

To: Councillor Lovelock (Chair)
Councillors Yeo, Cresswell, Davies,
Emberson, Ennis, Gavin, Goss, Hornsby-
Smith, Leng, Moore, Robinson, Rowland
and Williams

Direct ☎ : 0118 9372112

24 October 2023

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

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 1 NOVEMBER 2023

A meeting of the Planning Applications Committee will be held on Wednesday, 1 November 2023 at 6.30 pm in the Council Chamber, Civic Offices, Bridge Street, Reading RG1 2LU. The Agenda for the meeting is set out below.

AGENDA	ACTION	WARDS AFFECTED	PAGE NO
1. MINUTES	-		9 - 14
2. DECLARATIONS OF INTEREST	-		
3. QUESTIONS	-		
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	Decision	BOROUGHWIDE	15 - 18
5. PLANNING APPEALS	Information	BOROUGHWIDE	19 - 22
6. APPLICATIONS FOR PRIOR APPROVAL	Information	BOROUGHWIDE	23 - 28
7. SECOND QUARTER PERFORMANCE REPORT - PLANNING & BUILDING CONTROL	Information	BOROUGHWIDE	29 - 32
8. QUARTERLY PERFORMANCE REPORT - PLANNING ENFORCEMENT	Information	BOROUGHWIDE	33 - 60

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PLANNING APPLICATIONS TO BE CONSIDERED

- | | | | | |
|-----|--|---|----------|-----------|
| 9. | 201104/FUL - 10 EATON PLACE | Decision | ABBEY | 61 - 144 |
| | Proposal | Demolition of the existing building and redevelopment of the site to provide a residential building of up to 5 storeys (Use Class C3) and associated public realm improvements | | |
| | Recommendation | Permitted subject to Legal Agreement | | |
| 10. | 211626/FUL - LAND TO THE REAR OF 303-315 OXFORD ROAD | Decision | BATTLE | 145 - 166 |
| | Proposal | Demolition of existing garage block and car repair garage and erection of flatted development comprising 13 apartments and E(g) office building together with parking, access and associated works | | |
| | Recommendation | Permitted subject to Legal Agreement | | |
| 11. | 221345/FUL - CURZON CLUB, 362 OXFORD ROAD | Decision | BATTLE | 167 - 184 |
| | Proposal | Outline Application for the demolition of existing buildings and erection of a building of up to five storeys containing 30 flats, ground floor retail space and associated parking, with landscaping reserved. | | |
| | Recommendation | Application Permitted. | | |
| 12. | 230398/REG3 - 99 HARTLAND ROAD | Decision | CHURCH | 185 - 200 |
| | Proposal | Single storey extension to a three bedroom residential property. | | |
| | Recommendation | Application permitted. | | |
| 13. | 230279/REG3 - THE WILLOWS, 2 HEXHAM ROAD | Decision | REDLANDS | 201 - 216 |
| | Proposal | Full planning application for the erection of a building containing a day centre providing social care services (Use Class E(f)) and 42 residential units including specialist housing (Use Class C3) with landscaping, car parking and access. | | |
| | Recommendation | Permitted subject to Legal Agreement. | | |

14. 231130/FUL - KINGS MEADOW, Decision THAMES 217 - 228
NAPIER ROAD

Proposal Temporary change of use for up to 45 days in the calendar year, to change from class D2 to Christmas Party Events and Sporting Activities at Kings Meadow, with the site being restored to its former condition on or before 14:00hrs on 31/12/2023

Recommendation Application Permitted

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GUIDE TO PLANNING APPLICATIONS Agenda Annex

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

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

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

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

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

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

Glossary of usual terms

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

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

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

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

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

Brownfield Land - previously developed land.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Scheduled Ancient Monument - Specified nationally important archaeological sites.

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

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

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

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

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

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

Guide to changes to the Use Classes Order in England.

Changes of use within the same class are not development.

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

Present: Councillor Yeo (Vice-Chair, in the Chair);

Councillors Yeo (Vice-Chair, in the Chair), Cresswell, Davies, Ennis, Gavin, Goss, Hornsby-Smith, Leng, Moore, Robinson, Rowland and Williams

Apologies: Councillors Lovelock and Emberson

RESOLVED ITEMS

36. MINUTES

The Minutes of the meeting held on 6 September 2023 were agreed as a correct record and signed by the Chair.

37. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS

The Committee considered a report setting out 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. The report also listed previously agreed site visits which were yet to take place.

Resolved -

That the following application be the subject of an accompanied site visit:

230822/OUT – Forbury Retail Park, Forbury Road

Outline application with all matters reserved with the exception of access, for site redevelopment involving the demolition of all existing structures & a residential-led mixed use proposal for up to 820 residential units (Class C3) & up to 5,500 sqm (GEA) of commercial uses (Class E), together with various associated works including replacement pedestrian and vehicle access routes, open spaces, hard & soft landscaping & sewer works, basement excavation up to 200 basement level car parking spaces, up to 53 separate car parking spaces for Class E uses, up to 860 cycle parking spaces & servicing facilities. This application is accompanied by an Environmental Statement.

38. PLANNING APPEALS

The Committee received a report on notifications received from the Planning Inspectorate on planning appeals registered with them or decisions made and providing summary reports on appeal decisions of interest to the Committee.

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 OCTOBER 2023

Appendix 1 to the report set out details of two new appeals lodged since the last Committee. Appendix 2 to the report set out details of four appeals decided since the last Committee.

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

200036/CLE – 551b OXFORD ROAD

Use of building to rear of 551 Oxford Road as self-contained dwelling.

Written representations.

Appeal allowed.

Resolved –

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

39. APPLICATIONS FOR PRIOR APPROVAL

The Committee received a report on the types of development that could be submitted for Prior Approval and providing a summary of 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. Table 1 set out two prior approval applications received, and Table 2 set out two applications for prior approval decided, between 23 August and 25 September 2023.

Resolved – That the report be noted.

40. STREET NAME ASSIGNMENT AT FORMER READING GOLF CLUB, KIDMORE END ROAD, EMMER GREEN

The Committee considered a report setting out nine proposed street names for the development of the former Reading Golf Club located at Emmer Green, off Kidmore End Road. A plan of the site detailing the road layout was attached to the report at Appendix 1 and the Approved Street Names list was attached to the report at Appendix 2.

Three of the proposed names were agreed at the meeting. The remaining names proposed in the report and those set out on the Approved Street Names list were not considered by the Committee to have sufficient connection to the local area and heritage of the site. It was therefore agreed that nominations be sought for new names, which would then be subject to a process of checking and consultation as set out in the Street Naming Protocol.

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 OCTOBER 2023

Following the consultation the proposed names would be submitted to a future meeting of the Committee for approval.

Resolved –

- (1) That the street names ‘The Fairway’, ‘Fox Crescent’ and ‘Barnes Road’ be approved;
- (2) That members of the Committee submit nominations for the remaining six street names required for the development to the Street Naming service and that these be checked by officers for validity;
- (3) That the Assistant Director of Planning, Transport and Public Protection Services, in consultation with the Chair and Vice-Chair of the Committee, the Lead Councillors for Planning & Assets and for Climate Strategy & Transport and Ward Councillors, be authorised to select street names for consultation from the valid nominations;
- (4) That following the consultation the proposed names be submitted for approval to a future meeting of the Committee.

41. 201104/FUL - 10 EATON PLACE

Demolition of the existing building and redevelopment of the site to provide a residential building of up to 5 storeys (Use Class C3) and associated public realm improvements (amended description)

The Committee considered a report on the above application. An update report was tabled at the meeting which set out details of amended plans that had been submitted by the applicant. The amended plans included the removal of a metal grid structure to the north elevation of the building which had been proposed to provide a frame for climbing plants as a design feature, due to concerns raised regarding access, maintenance and management challenges of such a feature given that it would be located on the north-facing elevation of a shared boundary.

Resolved –

That consideration of application 201104/FUL be deferred for an accompanied site visit to appraise the context of the site and for further information on:

- An application (230559) at the adjacent site of The Butler PH (currently invalid);
- The visual setting that the proposed development would provide for the front view of the adjacent Listed Building (The Butler PH).

42. 230908/FUL - 104-105 FRIAR STREET

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 OCTOBER 2023

Change of use of 104-105 Friar Street from a vacant Class E unit to an Adult Gaming Centre (AGC) (Sui Generis)

Further to Minute 32 of the meeting held on 6 September 2023, the Committee considered a report on the above application which had been deferred at the previous meeting. Attached to the report at Appendix 1 was the report on the application submitted to the meeting of the Committee on 6 September 2023 and attached at Appendix 2 was a recent planning appeal decision regarding 'over-concentration' of uses and the impact of other uses within a locality. An update report was tabled at the meeting which set out a Planning Statement Addendum submitted by the applicant giving their response to the reasons for deferral of the application from the previous meeting of the Committee.

Comments and objections were received and considered.

Resolved –

That planning permission be granted for application 230908/FUL, subject to the conditions and informatives as recommended in the original report.

43. 231046/REG3 - THE RIDGEWAY SCHOOL, HILLBROW

Retrospective retention of existing demountable 2 storey modular classrooms and temporary permission to further retain the modular unit for 5 years and minor associated works (amended description).

The Committee considered a report on the above application.

Comments were received and considered.

Resolved –

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development 231046/REG3 be authorised, subject to the conditions and informatives as recommended in the report.

44. 231037/REG3 - 24 LESFORD ROAD

Change of use of private amenity land for the purpose of providing parking for a further temporary period (beyond separate approval 211928 granted on 04/02/2022) of 18 months.

The Committee considered a report on the above application.

Comments were received and considered.

Resolved –

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 OCTOBER 2023

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development 231037/REG3 be authorised, subject to the conditions and informatives as recommended in the report.

45. 230814/FUL - 9 UPPER CROWN STREET

Demolition of existing buildings and structures, associated re-use of frame with basement level used for car parking and servicing, erection of 3 no. residential blocks containing 46 no. dwellings above, associated parking (including replacement), access works and landscaping, relocation of substations and associated works to rear of Indigo apartments to facilitate pedestrian access.

The Committee considered a report on the above application. Attached to the report at Appendices 1 and 2 were a Planning Inspector's appeal decision and an officer report on a previous application for the site which had been refused planning permission. An update report was tabled at the meeting which summarised a consultation response from the Natural Environment Team and set out additional plans and elevations submitted.

Comments and objections were received and considered.

Resolved –

- (1) That the Deputy Director of Planning, Transport and Public Protection Services be authorised to grant full planning permission for application 230814/FUL, subject to completion of a S106 legal agreement by 13 October 2023 (unless a later date be agreed by the Deputy Director of Planning, Transport and Public Protection Services) to secure the Heads of Terms set out in the original report;
- (2) That, in the event of the requirements set out not being met, the Deputy 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.

46. 231094/FUL - HILLS MEADOW CAR PARK, GEORGE STREET, CAVERSHAM

Temporary erection of ice rink, marquee structure and ancillary side stalls in connection with Christmas festival, for a period of time not to be before 15 October 2023 and not to extend beyond 21 January 2024.

The Committee considered a report on the above application. An update report was tabled at the meeting which explained that, following discussions with the applicant and the Environmental Protection Team regarding sound levels from the event, an additional compliance condition was recommended in relation to sound levels from any music and other activities associated with the use.

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 OCTOBER 2023

Comments and objections were received and considered.

Objector Richard Standing and the applicant Billy Williams attended the meeting and addressed the Committee on this application.

Resolved –

That planning permission for application 231094/FUL be granted, subject to the conditions and informatives as recommended in the original report, with the additional condition as recommended in the update report.

47. 231143/REG3 - 19 BENNET ROAD

Proposed front extension and raising of roof line of 3 current commercial garages to align with existing adjacent workshop. Works include changes to fenestration, replacement commercial cladding and a single storey side extension.

The Committee considered a report on the above application.

Comments were received and considered.

Resolved –

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development 231143/REG3 be authorised, subject to the conditions and informatives as recommended in the report.

(The meeting started at 6.30 pm and closed at 7.49 pm)

Planning Applications Committee

01 November 2023



Reading
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Title	POTENTIAL SITE VISITS FOR COMMITTEE ITEMS
Purpose of the report	To make a decision
Report status	Public report
Report author	Julie Williams, Development Manager (Planning & Building Control)
Lead Councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Corporate priority	Not applicable, but still requires a decision
Recommendations	<p>The Committee is asked to:</p> <ol style="list-style-type: none"> 1. note this report and confirm if the site(s) indicated on the appended list are to be visited by Councillors. 2. confirm if there are other sites Councillors wish to visit before reaching a decision on an application. 3. confirm if the site(s) agreed to be visited will be arranged and accompanied by officers or unaccompanied with a briefing note provided by the case officer.

1. Executive Summary

- 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 with a note added to say if recommended for a site visit or not.

2. The Proposal

- 2.1. A site visit helps if a proposed development and context is difficult to visualise from the plans and supporting material or to better understand concerns or questions raised by a proposal.
- 2.2. Appendix 1 of this report provides a list of applications received that may be presented to Committee for a decision in due course. Officers will try to indicate in advance if visiting a site to inform your decision making is recommended. Also, Councillors can request that a site is visited by Committee in advance of consideration of the proposal.
- 2.3. However, on occasion, it is only during consideration of a report on a planning application that it becomes apparent that Councillors would benefit from visiting a site to assist in reaching the correct decision. In these instances, Officers or Councillors may request a deferral to allow a visit to be carried out.
- 2.4. Accompanied site visits are appropriate when access to private land is necessary 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.
- 2.5. 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.

