 8) Via wikimedia commons [https://commons.wikimedia.org/wiki/Category:Goad_fire_insurance_maps_of_Reading#/media/File:Insurance_Plan_of_Reading_sheet_8_\(BL_148772\).tiff](https://commons.wikimedia.org/wiki/Category:Goad_fire_insurance_maps_of_Reading#/media/File:Insurance_Plan_of_Reading_sheet_8_(BL_148772).tiff)

Photographs of The Bugle and Fife Court

Image No	
1	<i>[RBC note - photo missing from nomination]</i>
	<i>The Bugle probably early twentieth century. Courtesy of Simonds family website. [permission being obtained] – scroll down this page to ‘Reading, The Bugle’ https://simondsfamily.me.uk/the-brewery-estate/public-house-estate/</i>

2



The Bugle in 2022 (Evelyn Williams)

3



Cottages at the side of The Bugle and side entrance to bars in 2016 (Evelyn Williams)

4



*Cottages at the side of The Bugle looking towards Friar Street in 2016
(Evelyn Williams)*

5



Fife Court in 2022 (Evelyn Williams)

6



Corner door to The Bugle closed and replaced by a window 2022 (Evelyn Williams)

7



Pub sign and first floor 2022 (Evelyn Williams)

Address

1841 Census

144 Friar Street	Daniel David + 4
1 Fife Court	
2 Fife Court	John Simpson + 2
3 Fife Court	Sarah Penfold + 2
4 Fife Court	George Burkett + 2
5 Fife Court	William Smith + 1
6 Fife Court	William Charlton + 5
7 Fife Court	Mary Brown + 3
8 Fife Court	
145 Friar Street	Elizabeth Lane + 2 inc Ellen Ellen Lane + 6 others
146 Friar Street	
147 Friar Street	
148 Friar Street	John Bully + 7

Profession/Employment 1842 Directory

Profession/Employment 1851 Census

Profession/Employment 1842 Directory	Profession/Employment 1851 Census
Publican	Daniel David + 4
Shoemaker	William Smith + 5
Independent means	Henry Thatcher + 6
Corn Porter	William Liddiard + 5
	John Wiggins + 4
Boot Glaser (?)	George Watmore + 3
Shoemaker	Henry Hadley + 8
Independent means	
Independent Means	Mrs Elizabeth Lane
Straw Bonnet Maker	Ellen Lane
	Straw Bonnet Maker
	Isaac Moule
	Tailor
	Robert Howes
Surgeon	John Bulley Esq
	Surgeon
	William Coggs + 2

Profession/Employment	1861 Census
Blowers, Stewart	Daniel David + 3
Ticket Porter	John Wiggins + 6
Coal heaver	John Boyd + 1
Porter	Thomas Andrews + 1
Corn Porter	Joseph Waugh + 4
Day Labourer	
Shoemaker	Edward Lovegrove + 5
Retired baker	Richard Harmer + 6
Grocer	Robert Howes + 6 Charles Dementier + 5
Tailor (Porter at Athenaeum)	Great Western coal office

Profession/Employment	1865 Directory	Profession/Employment
Blowers, Stewart	William Woodson	Beveler
Railway Labourer		
Malster	Fife Court	
Shoemaker	residents not listed	
Hotel keeper Temperance Hotel	Mary Farmer	Great Western Boarding House
Grocer	Robert Howes and Son	grocers etc
Schoolmaster Athenaeum	Thompson and Cartwright Athenaeum	cheeses factors etc

1888 Directory	Profession/Employment	1891 Census
J Strand	The Duke	James R Simmons + 7
	Fife Court residents not listed	Henry Strange + 3
		Hannah Murphy + 2 Sarah Jozzo (?) + 3
J Broadway	Commercial and family hotel	Charles Taylor + 3 William S Monger + 7
		Henry G ? + 3

Profession/Employment	1901 Census
Leonard Michualla	Henry Cooper + 3
	Henry Strange + 2
Railway Porter	-
Charwoman	Sarah Porro + 1
Plaster worker	Hannah Murphy + 1 Maria Newton + 2
?	
Hotel keeper	
Steward (wife stewardess)	William Freely (?) + 6

Profession/Employment **1911 Census**

Blackhouse beer shop to railway guard John Blackwell + 5

Railway Station Porter Henry Strange + 2

(Widow) John Robert Leach + 4
Charwoman Hannah Murphy
(Widow) Fanny Lammas

Hotel proprietor

Next is No 150

Profession/Employment **1975 Directory**

Unlicensed Wine/Beer

Outside worker of GWR

Market Gardener (out of business
having failed)
widow
widow

Profession/Employment

English public house

Sun Building

Courts on the South side of Friar Street from West Street going eastwards

1842 Directory	1865 Directory	1888 Directory	1895 Goad	1899 Directory	1914 Directory
Fry Court	Fly Court	Fly Court			
Gas Court	Gas Court	Gas Court	Gas Court		
Pig Market (through route)					
Bird Court	Bird Court – Reform Square				
Cottage Court					
Union Street	Union Street	Union Street	Union Street	Union Street	Union Street
Ball's Court	Ball Court	Ball Court	Ball Court	Ball Court	
Fife court	Fife Court	Fife Court	Fife Court	Fife Court	Fife Court
					Queen Victoria Street
Dyson Court	Dyson Court	Dyson Court	Dyson Court	Dyson Court	
Cross Street	Cross Street	Cross Street	Cross Street	Cross Street	Cross Street
Tilleard Court	Tilleard's Court	Tillard's Court			
			The Arcade (approx where Bristol & West is now)	The Arcade (approx where Bristol & West is now)	The Arcade (approx where Bristol & West is now)

APPENDIX 5: REPRESENTATION FROM LANDOWNER

REVIVE&TAILOR

Heritage | Regeneration | Placemaking

THE BUGLE PH, READING

To: **Conservation & Urban Design Officer, Reading Borough Council**
From: **Nairita Chakraborty, Built Heritage & Townscape Consultant**
Date: **14th June 2022**
Title: **Proposed local listing of The Bugle PH, 144 Friar's Street, Reading RG1 1EX**

1. This note has been prepared on behalf of Thackeray Estates Reading City Ltd ("the Client"). It is in response to the consultation letter received from yourself dated 17th May 2022, regarding the proposed inclusion of The Bugle PH, 144 Friar's Street within the Council's List of locally important buildings and structures ("the Local List").
2. It is understood that the proposal to designate the building in the Local List was following a request dated 3rd April 2022. It is also noted that whilst this is not a statutory designation, relevant national and local plan policies relating to non-designated heritage assets would apply.
3. Para 47 Historic England's Advice Note 7 on Local Heritage Listing states:

"To qualify for local heritage listing nominated assets will need to meet the requirements of the selection criteria, and national planning policy. Assessment processes, including public consultation, are helpful in identifying errors or inaccuracies in supporting information."

Criteria for designation

4. The Council's criteria for designation is included in the Appendices of their Local Plan (2019). These are broadly in line with the criteria by Department of Culture, Media and Sport on the selection of national designations.
5. One of the key principles of selection is its age and rarity-
 - a. *pre-1840: Any building, structure or group of buildings where its/ their original character and form are clearly identifiable.*
 - b. *1840 - 1913: Any building, structure or group of buildings that is/are of clearly-defined significance in the local context and where elements that contribute to its/ their heritage significance remain substantially complete.*
 - c. *1914 - 1939: Any building, structure or group of buildings where the elements that contribute to a high level of significance in the local context remain substantially complete.*

- d. *post-1939: Any building, structure or group of buildings where the elements that contribute to its/ their exceptional heritage significance in the local context are wholly complete and unaffected by inappropriate changes.*
6. *In identifying significance in the local context it must be shown that the building, structure or group of buildings contribute(s) to the heritage of the Borough in accordance with at least one of the significance criteria detailed 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.*

b. Social Importance

- i. *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

- i. *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.*

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.*

Reasons for proposed designation

7. The nomination under the age and rarity states that the building is most likely to have existing since before 1840. The nominee further provides details of tenements on what is now Fife Court in 1838-1841.
8. It then goes on to suggest that there were changes *"over the next 150 years...[.] but they are a heritage survival of significance in Reading's town centre. Fife Court is the last of the courts on this side of Friar Street. The Bugle was the last traditional pub on Friar Street before its closure in 2021."*
9. The next section relates to whether the building has a prolonged and direct association with figures or events of local interest. The commentary suggests that the name 'Bugle' has been there since 1866 and the pub's name prior to that was Sir John Barleycorn. It also suggests that the Pub may have had associations with the 66th (Berkshire) regiment. This association is attributed to one of the owners, William Winkworth in 1850s, who was a Captain and adjutant in the Berkshire Royal Militia, which took part in the Crimean wars and that the name 'Bugle' was taken from the 'Balaklava Bugle' that sounded the charge of the Light Brigade in 1854.
10. Further commentary on whether the building has played an influential role in the development of the area or the life of one of Reading's communities, states:

"The public house existed as the beer house since at least 1841 when Daniel David is mentioned in the 1841 census as a beer seller at this location."
11. The comments go on to describe the various occupants of the pub and alterations that had been introduced within the building and the cottages to the rear.
12. There is a further commentary on the building forming part of a group which has a unified architectural or historic value, which refers to Goad's Map of 1895.

Response to designation

13. It appears that the main reason for the building's proposed local designation is its history. It is recognised that the building pre-dated the first historic OS maps from 1860s. However, the 1875 OS map does not show the use of the building as a PH, although it is likely that cottages could have existed to the rear as these are shown on the map. This may be due to licensing and it is likely that a beer establishment in some form could have existed at this location alongside a series of smaller tenements for residents or other professions.
14. Additionally, the building's association with the military appears to be anecdotal without sufficient evidence. In any case, the historic association does not arise from the general history of an area but through association of particular events or notable local residents which exist in the collective memory of the community. In this instance, the associations discussed are entirely anecdotal. Although the persons named in the commentary may have been residents,

they do not appear to be notable enough to be in the shared and collective memory of the residents in the area, and do not meet the test for designation.

15. Our own understanding of the building's history suggests that building has some age but it is beyond recognition owing to the several layers of alterations that have been undertaken. These are noted in the nomination form as alterations undertaken between 1912 and 1925:

- Extension of the public house by the addition of an adjacent cottage to provide a new urinal, WC and scullery, April 1912;
- Re-arrangements of bars, July 1920; and,
- Alterations to the smoke room, July 1925.



Extract from OS Map of 1875 showing the building and Fife Court, although the building is not identified as a pub at this point.

16. The above also corroborates our postulation that the building wasn't originally a pub or an inn, but that there was some form of a beer establishment which later received license for business to run as a pub.

17. Our assessment of the building suggests that following the receipt of the license in the early 1900s the building went through considerable changes including the mock Tudor frontage added during the same time. This was rather fashionable of the era where the front of the building would have been altered to appear 'with times' but not flank or rear elevations which were always considered to be ancillary.

18. As such it does not satisfy the criteria for pre 1840 buildings (if one were to consider it to be older than the first OS map but later than the Tithe maps) which requires "their original character and form are clearly identifiable."

19. In terms of the building's architectural interest, the commentary suggests group value with buildings of similar age and character. Having undertaken a detailed site visit, it appears that this part of Friar's Street is varied with buildings of different periods and typology. The common theme remains their commercial use on Friar's Street which is a historic street within Reading historic centre. This is not, however, enough architectural interest to mandate a local recognition. The building itself appears to stand as an anomaly due to its overall scale and considerable alterations, most likely an early 20th Century mock-Tudor frontage which was fashionable during this time. The rear however remains a series of ad hoc brick structures clearly built for ancillary purposes with no architectural value or interest. As such the building's architectural value is considered to be limited if any.
20. It is our assessment that the building, whilst of some age (1840s perhaps), is not associated with any notable events or residents which remain in the community's collective and shared memory. Additionally, the architecture of the building has been altered significantly with the current frontage dating from the late Edwardian era when the mock Tudor frontage is likely to have been installed. As such its architectural and/or group value is very limited, wherein it stands as an anomaly within the street due to its scale. For note, the building has been heavily modified and the interior has little to no features remaining, further undermining the historic interest of the building.
21. As such, it is our opinion, that the building does not meet the borough's criteria of special architectural or historic interest for it to be designated as a building of local importance.

Current pre-application discussions

22. Notwithstanding the proposed local list designation, the Client has been undertaking detailed pre-application discussions with regards to the redevelopment of 138-144 Friar's Street. Although the area is not in a conservation area and there are no statutory designations to control the demolition of the buildings within this block, the proposals have considered in detail the part-incorporation of the front proportion of building that fronts Friar Street within the scheme. This approach has been agreed with officers and forms the basis of the application being prepared for submission. As such the building is already considered as a non-designated asset and the local listing designation appears extraneous and unnecessary.

Summary

23. Overall, it is our opinion that whilst the building is of some age, it does not satisfy the Council's criteria for designation of local buildings or structures of architectural or historic interest. From an analysis of the available historic maps, it is likely to have existing between 1837 (at the time of the Tithe Maps) and publication of the first OS maps in 1875. Even if it were considered to be dating from before 1840, it does not represent the character and typology of buildings of that era due to the several incremental alterations. Additionally, its scale is an anomaly within the street, severely compromising any group or townscape value it may have derived.

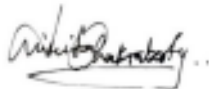
24. In terms of its history, our research has not revealed anything of significance beyond the anecdotal references made in the nomination commentary and the census data. There is no evidence of the building being associated with notable event or resident that remains in the shared and collective memory of the community. As such, beyond its age itself, the building does not derive any historic interest either.

25. As such, our assessment suggests:

- a. The building, whilst of some age, does not represent the character and typology of buildings of that age i.e 1840-1870.
- b. Architecturally the building has been altered repeatedly, both internally and externally, with the existing frontage and roof form dating entirely from early 20th Century. In our opinion its scale is considered to be an anomaly within the street, with limited group or townscape value.
- c. There have been no evidences associating the building with important events or residents where there may be collective and shared memories with the community.

26. Based on the above, the building should not be included in the Local List as it fails to comply with local criteria as there is case has not been proven apart from anecdotal notes on past occupants.

Kind regards,



Nairita Chakraborty MSc (Hons) MRTPI IHBC

Founder, Revive and Tailor

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APPENDIX 6: REPRESENTATION FROM CONSERVATION AREA ADVISORY COMMITTEE

From: Chair Reading CAAC <chair.readingcaac@gmail.com>
Date: Thu, Jun 30, 2022 at 2:46 PM
Subject: QVS1+ and QVS2 presentation 30 June
To: Paul Bottomley <paulbottomley@tpbureau.co.uk>
Cc: Richard Bennett <bennettbaker@msn.com>

Dear Paul Bottomley

Thank you very much for the presentations this morning about QVS1+ and QVS2 on the Zoom call organised by Reading Civic Society.

Reading CAAC have been very pleased to participate in stages of the consultation process that have been undertaken and to see this current iteration which incorporates The Bugle and also the facade of the rear of W H Smiths into your proposal for the site.

You described how you have engaged with other organisations in Reading and with Reading Borough Council to reach this stage of the process and anticipate submitting a planning application in the near future.

I believe that this is the first time that we have met the heritage consultant Nairita Chakraborty. She made some statements about The Bugle and its heritage value which we question.

We have set out our comments, with references to our research where applicable, in detail below but would be most interested to have sight of the references for her researches as I am sure would John Dearing. John is Reading's pub and brewery expert and the main author of 'Abbot Cook to Zero Degrees, an A to Z of Reading's Pubs and Breweries.' John Dearing, David Cliffe and Evelyn Williams. History of Reading Society 2021.

i) It is not correct to say that The Bugle was not a public house until the 1920s.

The Bugle existed as a beer house since at least 1841 when Daniel David is mentioned in the 1841 census as a publican at this location. Between 1830 and 1869 the 1830 Beer Act allowed a simplified license application system for beerhouses, where beer could be consumed on the premises. As a result of this many new establishments were opened in Reading. From 1869 there was a single licensing regime but with different categories of licence for alehouses and beerhouses.

The address is also mentioned in the 1842 Post Office directory as a beer shop occupied by Daniel David. We know that Fife Court existed since at least 1838. [Reading Mercury 10 March 1838]

The pub has been known as The Bugle since at least 1866 and may previously have been known as the Sir John Barleycorn. [Berkshire Chronicle 14 July 1866, Leonard G Hale announces that he is taking over The Bugle and 'A to Z of Reading's Pubs and Breweries'. John Dearing, David Cliffe and Evelyn Williams. History of Reading Society 2021]

In 1869, The Bugle was known by this name and retained its licence but the opportunity was taken at that time to close down many of the less reputable beerhouses in Reading. [Licensing Register 1869 - 1872 PS/R14/1 Berkshire Record Office]

On the 1895 Goad insurance map of Reading it is marked 'PH' for public house.
[[https://commons.wikimedia.org/wiki/Category:Goad_fire_insurance_maps_of_Reading#/media/File:Insurance_Plan_of_Reading;_sheet_8_\(BL_148772\).tiff](https://commons.wikimedia.org/wiki/Category:Goad_fire_insurance_maps_of_Reading#/media/File:Insurance_Plan_of_Reading;_sheet_8_(BL_148772).tiff)]

In 1903, The Bugle was still licensed as a beerhouse, owned freehold by Reading brewers, H & G Simonds, tied for all intoxicating liquor. The licensee was John Broadley on a monthly tenancy. The pub had two entrances onto Friar Street and one onto Fife Court. Details of the bar(s) are not given but it had three rooms for travellers, no stabling, a urinal for customers and a WC for private use.

It is described as 'Old house in good order, clean outside and inside. newly done up'. The customers are described as '...working class with the rooms let to lodgers'. At that time there were 7 alehouses and 4 beerhouses in Friar Street.[Reading Borough Council Survey of Licensed Premises 1903 (Reading Central Library)]

The Reading magistrates licensing register that covers 1898-1928 gives details of planning applications made in relation to public houses. Owners Simonds made improvements to the public house during this period. On 6 April 1912 extension of the public house by the addition of an adjacent cottage to provide a new urinal, WC and scullery was approved. On 2 July 1920 the bars were re-arranged. On 4 June 1925 there were alterations to the smoke room. All these changes were carried out in accordance with plans. [Licensing register 1898 - 1931 PS/R 14/7 Berkshire Record Office]

The Bugle continued to improve its standing and was granted a wine licence in 1952 and then in 1955 a full publican's licence. This was achieved by the brewery surrendering the licence for the Bricklayers Arms on Coley Street. [Licensing register 1951 - 1961 PS/R 14/11 Berkshire Record Office].

Before its recent closure it was the only traditional pub on Friar Street.

ii) Retention of The Bugle

Reading CAAC have from the outset fought for the retention of The Bugle as part of the redevelopment of the wider site. Reading has a great affection for its old pubs, and pub buildings. Whether they were customers of this particular establishment or not, many would regard its loss as on a par with the demolition of the Boars Head on the opposite side of the road some 20 years ago.

Following this morning's Zoom presentation we are seeking further assurance that the existing fabric, including internal structural beams, will be retained in situ.

The future builders should be instructed to take care and do not undermine the structure and to ensure this a mezzanine floor to this section of the dining area might be a good solution.

During demolition of the surrounding buildings the structure and fabric of The Bugle must be protected and shored up to prevent accidental damage.

iii) Architectural style

The architecture of the pub is not really 'mock Tudor' but possibly shows Arts & Crafts influences. More importantly it is an example of the continued improvement and investment that H & G Simonds undertook with their pub estate. Having previously leased the pub from Miss Winkworth, Simonds acquired the freehold of the pub between 1882 and 1885. [Reading Observer 17 June 1882 and Particulars of Freeholds, Copyholds, Leaseholds, Lifeholds &c belonging to H&G Simonds Ltd, The Brewery, Reading Nov 1895'. London Metropolitan Archive ACC/2305/60/120]

Kind Regards

Evelyn Williams
Chair Reading Conservation Area Advisory Committee

COMMITTEE REPORT

**BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20th July 2022**

Ward: Abbey

App No.: 220567/FUL

Address: 109b Oxford Road, Reading, RG1 7UD

Proposal: Change of use from sui generis (betting shop) to A3 restaurant with ancillary A5 takeaway and replacement shopfront (Part retrospective)

Applicant: Express Team Ltd

Deadline: 9th June 2022

RECOMMENDATIONS

Refuse full planning permission, for the following reasons:

1. In the absence of evidence to the contrary, the applicant has failed to demonstrate that the construction, odour control measures, noise levels, and running specifications of the kitchen extract flue will not result in noise, disturbance and odours affecting occupiers of surrounding dwellings resulting in harm to the amenity of occupiers of those dwellings. The development is therefore contrary to Policies CC8, CR6, EN16 and EN17 of the Reading Borough Local Plan 2019.

Informatives to include:

- 1) Refused drawings and details
- 2) Positive and Proactive

1. INTRODUCTION/BACKGROUND

1.1 The application relates to a ground floor shop at the end of a terrace located on the south side of Oxford Road and forming the corner with Zinzan Street. Until 2018, the ground floor was occupied by a vacant betting shop 'Ladbrokes' - a *Sui Generis* use. The upper floors are in residential use.

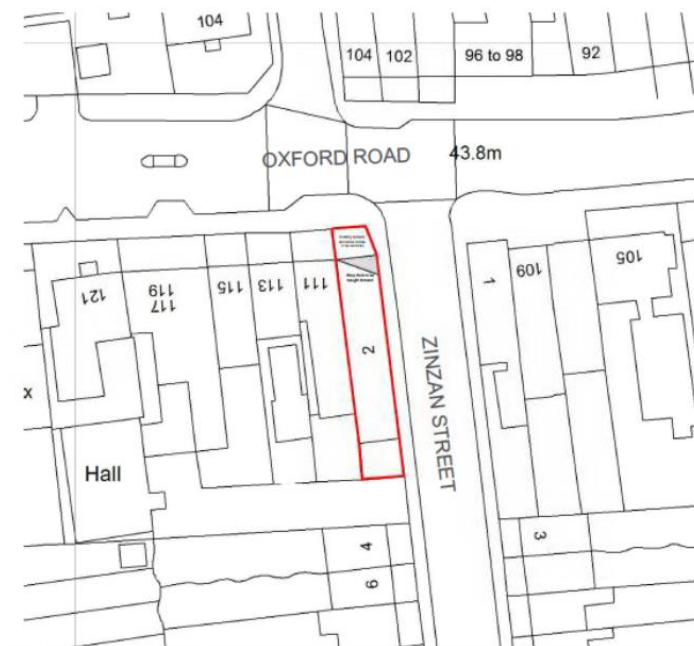
1.2 This part of Oxford Road is characterised by retail/commercial activity at ground floor, with residential ancillary uses (to the ground floor use) on the upper floors. Backing on to the site are residential properties in Zinzan Street which are predominantly Victorian terraces. Oxford Road is a busy shopping street and a major route into and out of Reading town centre for vehicles and pedestrians alike.

1.3 The building is not listed but is located within Castle Hill/Russell Street/Oxford Road Conservation Area. The site is located within the defined Reading Central Area, but outside of the central core, primary

shopping area and office core areas. In addition, the site is also within an air quality management area.

- 1.4 The application was called in by Councillor Page and Councillor Rowland due to concerns regarding the impact on heritage assets and odour/noise disturbance.

Location Plan (not to scale)



The application site as seen from Oxford Road:



2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 Application 180273 granted planning permission for “Change of use from sui generis (betting shop) to A3 restaurant with ancillary takeaway and replacement shopfront”. This was approved subject to pre-commencement conditions intended to control the materials used in the new façade and the construction and control of kitchen extraction/ventilation equipment. No such details were submitted and, furthermore, works commenced on site which were not undertaken in accordance with the approved plans. Given that the change of use and associated development occurred without the discharge of conditions, the works are unauthorised.
- 2.2 In response and given the level of concern raised over the works that had taken place, an Enforcement Notice dated 17 January 2020 was served under ref Legal/SQ /IKEN13003 with the following requirements:
- (a) *“Cease the unauthorised use of the building on the land as a restaurant/takeaway (Use class A3/A5)*
 - (b) *Remove, in their entirety, the existing unauthorised shopfronts from the north (Oxford Road) and east (Zinzan Street) elevations including*

the incorrectly-positioned doorway, display window and transom light and the “ornate timber plinth”, “ornate timber columns” (including corbel mouldings) and “ornate timber panelling”, and restore those elevations to their pre-existing state as shown on the attached Photograph ‘B’ ‘C’ and ‘D’ (Google Streetview images dated June 2018)

- (c) *Remove the unauthorised air-handling plant installed within the east (Zinzan Street) elevation and restore that elevation to its pre-existing state as shown on the attached Photographs ‘C’ and ‘D’ (Google Streetview image dated June 2018)*
- (d) *Remove the two unauthorised air conditioning units and associated pipework and wiring from the south (rear) elevation and restore that elevation to its pre-existing state as shown on the attached Photograph ‘E’ (Google Streetview image dated June 2018)*
- (e) *Remove from the land all debris and excess building materials resulting from compliance with steps (b) to (d) above”.*

In response, this applicant submitted this application for retrospective planning permission to regularise the works on site. The Enforcement Notice remains in force but has been held in abeyance pending the outcome of this application.

2.3 The current application comprises amended shopfront proposals which are largely based on the previous approval (180273) but with a few changes, most notably the change to a centrally located doorway to the main shopfront and a revised material specification scheme. The proposals also seek to retain the existing kitchen extraction equipment used to treat and reduce fumes.

2.4 The application was due to be considered by Planning Applications Committee on 23 June 2021. The published minutes of that meeting state:

“It was reported at the meeting that information had been received on the day of the meeting which indicated that the specification of the odour control equipment at the premises was not as stated in the application. In consultation with officers in Environmental Protection it had been agreed that it was not safe to proceed with consideration of the application and that it should therefore be deferred to allow further investigation. Resolved - That consideration of application 200142/FUL be deferred to allow further investigation of the odour control equipment.”. This is discussed further below.

2.5 The following plans and supporting documents have been assessed:

Existing Site - Location Plan 1.0
Existing Plan/Elevation 2.0

Proposed Plan/Elevation 3.0
Received 19th April 2022

Paving Specification
Design and Access Statement April 2022
Multiflow Fan Product Brochure
Fan Specification
Litter Management Letter
Filter Specifications x 2
Filtration Specification
Inspection and Verification Report for Ventilation Services Installed
Design and Specification for Kitchen Ventilation System
Received 19th April 2022

Noise Comments to Council Letter - External Noise Assessment Revised
Received 30th May 2022

Site Noise Report
Received 24th May 2022

Letter in Response to Environmental Protection Concerns
Received 3rd May 2022

Rectification Report
Received 27th April 2022

3. RELEVANT PLANNING HISTORY

200142/FUL Change of use from Sui Generis (betting shop) to Class E restaurant with ancillary Sui Generis takeaway and replacement shopfront (Part retrospective). Withdrawn.

180273/FUL Amended Description: Change of use from sui generis (betting shop) to A3 restaurant with ancillary takeaway and replacement shopfront (revised elevation details). Permitted.

181755/ADV Externally illuminated fascia sign to Oxford Road and Zinzan Street shopfronts and externally illuminated projecting sign fronting Oxford Road. Permitted.

181785/APPCON Application for discharge of conditions 3,4 and 9 of Planning permission 180273. Split Decision.

Enforcement Notice Legal/SQ /IKEN13003 dated 17 January 2020

NEARBY SITES - 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. Granted.

201586/ADV New fascia and projecting sign. Granted.

4. CONSULTATIONS

(i) Statutory

4.1 None

(ii) Non-statutory

4.2 Environmental Protection: Have raised concerns relating to the lack of information in respect of noise associated with the kitchen extract system.

4.3 Heritage Officer: No objection subject to material details to be submitted and agreed.

(iii) Public/ local consultation and comments received

4.4 17 neighbour letters were sent, a site notice displayed, and a notice placed in local paper.

4.5 No neighbour letters of representation received at the time of writing this report

4.6 Representations from local groups have been received as follows:

4.7 Reading Conservation Area Advisory Committee: Support the application subject to quality of materials to be secured by condition. Concern raised over cumulative quantity of Florentine red paint. Applicant should be made aware of the Design Guide for Shopfronts SPD. Consider grey paving, instead of red block paving at the front of the site would be preferable.

4.8 Reading Civic Society: No comments received.

5. LEGAL CONTEXT

5.1 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.

5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National

Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

- 5.3 In this regard, the NPPF states that due weight should be given to the adopted policies of the Local Plan 2019 according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).
- 5.4 Accordingly, the National Planning Policy Framework 2019 and the following development plan policies and supplementary planning guidance are relevant:

National Planning Policy Guidance
National Planning Policy Framework (NPPF) 2021

Reading Borough Local Plan 2019

CC1: Presumption in Favour of Sustainable Development
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
EN1: Protection and Enhancement of the Historic Environment
EN3: Enhancement of Conservation Areas
EN6: New Development in a Historic Context
EN16: Pollution and Water Resources
EN17: Noise Generating Equipment
TR3: Access, Traffic and Highway Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging
RL1: Network and Hierarchy of Centres
OU5: Shopfronts and Cash Machines
CR1: Definition of the Centre
CR2: Design in Central Reading
CR6: Living in Central Reading

Supplementary Planning Documents and other guidance
Revised Parking Standards and Design SPD (2011)
Design Guide for Shopfronts SPD (2022)
Castle Hill/Russell Street/Oxford Road Conservation Area Appraisal

6. APPRAISAL

Principle of development

- 6.1 Planning permission was granted at the Planning Applications Committee 30th May 2018 for “Change of use from sui generis (betting shop) to A3 restaurant with ancillary takeaway and replacement shopfront” (application 180273). This application was granted with conditions attached to include material samples and

extraction/ventilation details to be submitted prior to commencement of works. The change of use itself from Sui Generis to A3 restaurant with ancillary A5 takeaway was considered acceptable in principle and that remains the case.

- 6.2 Officers worked closely with the applicant during the course of the 2018 application to arrive at a positive recommendation. However, the development was subsequently commenced without discharging the conditions, furthermore the works were not undertaken in accordance with the approved plans. This resulted in a poor visual appearance and gave rise to concerns over noise and odours from the kitchen extraction equipment.
- 6.3 The works that have taken place are considered to be unauthorised and are subject to the 2020 Enforcement Notice. This current application seeks planning permission for largely the same as that approved under application 180273 but with some changes to details including the centrally located door to the shopfront and revised material specification scheme. Retrospective approval is sought for the kitchen extraction system as installed.

Design and Heritage

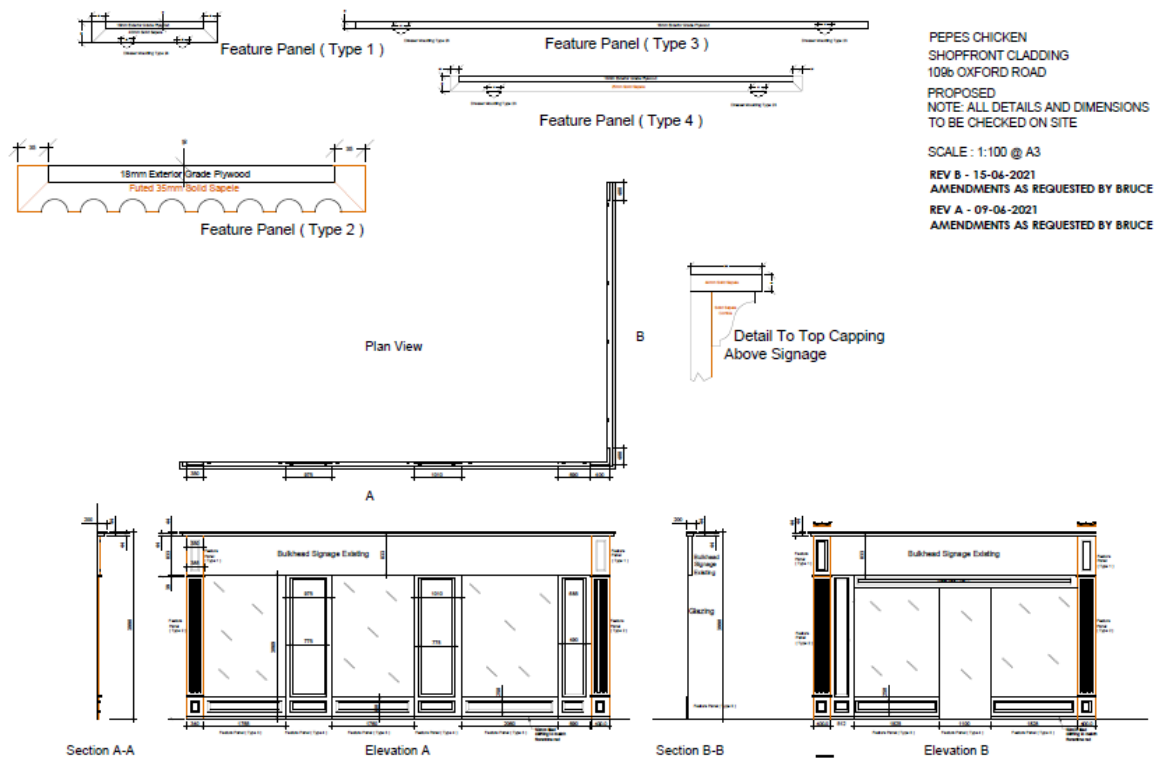
- 6.4 The unauthorised works have resulted in a poor-quality appearance and are considered unacceptable in terms of the impact on the character and appearance of the Castle Hill/Russell Street/Oxford Road Conservation Area. This contrasts with the permission (180273) which represented a clear improvement to the appearance of the previous 'Ladbroke's' shopfront which had a notably poor appearance and did not contribute positively to the Conservation Area. The specific areas of breach are highlighted as follows:
- The main front door of the shopfront has been installed centrally rather than to the left-hand side (viewed from the street) as shown on the previously approved drawings;
 - The corbel moulding shown on the previously approved drawings is missing from the pilasters;
 - The timber panel above the pilaster corbel shown on the previously approved drawings (at fascia level) is missing;
 - A coated metal infill panel has been installed under the fascia in place of the transom light glazing shown on the previously approved drawings;
 - The timber shopfront panelling shown on the previously approved drawings is missing from much of the shopfront and a painted render finish with pinned-on timber beading has been applied instead;
 - The 'ornate panelling' as annotated on the previously approved drawings, where installed, consists of a manufactured timber board which grooves routed out and painted;
 - The surfacing materials for the front forecourt are not the same as that shown on the previously approved drawings;

- The opening on the flank elevation shown on the previously approved drawings to be closed off with brickwork remains in use for extraction;
- Two air conditioning condensers have been mounted to the rear elevation, the position of one obstructs the installation of the air supply system acoustic louvre grille as previously approved.