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

2.7. 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.

3. Contribution to Strategic Aims

4.1 The processing of planning applications contributes to creating a healthy environment with thriving communities and helping the economy within the Borough, identified as the themes of the Council's Corporate Plan.

4. Environmental and Climate Implications

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

4.2. 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.

5. Community Engagement

5.1. Statutory neighbour consultation takes place on planning applications.

6. Equality Implications

6.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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.

6.2. It is considered that an Equality Impact Assessment (EIA) is not relevant to the decision on whether sites need to be visited by Planning Application Committee. The decision will not have a differential impact on people with the protected characteristics of; age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (gender) or sexual orientation.

7. Legal Implications

7.1. None arising from this report.

8. Financial Implications

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

9. Timetable for Implementation

9.1. Site visits are normally scheduled for the Thursday prior to committee. Planning Administration team sends out notification emails when a site visit is arranged.

10. Background Papers

10.1. There are none.

Appendices

1. Potential Site Visit List:

Ward: Abbey

Application reference: 231495

Application type: REG3

Site address: Civic Offices, Bridge Street, Reading, RG1 2LU

Proposal: Proposals to extend the Reading Borough Council Offices on Bridge Street to enable the accommodation of the relocated Reading Central Library function, currently on Kings Road, Reading, and provide an enhanced Customer Services reception. Site is currently use class E, proposal to co-locate with library - use class F1.

Reason for Committee item: Council Application

2. Previously Agreed Site Visits with date requested:

- 230613 - Amethyst Lane – accompanied agreed by PAC 21.06.23
- 230612 - Dwyer Road – accompanied agreed by PAC 21.06.23
- 230745 - "Great Brighams Mead", Vastern Road – accompanied agreed by PAC 06.09.23
- 231041 - Portman Road – unaccompanied agreed by PAC 06.09.23

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Planning Applications Committee

01 November 2023



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Title	PLANNING APPEALS
Purpose of the report	To note the report for information
Report status	Public report
Report author	Julie Williams, Development Manager (Planning & Building Control)
Lead Councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Corporate priority	Inclusive Economy
Recommendations	The Committee is asked: 1. To note the report.

1. Executive Summary

- 1.1. To advise Committee on notifications received from the Planning Inspectorate on planning appeals registered with them or decision made and to provide summary reports on appeal decisions of interest the Planning Applications Committee.

2. Information provided

- 2.1. Please see Appendix 1 of this report for new appeals lodged since the last committee.
- 2.2. Please see Appendix 2 of this report for appeals decided since the last committee.
- 2.3. Please see Appendix 3 of this report for new Planning Officers reports on those appeal decisions of interest to this committee.

3. Contribution to Strategic Aims

- 3.1. Defending planning appeals made against planning decisions 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.

4. Environmental and Climate Implications

- 4.1. The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).
- 4.2. 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

5. Community Engagement

- 5.1. 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.

6. Equality Implications

6.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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.

6.2. It is considered that an Equality Impact Assessment (EIA) is not relevant to the decision on whether sites need to be visited by Planning Application Committee. The decision will not have a differential impact on people with the protected characteristics of; age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (gender) or sexual orientation.

7. Legal Implications

7.1. 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.

8. Financial Implications

8.1. 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”.

9. Timetable for Implementation

9.1. Not applicable.

10. Background Papers

10.1. There are none.

APPENDIX 1

Appeals Lodged:

WARD: KATESGROVE
APPEAL NO: APP/E0345/Z/23/3326490
CASE NO: 230533
ADDRESS: "Highway Verge", Junction of the A33 and Rose Kiln Lane, Reading
PROPOSAL: Single leg freestanding advertising structure featuring two internally illuminated sequential display screens
CASE OFFICER: Gary Miles
METHOD: Written Representation
APPEAL TYPE: REFUSAL OF PLANNING PERMISSION
APPEAL LODGED: 5.10.2023

WARD: REDLANDS
APPEAL NO: APP/E0345/Y/23/3323751
CASE NO: 220124
ADDRESS: 9 Eldon Square, Reading
PROPOSAL: 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.
CASE OFFICER: Ethne Humphreys
METHOD: Written Representation
APPEAL TYPE: REFUSAL OF LISTED BUILDING CONSENT
APPEAL LODGED: 4.10.2023

WARD: REDLANDS
APPEAL NO: APP/E0345/Y/23/3323751
CASE NO: 220123
ADDRESS: 9 Eldon Square, Reading
PROPOSAL: 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.
CASE OFFICER: Nicola Taplin
METHOD: Written Representation
APPEAL TYPE: REFUSAL OF PLANNING PERMISSION
APPEAL LODGED: 17.10.2023

WARD: KATESGROVE
APPEAL NO: APP/E0345/W/23/3315618
CASE NO: 220258
ADDRESS: 220 Elgar Road South
PROPOSAL: Residential redevelopment comprising demolition of existing single storey building and erection of 16 dwellings together with associated works (re-submission of application 210526)
CASE OFFICER: Jonathan Markwell
METHOD: Written Representation
APPEAL TYPE: REFUSAL OF PLANNING PERMISSION
APPEAL LODGED: 13.09.2023

APPENDIX 2

Appeals Decided:

None

APPENDIX 3

Planning Officers reports on appeal decisions.

None

Planning Applications Committee



Reading
Borough Council
Working better with you

01 November 2023

Title	APPLICATIONS FOR PRIOR APPROVAL
Purpose of the report	To note the report for information
Report status	Public report
Report author	Julie Williams, Development Manager (Planning & Building Control)
Lead Councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Corporate priority	Inclusive Economy
Recommendations	The Committee is asked: 1. To note the report.

1. Executive Summary

- 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. Prior Approval

- 2.1. 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.
- 2.2. 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
- 2.3. 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.
- 2.4. 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 contributing towards affordable housing, and the application fees for these “light touch” applications are significantly less than the equivalent planning application fee.
- 2.5. 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 provide 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 a rolling estimate be provided for the possible loss in planning fee income.

3. 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. Estimates of the equivalent planning application fees are provided.
- 4.3 The planning considerations to be taken into account when deciding each of these types of application are specified in more detail in the GDPO. In some cases the LPA first needs 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 appeals on prior-approval decisions will be included elsewhere in the agenda.

4. Contribution to strategic aims

- 4.1. 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 contribute to the strategic aims of the Council.
- 4.2. However, the permitted development prior approval process allows the LPA to consider a limited range of matters in determination of the application. These are: transport and highways impacts of the development, contamination risks on the site, flooding risks on the site, impacts of noise from commercial premises on the intended occupiers of the development and the provision of adequate natural light in all habitable rooms of the dwellinghouses. Officers will refuse to grant approval or will seek conditions in those cases where a proposal fails to satisfy on these matters thereby contributing to the themes of the Corporate Plan.

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 encourages developers to build and use properties responsibly by making efficient use of land and using sustainable materials and building methods. The Prior Approval process facilitates the re-use of existing buildings and in most cases the refurbishment will be required to comply with current building regulations which seek improved thermal performance of buildings.

6. Community Engagement

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

7. Equality Implications

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

8. Legal Implications

- 8.1. None arising from this Report.

9. Financial Implications

- 9.1. 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 £1,884,185.

(Class E (formally office) Prior Approvals - £1,700,794

Householder Prior Approvals - £90,792:

Retail Prior Approvals - £16,840:

Demolition Prior Approval - £6,161:

Storage Prior Approvals - £5716:

Shop to Restaurant/Leisure Prior Approval - £6331;

Light Industrial to Residential - £20,022:

Dwellings on detached block of flats - £2048:

Additional storey on dwellings - £206:

New dwellinghouses on terrace/detached buildings - £17,483.

Demolition of buildings and construction of new dwelling - £128;

Prior approval to mixed use including flats - £2484.

Figures since last report:

Class E (formerly office) Prior Approvals - £700

- 9.2. However, it should be noted that the prior approval application assessment process is simpler than 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. Finally, it should not be assumed that if the prior approval process did not exist that planning applications for the proposed developments would come forward instead.

10. Timetable for Implementation

- 10.1. Not applicable.

11. Background Papers

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

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

Appendices

Table 1 - Applications received since 26th September 2023 to 19th October 2023

Type:	How many received since last report:	Loss in possible fee income:
Householder Prior Approvals	1	£110
Class E Prior Approvals	2	£2072
Demolition Prior Approval	0	0
Solar Equipment Prior Approval	0	n/a
Prior Notification	0	n/a
Telecommunications Prior Approval	1	n/a
Dwellings on detached block of flats	0	0
Householder Additional Storey	0	0
New dwellinghouses on terrace/detached buildings	0	0
Demolition of buildings and construction of new dwelling	0	0
Prior approval to mixed use including flats	0	0
TOTAL	2	£2182

Table 2 - Applications decided since 26th September 2023 to 19th October 2023

Type:	Approved	Refused	Not Required	Withdrawn	Non Determination
Householder Prior Approvals	0	0	1	0	0
Class E Prior Approvals	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
Telecommunications Prior Approval	0	2	0	0	0
Dwellings on detached block of flats	0	0	0	0	0
Householder Additional Storey	0	0	0	0	0
New dwellings on terrace buildings or New dwellings on detached buildings	0	0	0	0	0
Demolition of buildings and construction of new dwelling	0	0	0	0	0
Prior approval to mixed use including flats	0	0	0	0	0
TOTAL	0	2	1	0	0

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Planning Applications Committee

01 November 2023



Reading

Borough Council

Working better with you

Title	SECOND QUARTER PERFORMANCE REPORT - PLANNING & BUILDING CONTROL
Purpose of the report	To note the report for information
Report status	Public report
Report author	Julie Williams, Development Manager (Planning & Building Control)
Lead councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Corporate priority	Inclusive Economy
Recommendations	The Committee is asked: 1. To note the report.

1. Purpose of report

- 1.1. To advise Committee on the work and performance of the Planning Development Management team and Building Control team for the second quarter of 2023/2024 (July to September) with comparison to previous years.
- 1.2. Unlike the annual reports these quarterly reports are focussed on just planning and building control application processing performance. There is a separate report on the agenda for Planning Enforcement performance.

2. Planning Development Management team

2.1 Performance Targets

a. For applications for major development: **60 per cent** of an authority's decisions should be made within the statutory determination period or such extended period as has been agreed in writing with the applicant.

b. For applications for non-major development: **70 per cent** of an authority's decisions should be made within the statutory determination period or such extended period as has been agreed in writing with the applicant.

Decisions Issued

- 2.2 The following Table 1a provides a breakdown on the decisions issued for the first two quarters of this year compared to the previous year's quarters. Those issued within the statutory timeframe or an agreed extended timeframe for the different types of planning applications handled compared to total applications decided are still being confirmed and will be shared in an update at your meeting.
- 2.3 The number of applications decided in this second quarter has dropped for minor applications and the number of applications received is also reduced – an experience shared across neighbouring authorities.

**Table 1a: Planning Application Performance
By quarters in 2022/2023 and in quarter 1 2023/2024**

Description	DLUHC Target	Q1 2022 Apr-Jun	Q2 2022 Jul-Sept	Q3 22/23 Oct-Dec	Q1 2023 Apr-Jun	Q2 2023 Jul Sept
Major	60%	0/1 0%	5/5 100%	3/4 75%	7/7 100%	6
Minor	70%	35/57 61%	35/50 70%	37/44 84%	29/32 90%	13
Others (including householders)	70%	89/144 62%	60/111 54%	138/156 88%	110/119 92%	166
Overall Totals		124/202 61%	100/166 60%	178/204 87%	146/158 92%	185* Performance to be advised

2.4 The following table shows fee income for the same quarters.

Table 1b provides information on fee income.

Fee Income	Q1 22/23 Apr-Jun	Q2 22/23 Jul-Sept	Q3 22/23 Oct-Dec	Q4 22/23 Jan-Mar	Q1 23/24 Apr-Jun	Q2 23/24 Jul-Sept
Applications	£189,196	£219,296	£222,689	£102,522	£203,555	£125,412
Pre-App	£30,037	£29,074	£27,910	£9,498	£11,720	£47,813
Miscellaneous	£5,161	£1,717	£4,943	£905	£1,436	£4,962
Totals	£224,394	£250,087	£255,542	£112,925	£216,711	£178,187

3. Building Control

3.1 The team comprises the Building Control Team Leader, two trainee building inspectors, three technical support officers and two agency surveyors. The team is currently recruiting for three more experienced building control surveyors. The aim is to develop the team to provide a competent and effective service providing expert support for corporate projects and private developers.

3.2 Table 2 shows the case load as submitted for each quarter last year (2022/2023) and for the last two quarters for this year 23/24. The team are working on preparing for the massive changes coming to the building control regulatory services next April by reviewing processes to ensure that the best quality and competent service can be provided while helping our customer agents come to terms with the changes. Additional data will be provided either verbally or as an update report to your meeting.

Table 2: Building Control work.