- 6.5 The proposed plans largely seek to address the above and revert to a design which more closely reflects what was originally granted permission. It is proposed to keep the front door centrally as installed rather than revert to the side and this is considered acceptable, resulting in a balanced composition and being similar to other shopfronts along this part of Oxford Road.
- 6.6 It is also no longer proposed to block up the opening on the flank elevation fronting Zinzan Street. The applicant has stated that this is only for fresh air intake and this is the same as that for application 201585 at 109a Oxford Road. Given this and that this is an existing small-scale opening, this is not considered unacceptable.
- 6.7 It is proposed to move the air conditioning unit to a lower position on the rear elevation. This would allow for the installation of the air supply system and it would also further minimise its impact visually. Whilst it would be visible when viewed directly from the rear of the site (from the rear yard), it would not be readily visible from Zinzan Street.
- 6.8 Further details of the external architectural appearance have been submitted during the course of the application as follows:
- a sample of the Herringbone brick paving (red) for the front of the shop;
 - a colour chart depicting the 'Florentine' red proposed to paint the timber columns and panels; and
 - a more detailed drawing depicting the timber panel detail (using Solid Sapele timber)



Paving sample and colour chart



Timber panel detail

6.9 Further to the above, the applicant has provided a final drawing of the shopfront which also now includes the proposed timber front door painted Florentine red.

6.10 It is considered, in consultation with the Council’s Conservation and Urban Design Officer, that the proposals would represent an opportunity to enhance this building, with the ground floor colours

sympathetic to the upper floor and the shopfront restored to a more traditional form which respects the age and character of the host building. Similarly, the proposal to replace the tarmac with a charcoal colour paving would also improve the appearance when viewed from Oxford Road.

- 6.11 The design and heritage aspects of the proposals are considered to comply with Policies EN1, EN3, CC7, CR2 and the recently adopted Design Guide for Shopfronts SPD (2022)

Impact on neighbouring amenity (including environmental protection matters)

- 6.12 Policy CC8 seeks to prevent development from having a detrimental impact on the living environment of existing residential properties through noise and disturbance, dust, smells, fumes and vibrations. Policy EN17 requires that any noise generating equipment should be designed to read at least 10dBA below the existing background level as measured at the nearest sensitive receptor.
- 6.13 The main issue in terms of residential amenity is noise and odours from the extraction equipment associated with the use. It is not uncommon for restaurants and hot food takeaways to be located close to residential accommodation and for fumes and smells to be dealt with by means of extraction equipment. It is noted that in this regard, whilst planning application 180273 included a specific condition requiring further ventilation and extraction details to be submitted prior to works commencing, these details were not provided. Furthermore, there are concerns that the system that has been installed (and which the current application retrospectively seeks to retain) does not satisfactorily control odour emissions.
- 6.14 Information had been received on the day of the 23 June 2021 Planning Applications Committee meeting in respect of withdrawn application 200142/FUL, which indicated that the specification of the odour control equipment at the premises was not as stated in the current application. This led to that application being deferred to allow further investigation. The applicant was invited to submit further detail in terms of the current system as installed but had not submitted anything meaningful and the application was withdrawn by the applicant prior to 23 June 2021 PAC to avoid refusal.
- 6.15 The information received on 23 June 2021 suggested that the installed system in fact falls well short of the specifications which the submitted noise and odour reports stated as being necessary to avoid noise and odour concerns. As things stand, it remains far from clear as to the extent of the shortcomings of the installed system (which the retrospective application seeks to retain in its current form) and therefore if any works could be carried out to bring it up to the

required standard. Indeed, it may not be possible and a wholly different system may be required.

- 6.16 Further detail has been submitted under the current application, detailing remedial works which are required to be carried out to reduce the odour emitted from the air extraction unit. This includes repairing the Electrostatic Precipitator unit, changing carbon filters, and cleaning the ductwork (including provision of access doors to facilitate this). A second report confirming that the works have been undertaken was submitted in April of this year.
- 6.17 The submitted details also include specifications for the baffle filters, activated carbon filters, extraction fan, Electrostatic Precipitator and the ventilation system as a whole.
- 6.18 The submitted report highlights the importance of ongoing maintenance and includes a service and cleaning programme. The Council's Environmental Protection Officer confirms that they are satisfied with the information provided regarding *odour* control. However, they do acknowledge that the proof will be in how the system performs when it opens and recommend a condition that a professional review/inspection of the system takes place following 6 weeks of opening or similar and report submitted.
- 6.19 Specifically with regard to odour, it is considered that conditions could be imposed requiring any remaining works as may be required to bring the existing system in line with the submitted technical details; requiring compliance with the maintenance and servicing schedule; and requiring a performance review and any further remedial works to the system as may be required.
- 6.20 Matters relating to noise remain unresolved. On the advice of Environmental Protection, a clear BS4142 assessment comparing the L90 background noise to the total noise from the plant to show it is 10 dB below the L90 at the receptor is required.
- 6.21 Although some matters relating to odour appear to have been resolved it remains the case that the current application fails to demonstrate that the retention of the existing system would avoid harm to the amenity of adjoining dwellings in terms of noise, contrary to policies CC8, CR6, EN16 and EN17 of the Reading Borough Local Plan 2019.
- 6.22 The proposed hours of use of the premises remain as previously approved under application 180273: 11:30-23:00 Sunday - Thursday and 11:30 - 23:30 Friday-Saturday. This is not considered unreasonable given that approval and the operating hours of other nearby establishments and this could be secured by condition. As determined previously under 180273, the use of the premises incorporating hot food takeaway might generate additional activity over and above the previous betting shop use, especially in the evening hours, however, it

is not considered that this would be so significant as to be detrimental to neighbouring residential properties especially in view of the existing hot food takeaway businesses nearby in this parade of shops which are of a similar character.

Highway Matters

- 6.23 This site is situated on A329 Oxford Road which is a main transport corridor in and out of Reading and is a busy public transport route between central Reading and the west. It is located in Zone 2, Primary Core Area, of the Revised Parking Standards and Design SPD. This zone directly surrounds the Central Core Area and extends to walking distances of 2 kilometres from the centre of Reading.
- 6.24 Oxford Road and the surrounding road network all have extensive parking restrictions preventing on-street parking. A residents' permit parking scheme operates in the area thereby restricting and monitoring unauthorised parking.
- 6.25 In accordance with the Council's adopted Parking Standards and Design SPD, the proposed restaurant use would generate a parking demand of 1 space per 5sqm whereas the proposed take-away use would generate a parking demand of 1 space per 40sqm. There is no off-street parking associated with the site however the parking demand generated by the proposal could be suitably accommodated within the short stay parking bays on Oxford Road and nearby public car parks as is currently the case with other similar uses in the street.
- 6.26 There are therefore considered to be no transport objections to the proposals in accordance with Local Plan Policies TR1, TR3 and TR5 and the Revised Parking Standards and Design SPD 2011.

7. CONCLUSION

- 7.1 Having regard to the Development Plan, material considerations and all matters raised, officers consider that, whilst the proposals would visually enhance the character and appearance of the conservation area, insufficient evidence is available within the application to demonstrate that the construction, noise characteristics, and running specifications of the *existing* kitchen extract flue would avoid causing noise and disturbance to occupiers of surrounding dwellings. Also, it has not been established which *alterations*, if any, could be made to the system to ensure that it performs in such a way as to avoid harm to the amenity of these neighbouring dwellings. The development is therefore contrary to Policies CC8, CR6, EN16 and EN17 of the Reading Borough Local Plan 2019 and is recommended for refusal on that basis.

The Implications of Refusal

7.2 The use remains unauthorised, as does the existing shopfront and kitchen extract. It is not possible to separate these elements and the application must be determined as it stands. The Enforcement Notice dated 17 January 2020 is still in force and can be enforced through the courts. It should be noted however that this leaves an undesirable situation whereby the heritage benefits would not be realised because the Enforcement Notice requires the return of the site to its pre-existing state - i.e. the 'Ladbrokes' shopfront configuration. An alternative approach would be to withdraw the existing notice and serve a new one targeting the kitchen extraction system.

Case Officer: Ethne Humphreys

Proposed Floor Plan and Elevations



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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL

PLANNING APPLICATIONS COMMITTEE: 20 July 2022

Ward: Coley

App No.: 211416/FUL

Address: 4 Downshire Square, Reading

Proposal: Erection of 1 x detached and 2 x semi detached dwellings following demolition of the existing bungalow and detached garage.

Applicant: Finerain Developments Ltd

Application target decision date: Originally 21/10/21. An extension of time has been agreed until 22 September 2022.

RECOMMENDATION:

As per attached June 2022 Committee and Committee Update reports.

1. SITE VISIT

- 1.1 At your meeting on 22nd June, the Committee resolved to defer consideration of this application for a member site visit. This has now been arranged, to take place on the afternoon of 14th July 2022.
- 1.2 Please see attached reports from 22nd June Agenda, if there are any further matters to add between now and your meeting, this will be set out in a further Update Report.

Case Officer: Ethne Humphreys

APPENDIX 1 report to 22nd June Planning Applications Committee

APPENDIX 2 update report to 22nd June Planning Applications Committee

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 22 June 2022

ITEM NO.

Ward: Coley

Application No: 211416/FUL

Address: 4 Downshire Square, Reading

Proposal: Erection of 1 x detached and 2 x semi detached dwellings following demolition of the existing bungalow and detached garage.

Applicant:

Application target decision date: Originally 21/10/21. An extension of time has been agreed until 22 September 2022.

RECOMMENDATION

Delegate to Assistant Director for Planning, Transport and Public Protection Services (AD PTPS) Head of Planning, Development and Public Protection Services to (i) **GRANT** full planning permission subject to completion of a S106 legal agreement or (ii) to **REFUSE** permission should the legal agreement not be completed by 22nd September 2022 (unless officers on behalf of AD PTPS agree to a later date for completion of the legal agreement). The legal agreement to secure the following

- a financial contribution of £149,600 towards affordable housing in the Borough in accordance with Policy H3 index-linked from the date of permission, to be paid prior to first occupation as per Affordable Housing SPD
- contract for redevelopment of the site to be agreed prior to demolition of the existing building.

Conditions to include:

1. Standard Time Limit
2. Approved Plans
3. Submission and approval of materials for external materials including: all brick, cladding, glazing, window frames/cills/surrounds/doors, guttering and boundary treatments (pre-commencement)
4. Construction Method Statement (to include no burning on site) (pre-commencement)
5. Vehicle parking (as specified)
6. Vehicle access details (as specified)
7. Access closure with reinstatement
8. Cycle parking details to be submitted (pre-commencement)
9. Refuse and recycling (as specified)
10. Details of Electric vehicle charging point to be submitted (prior to occupation)
11. Vegetation to be removed outside of the bird nesting season (compliance)
12. Details of biodiversity enhancements, to include integral bird and or bat boxes, tiles or bricks on and around the new buildings, and a native and wildlife friendly landscaping including mammal gaps to be submitted (pre-commencement)

13. Hard and soft landscaping details (to include boundary treatment details) to be submitted (pre-commencement)
14. Arboricultural Method Statement (as specified)
15. Removal of Permitted Development rights: Class A, B and E Part 1, Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 Permitted Development Rights
16. Removal of Permitted Development Rights: no new openings
17. Obscurely glazed first and second floor windows north elevation of detached dwelling
18. Use of flat roof areas restricted (compliance)
19. Retention of railings (compliance)
20. SAP energy assessment Design Stage (pre-commencement)
21. SAP energy assessment As Built (prior to occupation)
22. Hours of construction (compliance)
23. Mix not to be altered (compliance)
24. Removal of Permitted Development Rights: no change of use to C4 HMO

Informatives to include:

1. Terms and conditions
2. Building Regulations
3. Complaints about construction and demolition
4. Encroachment
5. Access construction
6. Highways
7. Do not damage the verge
8. CIL
9. S106 agreement
10. No entitlement to parking permits
11. Pre-commencement conditions agreed by applicant
12. Positive and Proactive

1. INTRODUCTION

- 1.1 The site relates to a detached chalet bungalow located on the eastern side of Downshire Square. The property has a large (wide) rear garden and detached garage to the south east of the site. It is one of the widest plots in this part of Downshire Square.
- 1.2 The area is predominantly residential, featuring large detached and semi-detached properties although No.9 (opposite) is used as a care home and the Grade II listed All Saints Church is to the north at the top of the Downshire Square Road. There is a wide variety of design styles.
- 1.3 No.6 Downshire Square to the north is a detached 2 storey dwelling house with accommodation in the roof space. All Saints Court to the south consists of 2 buildings at 3 storey comprising 6 town house dwellings.

- 1.4 The site is within the Downshire Square Conservation Area. The Downshire Square Conservation Area appraisal describes the Conservation Area as a tightly-drawn, essentially Victorian/Edwardian suburb, containing a wide variety of house types with a spacious character.
- 1.5 The site is located within an Air Quality Management Area.
- 1.6 The application was called in to Planning Applications Committee for determination by ward Councillor Terry in light of neighbours' concern about the impact of the proposal on amenity and parking.
- 1.7 The site in relation to the wider urban area is shown below, together with a site photograph.

Site Location Plan (not to scale)



Site photographs - front of site



2. PROPOSALS

2.1 Full planning permission is sought for the erection of 1 x detached and 2 x semi detached dwellings following demolition of the existing bungalow and detached garage. This would comprise a square, 2.5 storey detached house with front gable to the north of the site and a pair of 2.5 storey townhouses to the south of the site. Small dormer windows are proposed on the rear roofslope of each dwelling as well as single storey rear additions.

2.2 The materials would include:

Plot 1

Plain tile roof

Red/orange brick

White render

Plots 2 and 3

Plain tile roof

Flemish bond brickwork, red/orange

2.3 Two vehicle parking spaces, to include electric vehicle charging points, are proposed per dwelling (six in total).

2.4 The proposals include indicative soft landscaping and replacement tree planting.

2.5 During the course of the application the vehicular parking arrangements and tree reports have been slightly revised following officer feedback. Some additional revisions have also been made to the proposals to include replacement of rooflights with small dormer windows, lowering of eaves height of the 2 x semi detached dwellings, replacement of glazed gable with a normal gable and a window and omission of front balconies.

2.6 Supporting documents/information submitted:

Proposed Site Plan 02-12 P5

Received 13th June 2022

Proposed Street Scene 05-20 P3
Received 22nd March 2022

Proposed Front Elevations 05-10 P3
Proposed Rear Elevations 05-11 P3
Proposed Side Elevations 05-12 P3
Proposed Sections 04-10 P3
Received 16th March 2022

Proposed Ground Floor Plan 03-10 P3
Proposed First Floor Plan 03-11 P3
Proposed Second Floor Plan 03-12 P3
Received 5th May 2022

Proposed Landscaping Plan 02-16 P5
Proposed Highway Plan 02-15 P5
Arboricultural Impact Assessment Rev A prepared by SJ Stephens Associates report date 23rd May 2022
Received 25th May 2022

Location Plan 02-00
Design and Access and Heritage Statement ref 430b dated August 2021
Bat Roost Assessment prepared by Derek Finnie Associates
Received 26th August 2021

3. PLANNING HISTORY

- 3.1 200571/FUL - Demolition of existing dwelling house and large detached garage and erection of new building comprising of 3 townhouses and 2 flats. The application was refused 17th July 2020 under delegated powers and dismissed at appeal 27th April 2021. The application was refused for the following reasons:
- 1) The proposed development, due to its overall scale relative to plot size would be overly prominent within its context and would fail to preserve the spacious character of the site which currently contributes positively to the visual amenity of the street. For these reasons, the proposed development would result in an overdevelopment of the site that would not respect the prevailing pattern of development and would fail to preserve or enhance the character and appearance of the street scene and wider Downshire Square Conservation Area. The proposal is therefore contrary to Policy CC7, H11, EN1, EN3, and EN6 of the Reading Borough Local Plan 2019.
 - 2) The proposed development, due to its detailed design and use of materials, combined with the overall scale, bulk and massing, would appear as an inappropriate and unsympathetic development that would not be of a sufficient high quality design that maintains and enhances the character and appearance of the area, nor the wider Downshire Square Conservation Area. This would therefore be contrary to Policies CC7, EN1, EN3, and EN6 of the Reading Borough Local Plan 2019.

- 3) The proposed vehicular parking layout fails to demonstrate that it complies with the Local Planning Authority's standards in respect of vehicle parking. This could result in on-street parking/reversing movements on Downshire Square, adversely affecting road safety and the flow of traffic, and in conflict with Policies TR3 and TR5 of the Reading Borough Local Plan 2019.
 - 4) The application, by virtue of the proposed driveway access, fails to demonstrate that the proposal will not result in the permanent loss of space for a street tree on the frontage, thereby reducing the number of potentially large canopied trees in the area which contribute to the verdant character of the Downshire Square Conservation Area and canopy cover of the Borough, contrary to Policies C7, EN3 and EN14 of the Reading Borough Local Plan 2019.
 - 5) In the absence of sufficient information being submitted at application stage and in the absence of a completed legal agreement to secure a resultant acceptable contribution towards the provision of Affordable Housing, the proposal fails to contribute adequately to the housing needs of Reading Borough, contrary to Policy H3 and CC9 of the Reading Borough Local Plan 2019 and the Council's Adopted Affordable Housing Supplementary Planning Document 2013.
- 3.2 191358/FUL - Erection of new building comprising 9 flats following demolition of existing bungalow and detached garage. Refused.

4. CONSULTATIONS

i) Conservation and Urban Design Officer (CUDO)

4.1 No objection received.

ii) RBC Transport

4.2 Further to revised information, no objection subject to conditions to include submission and approval of a construction method statement, cycle parking details and electric vehicle charging point details as detailed with the appraisal section of this report.

iii) RBC Environmental Health - Environmental Protection (EP)

4.3 No objection, subject to conditions to include submission and approval of a construction method statement including details of noise and dust controls, vermin control measures for the bin store, adherence to standard construction working hours and to ensure no waste is burned on site.

iv) Natural environment (trees)

4.4 Further to revised information, no objection, subject to a condition to secure submission and approval of a scheme of hard and soft landscaping, as detailed within the appraisal section of this report.

v) **Natural environment (ecology)**

4.5 No objection, subject to conditions to secure submission of a scheme for the installation of four swift boxes within the proposed development.

v) **Public consultation**

4.6 Notification letters were sent to nearby occupiers on Downshire Square, Brownlow Road, All Saints Court and Maitland Road. A site notice was displayed and a press notice was published.

4.7 8 letters of representation received (including 1 instance of 2 responses being received from separate occupiers of the same address) objecting with the following concerns:

- overdevelopment of the site
- not in keeping with character of area/conservation area
- loss of bungalow itself
- loss of light and privacy
- increased traffic and parking
- loss of wildlife
- covenant on site

4.8 Upon receipt of revised plans, a further 14-day re-consultation period was undertaken with the same neighbouring properties and consultees. 10 letters of representation received (including 2 instances of 2 responses being received from separate occupiers of the same address) objecting but with no new concerns that had not previously been raised.

The Reading Conservation Area Advisory Committee (CAAC) have also commented on the application and object for the following reasons:

- loss of bungalow would fail to preserve the character and appearance of the conservation area
- possible historic associations with a notable family of Reading business people
- street elevation railings should be retained
- overdevelopment of the site, reducing amenity for neighbours and future occupiers
- discordant elements introduced: first floor balconies, glazed gable on detached property
- parking arrangements will result in noise and pollution
- better design solution would be to retain and extend existing bungalow

5. LEGAL AND PLANNING POLICY CONTEXT

5.1 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.

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

5.3 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

5.4 The relevant sections of the NPPF are:

Section 2 - Achieving Sustainable Development

Section 8 - Promoting Healthy and Safe Communities

Section 9 - Promoting Sustainable Transport

Section 11 - Making Effective Use of Land

Section 12 - Achieving Well-Designed Places

Section 15 - Conserving and Enhancing the Natural Environment

Section 16 - Conserving and Enhancing the Historic Environment

5.5 Reading Borough Local Plan 2019

CC1: Presumption in Favour of Sustainable Development

CC2: Sustainable Design and Construction

CC3: Adaptation to Climate Change

CC5: Waste Minimisation and Storage

CC6: Accessibility and the Intensity of Development

CC7: Design and the Public Realm

CC8: Safeguarding Amenity

EN1: Protection and Enhancement of the Historic Environment

EN3: Enhancement of Conservation Areas

EN6: New Development in a Historic Environment

EN12: Biodiversity and the Green Network

EN14: Trees, Hedges and Woodland

EN15: Air Quality

EN16: Pollution and Water Resources

H1: Provision of Housing

H2: Density and Mix

H3: Affordable Housing

H5: Standards for New Housing

H10: Private and Communal Outdoor Space
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging

5.6 Supplementary Planning Documents

Affordable Housing SPD (2021)

Revised Parking Standards and Design SPD (2011)

Sustainable Design and Construction SPD (2019)

Revised SPD on Planning Obligations under Section 106 (2015)

5.7 Other relevant guidance

Downshire Square Conservation Area Appraisal (2009)

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)

Reading Tree Strategy (2021)

Biodiversity Action Plan (2021)

National Design Guide: Planning practice for beautiful, enduring and successful places (2019)

6. APPRAISAL

6.1 The main issues are considered to be:

- Principle of development and land use considerations
- Demolition, scale, appearance, design and effect on heritage assets
- Natural Environment matters - Trees, landscaping and ecology
Residential amenity for nearby occupiers
- Quality of accommodation for future occupiers
- Transport/parking matters
- Natural Environment matters - Trees, landscaping and ecology
- Sustainability
- Affordable Housing, S106

Principle of development and land use considerations

6.2 The NPPF states that LPAs should “encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value”. The NPPF definition of ‘previously developed land’ excludes private residential gardens.

6.3 Therefore, it is clear that the priority for development should be on previously developed land, in particular vacant and derelict sites and buildings. However, that does not mean that the development of private residential garden land is

unacceptable in principle, rather that previously developed land should be the first choice for housing development.

6.4 The Council's LDF Policy H11 (Development of Private Residential Gardens) makes clear that new residential development that involves land within the curtilage of private residential gardens will be acceptable where:

- 1) It makes a positive contribution to the character of the area;
- 2) The site is of an adequate size to accommodate the development;
- 3) The proposal has a suitable access;
- 4) The proposal would not lead to an unacceptable tandem development;
- 5) The design minimises the exposure of existing private boundaries to public areas;
- 6) It does not cause detrimental impact on residential amenities;
- 7) The emphasis is on the provision of family housing;
- 8) There is no adverse impact on biodiversity, and
- 9) The proposal does not prejudice the development of a wider area.

6.5 Therefore, while the proposed site is not 'previously developed land', the principle of redevelopment is considered acceptable providing the criteria outlined in Policies H11 (Development of Private Residential Gardens) and H2 (Density and Mix) are met.

6.6 With regard to the principle of the proposed use, from purely a land use perspective, a proposal to introduce three residential units in this sustainable location would comply with the broad objectives of Policy H1 (Provision of Housing) by contributing towards meeting the housing needs within the borough. Furthermore, in terms of the housing mix (size of units), the principle of providing family sized accommodation is welcomed. A compliance condition is recommended to secure the mix proposed to ensure that the proposed development provides the range of housing opportunities required by Policy H2.

Demolition, scale, appearance, design and effect on heritage assets

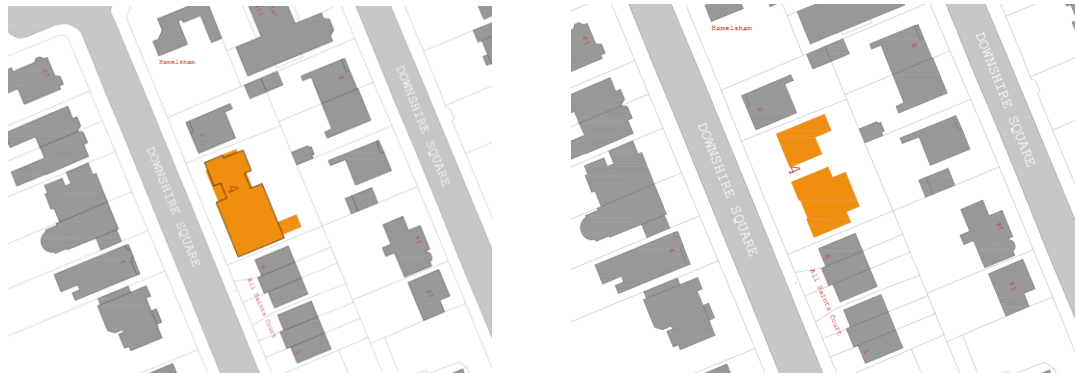
6.7 Policies CC7 (Design and the Public Realm) and H11 (Development of Private and Residential Gardens) both seek to ensure that new development enhances and preserves the local character.

6.8 The site lies within the Downshire Square Conservation Area and as such there is a duty imposed by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requiring decision makers to have special regards to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

6.9 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. Policy EN3 (Enhancement of Conservation Areas) seeks that development proposals preserve and enhance the special character of conservation areas.

- 6.10 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.
- 6.11 The Downshire Square Conservation Area appraisal describes the Conservation Area as a tightly-drawn, essentially Victorian/Edwardian suburb, containing a wide variety of house types and architectural styles. It further notes that properties within the core of the area front streets of some width (reflecting their formal planned layout), with street trees adding character and a spacious feel to the area. The Conservation Area appraisal also notes how properties are set back from the back edge of the pavement, contributing to spacious character.
- 6.12 The site is a sizeable plot, with a broad frontage along Downshire Square and, as noted above, it is one of the wider plots in the Downshire Square Conservation Area. It is acknowledged that, as existing, No.4 Downshire Square is somewhat of an anomaly within the street scene, being the only bungalow within the immediate area. It is noted that the Inspector for the 200571 appeal which was dismissed, did not raise any objection to the loss of the bungalow itself. That said, its diminutive scale is unobtrusive within the street scene and the bungalow does not detract from the character of the area. Demolition within the conservation area is therefore considered appropriate subject to the proposed replacement buildings(s) being suitable in design and related terms, as discussed below.
- 6.13 Further to the above, this permission includes the demolition of an unlisted building in the conservation area. However, officers are concerned that demolition of the bungalow without subsequent rebuilding would leave an unsightly gap within the conservation area. As such, a clause within the s106 agreement will require a contract for the redevelopment to have been entered in to and agreed with the local planning authority prior to demolition, to secure the rebuilding of the proposal within this report. The aim of this would be to reduce the risk of an unsightly gap being left within the street for any significant length of time prior to redevelopment.
- 6.14 Refused application 200571 was for 5 flats contained within a three storey building occupying nearly the full of the width of the plot. The building was substantially wider and deeper than its immediate neighbours and sited a substantial amount of built form towards the front of the site. It also involved significant projection of built form forward of All Saints Court to the south. Overall, the proposed building was considered to result in a visually jarring and unacceptably prominent feature that would appear cramped and overdeveloped within the site constraints.
- 6.15 The current scheme is for 3 dwellings comprising two buildings - a detached house and pair of semis. Both buildings would have a lower height than previously proposed and with greater gaps to the side boundaries - as well as a gap between

the two proposed buildings themselves. The scale and layout now proposed has been improved to reflect the prevailing spacing of buildings within the wider conservation area and would preserve the sense of spaciousness which characterises the area and which was a concern previously.



Layout refused/dismissed, ref: 200571

Current proposed layout

- 6.16 The proposed detached house would be no higher than No.6 Downshire Square to the north and the proposed semi detached pair would be no higher than All Saints Court to the south. The third storey is largely contained within the roof space with the eaves line broadly reflecting that of neighbouring buildings either side. When seen from all nearby vantage points the proposed size of the buildings would fit comfortably within the prevailing scale of the street. The areas of soft landscaping and tree planting within the development would provide a spacious feel in keeping with the character of the area. However, officers also acknowledge and consider that the proposed scale and layout is at the maximum permissible at the site, and any larger would start to impact negatively in character terms.
- 6.17 In terms of the detailed design of the proposals, appearance and choice of materials, the applicant has intentionally selected elements from nearby buildings within the design such as the brickwork and gable features and it is considered that the appearance would be in keeping with the character and appearance of the conservation area. The rhythm of the street scene would be maintained, with, as above, design cues taken from nearby properties, including the size and positioning of windows and doors as well as unobtrusive rear dormer windows and small scale single storey elements.
- 6.18 The success of the scheme will also be dependent on the quality and finishing materials. As such, it is considered necessary to secure a condition for samples of all facing materials to be submitted/approved prior to commencement of works to ensure high quality finishes are to be used.



Front elevation refused ref 200571



Current proposed front elevation

6.19 The proposals seek to retain the original railings at the front of the site, the preservation of which is welcomed and appropriate and will be secured via condition. The proposed brick boundary wall and railings would be in keeping with the wider area.

6.20 The overall design approach is considered to be suitable and appropriate within the context of the street scene and wider conservation area. The proposals are considered to have overcome the reasons for dismissal of the appeal for the previous application (ref. 200571) in design and heritage terms. The proposals are considered to accord with Policies CC7, EN1, EN3, EN6 and H10.

Natural Environment - trees, landscaping and ecology

6.21 Policy CC7 (Design and the Public Realm) seeks that development is of high design quality and maintains and enhances the character of the area in which it is located including landscaping. Policy EN14 (Trees, Hedges and Woodlands) requires new development to make provision for tree retention and planting. Policy EN12 (Biodiversity and The Green Network) requires that new development should provide a net gain for biodiversity where possible and should incorporate biodiversity features into proposals where practical.

6.22 Since application 200571 was dismissed at appeal, a new street tree (lime) has been planted and the proposed design and site layout includes the retention of this street tree. This tree will grow to positively contribute to the character of the street and wider conservation area its retention is welcomed and appropriate.

6.23 An indicative landscaping plan has been provided which includes provision of 8 new trees, an overall net gain of trees on the site, which is appropriate. The proposal also includes landscaped garden areas and soft landscaping along the frontage. The Council's Natural Environment Officer has confirmed that the new trees, given their location and spacing provided, will have the potential to grow to medium sized crowns, which will improve the street scene and the canopy cover in the area. A pre-commencement landscaping condition is recommended which will secure planting details to include the species, maintenance and management schedule.

6.24 The Council's Natural Environment Officer has confirmed that the information provided demonstrates that the development could be carried out without harm to retained trees and such measures will be secured by way of condition.

6.25 A bat survey report has been submitted with the application and the Council's Ecologist considers that this has been undertaken to an appropriate standard. The

report concludes that the risk of the proposal adversely affecting bats is minimal as the building is unlikely to host roosting bats and this conclusion is agreed with by the Council's Ecologist.

- 6.26 In accordance with paragraph 180 of the NPPF, which states that "*opportunities to incorporate biodiversity in and around developments should be encouraged*", a condition is recommended to ensure that enhancements for wildlife are provided within the new development. This will include bird and bat boxes on the proposed buildings and it will also be appropriate to ensure that mammal gaps around the boundary are provided and this will also be secured by way of condition.
- 6.27 In natural environment terms, it is considered that landscaping and biodiversity enhancements will be significant and will serve to preserve the spacious and well-treed character of the conservation area as well as improving the ecology of the site. As such, the proposals are acceptable on tree/landscape and ecological grounds and it is considered that the previous reason for refusal has been overcome and the proposals are compliance with Policies CC7, EN12 and EN14.

Amenity for nearby occupiers

- 6.28 Policy CC8 (Safeguarding Amenity) requires developments to not cause a detrimental impact on the living environment of existing properties in terms of: Privacy and overlooking; Access to sunlight and daylight; Visual dominance and overbearing; Harm to outlook; Noise and disturbance; Artificial lighting; Vibration; Dust and fumes; Smell; and Crime and safety.
- 6.29 In respect of visual dominance, outlook and overbearing matters, it is acknowledged that for existing nearby occupiers, the context will undoubtedly change as a result of the proposed development.
- 6.30 In relation to No.6 Downshire Square, to the north west of the site, the proposed building would not project forward of this property. Whilst it would project past the rear elevation of No.6 this would be for a modest depth at two storey - and would not breach a 45 degree line to the nearest habitable rear window of No.6. The flat roof of the single storey rear element would help to minimise the impact and given the distance of approximately 1.4m to the common boundary, this is not considered to result in any significant material overbearing effects to the occupiers of this property. There are two upper floor windows on the flank elevation of No.6. The first floor window is a secondary bedroom window with an alternative source of light and the second floor window serves a bedroom within the roof accommodation. Given the position of the proposed building which would be set back within the plot relative to this window, the neighbouring window in question would look across the roof slope and would retain reasonable views of the sky and retain reasonable levels suitable daylight. Whilst clearly visible it is not considered to result in any significant material loss of light or overbearing effects such to warrant a refusal on this basis. The proposed windows on the north west flank elevation to serve a staircase are shown on the plans to be obscurely glazed, which will be secured by way of a suitably worded condition to prevent any material loss of privacy.

- 6.31 In relation to All Saints Court, to the south east of the site, the proposed houses would not project past either the front or rear building line and would not breach a 45 degree line to the nearest habitable room window. The roof would be hipped away from the boundary to minimise the impact and given this and the distance of approximately 2.5m between the two buildings, whilst visible it is not considered to result in any materially harmful overbearing effects. There are two upper floor windows on the flank elevation of All Saints Court. Both these windows serve a stairwell. The proposed windows on the south east flank elevation of the southern townhouse are shown on the plans to be obscurely glazed, which will be secured by way of a suitably worded condition to prevent any material loss of privacy.
- 6.32 In relation to the properties to the rear of the site (8, 10 and 12 Downshire Square), the increase in building size from the single storey bungalow to a two and half storey building will make a change to the outlook for these existing properties. However, with the back-to-back distance of approximately 22m from the rear of the proposed building to the rear of these properties this is not going to result in any material loss of light or have an overbearing impact. Similarly, given the aforementioned distance between buildings - which is greater than the 20m back-to-back distance recommended in Policy CC8 - the proposals are not considered to result in any significant material loss of privacy - and, indeed, would be a similar relationship as that between the adjacent properties to No.4 and the dwellings to the rear of them.
- 6.33 It is noted that adverse impact on neighbouring amenity did not form a reason for refusal of application 200571 and nor did the Inspector raise any concern in this respect.
- 6.34 In terms of noise, vibrations, dust and fume considerations, it is considered that both during the construction phase, and subsequently, the proposals will be acceptable subject to a variety of conditions for any permission. A construction method statement will therefore be secured via condition and is required from a highway safety perspective too. Officers consider that no significantly harmful amenity impacts would occur, subject to conditions and in compliance with Policy CC8 in particular.

Quality of accommodation for future occupiers

- 6.35 Policy H5 (Standards for New Housing) seeks that all new build housing is built to high standards. Policy EN16 (Pollution and Water Resources) seeks to protect future occupiers from the impacts of pollution and Policy H10 (Private and Communal Outdoor Space) seeks that residential developments are provided with adequate private or communal outdoor amenity space.
- 6.36 It is considered that the proposals will provide an overall good standard of accommodation throughout with fairly regular shaped rooms providing suitable outlook, natural lighting and ventilation. Internally, the floor spaces will largely comply with the space standards as set out in Policy H5. Whilst the actual useable floorspace of bedrooms 1 (as annotated) to the semi detached dwellings may fall

minimally below the space standards, given these are fourth bedrooms this is not considered to be unacceptable and it is considered that the dwellings will still provide for an adequate standard of accommodation for future occupiers.

- 6.37 There will be no upper floor windows on the flank elevations of the buildings facing each other and this will be secured by way of a suitably worded condition so as not to result in any material loss of privacy.
- 6.38 Each dwelling will have its own garden, made up of both patio and garden area. Whilst smaller than some of the garden sizes in the area, they would, overall, not be too dissimilar in size (in terms of depth or width) to the garden sizes of All Saints Court to the south east and so would not be out of character with the immediate area. The gardens areas considered to be well designed with space for suitable sitting-out areas and associated functions and in this context it is considered that although the gardens will not be as expansive as those to the north and east this, this in itself is not considered to be sufficient grounds to resist the proposals. The plans also include conveniently located cycle and waste storage facilities.
- 6.39 It is noted that the amount of garden space did not form a reason for refusal of application 200571 and nor did the Inspector raise any concern in this respect.
- 6.40 In order to help ensure future residents maintain sufficient amenity space (and to protect neighbouring amenity) and to preserve the character and appearance of the conservation area, it is proposed to remove Permitted Development (PD) rights in relation to Class A (enlargement improvement or alteration), B (roof additions), Class C (rooflights) and Class E (outbuildings).
- 6.41 Therefore, the proposal is considered to provide an overall suitable standard of accommodation, within the context of the constraints of the site and in accordance with Policies H5 and H10 in particular.

Transport/parking matters

- 6.42 Policies TR1 (Achieving the Transport Strategy), TR3 (Access, Traffic and Highway-Related Matters) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking relates matters relating to development.
- 6.43 The site is located within Zone 2, Primary Core Area of the Council's adopted Parking Standards and Design SPD. This zone directly surrounds the Central Core Area of the borough and extends to walking distances of 2 kilometres from the centre of Reading. Typically, this zone is well served by public transport, with buses continuing either into or out of the Central Core Area via this zone. The site is in a sustainable location close to a number of bus routes.
- 6.44 In accordance with the SPD, the development is required to provide 2 parking spaces for each dwelling. The proposals will provide 2 parking spaces for each dwelling, which will also include an electric vehicle charging point for each dwelling as required by Policy TR5 which is acceptable.

- 6.45 Some initial concerns were raised in relation to the suitability of the parking area from a manoeuvrability perspective (possible instances of there being insufficient widths/depths, causing difficulties for access and egress). Accordingly, during the course of the application, tracking diagrams have been submitted to illustrate the ability to access and egress the parking spaces, and this is now considered acceptable.
- 6.46 A plan demonstrating visibility splays was also provided during the course of the application, given the proposed new access. The Council's Transport Officer is satisfied that the required visibility splays of 2.4m x 43m can be achieved. The proposals also demonstrate an acceptable width of the access (minimum 4.2m wide) to allow vehicles to pass one another whilst entering and exiting the site.
- 6.47 The development is required to provide 2 cycle parking spaces per dwelling. Cycle storage for each dwelling has been shown on the proposed block plan and further details regarding the design and specification will be secured via condition.
- 6.48 Two central bin collection points adjacent to the access point are provided which will allow for kerb side collection which is acceptable.
- 6.49 The local concern raised in respect of parking demand is noted. However, as above, the proposals provide an acceptable level of parking for the proposed units within the site when assessed against policy and SPD and therefore there is no policy reason to expect parking to spill over on to the public highway. Downshire Square itself is not within a controlled parking zone. Streets beyond are controlled in this way and an informative will be attached to any permission advising future occupants of the new dwellings that they will not be automatically entitled to a residents or visitors parking permit.
- 6.50 Officers advise that there are no transport objections to the proposed development subject to conditions and informatives and the proposal is considered to be in accordance with Policies TR1, TR3 and TR5 and the SPD.

Sustainability

- 6.51 No specific information has been submitted in relation to the sustainability of the proposed development. However, the proposals include electric vehicle charging points for each dwelling and additional tree planting which is welcomed
- 6.52 Notwithstanding, Policy H5 (Standards for New Housing) requires that all new build housing integrate additional measures for sustainability. In light of this conditions are recommended to ensure the development meets the following requirements:
- Higher water efficiency standards of 110 litres per person per day; and
 - A 19% improvement over building regulations energy requirements

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

Affordable Housing, S106

- 6.54 Policy H3 (Affordable Housing) requires that *'...on sites of 1-4 dwellings, a financial contribution will be made that will enable the equivalent of 10% of the housing to be provided as affordable housing elsewhere in the Borough'*.
- 6.55 The proposal seeks to create 2 additional units (1 of the 3 proposed units would be classified as a replacement dwelling for the existing bungalow, leaving a requirement for a contribution of a net increase of 2 residential units at the site).
- 6.56 The applicant has provided details of three independent valuations of overall Gross Development Value (GDV) of the proposed development and based on these and using the calculation within the Affordable Housing SPD, the Affordable Housing contribution figure will be £149,600.00 as a financial contribution which will enable the equivalent of 10% of the housing to be provided as affordable housing elsewhere in the borough in accordance with policy requirements. This will be secured via S106 Legal Agreement.
- 6.57 As such, the proposal is considered acceptable in relation to Policy H3 and the Council's adopted Affordable Housing SPD 2021 subject to the completion of a S106 Legal Agreement to secure the contribution.

Other matters

CIL

- 6.59 The proposal will be a Community Infrastructure Levy (CIL) liable development. The applicant has provided the CIL Additional Information Form. Based on the information provided by the applicant and the 2022 CIL rate, this is estimated to amount to £42,731.64 (537m² of the proposals - 263.m² (bungalow and garage to be demolished) x £120 per m² x 2022 indexation (£156.24)). An informative will be attached to the decision notice to advise the applicant of their responsibilities in this respect.

Other matters raised in representations (not covered above)

- 6.59 All material considerations discussed in the above report. Responses to other matters raised in neighbour representation (officer comment in bold and italic):
- 6.60 Concern that there is a covenant on the site that restricts development. ***Any restrictive covenants are not a material planning consideration.***
- 6.61 Concern that the properties will become Houses in Multiple Occupation (HMOs). ***The proposal is for Class C3 residential units (no indication of HMOs being proposed). If permission was granted and material changes were made to the scheme the applicants would need to apply for permission to these changes; these would then be assessed on their own merits. It is also recommended that***

Permitted Development right to change to Class C4 HMO are removed on the basis that the application is specifically for Class C3 and compliance with the criteria and design requirements for HMOS set out under Policy H8 (Residential Conversions) has not been demonstrated.

- 6.62 Concern raised about flooding. *The site is not in an area identified as being at risk of flooding and the proposal is not considered to represent an unacceptable flood risk to future occupiers.*

Pre-Commencement Conditions

- 6.63 Pre-commencement conditions - In line with section 100ZA(5) of the Town and Country Planning Act (as amended) discussions are being undertaken with the applicant regarding pre-commencement conditions. To be advised in an update report.
- 6.64 Equality - In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular application.

7. CONCLUSION

- 7.1 This proposal has been considered in the context of the previous appeal dismissal on the site and the relevant Development Plan Policies, National Policy and Guidance and other material considerations as set out within the report. The proposal is considered to be well-designed and would preserve the character and appearance of the Downshire Square Conservation Area. Matters to do with residential amenity, parking and the natural environment are satisfactorily addressed in the above report. Furthermore, the proposals would provide a suitable provision towards meeting the needs for affordable housing in the Borough.
- 7.2 Officers have worked positively and proactively with the applicant on this scheme, with amendments secured which are considered to satisfactorily address various design issues and overall officers considered this to be a supportable scheme, which accords with relevant and national policy. The recommendation is therefore to grant full planning permission subject to the conditions and the completion of a S106 legal agreement as detailed above.

Case Officer: Ethne Humphreys

Drawings:



Proposed Site Plan



Proposed Front Elevations



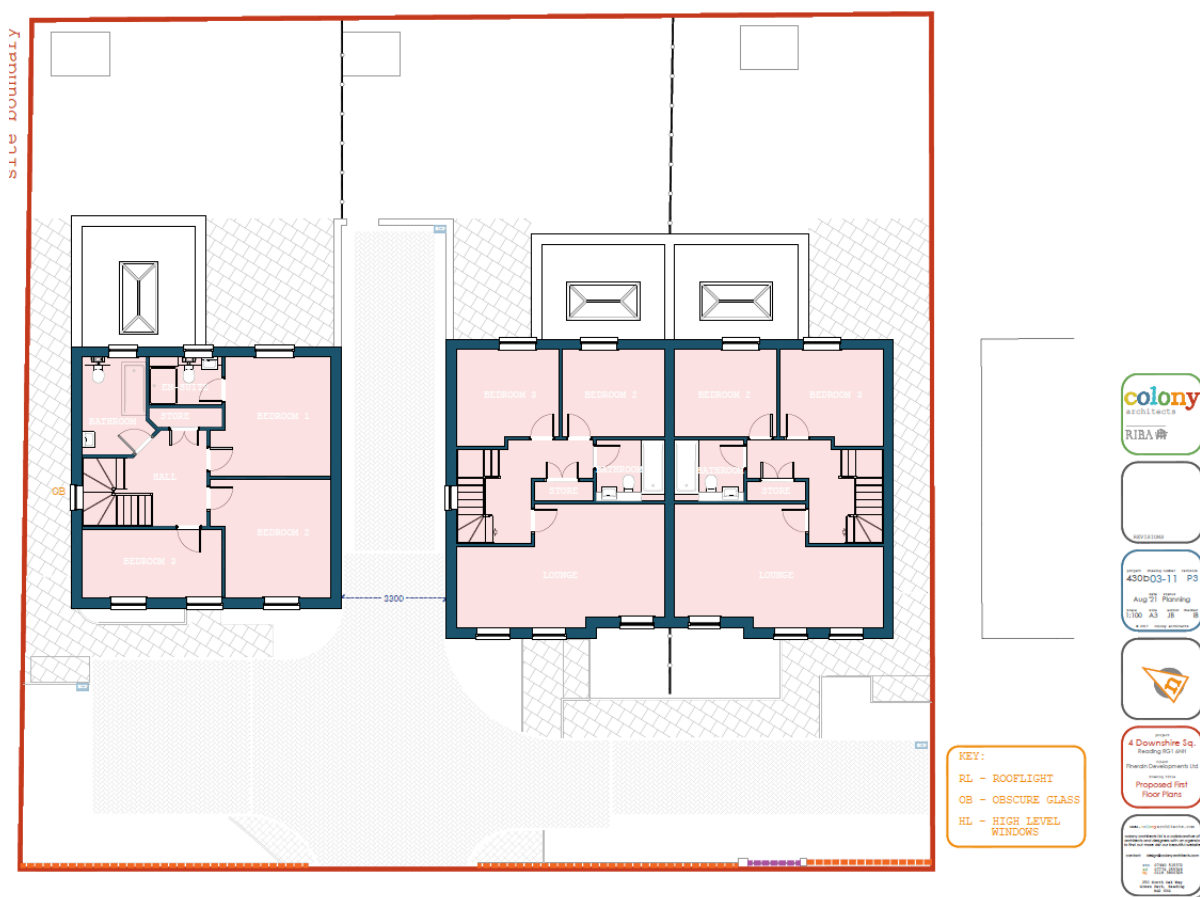
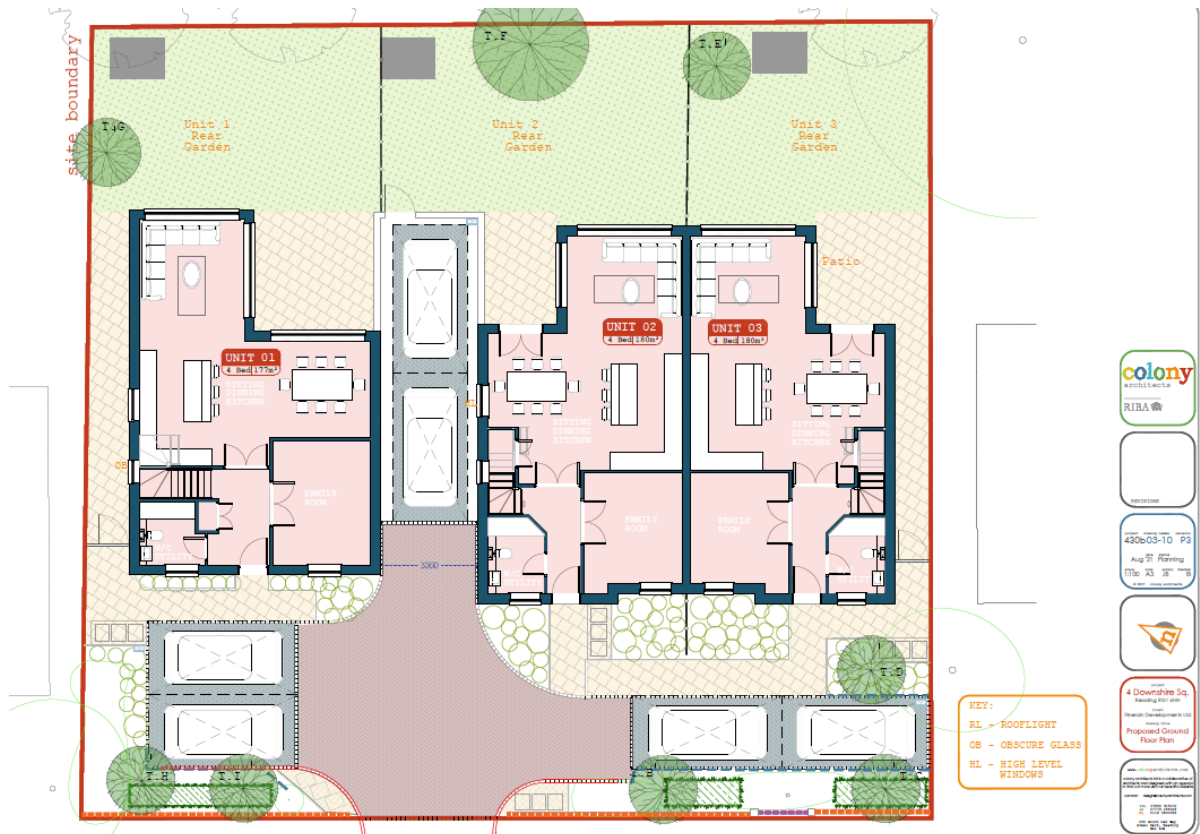
			Project: 2, Church Lane, 201, Reading RG1 1AA	
Collaborating with: Elextra Developments Ltd			Drawing Name: Final Elevation All Proposed	
Job: 430b	Drawing: 05-11	Revision: P3	Date: 09/2020	Status: Finalising
Drawn By: [Name]			Checked By: [Name]	Colony Architects Ltd. The Old Mill, Abbey Court, Reading, RG1 1AA, UK Tel: 0118 969 0300 www.colonyarchitects.com info@colonyarchitects.com

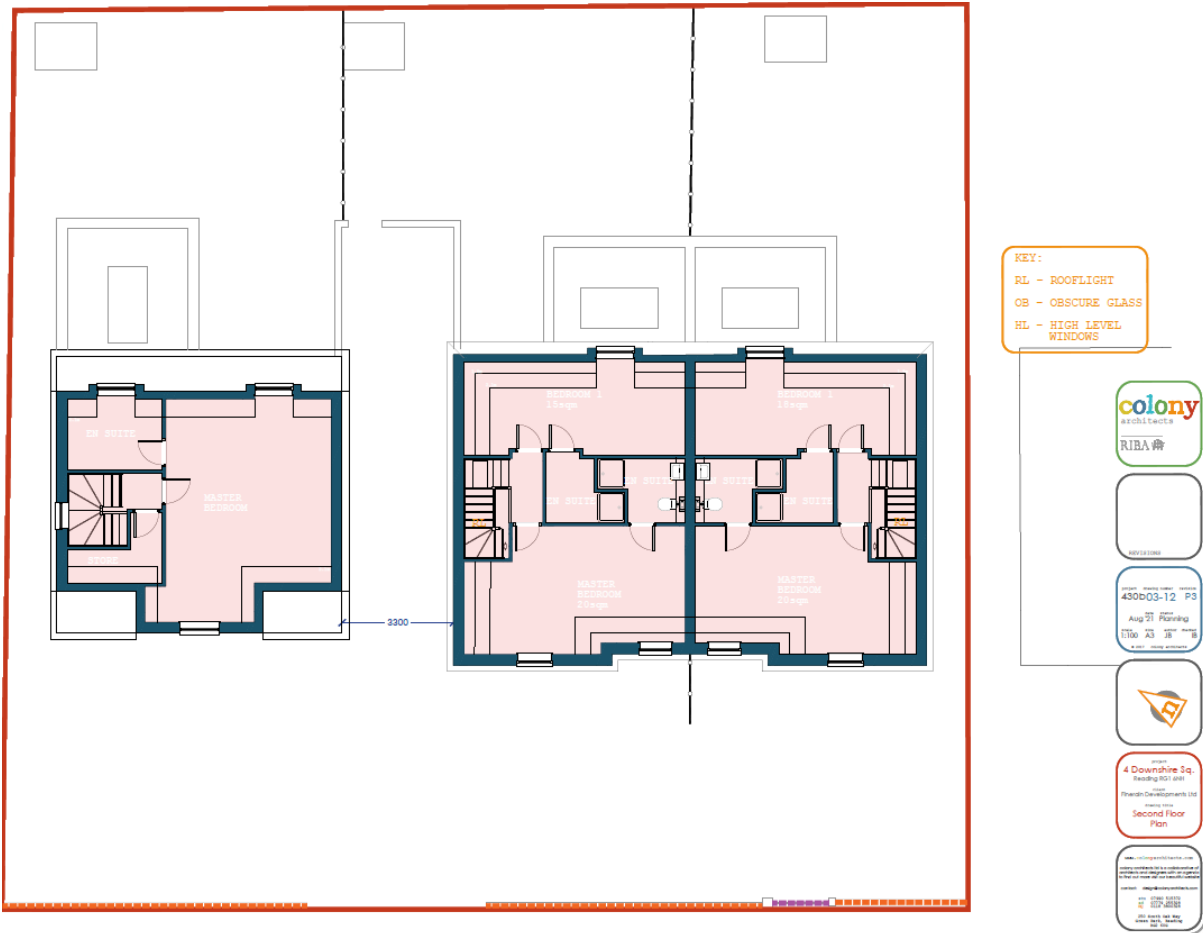
Proposed Rear Elevations



			Project: 2, Church Lane, 201, Reading RG1 1AA	
Collaborating with: Elextra Developments Ltd			Drawing Name: Final Elevation All Proposed	
Job: 430b	Drawing: 05-20	Revision: P3	Date: 08/2020	Status: Finalising
Drawn By: [Name]			Checked By: [Name]	Colony Architects Ltd. The Old Mill, Abbey Court, Reading, RG1 1AA, UK Tel: 0118 969 0300 www.colonyarchitects.com info@colonyarchitects.com

Proposed Street Scene





Proposed Second Floor Plan

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UPDATE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 22 June 2022

ITEM NO. 10
Page: 85-108

Ward: Coley

App No.: 211416/FUL

Address: 4 Downshire Square, Reading

Proposal: Erection of 1 x detached and 2 x semi detached dwellings following demolition of the existing bungalow and detached garage.

Applicant: Finerain Developments Ltd

Deadline: 21 October 2021; Extended to 22 September 2022

AMENDED RECOMMENDATION:

As per the main agenda report but with an additional heads of term:

- a financial contribution for the planting and maintenance of 1x street tree (amount to be agreed)

And amended condition:

3. Submission and approval of external materials including: all brick, cladding, glazing, window frames/cills/surrounds/doors (*to be timber*), guttering and boundary treatments (pre-commencement)

1. Additional S106 obligation for street tree

- 1.1 The legal agreement will secure an additional financial contribution for the planting and maintenance of a street tree on the site frontage.

2. To clarify the space standards

- 2.1 Paragraph 6.36 of the Officer Report commented that Bedrooms 1 (as annotated) to the semi detached dwellings may fall minimally below the space standards as set out in Policy H5. To clarify, on further examination the overall size of the bedrooms *does* meet the space standard as it is a second double room i.e not the main bedroom and meets the floorspace and width standards for this type of room.

3. Additional consultation response

- 3.1 A consultation response was received from the Conservation and Urban Design Officer (CUDO) on 21/06/22.

3.2 His advice is as follows:

“The building is within the Downshire Square Conservation Area. The significance of the area is outlined in the Conservation Area Appraisal, but the following are identified as making a positive contribution:

- Retention of original buildings and their settings with few sympathetic enhancements by way of new development and/or addition of non-traditional materials;
- Retention of original brick walls and/or railings (original and replacement) throughout the area
- Good tree cover within the grounds of individual properties;
- Street trees in Downshire Square and on the Bath Road frontage.

The existing building is an interwar period building with moderate character. The Downshire Square Conservation Area Appraisal identifies buildings of townscape merit that make a positive contribution to the special character of the area, and this is not one of the identified buildings. The loss of the existing building was not a reason for refusal of a previous scheme (200571) that went to appeal, nor was it a reason for dismissal of the appeal. Therefore, there are no objections to its demolition.

It is noted there is a variety of different buildings in the area, and a mix of Victorian and Edwardian buildings from 2 to 4 storeys. Buildings on this street are generally two to three storeys, and the proposed height is similar to the buildings immediately to the north and south. None of the immediately neighbouring buildings are identified as being buildings of townscape merit, and nor are they listed. The proposal would not detrimentally impact the setting of any of the original buildings, nor would it impact on any of the other elements that make a positive contribution to the character of the area.

The proposed works are therefore considered to have a neutral impact from a conservation impact point of view. However, there should be a standard materials condition and the proposed windows and doors should be timber, so that the new buildings are an enhancement to the setting and character of the conservation area in accordance with Policy EN3.”

Officer comment: the pre-commencement condition requiring submission and approval of external materials (condition 3 in the main agenda report) has been amended above to note that windows and doors should be of timber construction.

4. To clarify the Ecological position

- 4.1 Concern has been raised in neighbour representation that the Bat Roost Assessment submitted with the application is no longer a valid document.
- 4.2 The building was assessed by a licenced bat surveyor in January 2020. The surveyor concluded that there were no features potentially suitable for use by roosting bats.
- 4.3 The Council's Ecologist has raised no objection to the proposals and further confirmed 21/06/22 that it is considered unlikely that the building will have changed significantly since the initial assessment was undertaken.
- 4.4 The Ecologist has confirmed that it would not normally be proportionate to ask for an updated survey report particularly where a building has been assessed as having negligible potential to host a bat roost.
- 4.5 Importantly, the Ecologist has confirmed that bats are not considered to be a constraint to the development and there remains no objection to the proposals on ecological grounds.
- 4.6 Biodiversity enhancement measures are proposed to be secured by condition as set out within the main agenda report.

5. Conclusion

- 5.1 The recommendation remains as set out in the main agenda report, subject to additional heads of term in the legal agreement and amended condition as detailed above.

Case Officer: Ethne Humphreys

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20 July 2022

Ward: Coley

App No.: 211485/FUL

Address: Berkshire Record Office, 9 Coley Avenue, Reading

Proposals: Extension to the existing Berkshire Record Office

Applicant: West Berkshire Council

Deadline: An extension of time has been agreed until 29th July 2022

RECOMMENDATION:

GRANT

Conditions to include:

- 1) TL1 - standard time limit 3 yrs.
- 2) AP1 - Approved plans.
- 3) Materials and samples to be approved (pre-commencement)
- 4) Vehicle parking in accordance with submitted details (compliance)
- 5) Landscaping scheme to be provided to be approved, to include a minimum of two Rowan trees (pre-commencement)
- 6) Arboricultural Method Statement and Tree Protection Plan to be provided to be approved (pre-commencement)
- 7) Ecological enhancements to be approved (pre-commencement)
- 8) BREEAM 'Good' or equivalent sustainability assessment to be submitted to be approved (pre-commencement)
- 9) BREEAM certificate or report demonstrating compliance with criteria referred to in condition above (prior to occupation)
- 10) Noise assessment to be submitted to be approved for any mechanical plant prior to installation
- 11) Hours of construction works (compliance)
- 12) No burning of materials or green waste on site (compliance)
- 13) Vegetation to be removed outside of the bird nesting season (compliance)

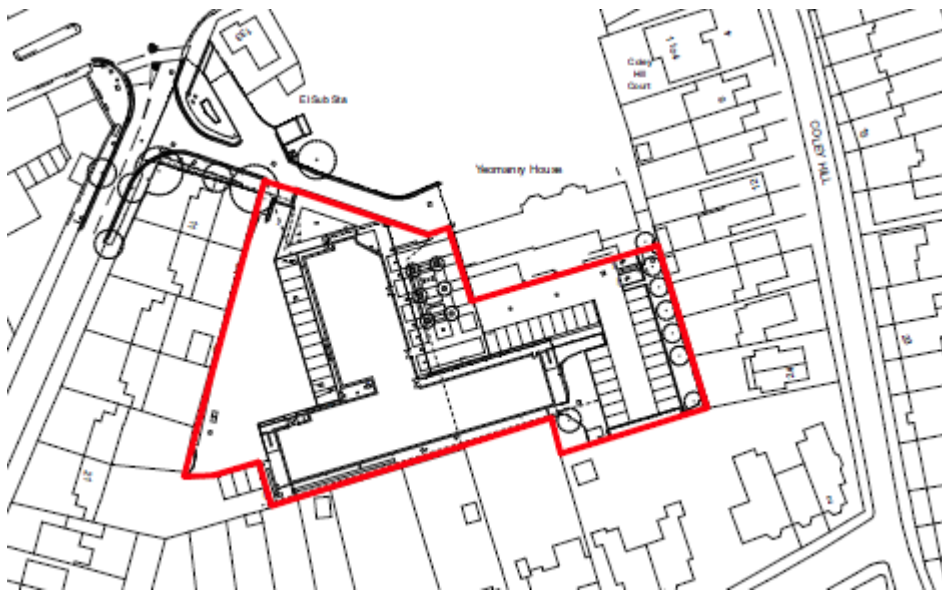
Informatives to include:

- 1) Positive & Proactive
- 2) Pre-commencement conditions seen and agreed by applicant
- 3) Terms and Conditions
- 4) Building Control
- 5) Complaints about construction
- 6) CIL
- 7) Highways Act
- 8) Works affecting Highway
- 9) Separate Advertisement Consent

1. INTRODUCTION

- 1.1 The application relates to the Berkshire Record Office, a two storey, flat roofed 'T-shaped' building located to the east of Coley Avenue and south of Castle Hill.
- 1.2 The building is referenced in the Russell Street/Castle Hill/Oxford Road Conservation Area Appraisal, which notes that it is a modern, purpose-built building with minimalist design. The building comprises large glass panels with concrete and steel, as well as brick and render elements.
- 1.3 The building is located to the south west of Yeomanry House, a Grade II Listed Building and it is within the Castle Hill/Russell Street/Oxford Road Conservation Area.
- 1.4 There is a Holm Oak within the site directly adjacent to the south west corner of the building, which is protected under Tree Preservation Order 5/17. The site is also within an Air Quality Management Area.
- 1.5 The surrounding area is predominantly residential; however, it is noted that Yeomanry House to the north east has recently been granted planning permission and listed building consent for use as a day nursery.
- 1.6 The site location plan together with site photographs are shown below:

Site location plan (not to scale)



Site photographs



View from front of building



View of location of proposed extension

2. PROPOSAL

2.1 Full Planning Permission is sought for an extension to the Berkshire Record Office on the south east side of the building. The extension would be of two storey height with a flat roof. It would comprise of brick and render to match that of the existing south east element of the building.

2.2 Since the application was originally submitted, revised plans were received incorporating the following amendments:

- glazed link (comprising a series of vertical strips of glass) between existing and proposed elements
- two new trees as replacements for the Holm Oak tree which is proposed to be removed.
- reduction in footprint to accommodate required forecourt and parking spaces depth.

2.3 SUBMITTED PLANS AND DOCUMENTS:

Location Plan 6140-P-001 Rev P01
Existing Site Plan 6140-P-10 Rev P01
Existing Ground Floor Plan 6140-P-200 Rev P04
Existing First Floor Plan 6140-P-201 Rev P01
Existing Roof Plan 6140-P-900 Rev P01
Existing Elevations 6140-P-700 Rev P01
Received 8th September 2022

Typical Tree Pit Detail 6140-P-3701
Received 31st January 2022

Proposed Elevations 6140-P-711 Rev P01
Received 13th June 2022

Proposed Site Plan 6140-P-20 Rev P04

Received 28th June 2022

Proposed Ground Floor Plan 6140-P-210 Rev P05

Proposed First Floor Plan 6140-P-211 Rev P04

Received 8th July 2022

Design and Access Statement

Preliminary Ecological Survey

Heritage Statement

Tree Survey and Arboricultural Impact Assessment

Received 8th September 2022

3. PLANNING HISTORY

- 3.1 03/00152/FUL - Erection of an enclosure for air conditioning equipment. Permitted.
- 3.2 97/00926/FUL - New record office building for the Royal County of Berkshire and associated staff/public car parking following demolition within grounds. Permitted.

Nearby site:

- 3.3 190629/REG3 and 190722/LBC - Use of building as a day nursery and Office. Internal and external alterations to a listed building. Permitted 16/5/2022.

4. CONSULTATIONS

RBC Conservation & Urban Design Officer (CUDO)

- 4.1 Further to revised plans, no objection, subject to materials condition, discussed further below.

RBC Transport

- 4.2 Further to revised plans demonstrating acceptable forecourt and parking sizes, no objection subject to condition. Discussed further below.

RBC Natural Environment

- 4.3 Further to revised plans demonstrating replacement planting, no objection subject to condition. Discussed further below.

RBC Ecology

- 4.4 No objection, discussed further below.

RBC Berkshire Archaeology

4.5 No objection, discussed further below.

5. Publicity

5.1 Properties at Coley Hill, Castle Hill and Coley Avenue were notified of the applications by letter. A site notice was also displayed at the application site and a press notice provided.

5.2 One letter of support has been received.

6. RELEVANT PLANNING POLICY AND GUIDANCE

6.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.