Indicator	Q1	Q2	Q3	Q4	2022/2023	Q1 2023 Apr-June	Q2 2023 July - Sept
Dangerous structures attended. Non fee work	5	4	7	11	27	12	8
Inspections carried out					1629	333	339
Building Control applications submitted	97	92	140	64	393	70	165
Applications approved within 5 & 8 weeks Statutory limits	85/97 96%	88/92 96%	137/140 98%	44/44 100%	354/373 95%	68/70 98%	Detail to be advised 95.2%
Number of completion certificates issued	24	13	89	108	234	73	114
Fee income	£70,670	£62,044	£77,487	£69,597	£279,798	£61,207	£63,651
Approved Inspectors Initial Notices	131	65	124	43	363	107	97

4. Contribution to strategic aims

- 4.1 The processing of planning applications and associated work (trees, conservations areas and listed buildings) and building control activities contribute to creating a healthy environment with thriving communities and helps the economy within the Borough, identified as the themes of the Council's Corporate Plan in Section 2 of this report.

5. Community engagement

- 5.1 Statutory consultation takes place on most planning applications and appeals. The Council's website also allows the public to view information submitted and comments on planning applications and eventually the decision reached. There is also information on policy matters and the and this can influence the speed with which applications and appeals are decided. Information on development management performance is publicly available.

6. Equality impact assessment

- 6.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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.

6.2 In terms of the key equalities protected characteristics, it is considered that the development management performance set out in this report has no adverse impacts.

7. Environmental and climate implications

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

7.2 The Planning & Building Control and Planning Policy Services play a key part in mitigating impacts and adapting building techniques using adopted policies to encourage developers to build and use properties responsibly, making efficient use of land, using sustainable materials and building methods.

8. Legal implications

8.1 The collection and monitoring of performance indicators is a statutory requirement. In addition, a number of the work targets referred to in this report are mandatory requirements including the determination of planning applications and the preparation of the development plan.

9. Financial Implications

9.1 There are no direct financial implications arising from this report although we welcome the commitment in the Levelling Up and Regeneration Bill to increase application fees which will help to better resource the planning service.

Planning Applications Committee
1st November 2023



Reading
Borough Council
Working better with you

Title	QUARTERLY PERFORMANCE REPORT – PLANNING ENFORCEMENT
Purpose of the report	To note the report for information
Report status	Public report
Report author	Catherine Lewis – Community Protection Group Manager (Planning Enforcement)
Lead councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Corporate priority	Thriving Communities
Recommendations	The Committee is asked: 1. To note the report.

This report contains confidential information contained within Annex 2; 5.2 refers.

This report contains exempt information within the meaning of the following paragraph of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) Act 1985 and by the Local Government (Access to information) (Variation) Order 2006:

6. Information which reveals that the authority proposes (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or (b) to make an order or direction under any enactment

And in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information because:

Annex 2 details cases being investigated; it would be prejudicial to disclose the information at this time. The information in Annex 2 is advisory only as an example of cases being progressed at this time.

1. Executive Summary

- 1.1. Planning enforcement deals with breaches of planning controls, including: where building work requiring planning permission is undertaken without such permission, where conditions attached to a planning condition are not complied with, or where the use of a building or site is changed without planning permission.
- 1.2. This report is advising Committee on the work and performance of the Planning Enforcement Team for the first 6 months of the financial year 2023/24.

2. Policy Context

- 2.1. The Council’s new Corporate Plan has established three themes for the years 2022/2025.
 - Healthy Environment
 - Thriving Communities
 - Inclusive Economy
- 2.2. These themes are underpinned by “our Foundations” explaining the ways we work at the Council:

- People first
- Digital transformation
- Building self-reliance
- Getting the best value
- Collaborating with others

2.3. Full details of the Council's Corporate Plan and the projects which will deliver these are published on the Council's website.

2.4. The National Planning Policy Framework (NPPF) 2021 recommends that local planning authorities publish a local enforcement plan to manage planning enforcement proactively and in a way that is appropriate to their area. Our Planning Enforcement Plan attached as Appendix 1 sets out our approach for all those who are involved in or affected by breaches of planning control in the Borough.

2.5. This report provides a status up date for planning enforcement.

3. Background

3.1 Local planning authorities are responsible for taking enforcement action in their administrative areas. They have discretion to take enforcement action when they regard it as expedient to do so having regard to the development plan and any other material considerations.

3.2 The Planning Enforcement Officer role is to investigate allegations and enquiries of breaches of planning control. The officers write to customers and offenders, negotiate remedial action, liaise with other Council departments to ensure consistency of approach, and make recommendations as to the expediency of taking enforcement action.

4. Planning Enforcement Team

4.1. Following the 2022 workforce review in Planning Transport and Public Protection, Planning Enforcement moved from Planning to join other enforcement teams within Public Protection. This was with the aim to: further develop officers' regulatory skills, providing wider support through a network of other regulatory professionals, and creating resilience in the function. This in turn supports Councillors requests for better integration of functions and a more co-ordinated approach to problem solving.

4.2. At the time of the move the team consisted of just 2 officers who were managing a significant caseload. An experienced Principal Planning Enforcement Officer was recruited in July 2023 but recruitment to the other enforcement officer positions continues to be a challenge. The establishment has been increased to include an additional Senior Planning Enforcement Officer to reflect the resources required to meet demand. A recruitment exercise is currently taking place to fill that position and the Planning Enforcement Officer role. If successful there will need to be a period of training to get the team working efficiently and this will continue to impact on the ability to reduce the number of open cases in the short term. A further Technical Support Officer vacancy is awaiting evaluation with HR prior to going out to advert. This post will provide administration support which will release time for officers to concentrate on case work.

4.3. The National Planning Policy Framework indicates that local planning authorities should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so. Officers have reviewed the Local Enforcement Plan which was last updated in 2015 to take account of current best practice and to consider service provision in the light of available resources. The updated plan is attached as Appendix 1.

5. Service Demand

- 5.1. Following the reorganisation of the service, officers have worked collaboratively with Planning Officers, Building Control and Environmental Health to ensure a coordinated and joined up approach to dealing with cases. In addition, officers have worked with Legal Services to implement robust procedures for taking enforcement action which has provided strong foundations for an effective enforcement approach.
- 5.2. An inspection checklist and risk assessment has been introduced to ensure consistency when determining expediency. Further to this David Lloyd, the new Principal Planning Enforcement Officer has conducted an in-depth triage of existing cases and identified an action plan on a case-by-case basis. These cases have now been grouped into working settings such as: Listed buildings, HMOs, boundary matters, breach of planning conditions and loss of amenity. Whilst there is no immediate visual reduction in the number of cases the triage process has enabled us to ensure all cases referred to the service are now being recorded and actioned appropriately where resources allow. Of the cases reviewed some are pending planning approval and if permission is granted the case will be closed. However, if approval is not granted, then further enforcement action will be required. Some cases have notices pending awaiting the appeal period to lapse prior to further enforcement action being taken for example.
- 5.3. The following details the current case load for the team compared to previous years.

	21/22	22/23	23 to date
Total Number of Cases Received	216	160	130
Number of Cases Closed	70	102	226
Number of Cases on hand at end of year	501	559	463

- 5.4. The majority of cases are from Abbey Ward, followed by Redlands, Katesgrove and Park. A more detailed breakdown on cases by ward will be available for future PAC reports.
- 5.5. This financial year the Planning Enforcement team have closed over 24% of the pending cases on their system. From the remaining cases we now have:

Expedient to take action	Priority cases	9.4%
	Listed Buildings	5.4%
Applications invited / pending a decision		13.5%
Project Work (backlog)	These cases are scheduled weekly to try and close cases which are not expedient/ move them to expedient to take action	46.3%

- 5.6. An example of cases officers are currently investigating can be found as Appendix 2.

6. Key Actions

- 6.1. The focus over the last few months has been to assess and reduce the back log of cases including managing customer expectations. In addition, work has been undertaken to improve working methods and reduce timescales for case resolution.

- 6.2. The team has also prioritised a number of key work settings which have been identified as of particular concern. Officers are identifying best practice to manage these cases to ensure a consistent and efficient approach.

7. Work Settings

- 7.1 HMOs - To assess the intensification of HMO dwellings within the borough Officers have surveyed Donnington Road as an example area to gauge volume of family homes and review any unauthorised change of use to HMO's within the Article 4 Area.
- 7.2 Listed Buildings - There are approximately 50 listed building cases being considered. This includes incidents of unauthorised replacement windows; these will be considered together for consistency on a zero-tolerance basis. A new Conservation Officer is starting in November 2023 which will improve assessment of listed building and heritage site cases.
- 7.3 Untidy land and breach of condition - There are 20, S215 cases which concern untidy land and buildings in addition the service is considering over 50 cases involving noncompliance with a planning condition. Officers will be tasked to assess each case and a single enforcement expediency report is to be composed to advance the process of serving notices for these settings, together with dealing with appeals which are considered in the courts.
- 7.4 Character and appearance in retail setting - Reading has seen a high number of shop front alterations without planning approval and the team is reviewing cases with planning officers to strengthen understanding and priority with a view to commit to expediency.
- 7.5 Planning Contravention Notices (PCNs) - The team have been instructed to use PCNs as a primary tool to gather evidence about a breach. Over 30 PCNs have been served in the last 3 months.
- 7.6 Advertisements/Signage - The marketing of rooms to let particularly of rooms with student interest can draw out an abundance of estate agent boards. The team aim to tackle this by proposing to housing suppliers and associated agents, to use an online marketing system and social media forum which will reduce the need for boards which have impact on the character and appearance of neighbourhoods. Regulation 7 application to the Secretary of State would be required to support this approach and the evidence to support the direction is scheduled for 2024.
- 7.7 Web site - The webpages for the team have had some amendments over the last year to enable better reporting of incidents and advice on what we can investigate. However, further work is due to take place to support the customer in understanding the enforcement process and options available to them to remedy common complaints, this may include third party wall agreements, mediation for instance. A Frequently Asked Question section will also be added to improve the customer experience.

8 Contribution to strategic aims

- 8.1 The purpose of planning enforcement is to ensure that development is undertaken in accordance with regulations and planning permissions and, where it is undertaken without permission, to ensure that harmful development is dealt with effectively thus contributing to creating a healthy environment with thriving communities and benefiting the economy within the Borough.

9 Community engagement

- 9.1 Online form requests information and evidence to support an investigation. [Report a Planning Breach - Reading Borough Council.](#)

10 Equality implications

10.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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.

10.2 In terms of the key equalities protected characteristics, it is considered that the development management performance set out in this report has no adverse impacts.

11 Environmental and climate implications

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

11.2 The National Planning Policy Framework 2023 states that the purpose of the planning system is to contribute to the achievement of sustainable development. Working to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution and mitigating and adapting to climate change, including moving to low carbon economy.

11.3 Effective enforcement has a key role within the planning process.

12 Legal implications

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Planning Enforcement Plan 2023

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1. INTRODUCTION

- 1.1. Reading Borough is mainly urban in character but has attractive areas of waterways, woodlands and open space and includes many Listed Buildings and Conservation Areas . There are many thriving businesses, and the area is economically buoyant. Consequently, there is pressure for development. The Council, therefore, needs to exercise care in balancing the need to protect the environment from the harmful effects of unauthorised development and uses whilst promoting growth.
- 1.2. The National Planning Policy Framework (NPPF) 2021 recommends that local planning authorities publish a local enforcement plan to manage planning enforcement proactively and in a way that is appropriate to their area. This document sets out the Council's approach to planning enforcement for all those who are involved in or affected by breaches of planning control in the Borough.

2. THE READING BOROUGH ENFORCEMENT SERVICE

- 2.1. The Council's Planning Enforcement Team falls within the Community Protection Service and is part of the Council's Public Protection Service.

3. AIMS AND OBJECTIVES

- 3.1. The Council has adopted a Corporate Enforcement Policy which sets out the general principles that the Council intends to follow in relation to enforcement action and prosecutions. It underpins this Planning Enforcement Plan and associated procedures. All authorized officers will abide by this Policy and any revisions made to it when making enforcement decisions.
- 3.2. The Council has two main aims in relation to its regulatory and enforcement functions.
 - Firstly it aims to protect residents, visitors, businesses and the environment from harm and nuisance and to promote health, safety and welfare, and in doing so to generally improve the quality of life for its residents and visitors to the Borough.
 - Secondly, it aims to undertake its regulatory and enforcement functions in a transparent, accountable, proportionate, consistent and targeted manner.
- 3.3. The Key objectives of the Planning Enforcement Team are:
 - Proactive and reactive enforcement.
 - Maintain public confidence in the planning system.
 - Responsive and robust processes.
 - Proportionate and consistent action.
 - We encourage Reading Officers, residents, local businesses and groups to report suspected breaches of planning control to the team.

4. WHAT IS A BREACH OF PLANNING CONTROL?

4.1. A breach of planning control is the carrying out of development without obtaining the required consents; or failing to comply with conditions or limitations attached to a consent which has been granted (Section 171A of the Town and Country Planning Act 1990 as amended):

- Carrying out operational development without the required planning permission.
- Carrying out material changes of use without planning permission.
- Failing to comply with a condition or limitation subject to which planning permission was granted.
- Carrying out works to a Listed Building or protected tree without the relevant permission(s).
- Carrying out certain works in a Conservation Area without the relevant permission(s).
- The display of certain advertisements without consent.
- The neglect of land or buildings to an extent which causes harm to amenity.