6.2 Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

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

6.4 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

6.5 The relevant sections of the NPPF are:

Section 2 - Achieving Sustainable Development
Section 8 - Promoting Healthy and Safe Communities
Section 9 - Promoting Sustainable Transport
Section 11 - Making Effective Use of Land
Section 12 - Achieving Well-Designed Places
Section 15 - Conserving and Enhancing the Natural Environment
Section 16 - Conserving and Enhancing the Historic Environment

6.6 **Reading Borough Local Plan (November 2019):**

CC1: Presumption in Favour of Sustainable Development

CC2: Sustainable Design and Construction
CC6: Accessibility and the Intensity of Development
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
EN1: Protection and Enhancement of the Historic Environment
EN2: Areas of Archaeological Significance
EN3: Enhancement of Conservation Areas
EN6: New Development in a Historic Environment
EN12: Biodiversity and the Green Network
EN14: Trees, Hedges and Woodland
EN16: Pollution and Water Resources
EN17: Noise Generating Equipment
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging
OU1: New and Existing Community Facilities

6.7 Relevant Supplementary Planning Documents (SPD) are:

Revised Parking Standards and Design (2011)
Sustainable Design and Construction SPD (2019)
Tree Strategy (2021)

6.8 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)

7. APPRAISAL

The main matters to be considered are:

- Design and impact on the setting of heritage assets
- Impact on neighbouring properties
- Traffic generation and parking
- Natural Environment - trees and landscaping
- Sustainability
- Archaeology

Design and Impact on the Setting of Heritage Assets

- 7.1 Policy CC7 (Design and the Public Realm) requires that all development must be of a high design quality that maintains and enhances the character and appearance of the area of Reading in which it is situated.
- 7.2 Whilst the building subject of this application is not listed, the application site is within close proximity to Yeomanry House (to the north east) which is a Grade II Listed Building. As such, there is 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 the setting of that listed building, or any features of special architectural historic interest which it possesses. This is reflected in Policies EN1 (Protection and Enhancement of the Historic Environment), EN4 (Locally Important Heritage Assets) and EN6 (New Development in a Historic Context) of the Local Plan. EN1 states that *“historic features, areas of historic importance and other elements of the historic environment, including their settings will be protected and where possible enhanced”*.
- 7.3 The site also 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 regard 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) as above 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.
- 7.4 Paragraph 197 of the NPPF states in determining applications, local planning authorities should take account of:
- a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) The desirability of new development making a positive contribution to local character and distinctiveness.
- 7.5 Paragraph 199 of the NPPF 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.

- 7.6 With regard to the above, the proposals have the potential to affect the heritage significance of both the nearby Listed Building and the Conservation Area.
- 7.7 The proposed extension would have a relatively large footprint, resulting from the capacity requirements of the BRO to meet increased storage demand. The extension would have the same two storey height as the existing building and with a flat roof which in broad terms would appear as a continuation of the existing building. Whilst large, the extension would not be disproportionate to the size and scale of the main building and would retain sufficient space within its setting due to the suitable distances that would remain between the building and the boundaries.
- 7.8 The Conservation Area Appraisal records the Berkshire Record Office as a modern building (2000) of modern materials and design. It is considered that the existing building is of good quality design, well-proportioned and finished to a high standard. The proposed extension would be of modern design largely comprising of brick and render to match that used in the existing building. Further to negotiations with the applicant, the extension now incorporates a glazed link section between the existing and proposed and better-considered proportions. This adds visual interest to the overall appearance as well as providing a distinct break between the existing and proposed built form and preserving the original form and proportions. The vertical glazing elements proposed within the front and rear elevations would also reflect the visual lightness of the existing glass paneling elsewhere on the building.
- 7.9 The Council's Conservation and Urban Design Officer (CUDO) considers that given the position of the proposed extension, it would have a neutral impact on the conservation area and minimal impact on the adjacent listed building. Officers agree that the extension would be well designed to respect the existing form of the host building and this good design would be located in an area of lesser visual sensitivity to the rear of the listed building and in a relatively secluded part of the Conservation Area away from sensitive views.
- 7.10 Details of materials would be secured via condition, to ensure design quality, to include submission of samples given the visual sensitivity of the site.
- 7.11 Based on the above assessment, the proposals are not considered to result in any significant adverse harm to the special historic or architectural interest of the building or its setting and would be in accordance with national guidance and Policies EN1, EN3 and EN6 of the Reading Borough Local Plan 2019.

- 7.12 The proposals do not include details of signage at this stage. Should this be proposed, this would be subject to a separate Advertisement Consent application, if required, and an informative will be attached giving this advice.

Community Facilities

- 7.13 Policy OU1 (New and Existing Community Facilities) says proposals for new, extended or improved community facilities will be acceptable and supports proposals for on-site intensification of important facilities. The supporting text at paragraph 4.7.2 explains that community facilities is a wide-ranging term which could encompass civic and administrative facilities. It is considered that the Berkshire Record Office is an important facility, and the proposal is therefore supported in broad terms under this policy.

Impact on Neighbouring Properties

- 7.14 Policy CC8 (Safeguarding Amenity) seeks to ensure development does not cause harm to the living environment of existing properties, in terms of loss of privacy, overlooking and visual dominance, amongst other things. Policy EN16 (Pollution and Water Resources) seeks to protect surrounding occupiers from the impact of pollution.
- 7.15 The neighbouring properties potentially most affected by the proposals are Yeomanry House to the north and the residential properties of Coley Hill to the east and Castle Crescent to the south.

Given the nature of the proposals, no significant windows are proposed on any elevations and the strip glazing which forms the glazed link would offer minimal views towards neighbouring properties and is not considered harmful. As such there would be no material loss of privacy for any neighbouring property.

The proposed extension would clearly be visible from neighbouring properties. However, given the distance of more than 15m to the residential properties of Coley Hill and Castle Crescent and to Yeomanry House, no significant overbearing or overshadowing effects are considered to arise.

- 7.16 A condition is recommended to require submission of noise assessment should any mechanical plant be proposed in future, as indicated on the proposed plans.
- 7.17 Given the above, it is not considered that the proposal would generate any significant material harm to residential amenity through privacy or overbearing effects, noise or disturbance to the extent that it is harmful to the health and well-being of neighbouring residents and as such, with the recommended conditions attached, it would satisfy Policy CC8.

Traffic Generation and Parking

- 7.18 Policies TR3 (Access, Traffic and Highway related matters), TR1 (Achieving the Transport Strategy) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking-related matters relating to development.
- 7.19 6 car parking spaces currently sited to the east of the building would be lost to facilitate the extension. However, a revised parking layout shows 10 car parking spaces proposed on the west of the building, resulting in an increase in 4 spaces. During the course of the application officers raised concerns that the enlarged building would result in an unacceptable reduction in the depth of the forecourt to the east and parking spaces to the north. Revised plans were received reducing the footprint of the extension to allow the forecourt and parking spaces to comply with parking standards. No changes to the existing vehicular and pedestrian access routes are proposed.
- 7.20 Given the above, and subject to the recommended conditions, it is considered that the proposals are acceptable in transport terms and would accord with Policies TR1, TR3 and TR5.

Natural Environment - Trees and Landscaping

- 7.21 Policy CC7 (Design and the Public Realm) seeks that development shall maintain and enhance the character of the area in which it is located including landscaping. Policy EN14 (Trees, Hedges and Woodland) requires new development to make provision for tree retention and planting to assist in extending the Borough's vegetation cover. The site is located within a Conservation Area and Air Quality Management Area which increases the importance of tree retention.
- 7.22 There is a protected Holm Oak tree within close proximity to the south east corner of the building and it is proposed to fell this tree. The Council's Natural Environment Officer has confirmed that the tree condition is poor and furthermore it is leaning towards a parking bay with potential to fall. As such, there is no objection to the felling of this tree. Notwithstanding, this tree provides a degree of visual amenity, visual softening, and contributes to canopy cover within the area. Replacement tree planting should be secured and at a ratio of 2:1 as per the Tree Strategy.
- 7.23 During the course of the application additional information was provided, proposing two Field Maple trees to be provided adjacent to the eastern parking bays, alongside an existing tree line. The Council's Natural Environment Officer has confirmed that, whilst these trees would not achieve the same height as the Holm Oak, the proposals would have the positive benefit of increasing the number of trees within the site and closing a gap in an existing line of trees. The advice received is that it may be more appropriate to align the species with that of the remainder of the

tree line (Rowan); however, it is considered that this can be dealt with by way of condition. Therefore, a condition requiring landscaping details to be submitted to include tree planting is recommended. As such the proposals are considered to comply with Policies EN1, EN3, CC7 and EN14 of the Reading Borough Local Plan.

Ecology

- 7.24 Policy EN12 (Biodiversity and The Green Network) requires that new development should provide a net gain for biodiversity where possible and should incorporate biodiversity features into proposals where practical.
- 7.25 An ecological survey has been submitted with the application and the Council's Ecologist considers this has been undertaken to an appropriate standard with no impact on protected species.
- 7.26 A condition is recommended to ensure that enhancements for wildlife are provided within the new development. This could include design features such as swift bricks, in accordance with Policy EN12.

Sustainability

- 7.27 Policy CC2 (Sustainable Design and Construction), supported by the Council's Sustainable Design and Construction SPD seeks that minor non-residential development such as this should comply with BREEAM Level of 'Very Good'. The application submission includes commentary stating that the proposal could not meet 'Very Good' standard. However, it does state that it would likely achieve a BREEAM rating of 'Good'. It is noted that Policy CC2 recognises that some types of development, such as industrial, warehouses, or schools might find it more difficult to meet the standards. The policy states that in such cases developments must demonstrate that the standard to be achieved is the highest possible for the development. The applicant has undertaken discussions with BRE who have agreed that the proposal could be assessed as an industrial building under the warehouse sub-category. Given the nature of the proposals, for the storage of documents, officers agree with this position. Officers also acknowledge the inherent difficulties in meeting BREEAM criteria such as the facility not having any windows and as an extension to an older building.
- 7.28 A condition is recommended to require either the standard BREEAM certificate to be provided demonstrating 'Good' standard or for an alternative sustainability assessment addressing the requirement of Policy CC2 to be submitted and approved in writing by the LPA. With this condition secured, it is considered that the proposal will comply with the principles of Policy CC2.

Archaeology

- 7.29 Policy EN2 (Areas of Archaeological Significance) seeks to protect areas of archaeological potential. Whilst the site is identified as an area of archaeological interest, the Archaeology Officer has confirmed that there will be no significant archaeological implications as a result of the proposals with no further archaeological investigation required.

Equalities Impact

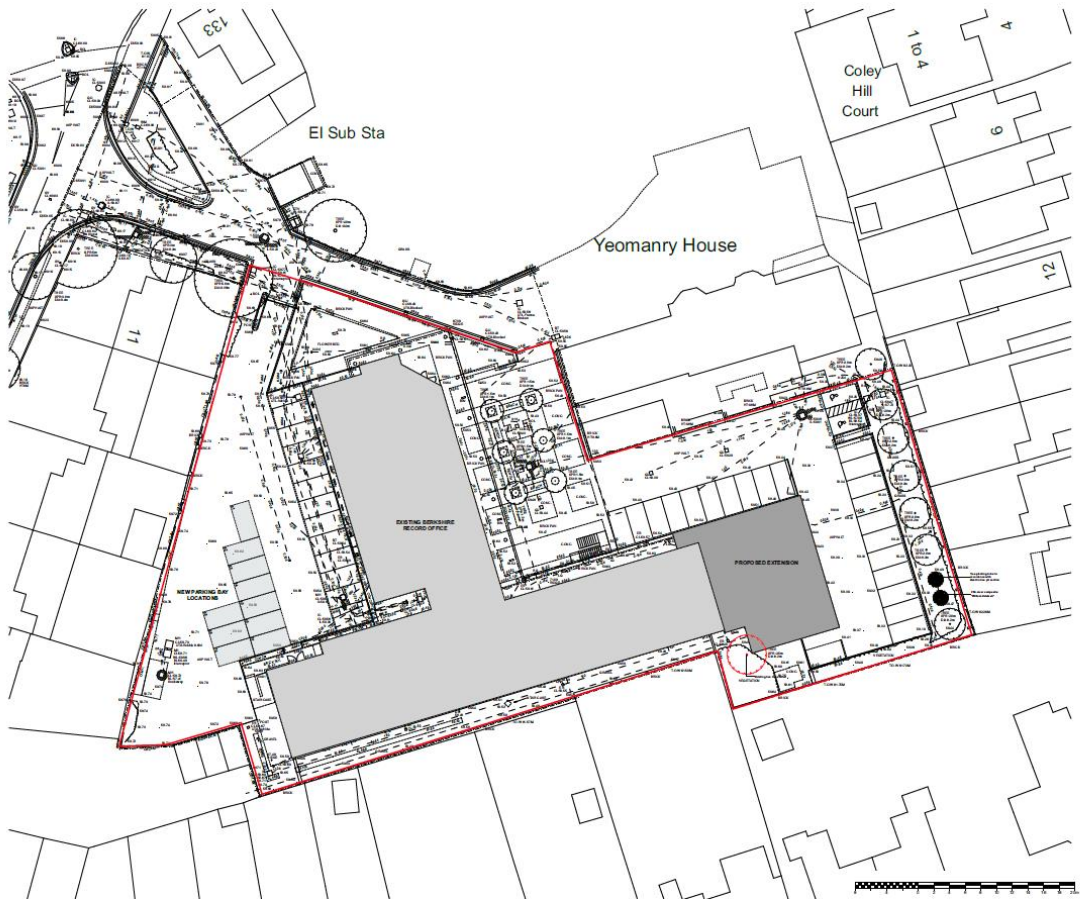
- 7.30 When determining an application for planning permission the Council is required to have regard to its obligations under the Equality Act 2010. There is no indication or evidence (including from consultation on the application) that the protected groups as identified by the Act have or will have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

8 CONCLUSION

- 8.1 The proposed development is considered, following revisions and clarifications submitted during the course of the application, to be appropriate in the context of national and local planning policy and other material considerations as set out in this report.
- 8.2 The proposals will allow for the continued use of the Berkshire Record Office for storage and the works are not considered to detract from the setting of the nearby listed building or the character and appearance of the conservation area. The proposal will not result in significant harm to the amenity of neighbouring occupiers and will be acceptable in highways and natural environment terms.
- 8.3 Officers have worked positively and proactively with the applicant on this scheme with amendments secured to address initial concerns. The planning application is recommended for approval subject to conditions as detailed above.

Case Officer: Ethne Humphreys

Plans Considered:



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NOTES

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REVISIONS

NO.	DATE	DESCRIPTION
01	01/10/2020	Issue for client approval
02	01/10/2020	Issue for client approval
03	01/10/2020	Issue for client approval
04	01/10/2020	Issue for client approval
05	01/10/2020	Issue for client approval
06	01/10/2020	Issue for client approval
07	01/10/2020	Issue for client approval
08	01/10/2020	Issue for client approval
09	01/10/2020	Issue for client approval
10	01/10/2020	Issue for client approval

— Site Boundary

N

PLANNING DRAWING

DRAWING TITLE

Proposed Site Plan

PROJECT

Record Office Expansion

CLIENT

West Berkshire Council

SCALE 1:200@A1

DATE Oct 2019

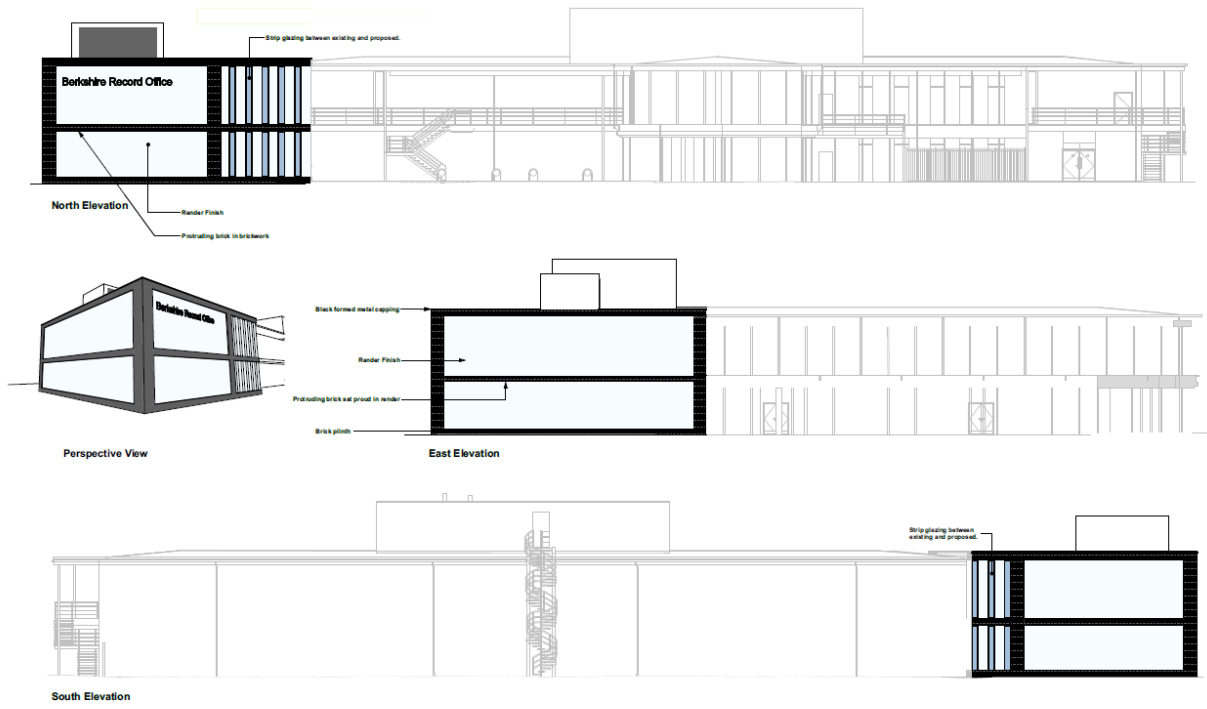
Quattro
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DRAWING NO. 6140-P-20

REV P04

Quattro Design Architects, High Wycombe Street
Gosport, Gosport, Hants, UK. Tel: 01489 404234

Proposed Site Plan



PLANNING DRAWING

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08	01/10/2020	Issue for client approval
09	01/10/2020	Issue for client approval
10	01/10/2020	Issue for client approval

PROJECTS

Record Office Expansion

CLIENT

West Berkshire Council

DRAWING TITLE

Proposed Elevations Alt. Option

DRAWING NO. 6140-P-711

REV P01

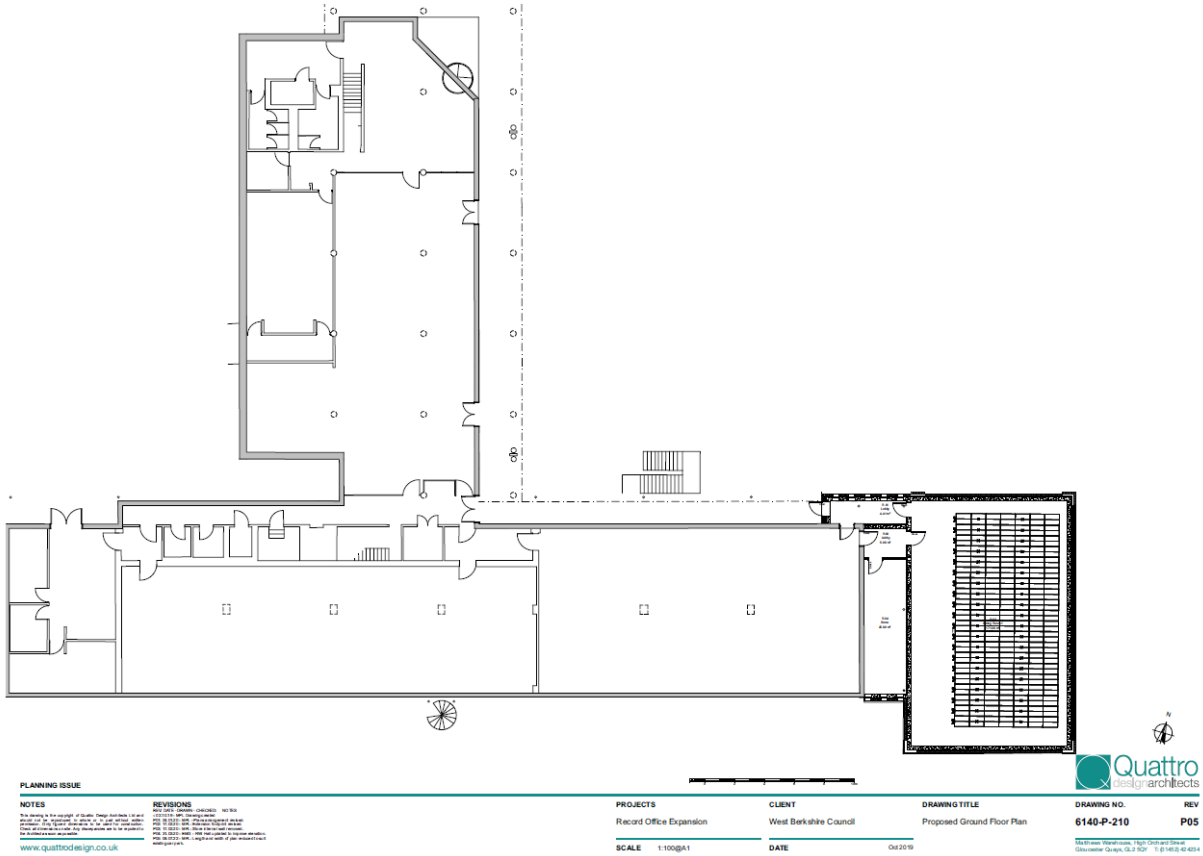
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DATE December 2020

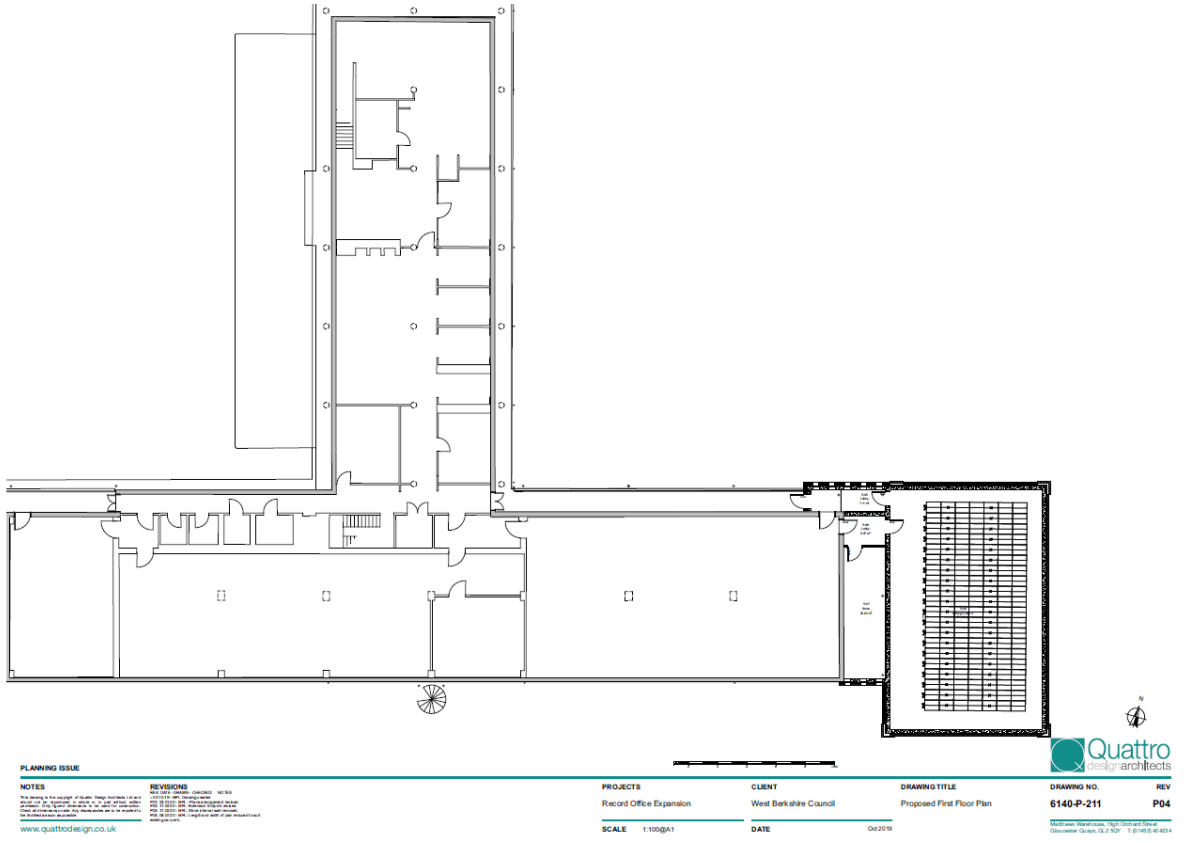
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Quattro Design Architects, High Wycombe Street
Gosport, Gosport, Hants, UK. Tel: 01489 404234

Proposed Elevations



Proposed Ground Floor Plan



Proposed First Floor Plan

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20th July 2022
ITEM NO.

Ward: Emmer Green

App No.: 220304/REG3

Address: Land at Lowfield Road, Caversham

Proposal: Retention of 28 no. (2 bedroom) self-contained temporary accommodation units with associated access, car parking, communal amenity space, refuse and bicycle storage, a play area and landscaping for Temporary permission (10 years)

Applicant: Reading Borough Council

Major Application 13 week target decision date: 02/06/22

Extension of time until: 25/07/22

RECOMMENDATION:

GRANT planning permission.

Conditions to include:

1. Temporary permission (10 Years). Site to be returned to former condition thereafter
2. Approved plans
3. Accommodation only to be used by those that are homeless
4. Replacement planting (5 yrs.)
5. Street lighting as approved
6. Secure refuse storage & collection (as specified)
7. Vehicle parking (as specified)
8. Cycle parking (as specified)
9. Litter collection
10. Bird/ bat boxes to be maintained and replaced if damaged
11. Playground to be retained
12. Refuse details (as specified)
13. Sustainable drainage (as specified)
14. Unidentified contamination

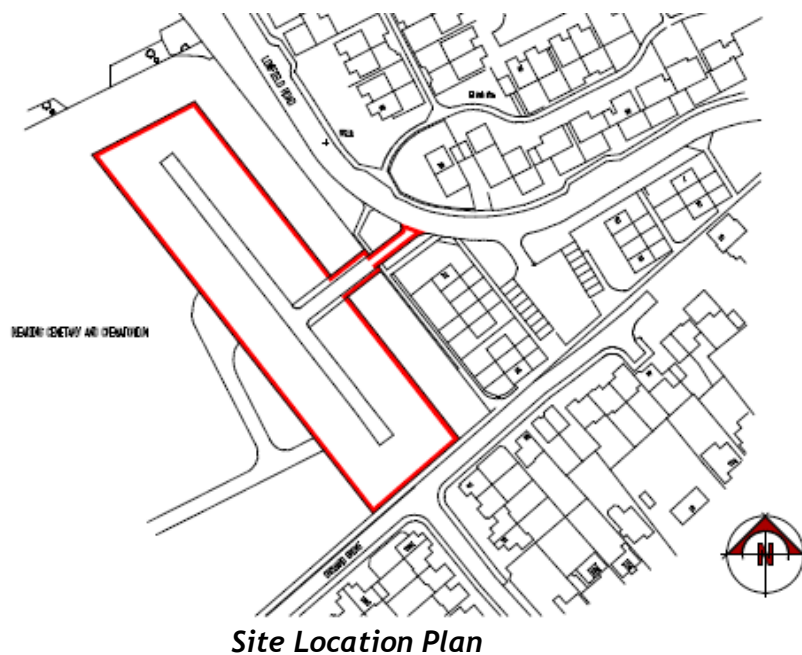
Informatives to include:

1. Terms & conditions
2. Positive and proactive approach

1. INTRODUCTION

- 1.1 The application site (approx. 0.6 hectare in area) is situated on the west side of Lowfield Road adjacent to the Reading Crematorium and Henley Road Cemetery. It lies adjacent to Caversham Park, a Registered Park and Garden. There is open land within Caversham Park to the north and a meadow within the crematorium land to the west.

- 1.2 Planning permission was granted on for the development for a temporary period of 5 years. This has now expired and the development currently unauthorised. This application seeks to retain the development for a further 10 years. Prior to the initial temporary approval, the site comprised vacant uneven ground with grass and scrub vegetation. There was a central surfaced road and the remnants of concrete pads on either side where mobile homes were positioned as part of the previous use of the site until 2006.
- 1.3 The site is allocated for housing development under Policy CA1c of the Reading Borough Local Plan. The front of the site is designated an area of biodiversity interest and to the north is Caversham Park which is a Major Landscape Feature under Policy EN13 of the Reading Borough Local Plan (2019).





Site photographs

2. PROPOSAL

- 2.1 Temporary planning permission for 10 years is sought for 28 no. (2 bedroom) two-storeys in height temporary accommodation units arranged either side of the existing access road. These units provide accommodation for homeless households.

- 2.2 The layout is the same as that approved under application 160762 with 7 blocks of 4 modular units, each comprising 2 first floor units stacked above 2 ground floor units. The communal amenity space and car parking located adjacent to each block would be retained.
- 2.3 Each block is clad externally with a natural timber finish and single ply membrane roof (slate grey colour); UPVC windows and doors and painted metal staircases. Canopies are provided above the door at the top of the external staircase. The two floor blocks are 5 metres in height with a footprint of approx. 126 square metres.
- 2.4 Each residential unit has a Gross Internal Area of 50.6 square metres comprising a double or twin sized bedroom at either end with a hall, shower room, kitchen-diner and living room between. The bedrooms will be 12.2 sqm. and the living areas approx. 24.4 sqm.
- 2.5 The existing access from Lowfield Road is used to gain vehicular and pedestrian access into the site. A total of 32 car parking spaces, with one space allocated per unit plus four visitor spaces will be provided. Bicycle sheds are within the amenity area for each block. Each unit is allocated a shed which has sufficient space to accommodate 2 no. bicycles. All ground floor units will be provided with ramps for the safe access/egress of pushchairs or wheelchairs.
- 2.6 The site layout also incorporates shared amenity spaces adjacent to each of the individual seven blocks to include play space, drying areas and refuse bin storage. A landscaped communal recreation/play area for use by all residents is provided at the southern end of the site to include various children's play equipment.
- 2.7 The site's perimeter is occupied by an established tree/hedgerow belt which largely screens the site from the adjacent cemetery and nearby Caversham Park. Two communal amenity green spaces at either end of the site. Within the communal garden there is storage and refuse areas and a hard surfacing area for drying. Standard street lighting columns are installed at intervals along the entrance road and central access.
- 2.8 The application is being reported to your meeting because the applicant and land owner is Reading Borough Council (Regulation 3 Application). It is also a major application as it relates to more than 10 dwellings and is on a site more than 0.5 hectares.

3. PLANNING HISTORY

170689 - Discharge of conditions 5 (site contamination assessment), 10 (construction noise & dust control), 13 (tree & vegetation protection), 15 (hard landscaping & boundary treatment) and 22 (sustainable drainage scheme) of planning permission 160762 - Conditions Discharged

160762 - Temporary permission (5 years) for 28 no. (2 bedroom) temporary accommodation units with vehicular access, car parking, communal amenity space, refuse and bicycle storage, a play area, and landscaping - Application Permitted

930753 Use of land as mobile home site for period of 5 years - Application Permitted

4. CONSULTATIONS

4.1 Statutory:

SuDS Officer: No objection subject to condition

4.2 Non-statutory:

RBC Environmental Protection & Nuisance: No objections

RBC Transport Strategy: No objections subject to conditions

RBC Natural Environment Officer (Trees & Landscape): No objection subject to condition

RBC Natural Environment (Ecology): No objection subject to condition

RBC Parks/ Playground Officer: No objections

RBC Archaeology: No objections

4.3 Neighbour Notification:

Properties at Nos. 1-17 (All) and 34-47 (All) Orchard Grove; 13-35 (Odds) and 20-58 (Evens) Lowfield Road; and 1-4 (All) Galsworthy Drive plus Reading Crematorium & Henley Road Cemetery and BBC - Caversham Park were consulted on 18/03/22. In addition, two site notices were displayed at the entrance to the site.

2 objections have been received which relate to the following matters:

- Properties are not in keeping with the character of the surrounding area
- Disappointed at the continued breach of planning control
- Planning permission would not have been supported otherwise it would have been applied for. It is an attempt to get the application 'through the back door'
- Accommodation units produce a huge amount of light pollution because they are high up
- Properties overlook into Orchard Grove
- Due to the density of development, this results in noise pollution. The noise is not appropriate from the nearby graveyard

Officer comment: These points will be discussed and considered in the report

5. RELEVANT 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) - among them the 'presumption in favour of sustainable development'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).
- 5.2 NPPF Paragraph states the need for Local Planning Authorities to *“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed... Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed”*.
- 5.3 The following development plan policies and supplementary planning guidance are relevant:

Reading Borough Local Plan (2019)

CC1: Presumption in Favour of Sustainable Development
CC2: Sustainable Design and Construction
CC3: Adaption to Climate Change
CC4: Decentralised Energy
CC5: Waste Minimisation and Storage
CC6: Accessibility and the Intensity of Development
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
CC9: Securing Infrastructure
H1: Provision of Housing
H2: Density and Mix
H3: Affordable Housing
H5: Standards for New Housing
H6: Accommodation for Vulnerable People
H10: Private and Communal Outdoor Space
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging
EN1: Protection and Enhancement of the Historic Environment
EN12: Biodiversity and the Green Network
EN13: Major Landscape Features and Areas of Outstanding Natural Beauty
EN14: Trees, Hedges and Woodland
EN16: Pollution and Water Resources
EN18: Flooding and Drainage
CA1: Sites for Development in Caversham and Emmer Green
CA2: Caversham Park

Supplementary Planning Guidance/Documents

- Revised Parking Standards and Design (2011)
- Revised Sustainable Design and Construction (2019)
- Planning Obligations Under S106, April (2015)
- Affordable Housing Supplementary Planning Document (2021)
- Reading Borough Council Tree Strategy (2020)

Other documents

Reading Borough Council Corporate Plan 2021/22

Reading 2050 Vision

Homelessness Strategy 2020-2025

6. APPRAISAL

6.1 The main issue to be considered are:

- a) Principle of Development and Housing Need
- b) Housing policy and mix
- c) Effects on the character of the area, adjacent registered park and garden and local landscape feature;
- d) Impacts on amenities of neighbouring occupiers;
- e) Amenities of future occupants;
- f) Access, traffic & highways issues;
- g) The Natural Environment
- h) Sustainability
- i) Sustainable Urban Drainage Systems (SuDS)
- j) Community Infrastructure Levy

a) Principle of Development and Housing Need

6.2 The Council's Homelessness Strategy 2020-2025, supporting the Corporate Plan, acknowledges the success of the previous strategy (in reducing the need to house homeless households) that, in combination with the Homelessness Reduction Act 2017 that required a duty to refer households at risk of homelessness by other bodies, secured more proactive intervention. This has been combined with increased use of the private rental sector, facilitated by the Council's Rent Guarantee Scheme and Deposit Guarantee Scheme, reducing the need for the statutory housing of households (i.e. reliance on alternative solutions). One of the strategy's listed successes against the previous 2015-2020 strategy's aims includes the provision of the dedicated temporary accommodation under the modular housing at the application site.

6.3 The number of households that the Council has a statutory duty to house has accordingly reduced since the original temporary consent for the facility, but a statutory duty remains to house 147 households as of 2020/21. The Homelessness Strategy notes that while the rate of households housed in Bed and Breakfast (B&B) emergency accommodation has significantly reduced, there remains a necessity for this solution in the absence of any alternative accommodation available. The Homelessness Strategy notes that this has in part been reduced by alternative

temporary accommodation such as at the application site, but also the use of Council controlled sites hosting short-term temporary accommodation while awaiting redevelopment, that are inherently not a long-term solution for supplying (temporary) accommodation.

- 6.4 Where suitable private solutions or permanent affordable accommodation is not available, the use of dedicated temporary accommodation is necessary and, failing this, emergency B&B accommodation as a last resort. B&B accommodation is unsuitable, unsettling and disruptive for homeless households. The Reading Homeless Strategy 2020-2025 notes that *"...perhaps our biggest [challenge] is sustaining our reductions in emergency Bed and Breakfast placements"*.
- 6.5 To overcome this and to ensure the Council fulfils its duty to accommodate these households the site at Lowfield Road remains critical in both providing temporary accommodation and reducing the reliance on B&B accommodation.
- 6.6 The Council's rationale for the scheme to be temporary remains the availability of funding. Realistically, it would not be feasible to develop permanent housing on such a limited budget, particularly compared with the existing modular housing now already in place.
- 6.7 The proposal forms part of the Council's housing strategy as the temporary use of this site seeks to provide suitable temporary accommodation to meet the Council's ongoing statutory obligations. Overall, this remains an effective short-term solution to alleviate the chronic levels of homelessness given the restricted availability of funding.

b) Housing policy and mix

- 6.8 Policy H3 of the Local Plan deals predominantly with the thresholds and levels of provision of affordable housing associated with various types and scales of development. The proposal is for a 100% affordable site. Policy H3 of the Local Plan states that the Council *"will assess the site size, suitability and type of units to be delivered in relation to the current evidence of identified needs. An appropriate tenure mix will be sought which will include social rented, affordable rent, intermediate rent and shared ownership."*
- 6.9 Although Policy H2 of the Local Plan suggests that at least 50% of dwellings should be of 3 bedrooms or more, having regard to all other material considerations, in this case, the specific nature of the proposals, designed to meet a particular need is considered to be a significant material consideration. The scale and temporary nature of this development is also noted and this means that the overall mix and balance of housing in the area would not be altered in the long term and that there would continue to be a range of permanent dwelling types to meet the requirements for different people at different stages of their life.
- 6.10 Policy CA1c of the Reading Borough Local Plan allocates the application site for housing development and states that is suitable for residential development of 24-36 dwellings. The policy supporting text identifies that there is potential for allocated sites such as the application site to accommodate other uses which have

not been anticipated by the Local Plan. This includes the potential for specialist housing provision for groups such as vulnerable people. Differing uses for these sites could reduce the amount of housing allocated for the site. This will be appropriate provided that it does not harm the chances of delivering sufficient housing to meet the targets set out in local policy.

c) Effects on the character of the area, adjacent registered park and garden and local landscape feature

- 6.11 Policy CC7 seeks to ensure that development is of a high design quality that maintains and enhances the character and appearance of the area in which it is located. Layout, landscape, density, scale and materials will be assessed.
- 6.12 Policy EN1 states that Historic features, areas of historic importance and other elements of the historic environment, including their settings will be protected and where possible enhanced.
- 6.13 Policy EN13 states that planning permission will not be granted for any development that would detract from the character or appearance of a Major Landscape Feature.
- 6.14 The site (pre-development) was a 'transitional' space located between an area of open space to the north and west and residential to the east and south. As such, strong focus has been given to site landscaping. Timber cladding for the units is considered an acceptable material as it is noted that a number of properties within the locality have clad detailing.
- 6.15 The height of the buildings and their natural appearance will ensure minimal impact to the nearby 'Major Landscape Feature' of Caversham Park (including Reading Crematorium and Henley Road Cemetery) which is a Registered Park and Garden. It should be noted that, prior to the current development, the site had remained derelict for 10 years and had contributed little visually to the setting of Caversham Park. The temporary proposals, as originally approved, were determined to enhance the site's appearance and this would remain the case.
- 6.16 In summary, the proposal responds positively to its local context by providing a design which is suitable for the site given its transitional location between Caversham Park and an established residential area. In terms of impacts upon the adjacent landscape and heritage designation, the existing vegetation will largely screen the development from Caversham Park, particularly given the low rise scale of the development and additional landscaping. The proposals represent a temporary improvement to the site and are considered acceptable on a temporary basis.

d) Impacts on amenities of neighbouring occupiers

- 6.17 Policy CC7 of the Local Plan states that development should respond positively to their local context and create safe and accessible environments where fear of crime

does not undermine quality of life or community cohesion. It should address the needs of all in society and be visually attractive with high quality built forms and spaces.

- 6.18 Policy CC8 of the Local Plan seeks to safeguard residential amenities and living environments and in particular whether developments will cause significant detrimental impact to the living environment of existing or new residential properties in terms of privacy, noise and disturbance, lighting or crime and safety etc.
- 6.19 The situation on site has not altered in this respect and remains enclosed with an established belt of hedgerow along all boundaries which screens much of the site from most nearby properties. As a result and due to the separation distances it remains the case that there will be no significant overlooking from the bedroom or living room windows of the top floor units. The retention of the units would therefore have no effect on the privacy of the nearest properties on the west side of Lowfield Road (which are located more than 25 metres to the east) or those in Orchard Grove beyond the footpath to the south (40m plus). Access to sunlight and daylight for these properties would not be harmed. It is noted that a neighbour raised concerns over light pollution; from the objection this is assumed to be lights from the dwellings themselves rather than the existing street lights. There was also concern of overlooking into properties at Orchard Grove and the noise generated from these dwellings. Whilst neighbours may notice additional light and noise pollution compared to when the site was vacant, the light is considered to be reasonable within the context of the residential use of the site and the dwellings are sufficiently distant from neighbouring dwellings.
- 6.20 It is concluded that in retaining the dwellings for a further ten years, there would be limited dominant visual or overbearing effects from the development and no other significant harm through noise or disturbance caused to the detriment of the amenities of the nearest neighbouring occupiers in these respects.

e) Amenities of future occupants

- 6.21 Policy CC8 of the Local Plan seeks to safeguard residential amenities and living environments of existing or new residential properties in terms of privacy, noise and disturbance, lighting or crime and safety etc. Policy CC7 of the Core Strategy considers how the urban design objectives of a development should create safe and accessible environments that are usable and understood by all who use them and with good high quality built form and spaces.
- 6.22 Policy H10 states that dwellings will be provided with functional private or communal (in the case of flats) outdoor open space that allows for suitable sitting-out areas, children's play areas, refuse storage and drying space. These outdoor areas will respect the size and character of other similar spaces in the area.

- 6.23 The layout and landscaping scheme would continue to provide a visually attractive and safe environment for occupants. Parking and communal amenity areas are located immediately adjacent to each block, providing adequate provision of outdoor amenity space including passive surveillance of these areas and parked vehicles.
- 6.24 In terms of National Space Standards, a two bedroom (4 person) flat would need to have a minimum floor area of 70sqm and a two bedroom (3 person) flat would need to be 61sqm. Each unit is 50.6sqm, falling short of the National Space Standards however, it is noted that these standards apply to permanent dwellings and are not strictly applicable to this type of development which is intended to be occupied by households for a temporary period.
- 6.25 In summary, the proposal would continue to provide suitable living accommodation for the temporary occupiers of these units and as such is in accordance with Policy H5 of the Reading Borough Local Plan (2019).

f) Access, traffic & highways issues

- 6.26 Policy TR5 of the Local Plan states that development should contribute to the provision of a balanced transport network and improved accessibility generally with alternatives to the use of private cars (such as walking, cycling and the use of public transport).
- 6.27 Policy TR3 of the Local Plan requires that development should not be detrimental to the safety of users of the transport network including pedestrians and cyclists.
- 6.28 The site's existing access from Lowfield Road would continue to be used to gain vehicular and pedestrian access into the site.
- 6.29 There are 32 no. car parking spaces to be retained, providing one space per unit plus 4 no. visitor spaces. This is in accordance with the Revised Parking Standards and Design Supplementary Planning Document (SPD) which applies a maximum of 1.5 parking spaces per dwelling plus 1 space per 4 dwellings for visitor parking.
- 6.30 Bicycle sheds are located within the amenity area for each block. Each unit is allocated a shed which has sufficient space to accommodate 2 no. bicycles. This exceeds local guidance which requires a minimum of 0.5 cycle spaces per unit.
- 6.31 In accordance with local policy, all ground floor units are provided with ramps for the safe access/egress of pushchairs or the mobility impaired.
- 6.32 The Transport Officer has confirmed that this layout remains acceptable, subject to conditions that the vehicle and cycle parking is secured via condition.

g) The Natural Environment

- 6.33 Policy EN12 of the Reading Borough Local Plan states that *“On all sites, development should not result in a net loss of biodiversity and geodiversity, and should provide a net gain for biodiversity wherever possible.”*
- 6.34 Policy EN14 states that *“New development shall make provision for tree retention and planting within the application site, particularly on the street frontage, or off-site in appropriate situations, to improve the level of tree coverage within the Borough”*
- 6.35 The Ecology report submitted with the original application concluded that the development will not adversely affect any ecological designations within the area and recommends mitigation measures during construction ensured the proposals would not impact protected species. No further surveys were required as part of planning permission 160762 and circumstances have not changed on site to suggest that any further surveys should be required for the retention of this development. Landscaping has also been provided in accordance with the details of the previous permission.
- 6.36 The landscaping scheme including the mitigation measures and ecological enhancements expressed ensured the proposal would not have an adverse impact upon local flora and fauna and it is not considered the retention of the 28 no. units at the site would alter these conclusions. However, a condition will be applied to ensure that replacement planting is provided over the 10 year period and that bird and bat boxes are retained and maintained on site to comply with Policies EN12 and EN14 of the Reading Borough Local Plan (2019).

h) Sustainability

- 6.37 Policy CC3 requires that new development maximises the use of energy efficiency and conservation measures in their design, layout and orientation and incorporates sustainable urban drainage facilities that minimise the size of impermeable areas so that peak run-off is reduced where possible and no greater than the original conditions of the site.
- 6.38 The proposed development is of modular construction. The construction methods for this type of development have improved significantly in recent years. Each unit is designed and engineered with particular attention to thermal and acoustic performance and have fire resistant walls. This means each unit is better insulated and is warmer, safer and quieter. All fenestrations will be installed with double glazed UPVC for optimum thermal performance and solar heat gain efficiency.
- 6.39 Whilst Policy CC4 states that *“Any development of more than 20 dwellings and/ or non-residential development of over 1,000 sq m shall consider the inclusion of decentralised energy provision, within the site, unless it can be demonstrated that the scheme is not suitable, feasible or viable for this form of energy provision.”*

- 6.40 No on-site energy provision is proposed due to the temporary nature of the proposal and limited funding. However, Officers consider that as far as practicable, sustainability measures have been incorporated into the temporary development.
- 6.41 The measures identified above confirm that the retained development would comply for the most part with the objectives of Policies CC2 and CC3 of the Local Plan which in this instance is accepted in light of the identified urgent need for this type of accommodation to remain on site.

i) Sustainable Urban Drainage Systems (SuDS)

- 6.42 Foul and surface water drainage systems were provided in accordance with the original planning permission. However, the original design was intended for temporary units for a period of 5 years. Given the proposal would see the retention of the dwellings for a further period of 10 years, a more comprehensive SuDS strategy was required compared to the previous. A maintenance / management plan has also been submitted alongside the updated drainage strategy to ensure that all parts of the drainage are satisfactorily maintained so that they are effective for the life span of the planning permission.
- 6.43 The drainage report recommended two additional soakaways to be provided in addition to the 7 that are already on site. This is because there is significant flooding forecast in two of the soakaways in the 30 year storm event and five of the soakaways in the 100 year storm event. However, as the scheme is for a temporary period of an additional 10 years, it is proposed that the flood risk in the 30 year event only is addressed. This requires the addition of two overflow soakaways to be of the same design as the original soakaways.
- 6.44 This was deemed acceptable by the Council's SuDS Officer and as such the development is considered acceptable in relation to Policy EN18 of the Reading Borough Local Plan (2019).

j) Community Infrastructure Levy (CIL)

- 6.45 Community Infrastructure Levy charges do not apply to temporary structures and thus there is no requirement in this regard.
- 6.46 Other matters raised in representations

- Disappointed at the continued breach of planning control

Officer comment: It is regrettable that the development has remained without planning permission and this application seeks to rectify the situation for a further 10 years.

- Planning permission would not have been supported for permanent development otherwise it would have been applied for. It is an attempt to get the application ‘through the back door’

Officer comment: this application has been applied for a temporary period and assessed on its merits. Any application for the permanent retention of accommodation on site would also be assessed on its merits.

Equalities Act

In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief 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 this particular planning application.

7. CONCLUSION

- 7.1 The retention of the temporary accommodation for a further period of 10 years is considered to be justified in relation to local and national policy and no additional areas of harm are identified as a result of the continued use. There remains a clearly identified and urgent need to provide temporary accommodation for homeless persons and families in the Borough and this should be given significant weight in determining this application. The proposal is considered acceptable in relation to other material considerations and therefore the recommendation is to grant permission subject to conditions.

Case Officer: Connie Davis

Plans/ Documents considered:

Addendum - Drainage Update for Existing Scheme Rev 1 prepared by Callidus Transport & Engineering

Received 5th July 2022

16/007/01A - General Arrangement

BRS64499_05 Rev E - Play Space Detailed Design

16/007/02A - Block, Site & Location Plans

BRS6499_02 Rev G - Detailed Landscape Proposals Plan

BRS6499_01 Rev G - Landscape Masterplan

Ground Investigation Report prepared by Geo-Environmental

Landscape Management Plan prepared by Pegasus Group

Refuse Storage and Collection Strategy prepared by Reading Borough Council

Litter Collection Strategy prepared by Reading Borough Council

Planning, Sustainability and Design & Access Statement

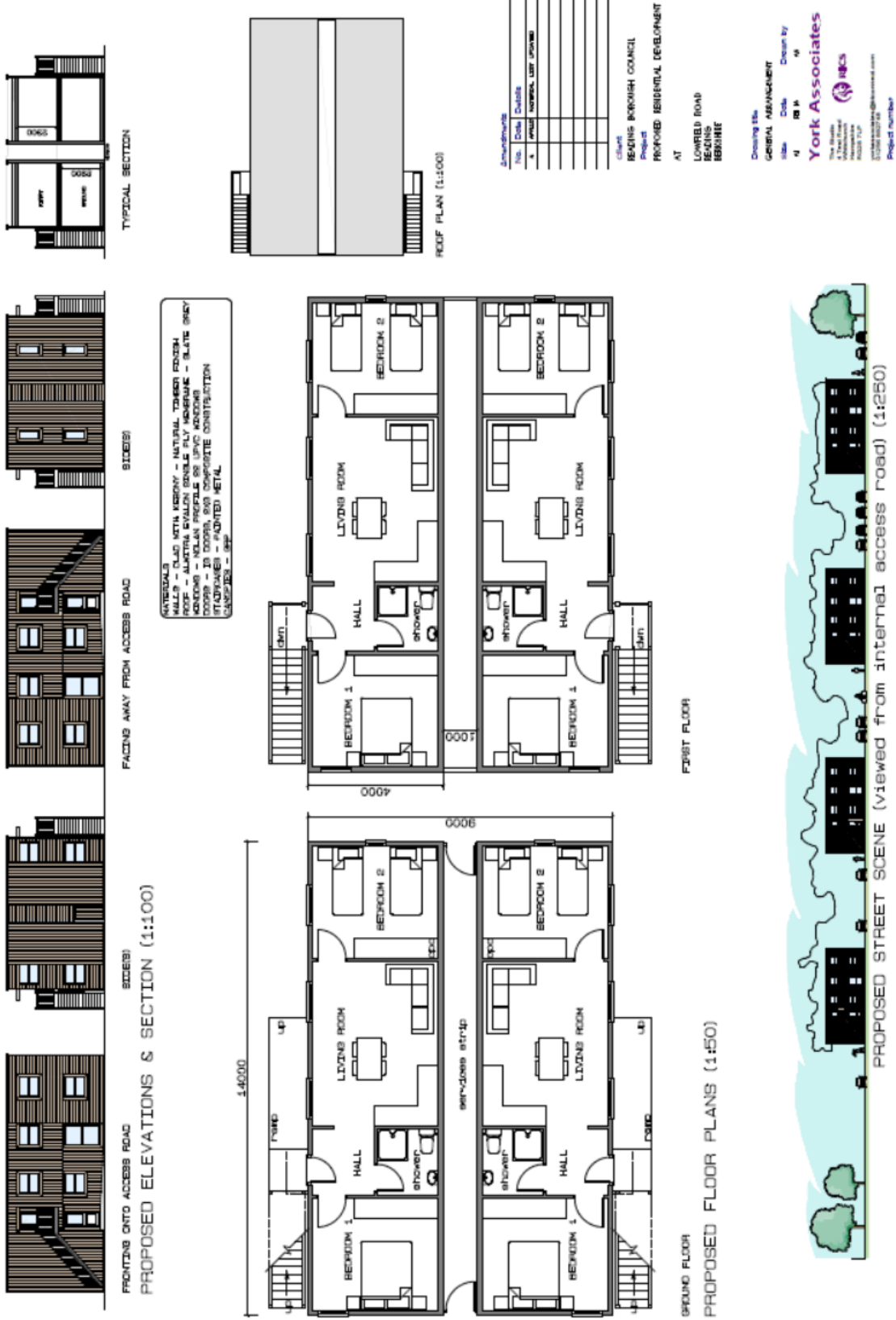
Supporting Letter

Application Form

CIL Form

Received 3rd March 2022

Drawings:





KEY

Existing trees with root protection area to be retained according to BS 5837. Refer to Progression Tree Protection Plan (BTR 5489)_06 for details.

Proposed Trees

Shrub Planting

Arterial Green

Play Equipment and Safety Zone as per manufacturer's specification.

Play Surfacing to be bonded rubber mulch suitable for children's play (e.g. PlaySafe Bonded Rubber Mulch) and laid to the correct fall heights and extent as specified by the manufacturer. All play safety surfacing to be laid to BS EN1176:2017. No artificial rubber to be used for a total of 3000m² of safety surfacing. No alternative colours e.g. 50/50 mix of green and brown.



1- High Rise Ice Shelf
Safeplay JAGS
Safeplay JAGS
Age 5-12
All heights 300mm
Above ground
To BS EN1176:1177 & TÜV

2 - Spring Top Lady
Safeplay JAGS
Safeplay JAGS
Age 4
All heights 300mm
Above ground
To BS EN1176:1177 & TÜV

3 - Stone Buckles - mixed natural smooth buckles with no sharp edges. Buckles should be made of a soft material like fibreglass. The height must be suited to reality. E.g. Handing Peg Buckles by Popark.

4 - Organic Mini Mini tree
Safeplay JAGS
Safeplay JAGS
Ref. 654-10 & 655-10M
Age 3-4
Concrete Foundation
To BS EN1176:1177

5 - Step and Slide (mini-unit)
Safeplay JAGS
Safeplay JAGS
Ref. 652-10-20 (for our surface)
Age 3-4
Concrete Foundation
To BS EN1176:1177

1.2m High artwork Bow Top Fixing with covered opening and 1.2m High artwork with covered opening with coating, wall chasing mechanism to be hydraulic. Green wall frame approved by HOSPA to BS 1176. Finish to be galvanneal steel and powder coated black with a maximum thickness of 150 microns. The artwork must be made of galvanneal steel with a maximum thickness of 1.2mm. The artwork must be finished with a protective coating to include a slip resistant surface with EN 1176. i.e. reverse of the play area, a contact number to report faulty equipment, symbols such as no dogs, no bottles etc.

Use safety Maintenance Guide to be galvanneal steel, powder coated to match bow top railing.

Trestle Bench eg. Furniture - Chestnut fixed for 3 people
C1930, Laminated legs for footcandle installation.

Steel Litter Box, 120 litre capacity, external galvanneal steel box and powder coated black with a maximum thickness of 1.2mm. The litter box must be finished with a protective coating to include a slip resistant surface with EN 1176. i.e. reverse of the play area, a contact number to report faulty equipment, symbols such as no dogs, no bottles etc.

Use safety Maintenance Guide to be galvanneal steel, powder coated to match bow top railing.

Steel Litter Box, 120 litre capacity, external galvanneal steel box and powder coated black with a maximum thickness of 1.2mm. The litter box must be finished with a protective coating to include a slip resistant surface with EN 1176. i.e. reverse of the play area, a contact number to report faulty equipment, symbols such as no dogs, no bottles etc.

Use safety Maintenance Guide to be galvanneal steel, powder coated to match bow top railing.

The Equipment

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Inspection and Management
A post installation inspection must be carried out upon completion of the play area by a BPII Inspector to ensure that the play equipment has been installed to BS standards.
All play equipment, both formal and informal, will be regularly inspected to identify any obvious hazards. All formal pieces of play equipment will undergo frequent checks to ensure the equipment is safe and fit for purpose. The high level of maintenance required must be undertaken through 'maintenance inspections with work undertaken as required.'

While annual inspection is not mandatory law under Section 2 of the Health and Safety at Work Act 1974 requires a risk assessment.
As per the Landscapes Management Plan, An annual technical inspection of play area to be carried out by BPII (Regular of Play Inspectors, International trained and certified inspectors or manufacturers inspection engineers. Include a report highlighting any action required.

If parts are found to be unsafe and cannot be repaired the equipment should be removed or reinstated and continue of with a warning notice attached.
For full management specification for play equipment refer to the Landscapes Management Plan (BTR5494-03)

Play Space Detailed Design

Lowfield Road, Reading

Client: Reading Borough Council
Sheet No.: REV. E
DRAWING No: BR54495_05
Approved by: THRMF
Date: 20/1/2017
Scale: 1:100
BA3
Pegasus
Design

The name:
First Issue: BTR54495/05 RWF
A: 21/04/2016 (RWF) (See equipment raised)
B: 21/04/2016 (RWF) (See equipment raised)
C: 21/04/2016 (RWF) (See equipment raised)
D: 21/04/2016 (RWF) (See equipment raised)
E: 20/01/2017 (RWF) (Minor amendments to LTR, comments - burst annotation only)

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20 July 2022

Ward: Katesgrove

App No.: 220244/FUL and 220245/LBC

Address: 75-77 London Street, Reading

Proposal: Full Planning Permission and Listed Building Consent for: Proposed demolition of buildings to rear (Olympia Hall) and erection of 12 flats with associated parking, landscaping and courtyard garden and conversion of ground floor of Nos. 75-77 to 3 flats

Applicant: Woodside (Reading) Ltd

Application target decision date: EOT until 22nd September 2022

RECOMMENDATION:

220244/FUL

Delegate to Assistant Director for Planning, Transport and Public Protection Services (AD PTPPS) to (i) **GRANT** full planning permission subject to completion of a S106 legal agreement or (ii) to **REFUSE** permission should the legal agreement not be completed by 22nd September 2022 (unless officers on behalf of AD PTPPS agree to a later date for completion of the legal agreement). The legal agreement to secure the following

Affordable Housing - £119,000 [one hundred and nineteen thousand pounds] contribution towards affordable housing elsewhere in the Borough and a deferred payment mechanism to cover the remaining shortfall to include 50% side-by-side profit share on all profits over 17% profit on GDV up to a policy compliant cap equivalent to 30% provision.

Repair and restoration works - to frontage building implemented and completed prior to occupation of new building development.

Employment Skills and Training Plan - Construction skills - preparation and delivery of an ESP or a financial contribution. As calculated in the Council's Employment Skills and Training SPD (2013) - payable on commencement.

Zero Carbon Offset - All Dwellings

- Zero Carbon Offset as per SPD 2019 a minimum of 35% improvement in regulated emissions over the Target Emissions Rate in the 2013 Building

Regulations, plus a Section 106 contribution of £1,800 per remaining tonne towards carbon offsetting within the Borough (calculated as £60/tonne over a 30-year period).

- As-built SAP calculation for all dwellings to be submitted for approval within 6 months following first occupation.
- Contribution based on SPD formula below towards carbon-saving projects calculated for all dwellings based on approved SAP calculation to be paid to the Council within 9 months following first occupation:
TER CO2 m2/yr less 35% CO2 m2/yr) = 65% of TER
65% of TER x total square metres = total excess CO2 emissions annually
Total excess CO2 emissions annually x £1800 = S106 contribution.

Conditions to include:

- 1) Time Limit (Standard)
- 2) Approved Plans
- 3) Details and samples of all external materials to be submitted and approved prior to commencement.
- 4) Detailed schedule of internal and external repair works specifying materials and techniques to be submitted and approved prior to commencement.
- 5) Schedule of windows repair/replacement to be submitted and approved prior to commencement.
- 6) Condition survey and assessment of historic masonry to be submitted and approved prior to commencement.
- 7) Hard and soft landscaping scheme to be submitted and approved prior to commencement.
- 8) Boundary Treatment details prior to commencement.
- 9) Landscape Management and Maintenance Plan to be submitted and approved prior to occupation.
- 10) Biodiversity Enhancements to provide to include 8 swift bricks to be submitted and approved prior to commencement.
- 11) Noise Assessment to be submitted and approved
- 12) Hours of Construction
- 13) Construction Method Statement to be submitted and approved
- 14) Demolition Method Statement - in accordance with submitted and approved
- 15) No Bonfires
- 16) Contaminated Land Assessment - to be submitted and approved prior to commencement.
- 17) CL Remediation scheme - to be submitted and approved
- 18) CL Remediation scheme - implementation and verification
- 19) Assessment of previously unidentified contamination
- 20) BREEAM Pre construction - Very Good prior to commencement.

- 21) BREEAM Post construction - Very Good - prior to occupation
- 22) SAP Assessment Major - design stage to be approved - prior to commencement.
- 23) SAP Assessment major - as built to be approved - pre-occupation.
- 24) SUDS plan to be approved prior to commencement.
- 25) SUDS to be implemented prior to occupation.
- 26) Vehicle Parking as specified prior to occupation.
- 27) Vehicle Access as specified prior to occupation
- 28) Cycle Parking to be approved - prior to commencement.
- 29) Refuse and Recycling to be approved (to be vermin proof) prior to commencement.
- 30) Visibility splays to be provided as specified - prior to occupation.
- 31) Parking Permits
- 32) Written scheme of archaeological work to be submitted and approved prior to commencement.
- 33) Site Security strategy to be submitted and approved prior to occupation.

Informatives to include:

- 1) Terms and Conditions
- 2) Building Regulations
- 3) Pre-Commencement Conditions
- 4) CIL
- 5) S106
- 6) Highways
- 7) Access Construction
- 8) Complaints about Construction
- 9) Encroachment
- 10) Noise between residential properties
- 11) Parking Permits
- 12) Positive & Proactive.

220245/LBC

Grant Listed Building Consent

Conditions to include:

1. Time Limit Listed Building (works)
2. Approved Plans
3. Details and samples of all external materials to be submitted and approved prior to commencement.
4. Schedule of windows repair/replacement to be submitted and approved prior to commencement
5. Condition survey and assessment of historic masonry to be submitted and

approved prior to commencement.

Informatives to include:

1. Positive and Proactive
2. Pre-commencement conditions
3. Terms and Conditions
4. Any additional works affecting character of listed building will require listed building consent
5. Associated Planning Permission
6. Positive and Proactive

1. INTRODUCTION & BACKGROUND

- 1.1 The application site comprises a three storey mid-terrace building with attached rear hall located on the east side of London Street, close to the junction with South Street to the north.
- 1.2 The site is located within the Market Place/London Street Conservation Area. No.75 London Street is Grade II* listed and No.77 London Street is Grade II listed. The listing descriptions are as follows:

No's 73 and 75

"LONDON STREET 1. 5128 (East Side) Nos 73 and 75 SU 7173 SE 3/195 22.3.75. II GV 2. 1748, house of Dr Addington, physician to George III, father of the later Prime Minister. (Lead rainwater head with initials AM and date 1748 removed since previous list). An imposing pair of houses of the same general design. 3 storeys and basement. Stucco plinth, red brick, header bond. Painted stone string at 1st floor level, and painted stone cills to 1st and 2nd floor windows. Moulded and painted stone cornice, plain brick parapet with stone coping. Old tile roof, taller hipped part to left with shaped chimney. Glazing bar sash windows (No 75 has a vent now to 2nd floor left hand window), scalloped blind boxes to No 75. Central doors with stone steps (only No 73 retaining moulded nosing). No 73 has 6 panelled door with radiating fanlight over deep plain painted wood architrave with ovolo moulding. Moulded open pediment on half scroll fluted brackets with acanthus ornament, repeated at right angles on wall face. No 75 has double 6 panelled door with rectangular fanlight (oval and star glazing pattern); wood case with panelled reveals, architrave surround, plain frieze, moulded cornice and half scroll fluted brackets with acanthus ornament.*

Recently a further door has been inserted to left of No 75, smaller with isolated brackets (probably intended for a flat hood). C18 or early C19 ramped spearhead cast-iron railings with panel standards topped with small urns and segmental bar and ball across front of both houses. No 73 retains a pair of sphinx footscrapers. Interior of No 75 altered to cinema. No 73 has original staircase with fluted balusters and plaster panelling in principal rooms, hall and staircase. Flagged hall with black diamond corners. Rear altered.”

No's 77 and 79

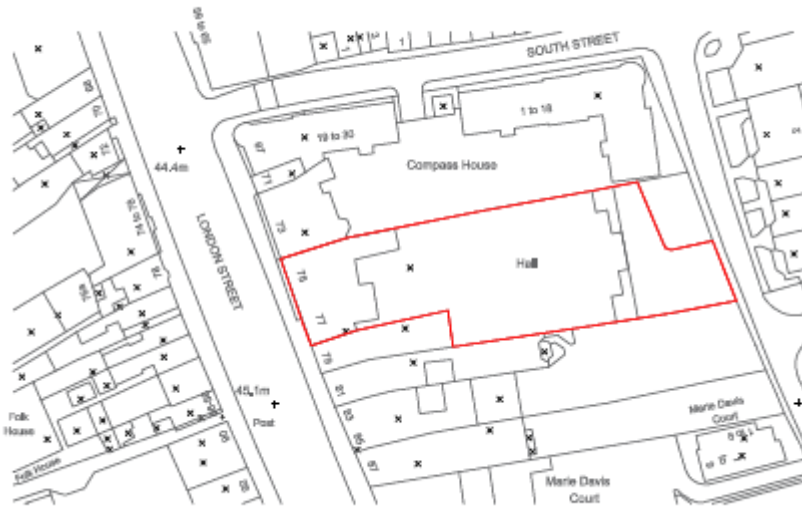
“LONDON STREET 1. 5128 (East Side) Nos 77 and 79 SU 7173 SE 3/194 22.3.57. II GV 2. Mid C18. 3 storeys, symmetrical pair. Silver grey brick headers with red quoins and dressings. Stucco strings at 1st and 2nd floors. Moulded stucco cornice, part over No 19 replaced by string. Parapet, now with concrete coping. Modern tile, concealed roof. Glazing bar sash windows, 5 on upper floors. Paired doorways in centre with 4 panelled doors, rectangular fanlights (with rectangular glazing patterns) and plain wood surround with cornice on square console brackets, lost on No 77 (cinema).”