4.2. Certain breaches of planning control constitute criminal offences from the outset. Such breaches include:

- **Unauthorised works to a listed building** - Any works for the demolition of the building or for its alteration or extension which affects its character as a building of special architectural or historic interest.
- **Demolition in a conservation area** - demolition of a building with a volume of 115 cubic metres or more and any gate, fence, wall or other means of enclosure with a height of one metre or more if next to a highway, waterway or open space; or a height of 2 metres or more elsewhere (Town and Country Planning Order 1995 as amended).
- **The display of unauthorised advertisements** - The majority of advertisements require either express consent or have the benefit of deemed consent granted by Regulation 6 of the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 (as amended). For more detail see link: [Outdoor advertisements and signs: a guide for advertisers - GOV.UK \(www.gov.uk\)](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/28242/outdoor-advertisements-and-signs-a-guide-for-advertisers.pdf).
- **Unauthorised works to trees covered by Tree Protection Orders and protected trees in conservations areas (on private land)** - This includes trees with a trunk diameter of more than 75mm when measured at 1.5m from ground level (or more than 100mm if reducing the number of trees to benefit the growth of other trees). Where a hedge has grown into a line or row of trees, they may be protected. Please follow link to check if a tree is protected. [Trees - Reading Borough Council](http://www.reading.gov.uk/trees)

4.3. Other breaches of planning control where planning enforcement can investigate but does not constitute a criminal offence from the outset include:

- **High hedges** - Part 8 of the Anti-social Behaviour Act 2003 allows local councils to deal with complaints about high hedges whose area contains the land on which the hedge is situated. If the height of a high hedge is having an adverse effect on a neighbour's enjoyment of their home and/or its garden or yard action can be taken to put right the problem and stop it from happening again. The legislation also allows councils to set and charge fees for handling these complaints. Please contact the Natural Environment Team 0118 937 8787 or e-mail planning.naturalenvironment@reading.gov.uk to check if the Council can help.

- **Breaches of S106 Legal Agreements** - any deviation from planning obligations including compliance with or failure to submit plans such as Construction Management Plans and Sustainability Plans.
- 4.4. For other matters, not listed above such as breaches of building control, works on the highway, and noise nuisance please contact the Council on 0118 3737397 or visit the Council's website and report issues to the relevant team. Please report any concerns about works to trees located on the street / public land to planning.naturalenvironment@reading.gov.uk or visit [Trees - Reading Borough Council](#).
- 4.5. Party wall issues and neighbour disputes are civil matters and will not be dealt with by the Council. In these cases independent legal advice should be sought.

5. RELEVANT LEGISLATION AND PLANNING POLICIES

- 5.1. All relevant and current legislation and planning policies will be taken into consideration when assessing a breach of planning control, this includes:
- Town and Country Planning Act 1990 (as amended) ("the Principal Act") and all its subordinate and associated legislation.
 - National Planning Policy Framework (NPPF) 2021.
 - National planning practice guidance.
 - Development Plan for Reading Borough (currently the Reading Borough Local Plan 2019).
 - Associated local guidance as published on the Council's website, including adopted Supplementary Planning Documents (SPDs).

6. OUR APPROACH

- 6.1. The Planning Enforcement Team plays a key role in delivering an effective Planning service. It is understood that breaches may be unintentional and therefore any action proposed shall be proportionate to the breach of planning control to which it relates.
- 6.2. Planning Enforcement is not an isolated activity simply limited to reacting to complaints. The team shall aim to take a positive and proactive approach in relation to the monitoring of planning conditions, as well as the monitoring of sites as they are developed to ensure they comply with the planning permission details.
- 6.3. We shall aim to answer the following questions during each investigation:
- Is there development?
 - Is there a breach?
 - Can the breach be resolved through negotiation?
 - Is the breach causing harm?
 - Is enforcement expedient?

7. PROACTIVE APPROACH

- 7.1. We believe a proactive approach to planning enforcement can make a significant contribution to regeneration and sustainable development within Reading.
- 7.2. It is recognized that it is not possible to monitor all developments, as there are a high number of applications received each year. Therefore priority will be given to key identified sites which will undergo direct monitoring to ensure the development is according to the approved plans.
- 7.3. When investigating alleged breaches of planning control, the team will follow central government advice. Government advice is contained in the National Planning Policy Framework and National Planning Practice Guidance: Ensuring Effective Enforcement.
- 7.4. The National Planning Policy Framework (para 59) states:

“Effective enforcement is important as a means of maintaining public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. Local planning authorities should consider publishing a local enforcement plan to manage enforcement proactively in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so”.

- 7.5. National Planning Practice Guidance: Ensuring Effective Enforcement (NPPG) sets out the general approach to enforcement stating local planning authorities should, where relevant, have regard to the potential impact on the health, housing needs and welfare of those affected by the proposed action, and those who are affected by a breach of planning control. Enforcement action should always be commensurate with the breach of planning control to which it relates; enforcement action should be avoided where:
 - There is a trivial or technical breach of planning control which causes no material harm or adverse impact on the amenity of the site or the surrounding area;
 - Development is acceptable on its planning merits and formal enforcement action would solely be to regularise the development; and
 - In their assessment, the local planning authority consider that an application is the appropriate way forward to regularise the situation, for example, where planning conditions may need to be imposed.

8. REACTIVE APPROACH

- 8.1. Most of our investigations come from complaints from members of the public and local Councillors. Other sources of enquiries are from Ward Councillors, MPs, residents' groups and other Council departments. The assistance of the public is important to the success of an effective enforcement function.
- 8.2. So to enable us to prioritise resources effectively a person who reports a breach in planning control will be asked to identify a number of key points before the enquiry can be registered and acted upon.
- 8.3. All planning enforcement enquiries are treated as confidential and, in line with the Data Protection Act 1998, it is the Council's policy not to reveal any information that is

likely to identify the complainant. In accordance with the Freedom of Information Act and/or the Environmental Information Regulations, members of the public, or other organisations, may request to see information, including files, held by the Council, and the Council is obliged to comply with such requests. However, where personal information relating to third parties (e.g. details of a complainant's name and address) might be made known, this will not be released without the individual's consent unless it is clearly in the public interest to do so.

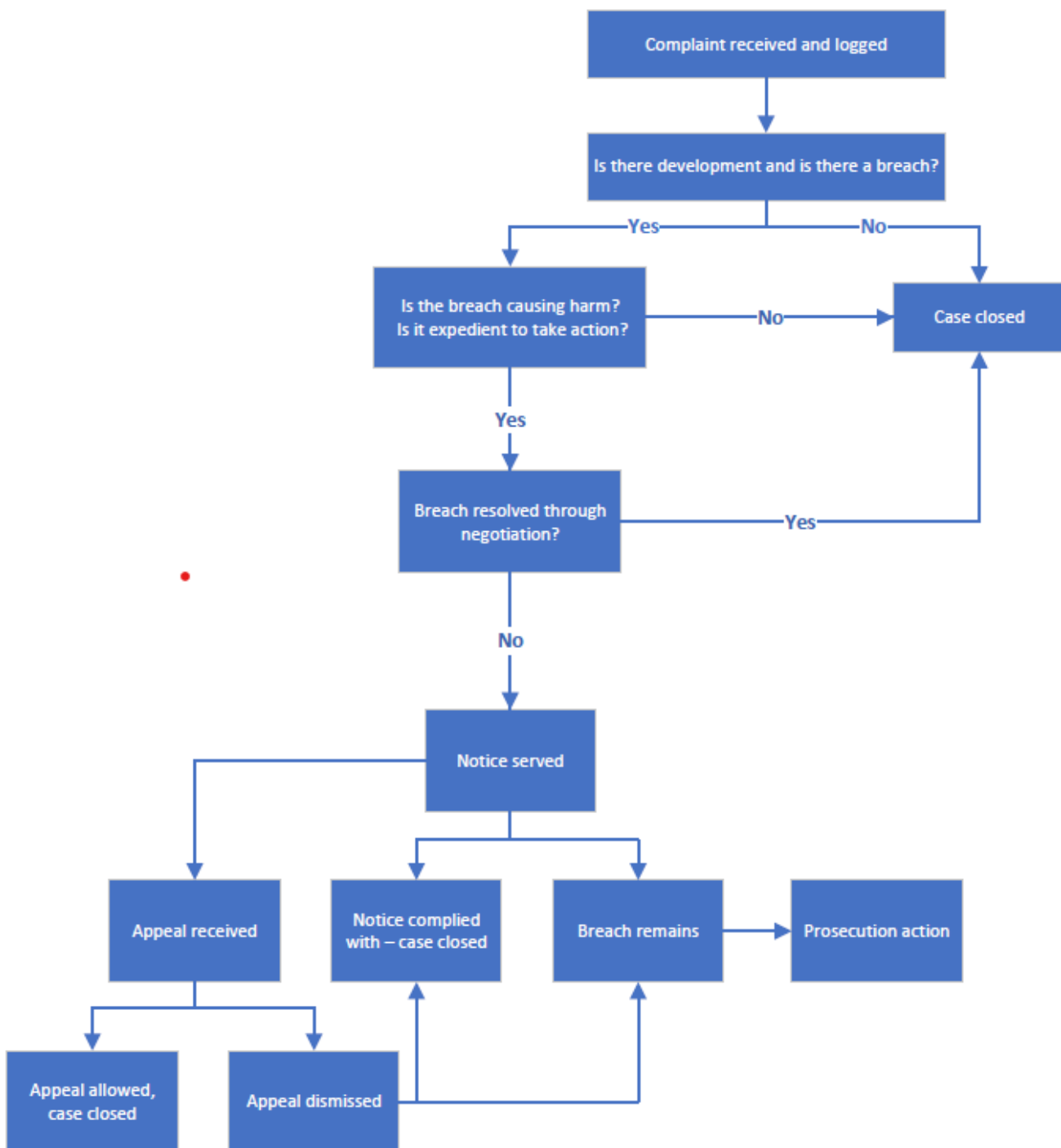
9. HOW TO REPORT A BREACH OF PLANNING CONTROL

- 9.1. Complainants will be expected to substantiate how harm has been caused and, if necessary, may be asked to provide the Council with evidence of the activity and harm caused and attend a Public Inquiry and/or Court at a later date.
- 9.2. A breach can be reported online at [Planning enforcement - Reading Borough Council](#).
- 9.3. We request the following information is provided:
 - Customer name, address and contact details. All details will remain confidential (we do not investigate anonymous complaints):
 - The address where the breach is taking place;
 - What the breach is and when it started;
 - Where possible a photo of the works (this helps us prioritise the breach); and
 - Where possible, the name, address, email/telephone number of who is carrying out the work.

10. WHAT HAPPENS AFTER I REPORT A BREACH OF PLANNING CONTROL?

10.1. Your complaint will be logged and acknowledged via email within 5 working days.

10.2. The steps followed for all enforcement investigations are outlined below:



11. PRIORITY/ RISK-ASSESSMENT

- 11.1. Some alleged breaches need to be given a higher priority than others. Priority will be given to cases where there is the possibility of the most harm being caused.
- 11.2. Urgent cases which have serious or irreversible consequences will aim to be actioned within 1 working day from the receipt of the complaint.
- 11.3. The following priority system will apply to each case according to the following categories:

Category A - High Priority

- This category includes complaints relating to work or development which may lead to irreversible harm and could include:
 - Unauthorised development affecting a Listed Building or a tree protected by a Tree Preservation Order likely to lead to substantial and/or permanent damage (i.e. demolition of a listed building, or part of a listed building, felling of a protected tree).
 - Unauthorised demolition or development within a Conservation Area or other site of special control likely to lead to substantial and/or permanent damage to heritage assets.
 - Unauthorised development that may represent a physical danger to members of the public.
 - Unauthorised operational development and/or material changes of use likely to cause severe permanent damage to the environment/amenity.
 - Breaches of planning control which would otherwise be likely to acquire immunity from enforcement action due to the passage of time.
 - Any breaches of planning control which would lead to serious traffic hazards; contamination and/or pollution being created.
 - Case of temporary or irregular nature.

Category B - Medium Priority

- This category includes any clear or immediate harm to the locality. This will include:
 - Any continuing/renewed breach of planning control where formal enforcement action has been authorised/taken.
 - Breaches of either Listed Building or Conservation Area control not included in Category A.
 - Unauthorised operational development and/or material changes of use causing material harm to the environment / amenity.
 - Non-compliance with certain planning conditions (particularly pre commencement conditions) resulting in significant harm to amenity.
 - Any other unauthorised development / change of use of land or buildings or breach of planning conditions resulting in significant harm to amenity.

Category C - Low Priority

- Breaches which do not fall within Category A or B that are likely to remain stable and are unlikely to give rise to any severe or lasting harm to amenity or will not increase / accumulate over time or may be easily remedied by taking relatively simple steps. Such breaches may include:
 - Development (e.g. the erection of fences/walls etc.) not deemed to be causing significant harm to amenity.
 - non-compliance with other planning conditions.
 - the unauthorised display of advertisements unless they are causing significant harm to amenity.
 - minor developments such as sheds, hard standings and satellite dishes.
 - untidy sites.

Cases that will not be investigated

If the following criteria apply the enforcement investigation will be closed:

- The matter is not a planning issue.
- The works have planning permission.
- The works do not constitute development.
- the works are now lawful by reason of passage of time, e.g. if an extension/residential use has been in place/use for 4 years or if change of use/breach of condition in place for 10 years.
- The works benefit from permitted development (there are certain types of extensions and alterations subject to a set of criteria and conditions which do not require planning permission (see here for more detail).

12. HOW WILL REPORTED BREACHES BE INVESTIGATED?

- 12.1. In all cases where an alleged breach of planning control is reported to the Council an investigating officer will conduct an initial site visit. From the evidence collected during the site inspection officers will assess if planning permission is needed.
- 12.2. Once an initial assessment of a complaint has been made all further investigation will be conducted in accordance with the priority awarded to the case. Note that investigations can be quite involved and require the service of formal notices on owners/occupiers/users of premises to provide required information within a specified timescale. Though timescales will be determined by a number of factors outside the control of the Council, the Enforcement Team will aim to complete the investigation and determine whether or not a breach of planning control has occurred.