- 1.3 The Market Place/London Street Conservation Area Appraisal (2007) specifically refers to the wider terrace of buildings at No's 73-79 London Street within which the frontage buildings of the site form part of as being among the best examples of Georgian houses and as being a feature which contributes positively to the historic character and appearance of the conservation area. The appraisal document also notes that the London Street townhouses are devoid of their historic spacious gardens. The presence of vacant commercial space within the conservation area is also specifically identified as contributing negatively to its character and appearance, a situation which has worsened since the Conservation Area Appraisal was written in 2007.
- 1.4 The Olympia Hall is a 20th century steel-frame structure attached to the rear of the listed houses. It can be accessed from the front of the Georgian terrace as well as from the rear of the site from East Street, which also includes vehicular access and a small parking area.
- 1.5 The Olympia Hall sits on an area originally occupied by rear gardens of the Georgian terrace of buildings. It is vacant but has historically been used as a dance hall, concert hall, bingo hall and cinema and most recently as a private function venue.
- 1.6 The site is also within an Air Quality Management Area and the Reading Central Area. The surrounding area contains a mix of uses,

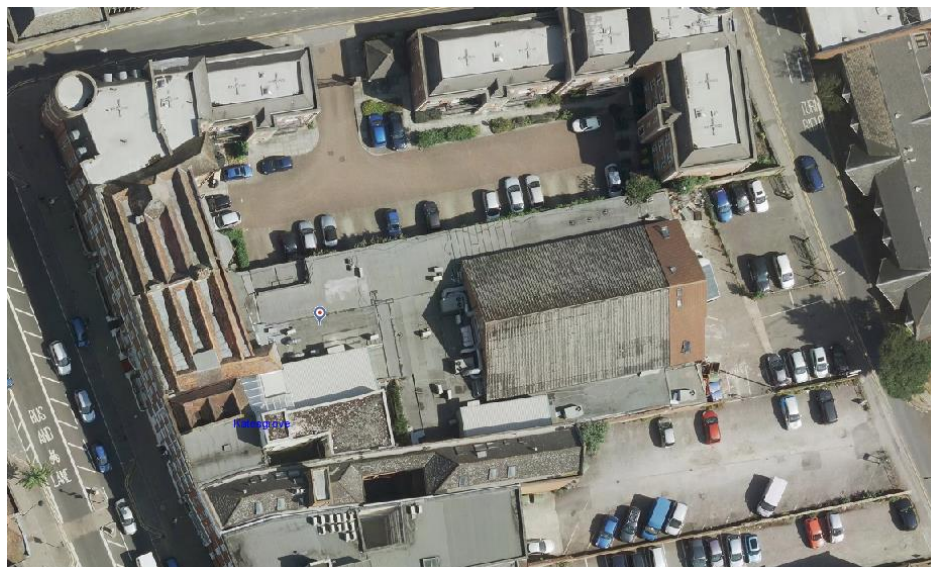
predominantly commercial at ground floor and residential on the upper floor levels.

- 1.7 The application is referred to committee due to being a 'major' development.

Location Plan (not to scale)



Aerial Photo



2. PROPOSAL

2.1 The proposal seeks planning permission and listed building consent for:

- Demolition of buildings to the rear, including the Olympia Hall
- Two new build blocks to the rear of the site comprising 12 flats
- Conversion of ground floor of No's 75-77 to 3 flats
- Reinstatement of the rear of No's 75-77 and proposed rear garden areas

A total of 15 no. residential units are proposed, comprising:

- 2 x three bed dwellings
- 8 x two bed dwellings
- 5 x one bed dwellings

with 7 car parking spaces (1 one which will be accessible), 7 new trees and soft landscaping.

2.2 Submitted plans and documentation

- Window and Door Detail 9107-111 Rev
 - Proposed Elevations 9107-108 Rev K
- Received 11th July 2022

- Proposed Roof Plans 9107-107 Rev L
 - Proposed Flat First Floor Plans 9107-106 Rev L
 - Proposed Flat Ground Floor Plans 9107-105 Rev K
- Received 6th July 2022

- Location Plan 9018
 - Part 1 Listed Building Proposal Existing and Proposed Plan and Elevation 9018 Rev G
 - Balcony Plan and Detail Proposal 9018 Rev G
 - Site Massing Section 9018 Rev G
 - Site Plan 9018 Rev G
- Received 22nd February 2022

Transport Statement with CMS
Received 30th June 2022

Landscape Proposals Plan L1
Received 3rd June 2022

Bat Scoping and Preliminary Ecological Appraisal
Received 24th May 2022

Sustainable Drainage Assessment
Received 23rd March 2022

Air Quality Assessment
Archaeological Desk-based Assessment
Energy Statement
Noise Survey and Noise Insulation Measures
Sustainability Statement
Received 9th March 2022

Advice from Historic England
Condition Overview
Daylight and Sunlight Assessment
Design and Access Statement
Heritage Statement
Received 22nd February 2022

- 2.3 Community Infrastructure Levy (CIL): The proposal will be a Community Infrastructure Levy (CIL) liable development. The applicant has provided the CIL Additional Information Form. However, this has not been completed. The estimated amount will be provided in an Update Report.

3 PLANNING HISTORY

- 3.1 The application site has an extensive planning history. The following are considered to be most relevant to the determination of this application:
- 3.2 96/0744/FD - Demolition of later additions (including former Olympia Dance Hall) and conversion and refurbishment of listed buildings for residential use comprising 1 four bed house and 4 flats (2 three bed, 2 one bed) with associated garden and parking. Erection of 6 two bed houses with access, parking and gardens - Approved (16th January 1997) (Never Implemented).
- 3.3 160957FUL and 160958LBC - Change of use of part-ground, first and second floors from sui generis to 6 (4x1 & 2x2-bed) residential units (Class C3) and associated works, including fenestration alterations on rear elevation at first floor level and cycle/bin storage areas at ground floor level - Granted.

4 CONSULTATIONS

Statutory

Historic England

- 4.1 Further to extensive pre-application discussions with Historic England, no objection subject to conditions. Discussed further below.

Non-statutory

Conservation and Urban Design Officer (CUDO)

- 4.2 No objection subject to conditions, in line with comments from Historic England. Discussed further below.

Berkshire Archaeology

- 4.3 No objection subject to archaeological condition to ensure a scheme of archaeological works is constructed to further evaluate the presence or absence of archaeological remains. Discussed further below.

Ecology

- 4.4 No objection subject to conditions to secure biodiversity and wildlife enhancements. Discussed further below.

Environmental Health

- 4.5 No objection subject to conditions to include further noise assessment and contaminated land assessment. Discussed further below.

Natural Environment

- 4.6 No objection subject to landscaping conditions. Discussed further below.

SUDS

- 4.7 No objection subject to sustainable drainage scheme to be submitted and approved. Discussed further below.

RBC Transport Strategy

- 4.8 Further to revised plans, no objection subject to conditions. Discussed further below.

Public consultation

- 4.9 Consultation letters were sent to nearby occupiers on London Street, South Street and East Street. A site notice was displayed, and a press notice was published.

- 4.10 2 letters of representation received, concerned with:

- site workers listening to music loudly
- impact on East Street
- construction hours
- noise pollution
- impact on ability to sell current property

5 LEGAL AND PLANNING POLICY CONTEXT

5.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.

5.2 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.

5.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) (2019) which states at Paragraph 11 “Plans and decisions should apply a presumption in favour of sustainable development”.

5.4 The relevant sections of the NPPF are:

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 15 - Conserving and Enhancing the Natural Environment

Section 16 - Conserving and Enhancing the Historic Environment

5.5 The Development Plan is the Reading Borough Local Plan (November 2019) (RBLP). The relevant policies are:

Reading Borough Local Plan (2019)

Policy CC1: Presumption in Favour of Sustainable Development

Policy CC2: Sustainable Design and Construction
 Policy CC3: Adaptation to Climate Change
 Policy CC5: Waste Minimisation and Storage
 Policy CC6: Accessibility and the Intensity of Development
 Policy CC7: Design and the Public Realm
 Policy CC8: Safeguarding Amenity
 Policy CC9: Securing Infrastructure
 Policy EN1: Protection and Enhancement of the Historic Environment
 Policy EN3: Enhancement of Conservation Areas
 Policy EN4: Locally Important Heritage Assets
 Policy EN6: New Development in a Historic Context
 Policy EN12: Biodiversity and the Green Network
 Policy EN14: Trees, Hedges and Woodland
 Policy EN15: Air Quality
 Policy EN16: Pollution and Water Resources
 Policy EN18: Flooding and Drainage
 Policy H1: Provision of Housing
 Policy H2: Density and Mix
 Policy H3: Affordable Housing
 Policy H5: Standards for New Housing
 Policy H8; Residential Conversions
 Policy H10: Private and Communal Outdoor Space
 Policy TR3: Access, Traffic and Highway-Related Matters
 Policy TR4: Cycle Routes and Facilities
 Policy TR5: Car and Cycle Parking and Electric Vehicle Charging
 Policy RL1: Network and Hierarchy of Centres
 Policy RL6: Protection of Leisure Facilities and Public Houses
 Policy OU1: New and Existing Community Facilities
 Policy CR1: Definition of Central Reading
 Policy CR2: Design in Central Reading
 Policy CR4: Leisure, Culture and Tourism in Central Reading
 Policy CR6: Living in Central Reading

5.6 Relevant Supplementary Planning Documents (SPDs) are:

Affordable Housing SPD (2021)
 Employment, Skills and Training (2013)
 Sustainable Design and Construction (2019)
 Revised Parking Standards and Design (2011)
 Planning Obligations Under Section 106 (2015)

5.7 Other relevant guidance:

Market Place/London Street Conservation Area Appraisal (2007)
 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)
Reading Tree Strategy (2021)
Biodiversity Action Plan (2021)
National Design Guide: Planning practice for beautiful, enduring and successful places (2019)

6. APPRAISAL

The main matters to be considered are:

- Principle of Development
- Housing Mix and Affordable Housing
- Demolition, Design and Effect on Heritage Assets
- Housing Mix and Affordable Housing
- Residential Amenity for Nearby Occupiers
- Quality of Accommodation for Future Occupiers
- Transport/ Parking
- Landscaping & Ecology
- Sustainability
- Archaeology
- Environmental Matters
- Legal Agreement
- Equalities impact

Principle of Development

6.1 A key consideration of this proposal is the loss of the existing leisure facility function of the site which incorporates the ground floor of the London Street frontage buildings, rear extension and large rear hall.

6.2 In respect of the above it is noted that demolition of the hall building (Olympia Hall) and loss of the leisure facility use of the site was approved in 1996 under application ref.96/0744/FD (see history section above). However, this permission was not implemented. At the time, the building had been in use a bingo hall and it is understood that alternative premises had been identified for the use of the bingo hall use. The officer report at the time set out that a key element in justifying the loss of the leisure facility was also that

the loss of hall and its demolition would facilitate reinstatement of the rear elevations of the listed London Street Georgian frontage buildings, reinstatement of the building internally back to layouts more in keeping with their original residential use and also reinstatement of rear garden areas to the London Street buildings. The significant heritage benefits of the proposals and enhancements to the listed building were considered to outweigh the loss of the leisure facility.

6.3 Further to the above, it is acknowledged that similar works and enhancements to the London Street listed buildings are put forward as part of the current proposals. Notwithstanding this, since the previous decision the Reading Borough Local Plan 2019 has been adopted. In terms of leisure facilities, Policy RL6 (Protection of Leisure Facilities and Public House) states that existing leisure facilities or public houses will generally be retained, and that developments that would result in the loss of a leisure facility will not be permitted unless it can be clearly demonstrated that:

- a) there is no need for this type of facility in the area; or
- b) the function of the facility can be adequately fulfilled by an existing facility, or a facility proposed as part of the development, where that facility would be at least as accessible to the same catchment; or
- c) unless the site is a sports or recreation facility, the impacts on amenity of residents or on crime and security of retaining the facility could be dealt with through other measures and would be severe as to outweigh the benefits to the wider community of retaining the facility.

6.4 For the last 13 years, since its use as a nightclub ceased, the building had been used as a private function venue. The application submission states that in recent years use of the building as a private function venue had been declining due to competition from other venues, particularly those able to offer on-site hotel accommodation and parking. The application submission goes on to state that the premises closed in 2019 due to ongoing financial losses as the business entered receivership and the premises have remained vacant since this time.

6.5 As referred to in the planning history section above, planning permission was granted in 2016 for change of use of the upper floors of the London Street frontage buildings to 6 flats, to provide an alternative use to some of the floor space. Furthermore, many of the other office buildings surrounding the premises have been converted

to flats either through planning permission or permitted development. This has further restricted the use of the building for functions and entertainment due to potential increased noise and disturbance.

- 6.6 Given the small size and dated design of the rear hall it is considered to have limited potential alternative uses. It can reasonably no longer compete with other nearby hotels which are better places to provide for parking and noise. Parts of the hall are in poor condition, with extensive repairs needed to the roof and the hall, which has been closed for many months, does not make a positive contribution to either the listed building nor the conservation area in its current run down and empty state.
- 6.7 The Olympia hall is sited in a relatively dense urban area where there are now more residential properties in close proximity than in the past. Overall, officers are satisfied that the site is no longer suitable for the type of use which conflicts with surrounding residential uses, and that sufficient alternatives exist within modern hotels locally.
- 6.8 With no objection to the loss of the existing use, the principle of C3 residential accommodation within the town centre is supported by Policy CR6 (Living in Central Reading) and the provision of 15 residential units would align with the broad objectives of Policy H1 (Provision of Housing) in assisting in meeting the Borough's annual housing targets.

Given the above, the principle of the proposed use is considered to be acceptable subject to other policy considerations being met as discussed further in this report.

Housing Mix and Affordable Housing

- 6.9 Policy H2 (Density and Mix) addresses density and housing mix and states that this will be informed by character and mix of the area; accessibility; the need to achieve high quality design; maximise efficiency of land; need to minimise the environmental impacts including detrimental impacts on the amenities of adjoining occupiers. Policy CR6 (Living in Central Reading) seeks residential developments within the town centre area should incorporate a maximum of 40% of 1 bedroom units and a minimum of 5% of 3 bedroom units.
- 6.10 In relation to the mix of units proposed, the scheme seeks to create 1 x 1 bed, 12 x 2 bed and 2 x 3 bed dwellings. This mix accords with

the requirements of Policy CR6 and is suitable and appropriate for the town centre location.

- 6.11 Moving on to consider affordable housing matters, Policy H3 of the Local Plan (Affordable Housing) seeks to ensure that development proposals of more than 10 dwellings should provide the equivalent of 30% on-site provision of affordable housing. The applicant has provided an Affordable Housing Financial Viability Appraisal (FVA) to demonstrate that the development cannot sustain such a contribution towards affordable housing. Policy H3 states that where proposals fall short of the policy target as a result of viability, the Council will take an 'open-book approach' with the onus on the developer/landowner to clearly demonstrate the circumstances justifying a lower affordable housing contribution.
- 6.12 The Council's Valuer has assessed the information provided and, in summary, does not agree with the viability information submitted. Instead, it is considered that a financial contribution towards affordable housing in the Borough of £119,000 is in fact possible, and therefore required, based on the assessment of the figures provided. This is equivalent to 4% provision compared with the 30% policy requirement. As such, and in accordance with the adopted Affordable Housing SPD, the shortfall must be subject to a deferred payment mechanism.
- 6.13 The deferred payment mechanism would be triggered if profits on GDV reach 17% or more (on an open book cost and value basis). In this scenario the Council would receive 50% of those profits on a side-by-side (pound for pound) basis up to the policy equivalent cap (which will be 15% of GDV as per SPD guidance). More detailed heads of terms in respect of the deferred payment mechanism will be reported to Committee in an update.
- 6.14 All these affordable housing measures are recommended to be secured at individual Heads of terms within any S106 agreement should permission be granted.
- 6.15 As with all instances where a shortfall in affordable housing provision is identified, a degree of harm exists in terms of meeting housing need. This harm will need to be weighed against the public benefits of the development in the overall planning balance at the end of this report.

Demolition, design and effect on heritage assets

- 6.16 Policy CC7 (Design and the Public Realm) requires that all development must be of a high design quality that maintains and enhances the character and appearance of the area of Reading in which it is situated.
- 6.17 Policy CR2 (Design in the Centre) seeks to secure appropriate relationships between buildings, spaces and frontages, specifically seeking to build on then existing structure of streets and places and provide high levels of access and connectivity into the centre and to the public transport interchanges.
- 6.18 Policy H8 (Residential Conversions) requires “*proposals to convert buildings into self-contained flats.....*” to be “*assessed against the impact on the amenity and character of the surrounding area...*”. “*Proposals to convert properties into self-contained flatswill 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...*”
- 6.19 As the building is a Grade II and Grade II* Listed Building, there is 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 reflected in Policies EN1 (Protection and Enhancement of the Historic Environment), EN4 (Locally Important Heritage Assets) and EN6 (New Development in a Historic Context) of the Local Plan. EN1 states that “*historic features, areas of historic importance and other elements of the historic environment, including their settings will be protected and where possible enhanced*”.
- 6.20 The site also lies within the Market Place/London Street 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) as above 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.

- 6.21 Paragraph 197 of the NPPF states in determining applications, local planning authorities should take account of:
- a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) The desirability of new development making a positive contribution to local character and distinctiveness.
- 6.22 Paragraph 199 of the NPPF 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.
- 6.23 With regard to the above, the proposals have the potential to affect the heritage interests of both the Listed Building and the Conservation Area.
- 6.24 This application has been submitted following pre-application advice provided by the Local Planning Authority and extensive engagement with Historic England. A Heritage Statement and corresponding Heritage Assessment has been submitted and considered by both the Council's Conservation and Urban Design Officer and Historic England.
- 6.25 The demolition of the Olympia Hall, which, given its attachment to both the Grade II and Grade II* listed London Street frontage buildings forms part of the listing, must first be considered.
- 6.26 The hall is a steel-framed structure covered with corrugated cemented roof. It is considered to have limited aesthetic value, a view which has been echoed by Historic England. Indeed, the hall sits on area originally occupied by rear gardens of the London Street Georgian frontage buildings. Whilst of limited aesthetic merit, the

cultural value of the hall to Reading's local community and social history (in providing a large ballroom in 1900s and then in later years a venue for music groups) is recognised.

- 6.27 Paragraph 200 of the NPPF sets out that any development proposal that would harm the significance of a heritage asset from its alteration or destruction, or from development within its setting must be clearly and convincingly justified. Given that the demolition of the hall would cause the loss of a historically and socially significant building for the local community, any replacement proposal needs to provide heritage benefits in terms of enhancement of the setting of the listed buildings as well as of the character and appearance of the conservation area to justify and offset that harm.
- 6.28 Further to the above, paragraph 206 of the NPPF requires that Planning Authorities should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset - or which better reveal its significance - should be treated favourable.
- 6.29 Following demolition of the large flat roof rear extensions to the London Street frontage buildings, including the hall, it is proposed to reinstate the rear elevations of the frontage buildings. Provision of three rear garden areas to the three flats proposed to be provided by way of conversion works to the ground floor of the building are also proposed.
- 6.30 It is considered that the demolition of the large full width single storey rear projection which integrates with the rear hall and extends over 50m from the rear elevation of the London Street buildings and its replacement with a much more modest single storey rear extension (to facilitate conversion of the ground floor of the frontage buildings to three flats) would be beneficial to the setting and historic character of the Grade II and Grade II* listed frontage buildings. Notably this allows provision of three rear garden areas which would serve the ground floor flats and in part re-provides the garden space historically found to the rear of the buildings which is also considered of benefit to the setting of the conservation area.
- 6.31 The proposed restoration of the rear elevations of the London Street buildings, to include red brick and window style - including cills, lintel details and window bars to match the upper floors - is considered appropriate. Historic England are supportive of the design

approach which includes continuation of a 'tower style' bay window down to ground floor level and inclusion of characteristic Georgian style railings at first floor parapet. The removal of the existing modern rendered section at first floor level to the rear elevation of the buildings would reveal the original fabric brickwork which is welcomed.

- 6.32 No alterations - other than the removal of existing signage - are proposed to the principal London Street elevations which is considered appropriate given their significance and contribution to the character of the conservation area. However, many of the windows to the front elevations are in poor condition and deteriorated timber windows are proposed to be repaired or upgraded as part of this scheme.
- 6.33 With regard to the proposed works to No's 75 and 77 themselves, the restoration of windows is considered to be an enhancement to the listed buildings and the surrounding conservation area and the proposed removal of link building structures at the rear will improve the views of the back of the listed buildings, a further enhancement. Therefore, the repair and restoration works to No's 75 and 77 London Street is recognised as being a positive benefit reinforcing the historic significance of the building and immediate area.
- 6.34 With regard to the proposed new build element to the rear of the site, the residential mews layout of two narrow separate blocks is considered suitable for this site given its long and narrow shape. This approach is reflective of the layout of other similar residential developments to the rear of London Street, and, furthermore, is considered more reflective of the former historic character of this part of the conservation area.
- 6.35 The proposed scale of the development at two and half storeys is considered to retain a suitable level of subservience to the scale of the London Street frontage such as to not appear dominant to their setting. The incorporation of the third floor accommodation with the roof slope with dormer window projections is considered to further soften the mass of the development. The scale, combined with the layout - including central gaps between the two buildings - would allow views of the rear elevations of the London Street frontage buildings with proposed 'garden areas' presented to East Street. Officers view is that the opening up of these views represents a significant enhancement to the character and appearance of this part of the conservation area and street-scene where many other modern

developments have obscured such views and entirely removed green spaces. This view is supported by Historic England.

- 6.36 The setback of the two new build blocks from East Street is also welcomed and which, combined with the proposed scale of development, is considered to sit appropriately within the prevailing scale of the East Street street scene. It is disappointing that just over half the site frontage to East Street is taken up by a private car park, however, it is acknowledged that this land outside of the Applicant's ownership and control. The proposal shows indicative landscape planting to the frontage and area behind the car park as well as provision of central courtyard communal area. This greenery is welcomed.
- 6.37 The two new build blocks would be constructed out of red brick, with design characteristics and cues taken from the frontage buildings including Georgian window, sills and brick header lintel detailing and slate roofs. Window proportions are considered to reflect those of the frontage buildings and the dormer window projections would be small scale so as not to dominate the roof space.
- 6.38 It is considered that the proposed layout has successfully maximised the use of the site. The proposed new build blocks are not considered to dominate or detract from the rear elevation of the listed buildings. The layout created by the linear mews, combined with the landscaped areas is considered to be a positive aspect of the scheme.
- 6.39 In overall heritage and design terms it is considered that the proposals have been well considered and comments taken on board from pre-application advice stage and Historic England, which is welcomed and appropriate. The proposed repairs of the Georgian Houses and the provision of sympathetic development within their setting is considered to result in suitable preservation and enhancement of the historic character and setting of the listed buildings and of the currently neglected character and appearance of the conservation area.
- 6.40 The proposed residential infill linear mews style development is considered to re-introduce a style of dwelling once found in the area but since largely cleared during the last century in favour of car parking or lower density detached forms of development. The proposed scheme effectively reinstates built form - and gardens to the rear of the listed frontage buildings - in a manner that is considered to be an appropriate design response to an historically constrained back street site.

- 6.41 Given the above, it is considered that the heritage and public benefits of these enhancements justifies the loss of the aesthetically mediocre - but locally valued - Olympia Hall in heritage terms. Whilst the Olympia Hall does have an important history to Reading, the later changes and alterations have severely impacted on this significance. The rear building in their current state is not considered to preserve or enhance the character, appearance or setting of either the listed buildings or conservation area.
- 6.42 Further to the above, it is considered that the repair and restoration work to the London Street buildings should be afforded significant weight this justification and in order to secure these important works it is recommended that implementation and completion of the repair and restoration works to the frontage buildings should be secured through the S106 legal agreement prior to occupation of the new build development at the rear of the site.
- 6.43 The proposals are considered to provided significant heritage and public benefits by considerably enhancing the site, the setting of listed buildings and the conservation area through the creation of a more 'traditional' and more domestic visual setting. The proposed mews development provides a repurposed sense of place whilst respecting the heritage significance if its surroundings.
- 6.44 Details of materials would be secured via condition, to ensure design quality, to include submission of samples given the visual sensitivity of the site.
- 6.45 In conclusion, both elements of this scheme - conversion and new build - will preserve the setting of Listed Buildings to the London Street frontage and preserve and enhance the character and appearance of the Market Place/London Street Conservation Area. In accordance with Policy CC7, EN1, EN3, EN4, EN6 and CR2 of the Reading Borough Local Plan 2019.

Residential Amenity

- 6.46 Policy CC8 (Safeguarding Amenity) states that development proposals should safeguard the amenity of both existing and future occupiers and Policy EN16 (Pollution and Water Resources) seeks that development will only be permitted where it would not be damaging to the environment and sensitive receptors in terms of pollution. Policy H5 (Standards for New Housing) sets out the standards to which new dwellings shall be constructed. Policy EN15 (Air Quality)

seeks to protect existing and future occupiers from the impact of poor air quality.

- 6.47 Policy H8 (Residential Conversions) states that conversion into self-contained flats will only be acceptable where: “.....*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*”.

Surrounding Occupiers

- 6.48 The proposed new building located adjacent the north boundary would be located at least 15m away from Compass House to the north, which comprises residential units over 2 and 3 storeys. Given this distance and that the roof would be hipped away to minimise the impact, no overbearing effects are considered to arise. The proposed internal layout includes careful positioning of windows and rooflights to minimise overlooking. Given the distance between buildings and when compared with the existing bulk of the hall, no additional overbearing effects are considered likely to arise and it is not considered that any significant material overlooking would occur.
- 6.49 To the south of the site is the rear car park of the offices at No.81 London Street. It is considered that due to the placement of windows and rooflights of the proposed building adjacent the southern boundary, that any future redevelopment opportunities could be exercised without significant privacy concerns.
- 6.50 With regard to No.79 London Street to the west, there would be a distance of 10.7m from the proposed building adjacent the south boundary to the rear of No.79 and the proposed development will clearly be visible to occupiers of the upper floor flats. A light assessment has been submitted with the application that demonstrates that lighting parameters will not be breached and the main roof of the new build will be hipped away to minimise the impact and the dormer window on the west roof slope would be small in scale. It is considered that the replacement of the single storey rear element of the hall with garden area would open the space between No.79 and the new build, resulting in a less

oppressive relationship at ground floor and resulting in a more domestic relationship. Whilst there will be some impact to the occupiers of the upper floor flats, it is not considered to be so significant so as to warrant a refusal on this basis.

- 6.51 The windows on the west elevation facing No.79 would be small and are shown on the plans to be obscurely glazed so not to result in any material loss of privacy. This will be secured by condition.
- 6.52 With regard to the new flats of No.75-77 itself (as well as the upper floors already in residential use), given the distance of at least 18m from the new buildings to the rear elevation, no material overbearing effects are considered to arise. As above, the windows on the west elevations would be small scale and obscurely glazed so as not to result in any material loss of privacy.
- 6.53 Overall, in terms of overlooking and privacy, Officers are of the opinion that in this relatively dense urban environment, any additional overlooking from the proposed units is acceptable and what can be expected in Central Reading.
- 6.54 In addition to the above, a further condition is required in respect of protecting the amenity of neighbours during the construction period. A pre-commencement construction method statement will therefore be secured via condition and is required from a highway safety perspective too. As such in overall terms, considering all nearby residential occupiers, no significantly harmful amenity impacts would occur, subject to conditions and in compliance with policy CC8.

Future Occupiers

- 6.55 The proposed new build units would meet the size standards set out under Policy H5 in both the size of the units and the size of bedrooms. The internal layout is arranged as such so as to create an overall high standard of living accommodation for future occupiers and within the constraints of the site and, since the omissions of the louvres (for design purposes), all units are considered to be served by adequate outlook and daylighting.
- 6.56 Considering privacy and overlooking matters, the two proposed buildings would be sited 8m from each other. Whilst Policy CC8 states that a back-to-back distance of 20m is usually appropriate, this is a front-to-front relationship, with views across the public 'street' to the front of the properties reflecting a typical mews-style layout.

- 6.57 Policy H10 (...) states that “... *flats may be provided with communal outdoor space, balconies and/or roof gardens*”. The upper floor flats of the new builds would have a private balcony/terrace. These would be sufficient size to allow a table and chairs. The ground floor units would have access to the landscaped communal garden areas. The amount of amenity space is considered acceptable for this town centre location.
- 6.58 For future occupiers of the units provided through the ground floor conversion of No’s 75-79, it is considered that the layouts of the proposed units are suitable in size and shape to provide an appropriate standard of accommodation, given the constraints of the nature of the proposals, site and (listed) building), Although some of the rooms do not follow a standard shape/size, this is owing to the listed nature of the building and therefore compromises are considered inevitable/acceptable. As welcome benefit if the provision of garden space
- 6.59 In overall terms, the scheme is therefore considered to accord with the relevant policies CC8, H5, H8 and H10.

Transport

- 6.60 Policies TR1 (Achieving the Transport Strategy), TR3 (Access, Traffic and Highway-Related Matters) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking relates matters relating to development.
- 6.61 The application site is within Zone 2, the Primary Core Area which surrounds the town centre within Zone 1. Zone 2 extends to walking distances up to 2 kilometres from the town centre and includes areas well served by public transport.
- 6.62 The site is located 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. This area is well served by rail and bus links and also contains the largest proportion of public car parking spaces. The site is within close proximity to the Oracle shopping centre and multi-storey car parks and in close range of Broad Street with a range of shops and services.
- 6.63 The proposed scheme includes 7 parking spaces (to include 1 disabled bay). Whilst this is below the parking standards (9 required for Zone 1), Transport Officers advise that a reduction in parking provision is acceptable and will not lead to on street parking being detrimental to road safety. This is due to the sites central and sustainable

location close to the borders with Zone 1 and the rationale for fewer parking spaces as set out in the submitted Transport Statement. Namely, due to sustainable transport options and controlled on street parking measures. Unauthorised on street parking can be further controlled via the administration of the Council's residential Parking Permit scheme that operates in this area and conditions removing automatic entitlement are recommended.

- 6.64 During the course of the application a tracking diagram was received to show how service vehicles will enter and exit the site. Transport officers consider this to be acceptable, subject to the widening of the existing dropped kerb. It is considered that this can be dealt with by way of condition.
- 6.65 The existing vehicle access from East Street is to be retained, to serve the 7 parking spaces. Refuse storage and collection is proposed at the rear of the site adjacent to the East Street vehicle access which is acceptable.
- 6.66 Revised plans demonstrate a total of 9 cycle storage spaces are to be provided. This would comply with standards and a condition is recommended to secure exact details.
- 6.67 Officers advise that there are no transport objections to the proposed development subject to conditions and informatives and the proposal is considered to be in accordance with Policies TR1, TR3 and TR5 and the SPD.

Natural Environment - Trees, Landscaping and Ecology

- 6.68 Policy CC7 (Design and the Public Realm) seeks that development is of high design quality and maintains and enhances the character of the area in which is it located including landscaping. Policy EN14 (Trees, Hedges and Woodlands) requires new development to make provision for tree retention and planting. The site is also within an Air Quality Management Area (EN15) where the provision of tree coverage is important. Policy EN12 (Biodiversity and The Green Network) requires that new development should provide a net gain for biodiversity where possible and should incorporate biodiversity features into proposals where practical.
- 6.69 The application site is a constrained urban site covered with buildings and hardstanding and there are no existing trees or vegetation on or directly adjacent to the site.

- 6.70 An indicative landscaping plan has been provided which includes provision of 7 new trees, a net gain of trees on the site, which is appropriate. Other hedging and ground cover vegetation is provisioned throughout the site and as discussed elsewhere in this report, the provision of garden spaces within the site is welcomed.
- 6.71 A pre-commencement landscaping condition is recommended which will secure planting details to include the species, maintenance and management schedule in accordance with EN14.
- 6.72 An Ecology Report has been submitted with the application and the Council's Ecologist considers this has been undertaken to an appropriate standard. The report concludes that the works are unlikely to impact upon protected species or priority habitats and this conclusion is agreed with by the Council's Ecologist.
- 6.73 The proposed development represents an opportunity for habitat enhancement to benefit swifts as well as other birds, bats and insects. A such, and in accordance with Policy EN12, a condition is recommended to ensure that enhancements for wildlife are provided within the new development.
- 6.74 In natural environment terms, it is considered that landscaping and biodiversity enhancements will be significant, improving the ecology of the site. The Ecology and Natural Environment officers have confirmed that the scheme is acceptable, subject to the conditions recommended above.

Sustainability

- 6.75 Policy CC2 (Sustainable Design and Construction) requires new development to reduce the consumption of resources and materials. Policy CC3 (Adaptation to Climate Change) requires that all developments demonstrate how they have been designed to incorporate measures to adapt to climate change.
- 6.76 Policy H5 (Standards for New Housing) sets out the expectations for the performance of new build homes in terms of emission, unless it can be clearly demonstrated that this would render a development unviable. With respect to major residential schemes the policy states: *"...b. All new build housing will be built to the higher water efficiency standard under Regulation 36(3) of the Building Regulations. c. All major new-build residential development should be designed to achieve zero carbon homes.e. All new build housing will be accessible and adaptable in line with M4(2) of the Building Regulations, unless it is built in line with M4(3)..."*

- 6.77 With regard to the proposed new buildings, the submitted Sustainability and Energy Statements explain that the reduction in the development's overall CO2 emissions, achieved by fabric enhancements and the use of low carbon technology compared to Building Regulations 2013 criteria would equate to an average improvement of CO2 emissions of 100.31%. It is considered that the new builds could achieve (or be very close) to being carbon neutral.
- 6.78 Policy H5 and the Council's Sustainable Design and Construction SPD (2019) identify that, as a minimum, new dwellings should achieve 35% improvement in regulated emissions over the Target Emissions Rate (TER) in the 2013 Building Regulations, plus a contribution of £1,800 per remaining tonne towards carbon offsetting. Although the clear intention is to achieve a carbon neutral development, should this not be possible, and to ensure that the policy would be fully met, obligations in respect of carbon offsetting are recommended for inclusion within the legal agreement as set out above.
- 6.79 With regard to the conversion element, the Sustainability and Energy Statements detail that the energy efficient measures of the three dwellings would help improve the carbon emission to a percentage of 19% over Building Regulations. Whilst this is recognised, Policy CC2, supported by the Sustainable Design and Construction SPD, requires that the three flats to be formed by conversion work should demonstrate compliance with BREEAM standard of 'Very Good'. Given that no substantial details have been submitted it is therefore considered necessary to secure the standard two-part sustainability condition. The first, a pre-commencement condition, seeks a final design stage assessment and certificate to demonstrate that the units would achieve the required 'very good' rating. The second element, secured prior to first occupation, will secure final BREEAM domestic refurbishment certificate of compliance with the 'very good' rating.
- 6.80 Officers acknowledge that there may be inherent difficulties incorporating substantial sustainability improvements within a scheme such as this, primarily owing to it predominantly involving the change of use of an existing building, with the grade II listing likely to be a further substantial constraint. As such, should there be shortfalls in the subsequent discharge of condition submissions (i.e. not in line with the wording of the condition), mitigating factors will be taken into account by officers when subsequently assessing such matters (i.e. a flexible approach to the stipulations of the BREEAM rating will be able to be applied by officers in the event that justifiable reasons for any shortfalls are put forward for

consideration by the applicant). As such, the conditions are considered to be necessary in this case (and pass the other tests of a condition too), but a degree of flexibility will be able to be applied by officers (if justified) in the future at the discharge of conditions stage and this will be reflected in the wording of the condition.