13. NO BREACH OF CONTROL

- 13.1. In many cases, the initial site visit will reveal that there is no breach of planning control. This can be because the matter does not constitute development, or benefits from permitted development rights. The case officer will contact the complainant to explain that the Council is unable to take any action through its planning enforcement powers.

14. POTENTIAL BREACH OF PLANNING CONTROL

- 14.1. In many cases, it is not possible to come to an immediate conclusion whether or not there is a breach of planning control. In some cases it is necessary to carry out more observations over a period of time before we can decide whether there has been a breach. In other situations legal case law and planning history needs to be researched and considered to determine if a breach has occurred.
- 14.2. In such cases, the complainant will be advised that further investigations and monitoring is needed.
- 14.3. If a breach is subsequently identified the case officer will contact the complainant and the property owner/occupier to advise on the next steps in the investigation.
- 14.4. The complainant and the property owner/occupier will, as far as practicable, be kept informed as an investigation progresses and will be notified of the final result as soon as the matter is resolved. In those cases where a breach of planning control has occurred but if the Council does not deem formal enforcement action to be expedient or appropriate, a statement as to the reason for that decision will be provided.

15. HOW ARE BREACHES RESOLVED

- 15.1. There is a range of tools available to the planning enforcement team to tackle breaches of planning control:

Informal Action

- Addressing breaches of planning control without formal enforcement action can often be the quickest and most cost effective way of achieving a satisfactory and lasting remedy. The offender will be advised what steps are required to resolve the breach within a specified timeframe (usually up to 21 days), outlining the risks of formal action if the breach is not resolved. If the steps are followed, the case will be closed.
- Planning/listed building applications may be used to regularise unauthorised works or to seek confirmation that amendments to the unauthorised works would be acceptable. If planning permission is refused, formal enforcement action will then be taken. If there is a breach of planning control but it is not expedient to take formal action, we shall request the submission of a planning application to regularise the breach.

Formal Action

- **Planning Contravention notices** - A PCN is a legal notice which allows us to bring the breach to the attention of the owner or occupier and requires the alleged offender to provide certain information. It also invites the offender to respond constructively to us about how any suspected breach of planning control may be satisfactorily remedied. The offender has 21 days to respond. It is a criminal offence to fail to respond or provide misleading information to a PCN.
- **Enforcement notices** - These are formal legal documents that require the owner or occupier to follow specific steps to correct the planning breach in a set time. If the

notice is not complied with, the planning breach will become a Criminal Offence which can be prosecuted in the courts. We may decide not to require action to be taken to remedy the whole of a breach of planning control. This is known as “under enforcement”. A copy of the notice will be entered on the local land charges register and the local planning authority’s register of enforcement notices, available online.

- **Breach of condition notices** - can be used where the unauthorised activity is in breach of a condition attached to a planning permission. A BCN will require compliance with the conditions within a specified period. A breach of the notice will have taken place if the condition(s) has not been complied with, specified steps have not been undertaken or activities not ceased. There is no right of appeal against these notices. Details of the case will be made available online.
- **Section 215 notices** - can be used to take steps requiring land or buildings to be cleaned up when its condition adversely affects the amenity of the area. If it appears that the amenity of part of an area is being adversely affected by the condition of neighbouring land and buildings, a notice can be served on the owner requiring that the situation be remedied. There is no right of appeal, although before the notice takes effect an appeal can be made to a Magistrates Court by those served with the notice or any other person having an interest in the land.
- **Section 225A notices** - can be used to remove and dispose of any display structure, such as an advertisement hoarding, which is used for the display of advertisements in contravention of the regulations. Before we can take this action, we must first serve a ‘removal notice’ upon the person who appears to be responsible for the erection or maintenance of the structure. Under Section 225B, a person served with a removal notice or a ‘permitted appellant’ (an owner or occupier who has not been served with the notice) may appeal against the notice to the Magistrates’ Court.
- **Discontinuance notice** - requires the display of a particular advertisement with deemed consent (or the use of a particular site for displaying advertisements with deemed consent) to cease. This action can only be taken where it is necessary to remedy a substantial injury to the amenity of the locality or a danger to members of the public. “Substantial injury” to the amenity of the locality is a more rigorous test than the “interests” of amenity that applications for deemed consent are assessed against. When an enforcement notice is served and the case becomes ‘formal’ (all cases other than the serving of a PCN) details of the case will be made available online.

15.2. The following remedies can be used to bring a quick stop to development where a breach is causing serious or irreparable harm and immediate action is justified or where other actions have failed:

- **Stop notices** - can prohibit any or all of the activities comprising the alleged breach(es) of planning control specified in the related enforcement notice. A stop notice cannot be served without an accompanying enforcement notice. A stop notice’s requirements must only prohibit what is essential to safeguard amenity or public safety in the neighbourhood; or to prevent serious or irreversible harm to the environment in the surrounding area. A stop notice may not prohibit the use of any building as a dwelling house. Where the associated enforcement notice is quashed, varied or withdrawn or the stop notice is withdrawn compensation may be payable. A full assessment of the likely consequences of serving the notice will be made.

- **Temporary stop notices** -require an activity which is considered to be in breach to cease immediately. The notice does not have to wait for an accompanying enforcement notice to be issued. It cannot be used to get someone to do something such as remove an extension or stop the use of a building as a dwelling house. A temporary stop notice expires 28 days after the display of the notice on site (or any shorter period specified). At the end of the 28 days there is the risk of the activity resuming if an enforcement notice is not issued and a stop notice served.
- **Injunctions** - An application can be made to the High Court or County Court for an injunction to restrain a breach of planning control. Proceedings for an injunction are the most serious enforcement action that can be taken because if a person fails to comply with an injunction they can be committed to prison for contempt of court. The first stage is to formally warn the offender of an injunction and require them to sign a legal undertaking which confirms that the alleged breach will cease. If this undertaking is breached an application is then made for an injunction.
- At any stage of the investigation the investigating officer may pass the matter to another Council Service (e.g. Environmental Health, Highways etc.) if it is believed that action by that Service may be required either in connection with the matter under investigation or any other matter which may come to light during the investigation. The Council may also pass the matter on to, or liaise with, other bodies e.g. neighbouring local authorities, the police etc.

16. MONITORING OF CONDITIONS

- 16.1. When planning permission is granted subject to conditions some of these conditions may require action by the developer either before development starts (pre-commencement conditions), at certain stages during the development (e.g. conditions in connection with materials, landscaping plans etc.) or at the end of development (e.g. conditions in relation to the use etc.). It is important that these conditions are complied with and discharged at the appropriate time to ensure that potential harm caused by a proposed development/use is mitigated. It is particularly important that developers discharge any pre-commencement conditions as the failure to comply with these conditions may render the development/use unauthorised.
- 16.2. The Council will pro-actively monitor pre-commencement conditions, these will predominantly be applied to major development sites. Complaints that conditions have been breached will be investigated in accordance with the priorities set out above. Other conditions will generally be monitored by planning officers on site visits. In such cases the breach of condition will be investigated as for any other alleged breach of planning control and, if deemed appropriate and necessary, enforcement action will be taken accordingly.

17. CONFIRMED BREACHES OF PLANNING CONTROL

17.1. What can I expect if I carry out work without permission?

Where it is established that a breach in planning control has occurred an officer from the Planning Enforcement Team will contact you. Officers will inform you of the action required to resolve the breach within a set timeframe. This may include:

- a) ceasing the unauthorised use/development or removing the structure/

extension.

- b) Detailing works required to make the breach comply with an approved scheme/ conditions/permitted development rights.
- c) Submission of a retrospective application to determine whether planning permission should be granted.
- d) In some cases it may be necessary for the Council to take formal action (such as issuing an Enforcement Notice) while negotiations are on-going to prevent the development from becoming immune from enforcement action (see Time Limits for Enforcement, below).

17.2. The Council will normally write to the owner before issuing a formal Notice giving them the opportunity to voluntarily remedy the situation. This may not be possible in certain circumstances, for example where there is a serious risk of harm to amenity or the environment and a Stop Notice, Temporary Stop Notice or injunction is appropriate, or where a development is likely to become immune from enforcement action if action is not taken immediately.

Deciding Whether to Take Formal Enforcement Action

17.3. If requests of compliance are not done within the specified timeframe and it is expedient to do so, officers will then commence with formal enforcement action. This may include the issuing of a statutory notice or, where a criminal offence has been committed, issuing a formal caution or instituting prosecution proceedings.

17.4. In deciding whether to take formal enforcement action the Council will have regard to:

- a) Its own Planning Policy contained within the Reading Borough Council's Development Plan.
- b) The Council's Corporate Enforcement Policy.
- c) Government advice in the form of the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG).

17.5. National Planning Policy Guidance (NPPG) provides the following guidance:

- *"In deciding, in each case, what is the most appropriate way forward, local planning authorities should usually avoid taking formal enforcement action where: there is a trivial or technical breach of control which causes no material harm or adverse impact on the amenity of the site or the surrounding area; development is acceptable on its planning merits and formal enforcement action would solely be to regularise the development; in their assessment, the local planning authority consider that an application is the appropriate way forward to regularise the situation, for example, where planning conditions may need to be imposed.*

17.6. Enforcement action is discretionary and in line with the guidance, the Council may decide that no enforcement action should be taken because the matter is, for example:

- **a non-planning matter** e.g. a boundary dispute, or an issue involving private interests (civil matters); permitted development i.e. something for which express planning permission is not required; de minimis, e.g. something which is only slightly over a limit, and if below that limit would have been classed as permitted development;

- **not expedient.** This is a difficult concept to explain, but generally means that the Council, having considered all relevant factors, does not consider that the breach of planning control causes sufficient harm to warrant formal enforcement action. For example, it is a development where planning permission would be likely to be granted if it were applied for.

- 17.7. The Council can, and will, only take action where it is expedient to do so, where it is clear that material harm is being caused and that planning permission would not be granted for the development or change of use.
- 17.8. The Code for Crown Prosecutors will be taken into account in deciding whether a caution or prosecution is appropriate.
- 17.9. The Council may, where appropriate, decide that enforcement action is appropriate but hold it in abeyance pending determination of a planning application or appeal (however, as noted above, it may proceed with action where a development/use would otherwise acquire immunity due to the passage of time).
- 17.10. The Council will keep a properly documented record of the investigation of each case including the reasons why we decide to take, or not to take, enforcement action. Customers will be kept informed of these decisions and the reasons for them as cases progress.

18. TIME LIMITS FOR ENFORCEMENT

- 18.1. In most cases, development becomes immune from enforcement if no action is taken:
- a) within 4 years of substantial completion for a breach of planning control consisting of operational development.
 - b) within 4 years for an unauthorised change of use to a single dwellinghouse.
 - c) within 10 years for any other breach of planning control (essentially other changes of use).
- 18.2. These time limits are set out in: [**section 171B of the Town and Country Planning Act 1990.](#)
- 18.3. However, the time-limits set out above do not prevent enforcement action after the relevant dates in certain circumstances, including where there has been deliberate concealment of the breach. There is no period giving immunity from enforcement in the case of listed buildings.

19. PLANNING ENFORCEMENT REGISTER

- 19.1. Once issued, certain statutory notices remain in force in perpetuity and apply to all subsequent owners/users of the Land. These notices (e.g. Enforcement Notices) are recorded in the Planning Enforcement Register which will be made available on-line.

20. APPEALS

- 20.1. There is a right of appeal against most statutory Notices issued by the Council (exceptions are Breach of Condition Notices, Stop Notices and Temporary Stop

Notices). Appeals are in most cases to the Secretary of State (the Planning Inspectorate) or in some cases to the Magistrates Court. When a Notice is issued the recipient will also be given the necessary information as to how to exercise their right of appeal. Enforcement Action is held in abeyance while any appeal is processed and determined. There is no set timeframe for the determination of appeals and this can delay resolution of the breach.

21. PROSECUTIONS, CONFISCATION ORDERS AND DIRECT ACTION

- 21.1. In general, breaches of planning control are not criminal offences (with some exceptions). However failure to comply with a Statutory Notice such as an Enforcement Notice is a Criminal Offence and the Council will normally prosecute for non-compliance with such Notices.
- 21.2. It is also an offence to give false or misleading information in response to a Notice and/or a planning application and the Council will also consider a prosecution or caution in these cases.
- 21.3. As well as offences, which follow failure to comply with a Statutory Notice, there are offences that stand alone, such as:
- unauthorised works to a Listed Building.
 - damage to a tree protected by a Tree Preservation Order or in a conservation area.
 - unauthorised display of an advertisement.
 - Demolition within a conservation area.
 - Non-compliance with planning contravention notices.
- 21.4. In initiating prosecution proceedings, we will have regard to the Crown Prosecution Service's tests of prosecution:
- Does the prosecution have a realistic prospect of success?
 - Is it in the public interest to prosecute?
- 21.5. Where it is appropriate, we may apply for a Confiscation Order under The Proceeds of Crime Act 2002 ("POCA") where an offender has failed to comply with the terms of an enforcement notice and financially benefits from their unlawful activity.
- 21.6. We would then recover any expenses reasonably incurred by undertaking this work from the person who is then the owner of the land (under Regulation 14 Town and Country Planning General Regulations 1992).

22. POWERS OF ENTRY

- 22.1. As well as prosecuting, as a local planning authority, we have powers to enter land that is subject to an enforcement notice and carry out the requirements of the notice ourselves (section 178 of the Town and Country Planning Act 1990) often referred to as 'Direct Action'. It is an offence to willfully obstruct anyone who is exercising those powers on the local planning authority's behalf.

23. ASSOCIATED COSTS

23.1. Where an appeal against an Enforcement Notice is made a fee has to be paid which is double the usual applicable planning application fee.

24. COMPLAINTS ABOUT THE SERVICE

24.1. Reading Borough Council recognises that there may be occasions when things go wrong and the customer's complaint is the first step in helping to put matters right.

24.2. The Council has a corporate complaints procedure, which is followed when a complaint is received. Complaints about the service can be made the following link; [Corporate complaints procedure - Reading Borough Council](#)

24.3. All complaints will be recorded. If the problem cannot be resolved immediately it will be passed on for further investigation and action.

24.4. The procedure allows for further investigation if the complainant is dissatisfied with the response. Ultimately the complainant has the right to contact the Local Government Ombudsman and information is available to facilitate this process via the above link.

25. PLANNING ENFORCEMENT CONTACTS

25.1. You can contact the Planning Enforcement Team

Via the website:- [Planning enforcement - Reading Borough Council](#)

Or via telephone:- 0118 937 3797

26. OTHER AGENCIES/USEFUL INFORMATION

26.1. The following links provide additional information on the enforcement process:

- **Advertisement guidance** - <https://www.gov.uk/government/publications/outdooradvertisements-and-signs-a-guide-for-advertisers>
- **Guidance on TPOs and trees in conservation areas** - <https://www.gov.uk/guidance/tree-preservation-orders-and-trees-in-conservationareas>
- **National Planning Policy Framework 2019** - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>
- **Planning portal** - <https://www.planningportal.co.uk>
- **Royal Town Planning Institute** - <https://www.rtpi.org.uk/>

By virtue of paragraph(s) 6a, 6b of Part 1 of Schedule 12A
of the Local Government Act 1972.

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01 November 2023



Title	PLANNING APPLICATION REPORT
Ward	Abbey
Planning Application Reference:	201104/FUL
Site Address:	10 Eaton Place, Reading, RG1 7LP
Proposed Development	Demolition of the existing building and redevelopment of the site to provide a residential building of up to 5 storeys (Use Class C3) and associated public realm improvements (amended description)
Applicant	Hamble Residential Limited
Report author	Matt Burns - Principal Planning Officer
Deadline:	Originally 10/05/2021, but an extension of time has been agreed with the applicant until 31 st October 2023
Recommendation	As per 4 th October 2023 PAC report (and update report)
S106 Terms	As per 4 th October 2023 PAC report
Conditions	As per 4 th October 2023 PAC report
Informatives	As per 4 th October 2023 PAC report

1. EXECUTIVE SUMMARY

- 1.1 The proposal is recommended for approval subject to the satisfactory completion of a legal agreement and conditions as set out in the attached reports.
- 1.2 The proposal would produce a residential scheme, including on-site affordable homes, provided within land allocated for housing within the Western Major Opportunity Area of the town centre, as defined by Policy CR12c of the Reading Borough Local Plan 2019. The proposals would incorporate an appropriate design, ensure that there would be no unacceptable impact on neighbouring properties and provide suitable

accommodation for future residents. The proposal would have no adverse transport impacts and would be acceptable in terms of ecology, biodiversity and sustainability. Whilst the development would result in harm to the setting of the adjacent Grade II listed The Butler Public House, the level of harm identified is 'less than substantial' and in accordance with paragraph 202 of the National Planning Policy Framework (2023) the significant public benefits of the development, including those outlined above, are considered to outweigh this identified harm and the application is therefore recommended to you for approval.

2. INTRODUCTION

- 1.1 Determination of this application was deferred at Planning Applications Committee on 4th October 2023 in order for an accompanied Committee site visit to take place. This site visit is due to take place on Thursday 26th October 2023.

2. OTHER

- 2.1 In deferring the application, the Committee also sought further clarification as to why officers considered the backdrop of the proposed development behind the Grade II Listed The Butler Pub, as shown in the visual under paragraph 7.39 of the October PAC report, to be acceptable. The October PAC report is attached as Appendix 1 to this report and the visual is also shown again below.



Visual of proposed development behind The Butler PH looking south from Chatham Street. Q Park shown in the foreground to the east with the recently completed residential development at 115 Chatham Street shown adjacent to the west fronting Chatham Street. Red brick buildings in the background are

not approved and are a visual interpretation of potential future development on the site of Eaton Court (current pending planning application ref.210639).

- 2.2 Paragraphs 7.37 to 7.42 of the October PAC report consider this issue and acknowledge that the development of a multi-storey residential block immediately to the rear of the of a Grade II Listed pub building that is already surrounded by larger scale buildings, would add to the cumulative negative impact of the setting of the Listed Building.
- 2.3 Furthermore, the October PAC report acknowledges that the architectural composition and detailing of the distinctive colourful front elevation of the pub, which fronts Chatham Street, is one of the key features which contribute to the pub's historic significance (paragraph 7.34 of the October PAC report). Therefore, any introduction of a building of the scale proposed, or of similar scale and mass on the site, would introduce new built form which would alter views to/from the pub along Chatham Street and are considered to cause harm to the setting of the Listed Building.



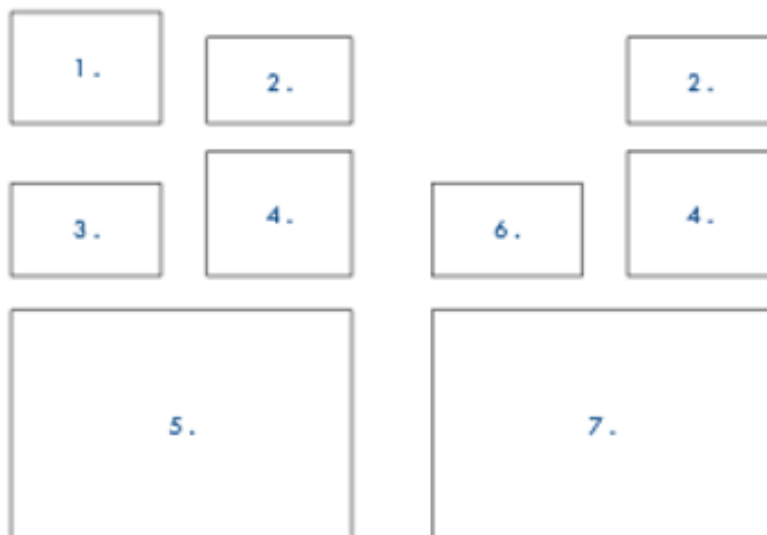
View of the colourful front elevation of The Butler Pub looking south across Chatham Street

- 3.4 This impact has been considered by the Applicant in designing the proposed development and treatment of the northern elevation of the building which would be visible in the background of the pub when viewed from Chatham Street. In this respect this elevation has been designed to predominantly incorporate light buff brick which can be seen on the elevation drawing below with areas of light brown brick being parts of the elevation to incorporate buff brick. Further simple and neutral materials are also proposed to this elevation with terracotta red brick proposed to

the walls of the decked access corridors whilst the top storey is proposed as white glazed terracotta cladding.



Proposed North Elevation



MATERIAL PALETTE DEVELOPMENT

Key

1. White Honed stone with polished finish
2. Light grey Precast concrete with exposed aggregate and smooth finish
3. Metal railing with PPC light grey finish
4. Metal frames with PPC dark grey finish
5. Red coloured brick
6. Steel railing with PPC white finish
7. Light Buff brick

3.5 The proposed use of light buff brick and other simple materials to the north elevation of the proposed building, is considered to soften and lighten views of the development as would be seen in the backdrop of the listed pub and its principal elevation when viewed from Chatham Street. Officers consider that these materials and the simple architectural approach proposed would not compete with the distinctive colourful front façade of the pub and would allow the façade to retain its prominence as a landmark feature to Chatham Street. The proposed development would also create a new standalone identity on the site rather than seeking to directly replicate or compete with the scale of the more modest Listed Building.

3.6 The above has been considered as part of the wider assessment of the impact of the development upon the setting of the Grade II Listed pub building within the October PAC report (paragraphs 7.32 to 7.42) and conclusion that the level of harm caused to the setting of the Listed Building would be 'less than substantial' in the context of paragraph 202 of the NPPF and would result in a limited negative impact on the character and appearance of the building.

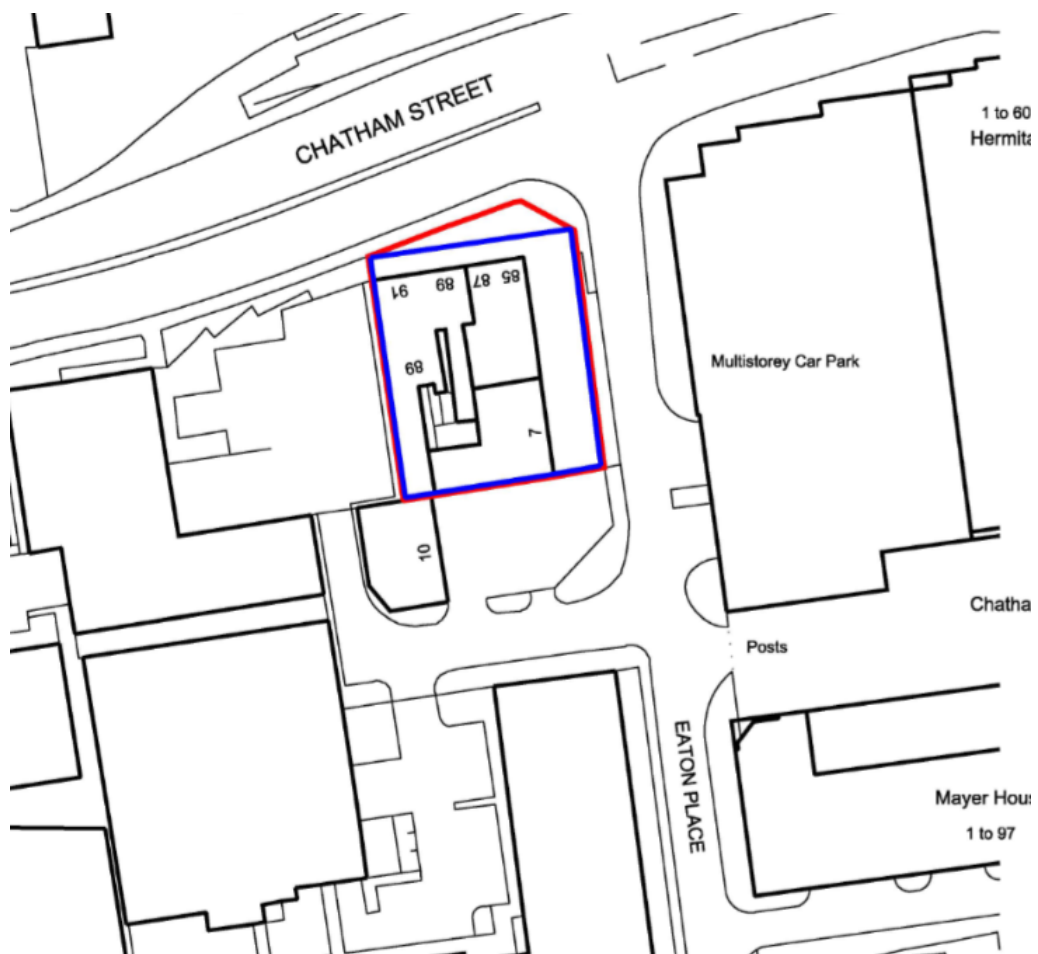
Proposed development at The Butler Public House

3.7 In deferring consideration of the application, the Committee also requested further information on the current planning application at the adjacent site of The Butler Public House ref. 230558. This separate adjacent application seeks planning permission for 'Demolition of existing outbuildings and part of the existing pub, to construct an

extension housing a 19-bed hotel room with parking (C1 use) and associated works’.