- 6.81 Overall, subject to the conditions and obligations, the scheme would accord with measures in Policy CC2, CC3 and H5.

Archaeology

- 6.82 Policy EN2 (Areas of Archaeological Significance) seeks to protect areas of archaeological potential.

- 6.83 The site falls within an area with high potential for medieval and post medieval remains and an archaeological assessment has been submitted with the application. This has been reviewed by the Berkshire Archaeologist who has raised no objection to the proposals subject to a condition to ensure a scheme of archaeological works is conducted to further evaluate the presence or absence - and significance - of any archaeological remains and to ensure that any necessary mitigation is in place.

Environmental Matters

- 6.84 **Air Quality:** Policy EN15 (Air Quality) requires developments to “*have regard to the need to improve air quality and reduce the effects of poor air quality*”. An air quality assessment has also been submitted with the application. RBC Environmental Protection Officers are satisfied that this demonstrates that pollutant levels at the new dwellings would be below threshold values such that further assessment or mitigation is not required, and future occupiers would not be subject to poor air quality. RBC Environmental Protection Officers are also satisfied that the air quality assessment demonstrates that the development itself would not detrimentally impact on air quality levels at and surrounding the application site.

- 6.85 **Noise:** Policy EN16 (Pollution and Water Resources) states that “*proposals for development that are sensitive to the effects of noise or light pollution will only be permitted in areas where they will not be subject to high levels of such pollution, unless adequate mitigation measures are provided to minimise the impact of such pollution.*” The Environmental Health Officer has reviewed the submitted noise assessment and agrees that the recommended standard for internal noise in respect of the new build flats can be met if the recommendations from the assessment are incorporated into the design. However, only trickle venting is proposed and this

will likely not be sufficient for flats fronting London Street, due to the high external noise levels and additional ventilation will be required to prevent overheating. As such, a further noise assessment is required to be submitted to show that internal noise levels will meet the recommended standards. It is considered that this can be dealt with by way of condition and a pre-commencement noise assessment condition is recommended.

- 6.86 ***Contaminated land:*** Policy EN16 (Pollution and Water Resources) requires that developments on land affected by contamination be satisfactorily managed or remediated against so that it is suitable for the proposed use.
- 6.87 The rear of the development site lies adjacent to the site of an historic slaughterhouse which has the potential to have caused contaminated land. Given this, the recommended standard four-stage conditions are proposed to ensure that the possible presence of contamination is thoroughly investigated and removed/mitigated if necessary (3 of the conditions are pre-commencement).
- 6.88 ***Drainage & Flood Risk:*** Policy EN18 (Flooding and Drainage) requires all major developments to incorporate Sustainable Urban Drainage Systems (SUDS) with runoff rates aiming to reflect greenfield conditions or be no worse than existing. The Council's SUDS Officer has confirmed that the proposals do result in a reduction in the runoff rates when compared to the exiting brownfield rates which is acceptable. Exact details of the drainage strategy are to be provided and therefore conditions for the submission and approval of SUDS strategy have been included.

Other Matters

Employment, Skills and Training Plan

- 6.89 For construction skills the applicant will have the option of either developing an Employment Skills Plan in conjunction with Reading UK CIC or providing a financial contribution. This will be secured as part of the S106 legal agreement.

Other Matters Raised in Representation

- 6.90 All material considerations are discussed in the above report.
- 6.91 Loss of value to nearby property is not a material planning consideration.

Equalities Impact

- 6.92 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 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.

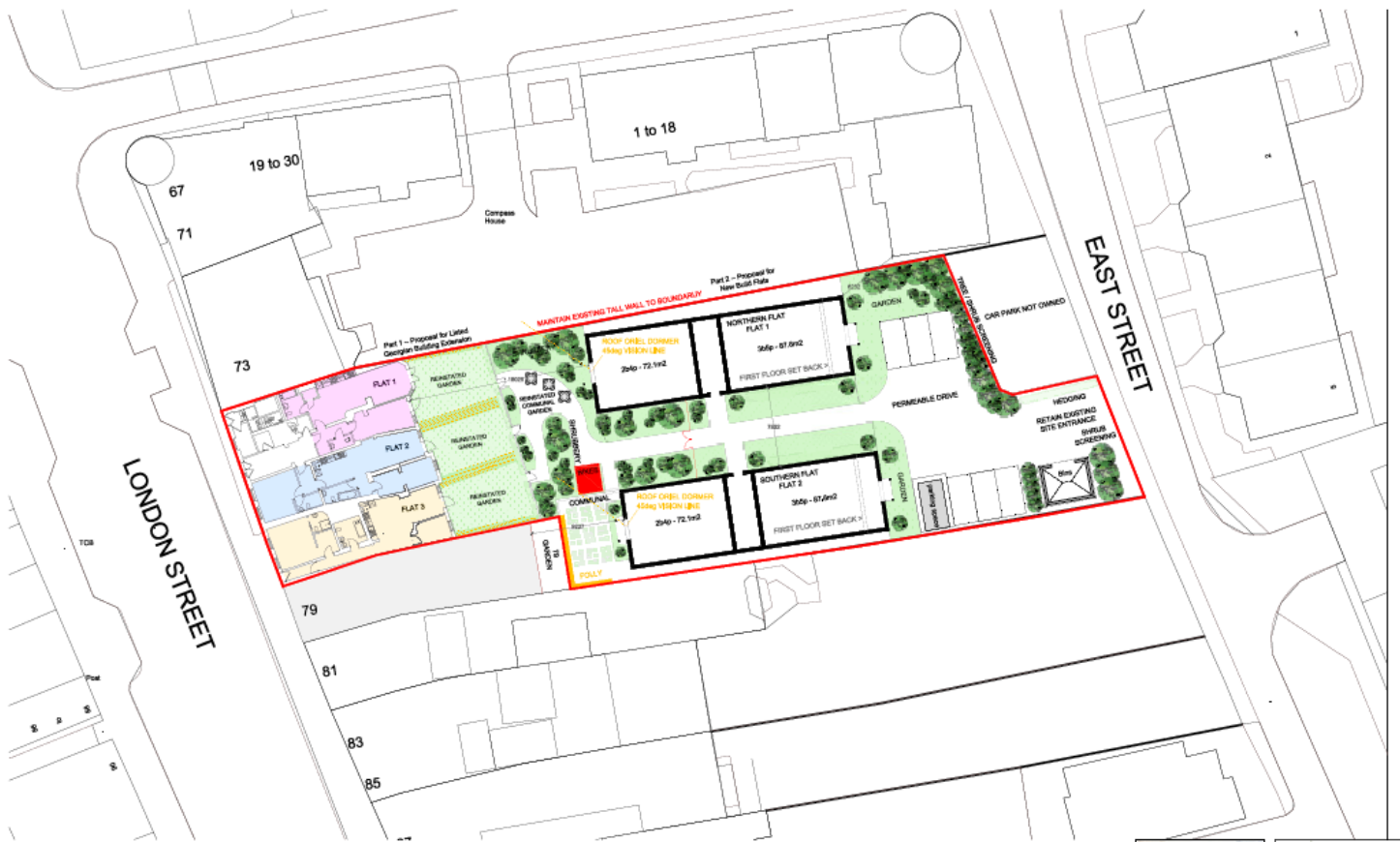
7. CONCLUSION

- 7.1 This proposal has been carefully considered in the context of the Reading Borough Local Plan 2019, National Policy and Guidance and other material considerations as set out within the report.
- 7.2 The loss of the existing use is not considered harmful and the proposal would provide housing that would contribute towards meeting the Borough's annual housing targets in a sustainable urban location. A contribution would be secured towards provision of affordable housing elsewhere in the Borough. However, this falls short of policy requirements and a degree of harm therefore exists in terms of meeting housing need. The fact that requiring more affordable housing would render the scheme financial unviable at this stage is noted, as is the proposed deferred payments mechanism.
- 7.3 The proposals would make effective use of an urban site and would preserve and enhance the setting of Grade II and Grade II* Listed Buildings and enhance the character and appearance of the Market Place/London Street Conservation Area. The overall design approach is considered to be of good quality, which would be carbon neutral, and the proposal would provide a visual and environmental uplift to the site, with the provision of landscaped gardens, alongside significant greening of the site considered to substantially enhance the biodiversity and ecology value of the site given its current condition without any form of natural greenery.
- 7.4 In this particular instance, the specific heritage benefits combined with the environmental and visual enhancements described above are considered to outweigh the harm identified in respect of housing need. The fact that the benefits would not be realised if additional affordable housing were to sought due to viability constraints should also be given weight in determining the application.
- 7.5 Officers have worked positively and proactively with the applicant on

this scheme, and amendments have been secured, which are considered to satisfactorily address policy issues and overall officers consider this to be a supportable scheme, taking into account national and local policy and relevant material considerations. The planning application and listed building consent applications are recommended for approval subject to conditions as detailed above and completion of the legal agreement as recommended.

Case Officer: Ethne Humphreys

Drawings:



SITE PLAN SHOWING:

- PART 1 - LISTED GEORGIAN BUILDINGS REAR EXTENSION
- PART 2 - PROPOSED NEW BUILD FLATS

NEW BUILD FLATS - 12 FLATS TOTAL:

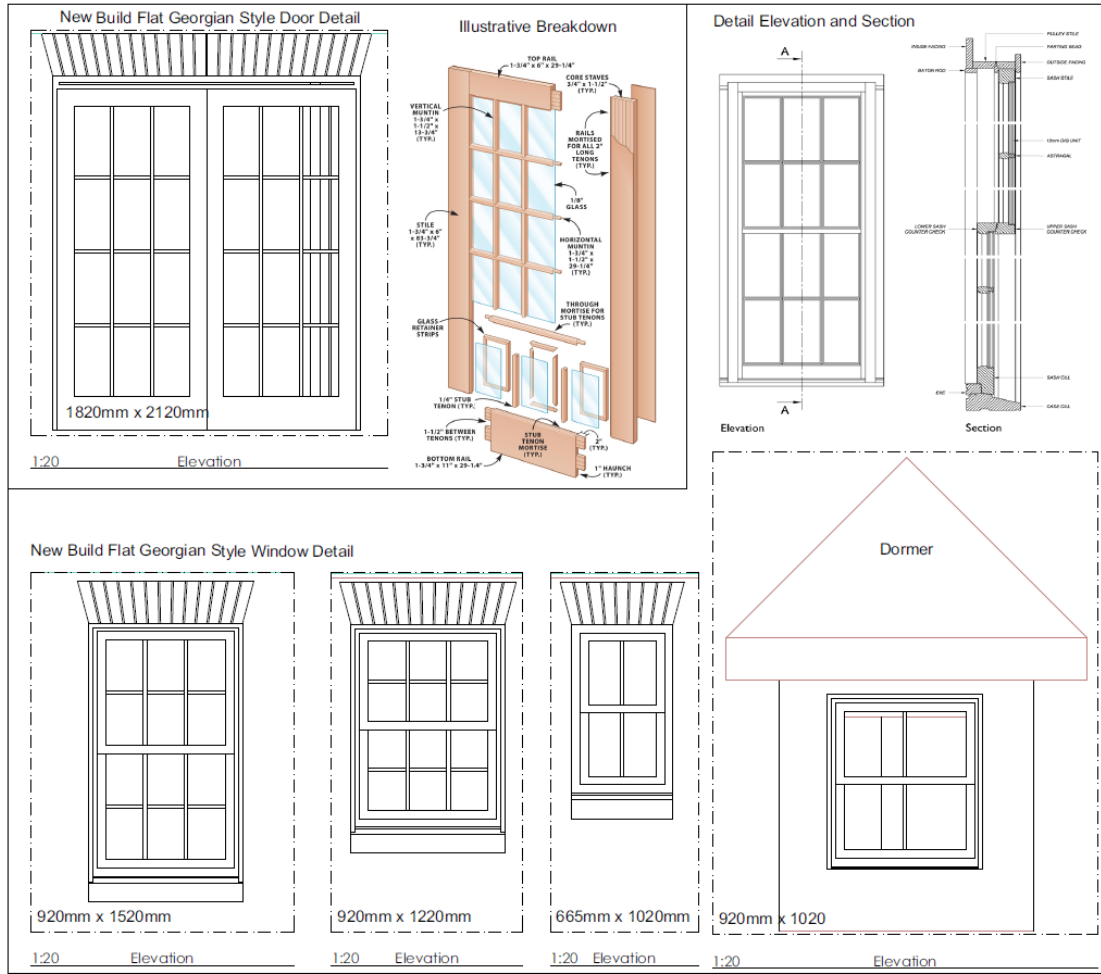
Ground Floor 2x 3b5p / 2x 2b4p
 First Floor 4x 2b4p
 Roof 4x 2b3p

	Name: Date: Drawing No: Scale: Date: Date: Drawing Reference: Revision Number: G
	Site Address: 25-27 London St Reading RG1 4SA

Proposed Site Plan



Proposed New Build Elevations



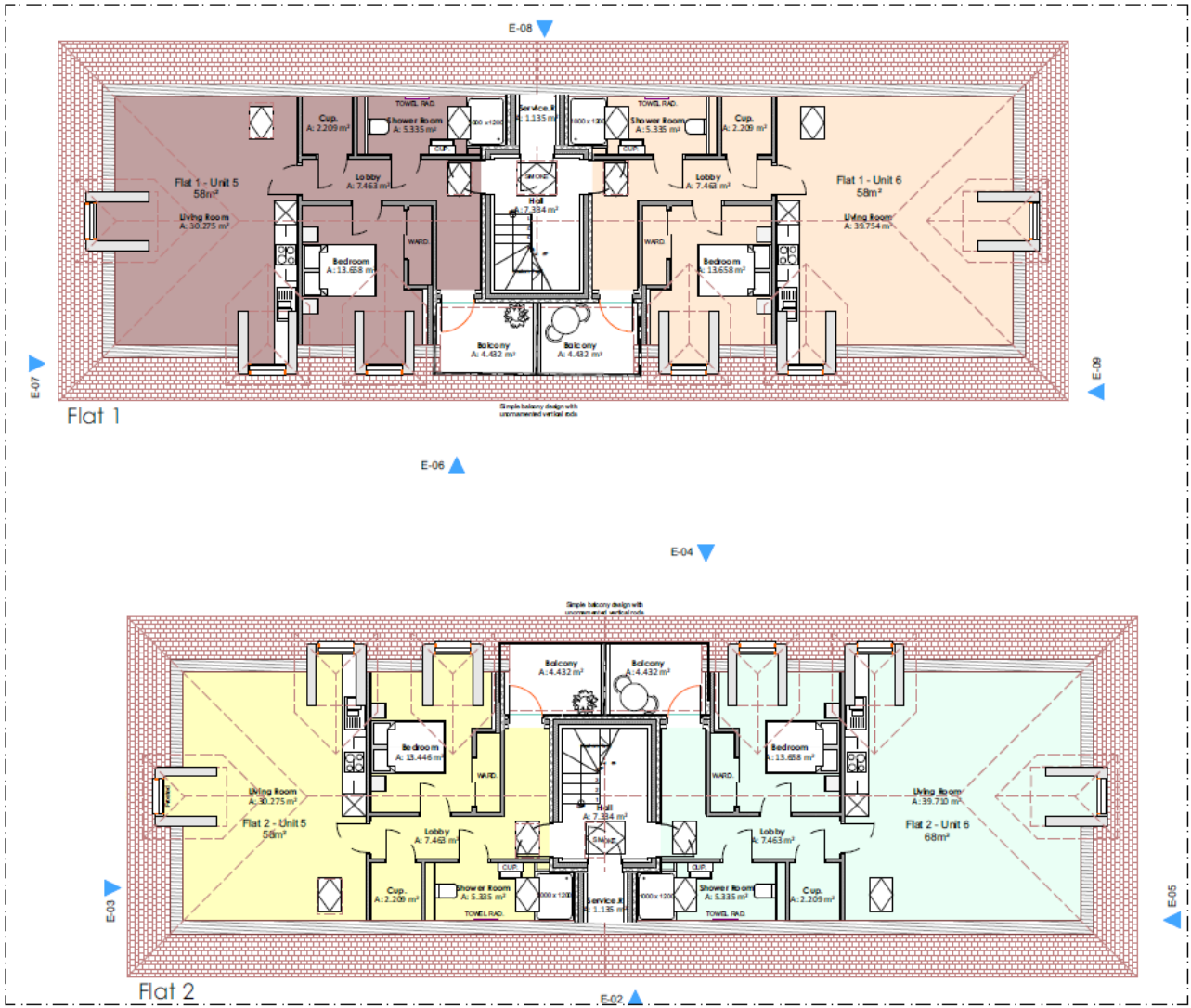
New Build Window and Door Detail



Proposed New Build Ground Floor Plans



Proposed New Build First Floor Plans



Proposed New Build Roof Plans



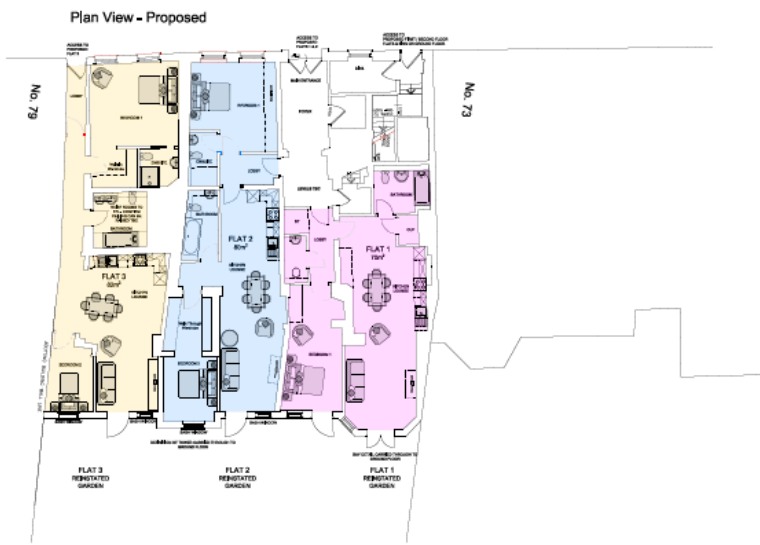
Rear Elevation - Proposed

Datum Level 43.00m



Rear Elevation - Existing
(054) (F TO 01E0)

PROPOSED & EXISTING REAR ELEVATION FOR GEORGIAN PROPERTY



PROPOSED & EXISTING PLAN VIEW



Plan View - Existing

<p>APPENDIX Proposed Alterations to Listed Building No. 75-77 London St Reading RG1 1GA</p>
<p>Site Address: 75-77 London St Reading RG1 1GA</p>
<p>Drawn By: <i>[Signature]</i></p>
<p>Date:</p>
<p>Drawing Title: PROPOSED ALTERATIONS TO LISTED BUILDING</p>
<p>Scale: 1:100 @ A1</p>
<p>Date: 21 November 2011</p>
<p>Drawing Address: 75-77 London St Reading RG1 1GA</p>
<p>Revision Number: G</p>

Existing and Proposed Floor Plans and Elevations - 75-77 London Street Alterations

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COMMITTEE REPORT

**BY THE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20 July 2022**

Ward: Park
App No.: 191634/REG3 and 221009/MISC
Address: Hamilton Centre, 135 Bulmershe Road, Reading
Proposal: Conversion of Hamilton Centre into 2 storey Special Educational Needs College for 11 - 18 yr olds. Project also includes a 500m2 new build extension, car parking, landscaping and multi use sports area

RECOMMENDATION

Delegate to the Head of Legal and Democratic Services to enter into a **Deed of Variation** to amend the Section 106 Agreement dated 14 October 2020 as follows:

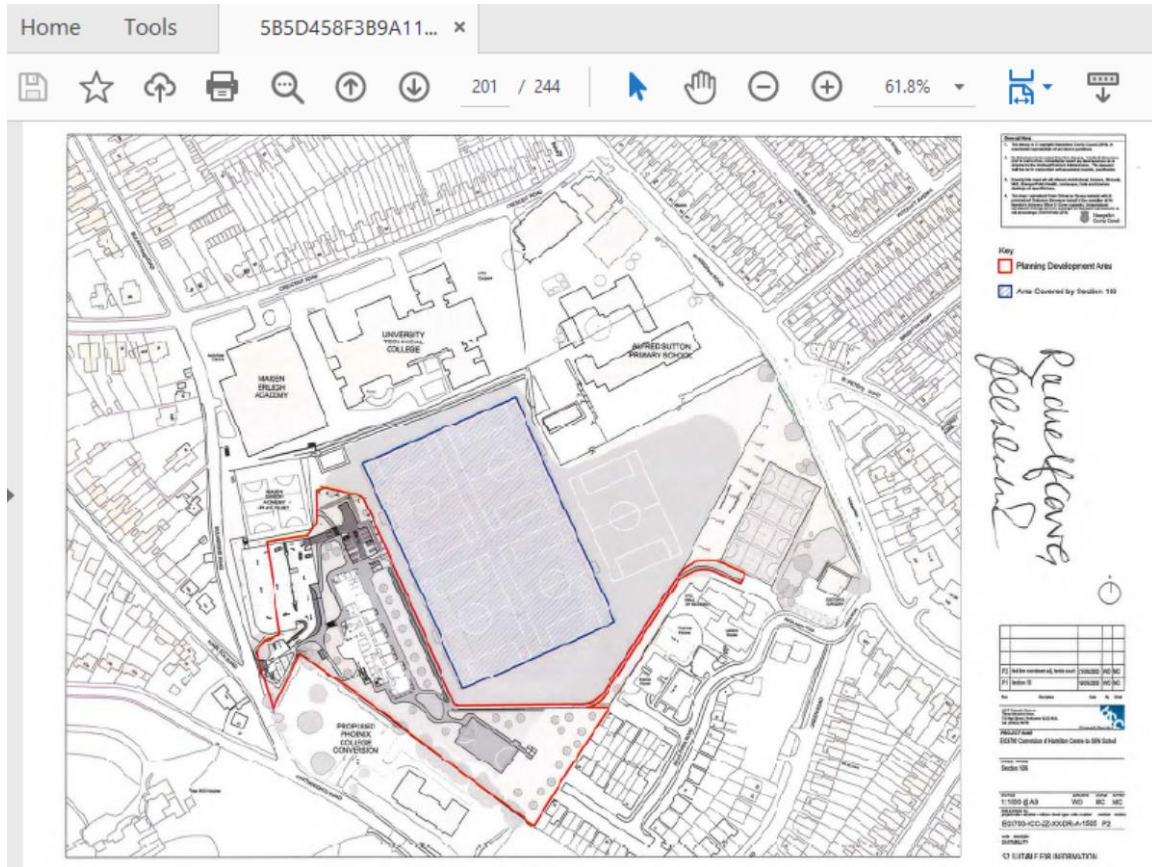
- Playing Pitch Improvements Sum of £25,000 (subject to indexation, calculated from the date of first occupation) to be paid towards physical improvements including artificial turf provision, within three years of first occupation of the development; and
- If the Playing Pitch Improvements Sum is not paid within three years of first occupation, the clause reverts to the obligations in the original agreement being carried out within six further months (ie. on-site improvements to the original grassed playing pitches themselves).

1. Introduction

1.1 This report concerns an adjustment to a Regulation 3 (Council) planning permission. The redevelopment and conversion of the Hamilton Centre into a special needs college was granted planning permission on 14 October 2020 with a S106 legal agreement securing a number of items amongst which was summarised in the 5 February 2020 report to this Committee as:

- (i) **Require playing pitch improvement works be undertaken to the value of £25,000.** Notification of commencement and satisfactory completion of such works together with proof of undertaking to the value of **£25,000** will occur no later than first occupation of the school.

1.2 These works would occur within the area of land shown in blue in the s106 plan below.



1.3 The developer is currently technically in breach of their obligations, however, they have been in active discussions with the Council’s Planning and Leisure officers over several months to seek to ensure that the contribution is expended in the most cost-effective way, resulting in this report.

2. The Requested Changes

2.1 The changes sought relate to the Second Schedule of the above signed agreement and seek to provide some additional flexibility into how the above contribution can be spent. RBC Education and Leisure officers have stated that the current obligations in the s106 agreement are considered to unnecessarily constrain the contribution and would not allow for the available funds to be spent in the most cost-effective way in order to secure open space improvements at the playing fields.

2.2 The relevant Clause restricts the contributions to be spent on ‘improvements’ to the above grassed playing fields themselves. It is acknowledged that this is not a large sum and would not fund for instance, earthworks/relevelling or intrusive drainage solutions, but would allow for surface drainage improvements and reseeding. The contribution also cannot be spent on general on-going maintenance. Further, payment of the contribution is overdue, the first pupils already having been admitted at the new school (the school is projected to reach its eventual maximum pupil roll of 64 by the end of term in mid-July).

2.3 RBC Education has been discussing the issue with RBC Leisure, who have a medium-term aim for part of the grassed pitches on the playing fields to be replaced with artificial turf to allow more year-round ‘playability’. This would in turn reduce impacts on other pitches. As is the case with such capital projects, monies have to

be coordinated and pooled from various developments in order to contribute towards the relevant project. However, the current obligation would effectively require the contribution to be spent on drainage and seeding works only; with a significant risk of this only being in place for in a short period (two years or so) before probably being possibly replaced by artificial turf. Your officers agree that requiring the obligation as currently drafted could create abortive work and waste the contribution and adding the above requested flexibility would be beneficial in this instance.

- 2.4 It is acknowledged that delaying any improvement works could appreciably worsen the condition of the current pitches. However, RBC Education has advised that given that the special school will not reach full capacity until effectively the start of the Autumn term and pitch playability by football clubs lessened in the last two years, your planning officers consider that any damage to the pitches can be offset by the prospect of later re-provision or the above agreed fallback to provide the improvements to the grassed pitches and overall, this is acceptable to them.
- 2.5 Given the above special circumstances, your officers accept the risk that there may be a slight degradation in the quality of playing field provision, for the longer-term advantages that allowing an augmentation of artificial turf provision could potentially bring, as this considered to be a much better use of the contribution.
- 2.6 The present agreement was entered into by five signatories in total and the applicant/developer has advised that all parties are agreeable to the proposed variation.

Other issues

- 2.7 It is accepted that in widening the scope of the relevant clauses and potentially allowing the redevelopment with artificial turf with associated groundworks, drainage works, fencing etc., such a facility may well of itself require separate planning permission and the Council services above have been advised of the need for this.

3. Conclusion

- 3.1 The requested change to the legal agreement is considered to be acceptable given the special circumstances described above and therefore you are recommended to agree to it.

Case Officer: Richard Eatough

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COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20th JULY 2022

Ward: Whitley

App No: 220145/FUL

Address: Units 4 and 5 Brunel Retail Park

Proposal: Continued use of Units 4 and 5 within use class E(a)

Applicant: MCTGF Trustee 1 Limited and MCTGF Trustee 2 Limited as Joint Trustees

Extended Target Date: 25/07/22

RECOMMENDATION

GRANT permission subject to the following conditions and informatives

Conditions to include:

1. Standard Time Limit
2. Approved Plans
3. Units 4 and 5 shall only be used for the following parts of Class E of the Town and Country Planning (Use Classes) Order 2020 (as amended) and for no other purpose: E(a) Display or retail sale of goods, other than hot food.

REASON: As the impact of other uses within E use class have not been assessed and to enable the Local Planning Authority to control how these units are used to safeguard the vitality and viability of existing shopping centres in accordance with Policies RL2 and RL3 of the Reading Borough Local Plan 2019.

4. Units 4 and 5 when operating under E (a) use class according to Condition 3 above, shall only be used for the retail sale of goods of DIY; furniture; homewares and home furnishings; floor coverings; electrical and photographic goods; automotive parts and accessories; cycles; products for and including domestic pets; sports goods; leisure goods including toys and games; clothing and footwear; food and drink for consumption off the premises from an area no greater than 840 square metres net internal area when the units are amalgamated), household goods (from an area of no greater than 280 square metres of the net internal area when the units are amalgamated), health and beauty products (from an area of no greater than 280 square metres of the net internal area), food and drink for consumption on the premises; and items that are ancillary to the main range of goods sold.

REASON: as the site lies outside an existing shopping centre and to enable the Local Planning Authority to control the range of goods to be sold to safeguard the vitality and viability of existing shopping centres in accordance with Policies RL2 and RL3 of the Reading Borough Local Plan 2019.

5. The amalgamated unit 4 and 5 shall not be subdivided to form separate retail units, other than to the dimensions of the existing units 4 and 5 (pre-amalgamation).

REASON: as the site lies outside an existing shopping centre and to enable the local planning authority to control the size of the retail units to safeguard the vitality and

viability of existing shopping centres in accordance with Policy RL5 of the Reading Borough Local Plan (2019).

6. The areas, shown on the submitted drawings reserved for the parking of vehicles shall be kept available and used for such purposes at all times to the satisfaction of the Local Planning Authority. No development, whether or not permitted by the Town and Country Planning General Permitted Development Order 2015, as amended, shall be carried out on such areas or in such a position as to restrict vehicular access to these reserved parking areas.

REASON: To ensure the development would not result in vehicles being parked on the public highway to the detriment of visual amenity and public safety in accordance with Policies CC7 and TR3 of the Reading Borough Local Plan (2019).

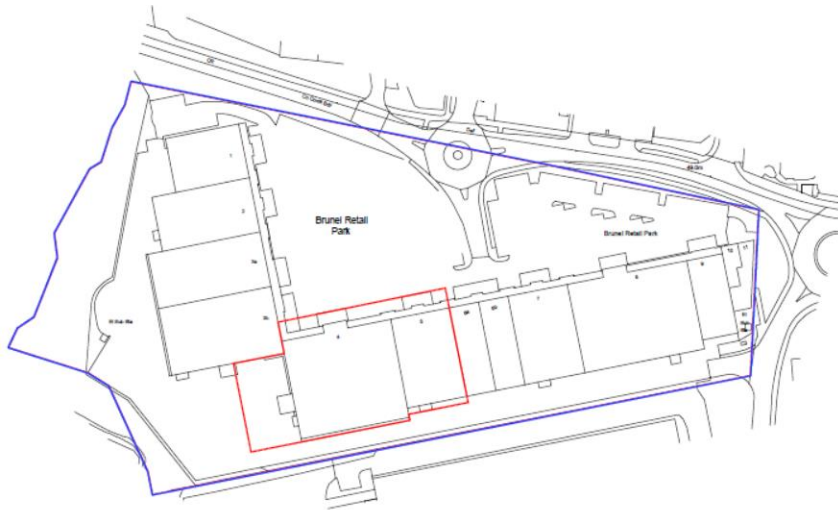
Informatives

1. Terms
2. Separate advertisement consent is required for any new signage
3. Positive and Proactive
4. Building Regulations approval

1. INTRODUCTION:

- 1.1 Brunel Retail Park is an established retail park of 3.5 hectares in an elevated area off Rose Kiln Lane, located approximately 3km south of Reading town centre, to the east of the A33. It currently has 11,328sqm of retail-led floorspace (plus 3,447sqm mezzanine floor space) and is currently comprised of 13 units. As noted in the planning history below, several applications were permitted in 2021 for a redevelopment of the retail park comprising of the demolition of existing buildings and the erection of two industrial units, along with and alterations to the western retail terrace. To date, these permissions have not been implemented. The site is accessed via Rose Kiln Lane, via a 4-arm roundabout junction with a total of 451 car parking spaces to the front, and within the service area to the rear, the latter accessed off Gillette Way to the south-east. Immediately to the north and south is a mix of industrial units, and to the east, the Morrison's superstore. To the south-west is the Kennet Island residential area.
- 1.2 The Retail Park was originally granted planning permission for A1 retail units in 1994 with conditions limiting the goods which could be sold, the number of units and the range of minimum sizes of units. Unit 4 has a floorspace of 1865 sqm and Unit 5 has a floorspace of 929 sqm.
- 1.3 The site is partially within: a Biodiversity Opportunity Area 50m buffer (Policy EN12); Flood Zone 2 (Policy EN18); an area of contaminated land (Policy EN16). It is also close to the Air Quality Management Area (Policy EN15), which is along the corridor of the A33. Rose Kiln Lane is a Classified Road (Policy TR3) and there is a Tree

Preservation Order (TPO) TPO 118/05 at the eastern end of the site along the Rose Kiln Lane frontage.