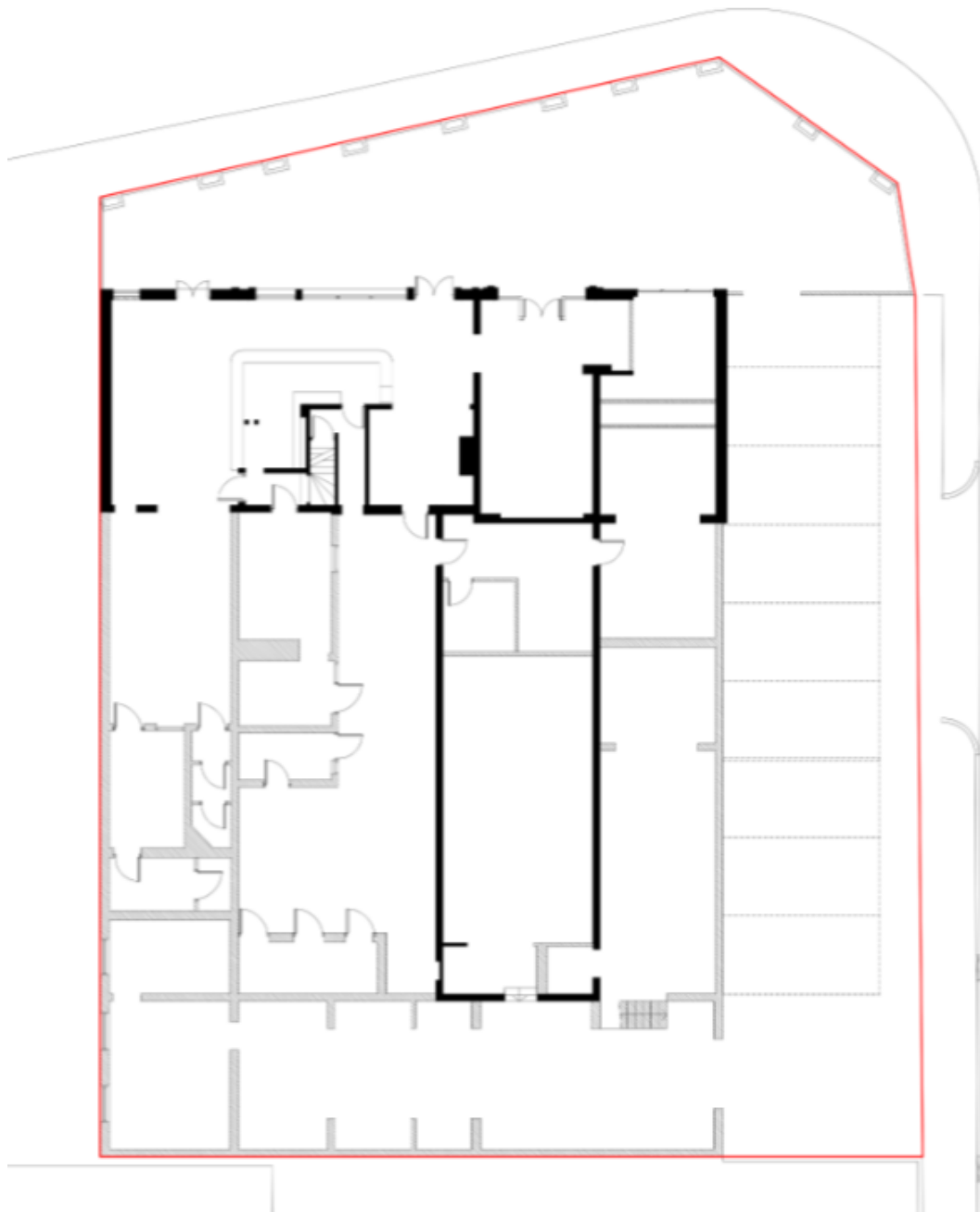
3.8 At the time of writing of the October PAC report, this planning application was invalid because information was missing from the application which is required by the Local Planning Authority in order to determine the planning application. This meant that the application was not ‘live’ and that the proposed plans and details were not publicly viewable on the Council’s website (which is the ‘Planning Register’). The application was made valid on 19th September 2023. On 9th October 2023 the application was added to the ‘Planning Register’ of ‘live’ planning applications and the application and supporting documents became publicly viewable on the Council website. The consultation period for this application expires on 30th October 2023 and the target determination date is 14th November 2023.

3.9 The location plan submitted with the application is shown below and shows the relationship of the existing site with no. 10 Eaton Place directly to the south.



Location Plan submitted with the adjacent planning application at The Butler

- 3.10 The proposed plans show demolition of the majority of the existing single storey rear extensions to the pub and their replacement with more extensive rear extension of between one and three storeys.



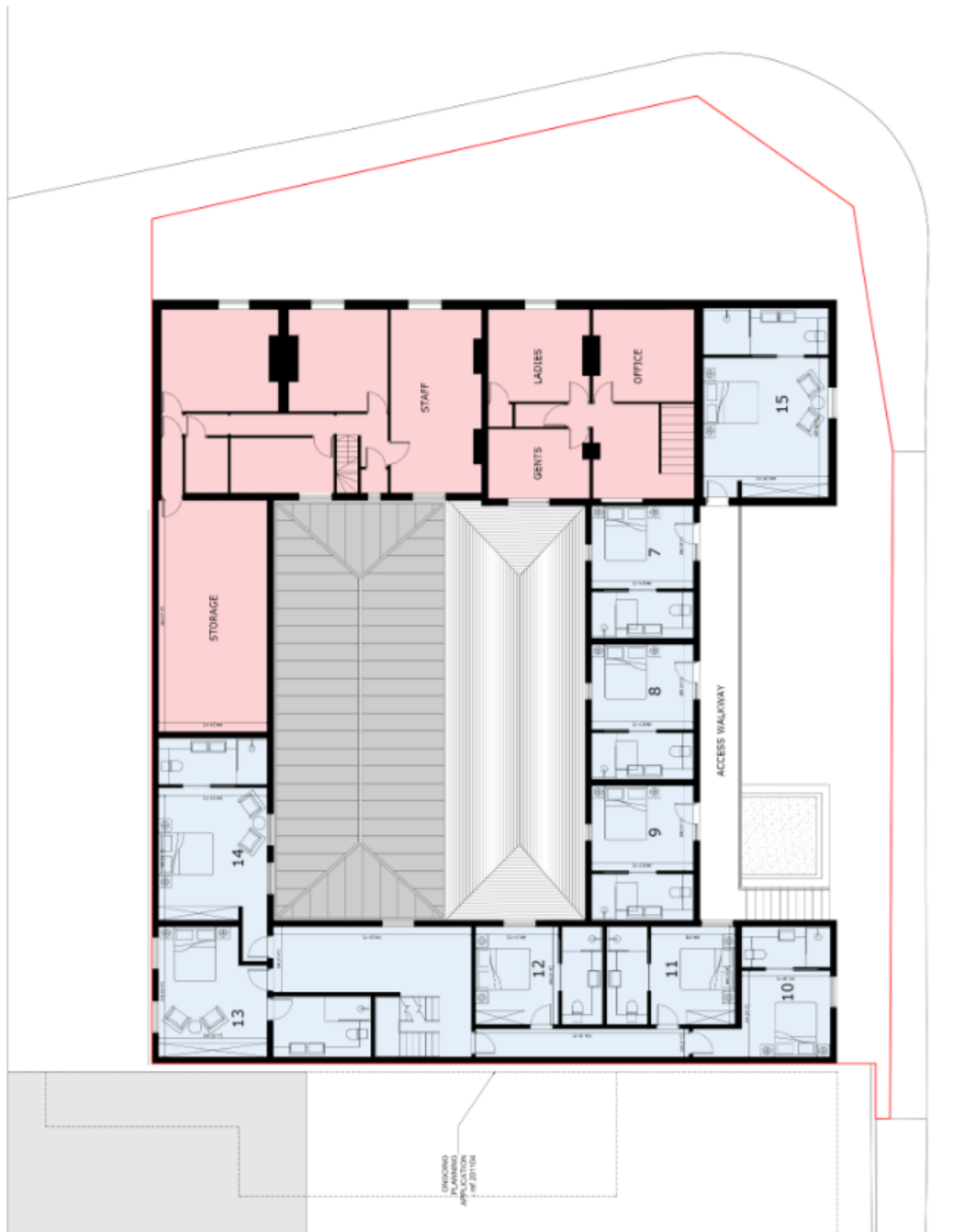
Existing ground floor plan (proposed demolition shown in light grey)

- 3.11 Single storey extensions are proposed across the entire site but covering a greater extent of the site than existing, with the existing small central courtyard area to be infilled and extensions extending further east, towards Eaton Place, where existing parking spaces are located. The extensions at ground floor level would provide extended pub floor space, with associated events and functions space as well as hotel rooms and facilities.



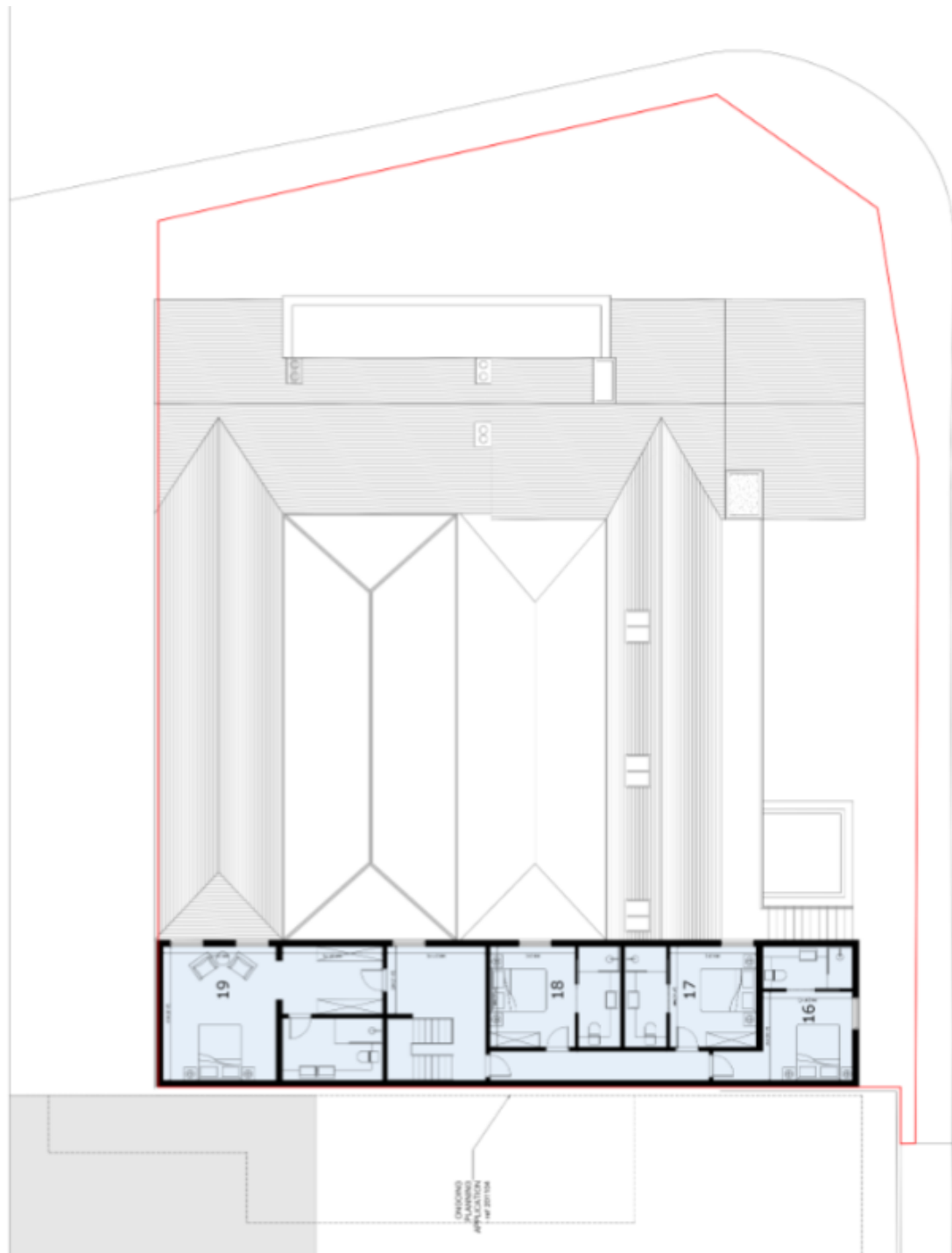
Proposed Ground Floor Plan (Floorspace shown in pink would be pub use, floorspace shown in blue would be hotel use and the existing building at no.10 Eaton Place is shown in grey in the top left-hand corner)

- 3.12 The proposed extensions at first floor level would be set around the east, south and west perimeter of the site and provide hotel rooms and facilities.



Proposed First Floor Plan (Floorspace shown in pink would be pub use, floorspace shown in blue would be hotel use and the existing building at no.10 Eaton Place is shown in grey in the top left-hand corner)

3.13 The proposed extensions at second floor level would be set along the southern boundary of the site shared with no. 10 Eaton Place and would provide hotel rooms and facilities.



Proposed Second Floor Plan (Floorspace shown in blue would be hotel use and the existing building at no.10 Eaton Place is shown in grey in the top left-hand corner)

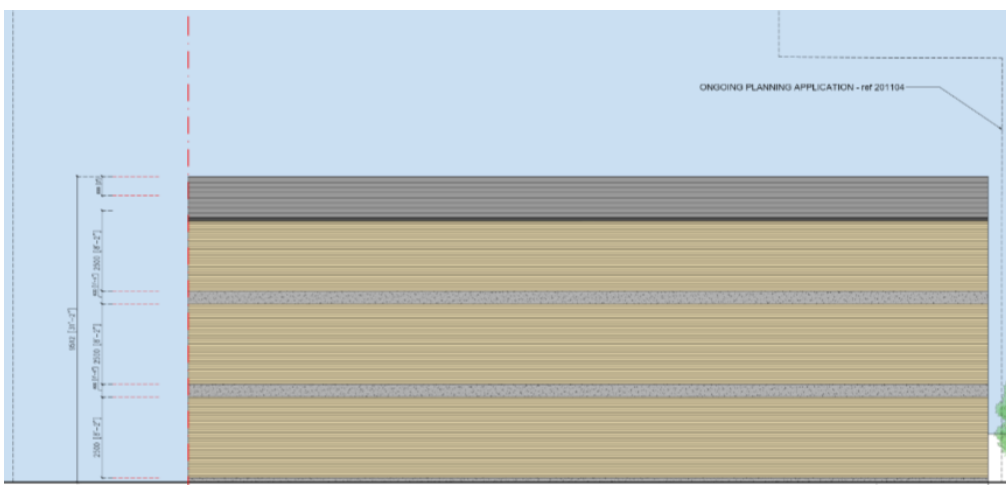
3.14 The elevations for the proposed development at The Butler are shown on the next page with explanations of their context.