Site Location Plan



Photograph of units 4 and 5

2.0 PROPOSAL

2.1 The proposal involves the amalgamation of units 4 and 5 into one large unit and is proposed to be occupied by Home Bargains, a housewares retailer. Both Units 4 and

5 are presently vacant; unit 4 was formally occupied by 'Go Outdoors', a camping/outdoor retailer and unit 5 occupied by 'SCS', a furniture retailer.

- 2.2 Amalgamation of Units 4 and 5 is not restricted by planning condition and does not require planning permission given that no material change of use is occurring. Rather, the purpose of this application is to seek a widening of the existing goods restriction is required for Home Bargains to sell their full product range, and this applies to the amalgamated unit as a whole. Although the proposals seek to broaden the permitted range of goods to be sold, there will be an overall reduction in retail floorspace of 1,752 square metres through the removal of the existing mezzanine floor within Unit 4. Nevertheless, the combined unit is in excess of 1000sqm and is therefore being presented to the Planning Applications Committee as it is a Major application.
- 2.3 Whilst the majority of goods sold by Home Bargains can already be sold under the terms of the current goods restrictions outlined on previous permissions for the units, the sale of the full extent of Home Bargains product range is not currently permitted. This includes food and drink, household goods, toys and games, health and beauty products including medicines and baby products. As such, planning permission has been applied for.

3. PLANS/ DOCUMENTS CONSIDERED:

Application Form

CIL Form

19032_PL066 - Unit 4 Location Plan

19032_PL074 Rev E - Proposed Site Plan - Unit 4

Letter reference TR/CW/Q100647

Planning & Retail Assessment dated 27th January 2022 prepared by 'Quod'

Transport Statement prepared by 'tpp consulting' dated January 2022

Draft Travel Plan - Unit 4/5 prepared by 'tpp consulting' dated January 2022

Received 2nd February 2022

4. RELEVANT PLANNING HISTORY

- 4.1 There is extensive planning history at the wider Retail Park, which is summarised below:
- The Retail Park was constructed under planning permission reference **94/00443/FD**, dated 23rd December 1994 ('the baseline permission'), which approved the following development: "*Erection of non-food retail warehouse (A1) with ancillary service areas and car parking for 510 cars*". The baseline permission was subject to 20 conditions which included various controls over the number of units and the sales of goods.

- The baseline permission was later varied under planning permission reference **131106**, dated 18th October 2013. The application varied the wording of Condition 12 (Restriction on Sale of Goods) and Condition 14 (Restriction on Sale of Goods)
- Unit 4 is controlled by a separate goods restriction, following planning permission reference **170215/FUL** being granted on the 29th June 2017.
- Two further planning applications (refs. **201853/FUL** and **201842/FUL**) were approved on 15th July 2021 for the phased redevelopment of the Retail Park, along with the consolidation of a smaller retail park should only a single phase of the redevelopment be delivered. To date, neither permission has been implemented.

5. CONSULTATIONS:

5.1 Internal Consultees

Transport: No objection

Planning Policy: No objections it has been demonstrated that, on the balance of probability, the proposal will not have a detrimental adverse impact on designated centres, as long as it is limited to the restrictions in the proposed conditions.

5.2 External consultation:

5.3 All retail units within Brunel Retail Park have been formally notified of the application via letter on 16/02/22. A site notice was also displayed for the relevant time period.

5.4 No representations have been received.

LEGAL AND PLANNING POLICY CONTEXT

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

National Planning Policy Framework (2021)

- 6. Building a strong, competitive economy
- 7. Ensuring the vitality of town centres

Reading Borough Local Plan (2019)

- CC1: Presumption in Favour of Sustainable Development
- RL1: Network and Hierarchy of Centres
- RL2: Scale and Location of Retail, Leisure and Culture Development
- RL5: Impact of Main Town Centre Uses

CC6: Accessibility and the Intensity of Development
TR1: Achieving the Transport Strategy
TR3: Access, Traffic and Highway-Related Matters
EM1: Provision of Employment
EN12: Biodiversity and the Green Network
EN14: Trees, Hedges and Woodland
EN15: Air Quality
EN16: Pollution and Water Resources
EN18: Flooding and Drainage
SN2: Land North of Manor Farm Road Major Opportunity Area

Supplementary Planning Guidance/Documents

- Revised Parking Standards and Design (2011)

6. APPRAISAL

The main issues for consideration are:

- a) Principle of Development - extension of the range of goods provided
- b) Impact on the character of the surrounding area
- c) Impact on neighbouring amenity
- d) Transport matters

Appraisal

Principle of development - extension of the range of goods provided

6.1 Members should be aware that sale of goods can be restricted by way of a planning condition. In Reading, this is done to protect 'main town centre uses', including retail. These uses should be located in centres in the first instance. However, where development does take place elsewhere, it is important that it does not undermine the identified network of centres. A way to ensure that development elsewhere does not undermine the town centre is by restricting goods which can be sold outside of centres. In this case, Brunel Retail Park is an out of centre retail park, and therefore restrictions on what goods could be sold within the retail units is controlled by planning condition.

Sequential Test

6.2 Retail sequential tests are used to guide commercial developments to a suitable location, giving justification for the final chosen location. They are typically required when a 'main town centre use' is proposed in an 'out of centre' location. The NPPF specifies that retail and leisure development should be located in line with a sequential approach and that it should have no detrimental impact on the vitality and viability of existing centres. This is reiterated at local level by Policy RL5. As the site is classified as 'out-of-centre' for the purposes of retail and leisure assessments,

the applicant has undertaken a review of sequentially preferable locations for the proposed development.

- 6.3 Policy RL5 ('Impact of Main Town Centre Uses') states that proposals which include more than 1,000 square metres (gross) of additional floorspace for main town centre uses proposed in an edge-of-centre or out-of-centre location should demonstrate that there will be no significant adverse impact on existing centres in terms of impact on trade levels and prospect of investment on existing centres. Ensuring that district or local centres within areas of deprivation are not adversely affected is of particular local importance.
- 6.4 This application proposal seeks the reuse of existing vacant retail floorspace, rather than introducing increased or new retail floorspace in an edge-of-centre location. No new floor space will be provided.
- 6.5 The development being pursued is led by demand from a named retailer, Home Bargains, who has specific operator requirements. As a result, the requirements of the type of retailer to occupy the floorspace (in this case a large format discount variety retailer) is relevant in applying the sequential approach.
- 6.6 Home Bargains' core product range comprises a mix of bulky and non-bulky goods, as well as ancillary food and drink to be consumed off the premises. The applicant advises that the complete product range is required to attract customers to the store based on a very specific operating model.
- 6.7 This application proposes the provision of sale of homewares, toys and games, food and drink for consumption off the premises (from an area of no greater than 840 square metres), household goods (from an area of no greater than 280 square metres and health and beauty products (from an area of no greater than 280 square metres). The units can already sell the following items, as outlined on previous permissions: DIY; furniture; home furnishings; floor coverings; electrical and photographic goods; automotive parts and accessories; cycles; products for and including domestic pets; sports goods; leisure goods; clothing and footwear.
- 6.8 Supporting information has been provided to demonstrate that the application site is the sequentially preferable site meaning it is the most suitable in terms of the proposed retailers objectives and will not result in adverse impact on the vitality and viability of existing centres. The assessment has been undertaken based on the following parameters, as required by Home Bargains:
- A minimum gross internal area of 2,322 square metres on a single ground level. This demonstrates flexibility in the scale of development proposed (2,810 square metres) and represents HB's minimum floorspace requirement
 - The provision of sales area on a single level
 - The ability to sell all core goods ranges including food and drink
 - Located in a commercially viable location
 - Immediately adjacent, at grade customer car parking, with trolley bays; and

- Adequate servicing arrangements capable of receiving deliveries by large HGVs without customer conflict
- 6.9 The applicant's sequential test considers in excess of 40 alternative sites around the in the town centre and other district/ local centres. However, these were not sequentially preferable due to not being able to deliver the requirements of Home Bargains, as outlined above. Furthermore, given the site is already in retail use, with this application being an extension of goods to that which is already provided at the store, the site is considered sequentially preferable. The Planning Policy Manager has also confirmed that there are no sequentially preferable sites available, suitable or viable for the proposed use.
- 6.10 The conditions restricting sale of goods still apply to the other retail units in the retail park through the original and subsequent permissions and therefore the Local Planning Authority would continue to maintain control regarding what range of products can be sold to protect and not undermine the established centres. The goods condition applied to this permission will relate only to the at the new amalgamated unit and it will make it clear the widened goods range will not apply to unit 4 and 5 individually should the amalgamation not take place.
- 6.11 Given that the range of goods will be restricted by floor area (ie. food and drink for consumption off the premises from an area of no greater than 840 square metres; household goods from an area of no greater than 280 square metres; health and beauty products from an area of no greater than 280 square metres), the implications of this widening of goods can be monitored and controlled by the Local Planning Authority. Both of the above restrictions are to avoid detrimental competition amongst retailers within the retail park presently and in the future and to help maintain the vitality and viability of Brunel Retail Park, but also bring back two vacant units back into operation. The Planning Policy Manger has confirmed that on the balance of probability, the proposal will not have a detrimental adverse impact on designated centres, as long as it is limited to the restrictions in the proposed conditions. As such, the application fulfils the sequential approach and impact test.
- 6.12 A condition will also be attached preventing the amalgamated unit to be subdivided beyond the dimensions of the existing unit 4 and 5 given this is an out of centre retail park. This is to protect the vitality of existing centres in line with Policy RL5 of the Reading Borough Local Plan (2019).

Transport matters

- 6.13 Collectively, Unit 4 and 5 comprise a retail floorspace of 4,546 square metres. Although the proposals seek to broaden the permitted range of goods to be sold, there will be an overall reduction in retail floorspace of 1,752 square metres through the removal of the existing mezzanine within Unit 4. No changes are proposed to the access, parking or servicing arrangements.

- 6.14 The potential change in trips has been estimated by Transport Officers using trip rate information from the TRICS database. The potential change in number of trips associated with this application has been estimated using TRICS data with 2,579sqm of Non-food sales floorspace (including the removal of mezzanine within Unit 4 + 843sqm (proposed food sales) being replaced by 843sqm of Discount Food sales (approx. 30% of remaining floorspace). The assessment demonstrates that the proposals would not result in any increase in trips to / from the park when compared to the existing situation due to the reduction in floorspace proposed.
- 6.15 The proposal is therefore deemed acceptable from a transport perspective subject to an appropriately worded condition to control the sale of food and drink from an area no greater than 280 square metres. A condition will also be attached ensuring that the parking spaces within the retail complex are retained for vehicles at all times; this is consistent with other permissions at the site. The proposal is considered acceptable in relation to Policy TR3 of the Reading Borough Local Plan (2019).

Other Matters

Impact on character of the surrounding area

- 6.16 The proposal does not seek any external alterations to the building and is not considered to result in any harm to the visual amenities of the surrounding area in accordance with Policy CC7 of the Reading Borough Local Plan (2019).
- 6.17 Separate advertisement consent will be required for any proposed signage. An informative will be attached to cover this matter.

Impact on neighbouring amenity

- 6.18 The surrounding area comprises of other retail uses and therefore the continuation of the retail unit, with an extended range of goods provided, would not be considered to cause an adverse impact to the surrounding area and therefore complies with Policy CC8 of the Reading Borough Local Plan (2019).

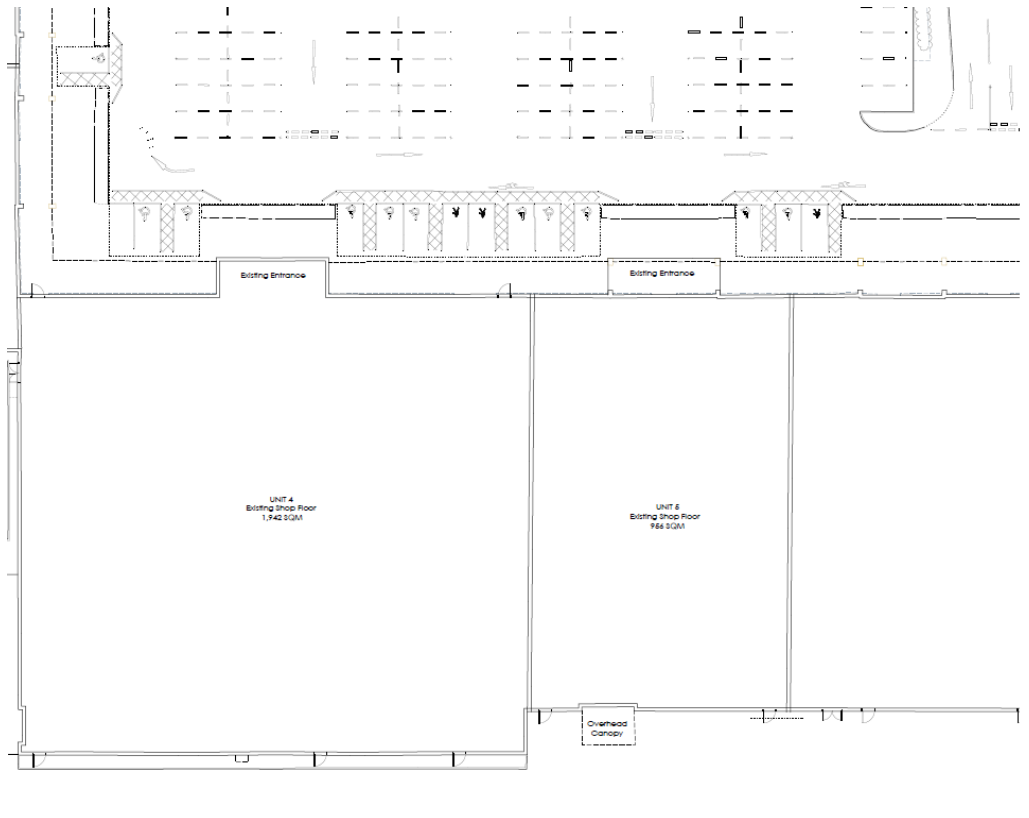
Equality Act 2010:

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

7. CONCLUSION

7.1 It is considered that the widening of the permitted goods that can be sold from units 4 and 5 is acceptable for the reasons set out in this report.

Case Officer: Connie Davis



Existing floor plan (Unit 4, left and Unit 5, right)

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 20th JULY 2022

Ward: Out of Borough

App No.: 220761 (South Oxfordshire Reference: P22/S1691/FUL)

Address: North Lake, Caversham Lakes, Henley Road

Proposal: Change of use of an established lake for recreation and sports purposes

Applicant: Cosmonaut Leisure Ltd

Date received: valid by SODC on 12th May 2022

Application target date: SODC target date: 11th August 2022

RECOMMENDATION:

That South Oxfordshire District Council (SODC) be informed that Reading Borough Council raises an **OBJECTION** to the proposal on the following transport grounds:

1. Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed. From the information submitted, it is considered that the additional traffic likely to be generated by the proposal would adversely affect the safety and flow of users of the existing road network within Reading, contrary to Policies TRANS4 and TRANS5 of the South Oxfordshire District Council Local Plan 2035

2. That SODC is sent a copy of this report for their information and use.

1. INTRODUCTION

- 1.1 The Council has been notified of an application within the adjacent authority area (within South Oxfordshire District) which directly adjoins the Borough boundary in the eastern extremity of Caversham. The site currently has an undeveloped appearance and was formerly a gravel extraction pit, which ceased operation approximately ten years ago. The application site is 39.44 hectares in total which includes a large lake with a field to the north and an island in the south-west. A private access road leads to this site and other recreational facilities in the area centred around water-based facilities, including the Redgrave Pinsent Rowing Lake, a water ski lake, the Thames and Kennet Marina and an Environment Agency building (a district navigation office).
- 1.2 The application has been called to the Planning Applications Committee by Councillor Jacopo Lanzoni due to concerns over impact on the transport network and impact on the environment (in terms of waste management and noise).



Location plan

2. PROPOSAL

- 2.1 The application is for the retrospective change of use of a redundant gravel extraction pit and lake to water sports and recreational use. The North Lake is being used for non-motorised sports such as kayaking, open-water swimming and paddle-boarding. Typical hours are stated as being 0600-2000. No buildings are proposed, although the planning statement mentions the need for storage containers for equipment stores, reception, changing rooms, coffee shop.



Proposed Block Plan

RELEVANT PLANNING HISTORY

3.1 P20/S3501/FUL - Application Refused by South Oxfordshire District Council (SODC) for the following reasons:

1. *The full extent of the ecological impacts arising from the land clearance and other works associated with the implementation of the unauthorised change of use have not been adequately assessed within the supporting ecological appraisal. The District Council also considers that the development of the site since the submission of the application is likely to have resulted in further unquantified impacts upon important habitats and the integrity of the Local Wildlife Site. The District Council considers that the proposed development is likely to result in a net loss for biodiversity and the harm identified by the Council would not be outweighed by public benefits. The proposal is contrary to Policies ENV2 and ENV3 of the South Oxfordshire Local Plan 2035 and the National Planning Policy Framework.*

2. *Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed. The proposal does not demonstrate that the traffic likely to be generated by the proposed use and its ancillary activities can be safely accommodated by the existing road network, without adverse impacts upon highway safety. The proposal is contrary to Policies TRANS4 and TRANS5 of the South Oxfordshire Local Plan 2035 and the National Planning Policy Framework.*

3. *The proposed development would increase the number of vehicular movements along the site access road, which does not contain adequate provision for pedestrians. As significant parts of the proposed improvement works are on land outside the applicant's control, and there is no guarantee that consent for these would be forthcoming, the proposal fails to demonstrate a safe and convenient access route, contrary to Policies TRANS4 and TRANS5 of the South Oxfordshire Local Plan 2035 and the National Planning Policy Framework.*

4. The application does not provide sufficient information on the surface water drainage arrangement for the areas of hardstanding implemented within the site in connection with the proposed use. The proposal in its current form fails to comply with Policy EP4 of the South Oxfordshire Local Plan 2035.

3.2 Reading Borough Council's Planning Applications Committee commented on this previous application, objecting on the following grounds:

1. Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed. From the information submitted, it is considered that the additional traffic likely to be generated by the proposal would adversely affect the safety and flow of users of the existing road network within Reading, contrary to Policies TRANS4 and TRANS5 of the South Oxfordshire Local Plan 2035;

2. The proposed development does not comply with the Local Planning Authority's standards in respect of pedestrian facilities and, as a result, is in conflict with South Oxfordshire Local Plan 2035 Policies TRANS2 and TRANS5

4. CONSULTATIONS

4.1 SODC is carrying out its own consultations. RBC's consultation responses are outlined below.

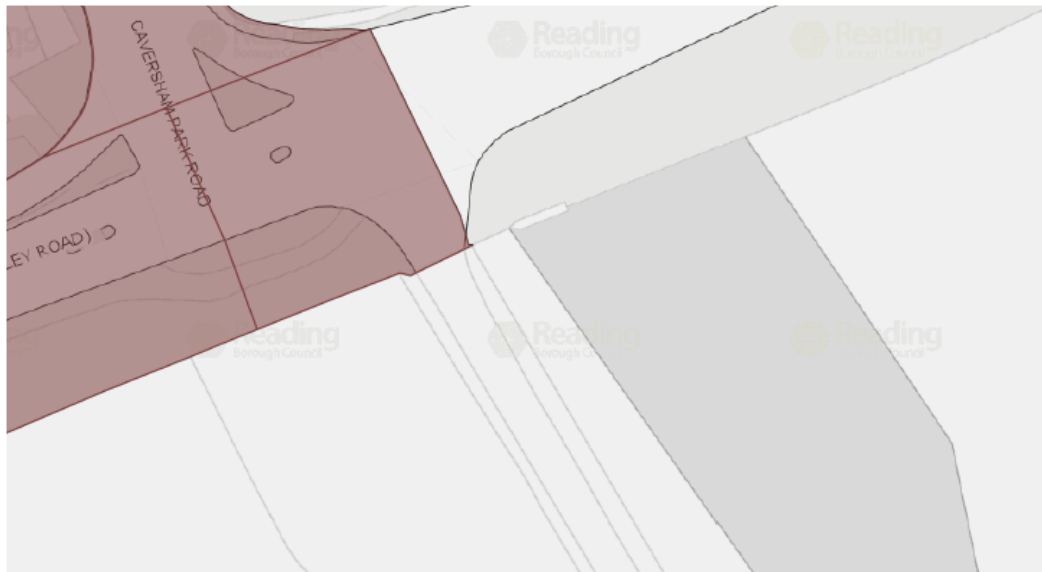
RBC Transport Development Control:

Pedestrian Access

The proposal includes a pedestrian route through the provision of an informal pedestrian route along the Access Road. The pedestrian route would run between the site and the northern end of the Access Road. Some of said route has already been completed with further works still to be undertaken.

To further support the pedestrian route, warning signs will be implemented along the access road to warn drivers of the potential for there to be pedestrians walking along the route.

In addition to the above, a pedestrian route has been included between the on-carriageway facility and the dedicated footway along Henley Road to ensure a complete connection. This provision consists of a 1.8m wide footway to be provided alongside tactile paving and dropped kerbs, this is accepted by the Highway Authority but would require the provision of a S278 Agreement given that the grass verge in question is adopted Highway within Reading Borough. Please see the extract below and the Highway Extent plan attached.



In addition to the facilities to support pedestrian movements, speed cushions are to be introduced along the Access Road, between Henley Road and the site. Speed cushions will be placed at 70m intervals, in accordance with the guidance contained within LTN 1/072. It is accepted that the presence of speed cushions will ensure that vehicle speeds are kept low, and therefore pedestrian and cycle safety will be improved, however, as illustrated on Drawing 2011-019 PL02A the speed cushions are located within the pedestrian route and therefore this would create difficulty for pedestrians especially those with buggies etc. Although the detail of this is located within the South Oxfordshire authority boundary, the design not promote the use of alternative modes and therefore the Reading Borough Highway Authority request that the proposed traffic calming is revised to accommodate the pedestrian movements.

It is noted that the proposal does not include the provision of lighting along the footway and this has previously been of concern given that events during winter months have been advertised on the Caversham Lakes website including weddings, parties and other events such as Oktoberfest Beer Festival, Halloween Fright Night, Fireworks Night and Christmas parties. Current events being advertised include swim by moonlight and summer solstice. All of these events could result in pedestrian movements in the dark leading to potential conflict, however this would need to be further assessed by South Oxfordshire as this section of the access road is within their authority boundary.

Highway Impact

Existing Flows

To ascertain existing vehicle movements along the Access Road, the applicant commissioned an Automatic Traffic Count (ATC) from 24 August to 30 August 2021. The ATC was positioned on the bridge located along the Access Road, and as such, all movements to and from the Water Park were recorded as well as those generated by the Thames and Kennet Marina, the Redgrave Pinsent Rowing Lake, Thames Traditional Boat Society and ISIS Water Ski & Wakeboard Club.

It is accepted that the traffic survey would have been undertaken during one of the busiest periods for the Water Park i.e. school holidays including a bank holiday and therefore is deemed to be a robust assessment of the flows along the access road. A summary of the flows recorded during the traffic survey is outlined within Table 4.1 and Table 4.2 below.

Table 4.1 outlines the average 5 day, 7 day and weekend flows for different time periods. along the Access Road.

Table 4.1 Average Flows between 24 August and 30 August 2021

Traffic Volumes	Access Road		
	5 Day Average	7 Day Average	Weekend Average
08:00 – 09:00	62	65	75
12:00 – 13:00	149	155	170
17:00 – 18:00	140	134	117
Daily	1,671	1,690	1,740

Source: K&M Traffic Surveys

The above table only provides the total amount of movements within the times specified and does not indicate the percentage of travel in a north or south direction. I have undertaken my own assessment of the raw data and can confirm that the split within the 5 day and 7 day week AM, PM and 12-13 peaks are relatively even. It is only the weekend assessment that generates a more distinctive split with the AM peak generating an average of 67% heading south and 33% north and in the PM peak the flows average at 39% heading south and 61% heading north, the 12-13 peak is still roughly a 50/50 split.

It should also be noted that the daily flows presented in the table above are the full daily flows so are between the times 00:00 and 00:00. The breakdown per day presented below only provides a reduced account of the daily flows. It should also be explained that although the heading below states that the daily flows are for between 07:00 and 19:00 they are in fact for the hours of 06:00 and 22:00. This is in fact a better assessment as this takes account of the full opening hours of the proposed use and as such is accepted.

Table 4.2 Daily Flows (07:00-19:00) between 24 August and 30 August 2021

Traffic Volumes	Access Road		
	Northbound	Southbound	Two-way
Tuesday 24 th Aug	860	881	1,741
Wednesday 25 th Aug	795	836	1,631
Thursday 26 th Aug	806	839	1,645
Friday 27 th Aug	756	808	1,564
Saturday 28 th Aug	813	836	1,649
Sunday 29 th Aug	862	866	1,728
Monday 30 th Aug	786	753	1,539

Source: K&M Traffic Surveys

The Reading Borough Highway Authority are therefore content that the surveys undertaken and are presented above represent a reflection of the number of movements along the lane during the time of operation.

To gain an understanding of the traffic flows along the wider highway network the applicant has undertaken a review of Department for Transport (DfT) vehicle count points. This review established that a DfT count point is located on the A4155 Henley Road immediately east of the Access Road. The Highway Authority is content that the 2019 traffic count data has been used as this removes any discrepancies as a result of COVID and having reviewed the DfT website, it is established that the data was undertaken by way of a manual count. The 2019 Annual Average Daily Flow (AADF) for all motor vehicles on this link is recorded as 17,661.

The applicant has provided the AM Peak Hour (08:00-09:00) and PM peak hour (17:00-18:00) flows and has stipulated these as being 1,413 vehicles and 1,590 vehicles respectively, however my assessment of the data calculates these flows as 1,317 in the AM Peak and 1,374 in the PM Peak.

Proposed Flows

In order to understand the number of trips generated by the Water Park the applicant has undertaken a review of the booking data for the period during which the traffic survey was undertaken (24 August to 30 August 2021).

It is accepted that the booking numbers during this period represent a worst-case scenario as these account for the bookings during the summer holidays, when the Water Park is likely to be at its busiest.

It is however stated that the Water Park consists of three components those being as follows:

- Aqua Park - Opening Times: 10:00-18:00. Sessions run for 50 minutes.
- Open Water Swimming - Opening Times: Vary by day and season. Sessions run for 60 minutes.
- Stand Up Paddle Boarding - Opening Times: Vary by day and season. Sessions run for 60 minutes.

It is however evident from the Caversham Lakes Website that this is not the case and other activities are available that have not been taken into account. These include family beach, private beach, party packages, yoga and fitness as well as general event booking space. All of the listed activities / events will result in a further provision of vehicle movements that have not been accounted for. It has also been stressed that comments on the previous planning application stated that should any of the events not take place during the surveys then further assessments will be required to establish what impact these events will have on the trip generation to the site, this current application provides no such assessment.

As such the Highway Authority cannot accept the assessment that has been undertaken by the applicant.

It should be stressed that during the course of the discussions in relation to the previous planning application it was agreed that a survey during the week in August would be accepted and that this could be assessed with a week in September once the Lakes had closed, to provide a comparison between the two, alternatively this could have been undertaken by undertaking surveys of the actual car park for the proposed use. Unfortunately, neither of these methods have been undertaken but they would have been a more accurate way in which to assess the number of vehicle movements that are generated by the development.

In addition to the above, the applicant has assessed the booking data against the traffic survey data to apportion a percentage of trips that would be generated by the proposal. Although RBC Highways would be content to accept this approach to calculate a daily percentage, this cannot be accepted to calculate the peak hour flows. The specific profile of vehicle movements for each use will differ and therefore it is highly likely that the peak hours will be completely different percentages than the daily assessment.

Likely Impact

Given that the Highway Authority has concerns regarding the assessment of the proposed flows, the outcomes specified by the applicant cannot be agreed.

Accident History

In order to gain an understanding of any potential accident or safety issues at the Access Road / Henley Road / Caversham Park Road junction the applicant has undertaken a review of Personal Injury Accident (PIA) data of the local area.

PIA data is collected by the police about road traffic incidents where someone is injured, the PIA data records the location of the crash, the severity of the accident (ranked either: Slight, Serious or Fatal), the cause of the crash, the vehicles or persons involved and the conditions.

The PIA data obtained from Thames Valley Police by the applicant is for the most recent five years (60 months) up to October 2021 for the vicinity of the site. This is accepted by the Highway Authority.

The PIA data outlined that for the area around the Access Road / Henley Road / Caversham Park Road junction a total of four accidents were recorded. The location of these accidents is outlined by the yellow dots in Figure 3.1 below, which has been taken from the Transport Technical Note.

Figure 3.1 PIA Locations



Source: Thames Valley Police

As outlined in Figure 3.1, two of the accidents occurred at the Access Road / Henley Road priority junction, with the other two accidents occurring to the west of the Caversham Park Road / Henley Road signal junction. All of the accidents were classed as slight, with only minor injuries being recorded.

Although the two accidents that occurred at the Access Road / Henley Road priority junction occurred in 2018 and 2019 respectively both accidents involved vehicles that were turning right into the Access Road.

The first accident occurred in March 2018 and involved a collision between two vehicles, one of which was turning right into the Access Road and on one of which was travelling southwest bound on Henley Road. The cause of this accident was related to the right turning vehicle failing to look properly.

The second accident occurred in October 2019 and involved a collision between three vehicles, one of which was turning right into the Access Road and two of which were travelling southwest bound on Henley Road. The cause of this accident was attributed to both speeding and careless / reckless driving from one of the vehicles travelling southwest bound on Henley Road.

It is noted that there were no recorded incidents relating to vehicles turning from the Access Road on to Henley Road.

The applicant has also undertaken a further review of the accident data for the Access Road / Henley Road / Caversham Park Road junction via open-source PIA data, from Crashmap, this assessment has been undertaken to account for the most

recently available 10 year period. The Crashmap data shows that during the last 10 years has only been one additional slight accident within the vicinity of the Access Road / Henley Road / Caversham Park Road junction and this also involved a vehicle turning right into the Access Road.

It is acknowledged that the accident record does not specifically identify an issue at the junction currently, but the proposed use will increase traffic turning right at the junction which could give rise to accidents at the junction. The application must therefore be thoroughly assessed before the Highway Authority can confirm or not whether the proposal would be safe.

Given the above, the Highway Authority would object to the proposal on the following grounds:

Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed. From the information submitted, it is considered that the additional traffic likely to be generated by the proposal would adversely affect the safety and flow of users of the existing road network within Reading, contrary to Policies TRANS4 and TRANS5 of the South Oxfordshire District Council Local Plan

RBC Natural Environment Team - No objection and it is assumed that South Oxfordshire officers will fully consider whether securing landscaping is a reasonable requirement for this application.

RBC Ecology Consultant - The Ecologist advised that any ecological impacts are likely to be mainly within South Oxfordshire. Therefore, it was advised that the South Oxfordshire District Council's ecologist should provide comments on this application.

RBC Leisure- No objections

Caversham and District Residents Association (CADRA) - A response has been received from the Caversham and District Residents Association (CADRA), who advise that documents submitted do not match the activities offered and advertised. Concerns were also raised over traffic safety and access to the site.

- 4.2 One member of the public also commented on this adjacent authority consultation in support. They stated: *"It's a great resource for my family to do something healthy and fun, close to home. A huge shame if this was lost."*

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) - among them the 'presumption in favour of sustainable development'.

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

National Planning Guidance

National Planning Policy Framework

Local Plan

South Oxfordshire Local Plan 2035 (adopted December 2020)

Policies:

TRANS2 Promoting Sustainable Transport and Accessibility

TRANS4 Transport Assessments, Transport Statements and Travel Plans

TRANS5 Consideration of Development Proposals

ENV3 Biodiversity

CF4 Existing Open Space, Sport and Recreation Facilities

6. APPRAISAL

- 6.1 The main issues of potential significance to Reading Borough Council are in terms of traffic generation/highway safety and impact on the local visual environment.

(i) Traffic generation/highway safety

- 6.2 As set out above, given that the vast majority of the data submitted to establish the trip rate analysis from the applicant is not based on all activities that take place at the site. Activities such as family beach, private beach, party packages, yoga and fitness as well as general event booking space have not been taken into account within the submitted Transport assessments and will result in a further provision of vehicle movements that are currently unknown. As such, RBC as the immediately adjacent Highway Authority have significant concerns regarding the assessment of the proposal and as such it cannot be supported at this time.

- 6.2 As a consequence of the above, it is recommended that RBC should raise an objection on the basis of the relevant traffic generation and sustainable transport policies of South Oxfordshire's local plan.

(ii) Impact on the local visual environment

- 6.4 Apart from the highway aspects above, direct impacts on Reading Borough are likely to be very minor. It is not clear that there would be any detrimental impact on the landscape character of the area as observed from Reading Borough given the number of other trees in the vicinity. Officers assume that the container buildings would be permanent, but from their siting and landscaping in this low-level area, clear views from the Borough are considered to be unlikely. SODC will take into account on-site tree/landscaping issues and impact on the open countryside in an assessment against their own policies.

Other matters

- 6.5 There is understood to be no motorsport noise associated with the use, except for a motorboat used for staff/rescue use on the lake and again, this is something SODC would seek to control, were they to issue a planning permission.
- 6.6 Concerns was raised by Councillors over concern over waste management and noise pollution for both Reading residents and impact on the Local Wildlife Site. These matters would be considered in more depth by SODC with appropriate mitigation measures sought if appropriate.

7. CONCLUSION

- 7.1 For reasons of traffic generation which may affect Reading Borough, the recommendation of officers is to advise SODC of the objection as set out above.

Case Officer: Connie Davis