Proposed West Elevation on boundary with new development at 115 Chatham Street (proposed development at 10 Eaton Place shown in white on right)



Proposed East Elevation on to Eaton Place (proposed development at 10 Eaton Place shown in white on left)



Proposed South Elevation (on the boundary with proposed development at no. 10 Eaton Place)



Proposed North Elevation on to Chatham Street (proposed development at no. 10 Eaton Place shown in white in the background)

3.15 The plans set out above and associated planning application at The Butler are still under consideration by the Local Planning Authority.

3.16 As set out within paragraph 2.4 of the October PAC report, part of the site of The Butler (single storey rear extensions only) is located within the West Side Major Opportunity Area (MOA) covered by Policy CR12 and forms part of the same sub-area as the site at no. 10 Eaton Place, which is sub-area C of Policy CR12. Part vii) of Policy CR12 states that development in the West Side MOA will:

vii) Demonstrate that it is part of a comprehensive approach to its sub-area, which does not prevent neighbouring sites from fulfilling the aspirations of this policy, and which contributes towards the provision of policy requirements that benefit the whole area, such as open space; and

3.17 Therefore, officers must consider how the two sites would relate in terms of fulfilling the aspirations of Policy CR12.

3.18 The proposals at The Butler would see continuation of the current pub and ancillary live events use of the site but with the addition of hotel accommodation. The impact of the proposed development at no. 10 Eaton Place on the continued operation of the pub and live events was considered in the October PAC report within the amenity section (starting at paragraph 7.45) and found to be acceptable subject to conditions to secure implementation of agreed noise mitigation measures. The new plans for the development at The Butler are not considered to change this assessment.

- 3.19 The proposed hotel rooms at the Butler development would have outlooks east, north and west (no south facing windows) and therefore would not face the proposed development at no. 10 Eaton Place (no south facing hotel room windows). Whilst daylight to hotel windows is not a material consideration, the proposed orientation of hotel windows to The Butler is considered to ensure there would be no adverse impacts in terms of receipt of daylight to these windows. Similarly, in terms of privacy and overlooking, impacts upon hotel windows are not a material consideration, but nonetheless no windows of the hotel would directly face the decked access to the upper floors of the proposed development at no. 10 Eaton Place which is considered to ensure no unacceptable overlooking impacts would result in either development.
- 3.20 Notwithstanding the above there is conflict between the two proposed developments along the shared boundary in regard to the relationship of the five-storey north elevation of the proposed development at no. 10 Eaton Place and the three-storey south elevation of the proposed extension to The Butler.
- 3.21 The north elevation of the proposed development at no. 10 Eaton Place would incorporate private balcony amenity spaces and habitable room windows at first floor level and decked corridor access and habitable room windows at second floor level, which would be located directly on the rear boundary of the site of The Butler. On the opposite side of the boundary the proposed development at The Butler seeks to locate a three-storey extension directly on the rear southern boundary with no. 10 Eaton Place meaning the two developments would be set centimetres apart.
- 3.22 The proposed three storey extension to The Butler would not incorporate any windows facing south towards no. 10 Eaton Place but would present a blank brick façade which would completely obstruct the proposed private balcony amenity space, habitable room windows and decked corridor accesses at first and second floor of the development at no. 10 Eaton Place. This would be significantly detrimental to the quality of accommodation that would be provided to the occupiers of the dwellings to the first and second floor of the proposed development at no. 10 Eaton Place by completely obscuring access to daylight and outlook.
- 3.23 Whilst the planning application at The Butler is yet to be determined, it is considered reasonable to acknowledge that the above means that if the development at no. 10 Eaton Place were granted then this would have an impact on the consideration of the proposed development at The Butler, in particular the resulting adverse impact on the standard of

amenity to future occupiers of the flats to the first and second floor of the development at no. 10 Eaton Place.

- 3.24 The relationship between the two developments is challenging. In terms of the assessment of the application under consideration by this report (10 Eaton Place), officers need to be satisfied that it is not preventing the neighbouring site (The Butler pub) from fulfilling the aspirations of this policy. Both sites are located within sub area C of Policy CR12 where the aspiration for future development is:

Development of this area will be primarily for residential, with potential for community uses. There may also be some small-scale retail and leisure uses on the Oxford Road frontage. This area is surrounded by heritage assets or low-rise residential, and inappropriate building scale at the fringes of the site will not be permitted. There is an opportunity to enhance the Oxford Road frontage, including with tree planting

- 3.25 Therefore, and as set out within the October PAC report, it is considered that the development at no. 10 Eaton Place, in providing new residential accommodation, would align with the site allocation policy for this part of the MOA. However, the proposal at The Butler, in providing hotel accommodation, would not specifically align with that type of development anticipated within the site allocation sub-area. It is the hotel accommodation which is located to the first and second floors of the development where the conflict with the proposed flats to the development at no. 10 Eaton Place arises. In terms of redevelopment and extension of the pub and its live music events, this is an existing use and therefore reasonable to be retained and the extended facilities would be located at ground floor level not resulting in conflict with the adjacent development at no. 10 Eaton Place.
- 3.26 Whilst noting that the site allocation description does not preclude other uses from being provided; based upon the above, it is officers' view that the proposed development 10 Eaton Place is more aligned with the nature of development sought to be provided within the MOA by Policy CR12c than that which is proposed under the separate planning application at The Butler.
- 3.27 The Butler has previously been subject to planning permission for redevelopment to a hotel with retention of the pub (application ref. 180365). This development sought conversion of the existing rear extensions to the building only. This previously proposed development would not have conflicted with the current proposal at no. 10 Eaton Place. Whilst this planning permission has now lapsed it indicates that

a similar development could be achieved without conflict between the two sites.

- 3.28 It is considered that the Applicant has taken reasonable steps in designing the proposed development at no. 10 Eaton Place to consider future development at The Butler. In this respect they have located the main and majority of habitable room windows on the south elevation of the building facing away from The Butler onto Eaton Place, whilst in proposing the decked access to the north elevation facing The Butler, this provides activation to this façade rather than presenting a blank elevation visible in the background of views of The Butler's primary front façade from Chatham Street. Whilst it is acknowledged that the development would borrow some outlook over the pub site from the balconies and habitable room windows to its north elevation, it must also be considered that the application site at no. 10 Eaton Place is long and narrow which limits the options for the layout of flats whilst providing the necessary dwelling mix and sizes (in accordance with National Space Standards) and access to daylight for new residential accommodation on the site as envisaged by the Western MOA under Policy CR12. Furthermore, this is a dense urban location where close relationships between adjacent buildings and uses are more common and in this instance, as discussed above and in the October PAC report, the siting of the residential development on the boundary with the rear of the pub site is considered to be acceptable.
- 3.29 Officers have considered the scale of the proposal in relation to the Butler within paragraphs 7.16 to 7.26 of the October PAC report and consider this to be acceptable. The impact of the proposed development on the existing first floor flat to the pub is also considered under paragraph 7.57 of the October PAC report. It should be noted that the first floor flat is not included with the proposed plans for development at The Butler. It is considered unlikely that the level of development envisaged by the MOA could be achieved on the narrow site without a development being set upon some or all of the site boundaries.
- 3.30 In consideration of adjacent developments there is also an element of first past the post. In this respect the application at no. 10 Eaton Place has been under consideration by the Local Planning Authority for some time and officers have been working with the Applicant to reach a position where the application can now be recommended for approval. Given the proposals and planning application at The Butler are at a comparatively early stage (consultation period ongoing at the time of writing this report), the officer recommendation is not yet known, and it is possible that the proposed plans may be subject to changes, it is considered that only limited weight can be attached to these proposals

in assessment of the relationship between the two developments. There is also no guarantee that both developments, if planning permission were to be granted for either, would ever be implemented.

- 3.31 Overall, officers consider that the proposed development at no. 10 Eaton Place has demonstrated that it is part of a reasonable comprehensive approach to contributing to development of the Policy CR12c site allocation area and that it would not prevent neighbouring sites, including The Butler pub, from fulfilling the aspirations of this Policy within the West Side Major Opportunity Area.

4. Conclusion

- 4.1 The officer recommendation remains as per that set out in the October PAC report (attached as appendix 1 to this report).

Case Officer: Matt Burns

04 October 2023

Title	PLANNING APPLICATION REPORT
Ward	Abbey
Planning Application Reference:	201104/FUL
Site Address:	10 Eaton Place, Reading, RG1 7LP
Proposed Development	Demolition of the existing building and redevelopment of the site to provide a residential building of up to 5 storeys (Use Class C3) and associated public realm improvements (amended description)
Applicant	Hamble Residential Limited
Report author	Matt Burns - Principal Planning Officer
Deadline:	Originally 10/05/2021, but an extension of time has been agreed with the applicant until 31 st October 2023
Recommendation	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (AD PTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 31 st October 2023 (unless officers on behalf of the AD PTPPS agree to a later date for completion of the legal agreement).
S106 Terms	To include: 1. To secure affordable housing on site consisting of four x 3-bedroom maisonettes. All at Reading Affordable Rent (RAR) tenure. In the event that a Registered (affordable housing) Provider is not secured for the provision of the Affordable Housing on site, the units to be offered to the Council to be provided by the Council as Affordable Housing. In the event that neither a Registered Provider or the Council can come forward to provide Affordable Housing on-site, the developer to pay to the Council a default sum equivalent to 15% of the Gross Development Value of the development for provision of Affordable Housing elsewhere in the Borough. To be calculated (the mean average) from two independent

	<p>RICS valuations to be submitted and agreed by the Council prior to first occupation of any market housing unit. In this event, the sum to be paid prior to first occupation of any market housing unit and index-linked from the date of valuation.</p> <ol style="list-style-type: none"> 2. To secure a zero-carbon offset contribution as per the Sustainable Design and Construction SPD 2019 to ensure the development provides a minimum of 35% improvement in regulated emissions over the Target Emissions Rate in the 2013 Building Regulations, plus a contribution of £1,800 per remaining tonne towards carbon offsetting within the Borough (calculated as £60/tonne over a 30-year period). As per formula in the Sustainable Design and Construction SPD. Payment would be triggered on commencement of development and would be index-linked. 3. To secure a construction phase Employment and Skills Plan (ESP) or equivalent financial contribution (£3, 845). As calculated in the Council’s Employment Skills and Training SPD (2013) – plan to be provided/ contribution payable (index linked) on commencement of the development. 4. To secure private waste collection arrangements for the development for all waste streams (general waste, recycling and food waste), including collection of waste directly from the communal bin store, use of a non-standard waste collection vehicle and stipulation that no bins are to be kept on the public highway at any time. <p>In order for Officers to work efficiently and effectively, it is suggested that minor changes to the Heads of Terms and details of the legal agreement during the negotiations, where necessary, are delegated to officers.</p>
<p>Conditions</p>	<p>To include:</p> <ol style="list-style-type: none"> 1. Time Limit – 3 years. 2. Approved plans. 3. Pre-commencement (excluding demolition) details of all external materials to be submitted and approved. 4. Compliance condition – dwelling mix only as approved. 5. Pre-occupation provision of all energy measures set out in the Energy and Sustainability Statement hereby approved. 6. Pre-occupation photovoltaic array details to be submitted and approved. 7. Pre-Commencement submission (excluding demolition) and approval of a design stage SAP assessment.

	<ol style="list-style-type: none"> 8. Pre-Occupation submission and approval of an as built SAP assessment. 9. Pre-occupation provision of Sustainable Drainage Strategy. 10. Pre-commencement (including demolition) demolition and construction method statement (including Transport and EP based requirements) to be submitted and approved. 11. Compliance condition relating to hours of demolition/construction works (0800-1800hrs Mondays to Fridays and 0800-1300hrs Saturdays, and not at any time on Sundays and Bank or Statutory Holidays) 12. Compliance condition relating to no burning of materials or green waste on site. 13. Compliance condition relating to discovery of any unidentified contaminated land. 14. Pre-occupation stopping up of existing vehicular access and reinstatement of footway . 15. Pre-occupation notification of occupiers that they would not be automatically entitled to a parking permit. 16. Pre-occupation provision of approved cycle parking. 17. Pre-occupation provision of approved bin stores. 18. Pre-occupation submission and approval of measures to prevent pests and vermin accessing bin stores. 19. Pre-commencement (excluding demolition) submission and approval of all hard and soft landscaping details (including details of green/blue roof). Thereafter all landscaping to be carried out in accordance with approved details in the first planting season following occupation of the development with replacement planting required for first 5 years. 20. Compliance condition that no vegetation clearance shall take place during the bird nesting season. 21. Pre-commencement (excluding demolition) submission and approval of a biodiversity enhancement scheme including six swift bricks and four bat tiles or bricks. 22. Pre-occupation submission and approval of an external lighting scheme, including details of how any lighting will not adversely impact wildlife. 23. Pre-occupation implementation of the noise mitigation measures set out within the approved noise assessment and mitigation scheme. 24. No mechanical plant to be installed unless a noise assessment and mitigation scheme has been submitted and approved. 25. No fixing or installing of miscellaneous item to the external faces or roof of the building hereby permitted. 26. Pre-occupation submission and approval of security strategy. 27. Compliance condition that level access to the development shall be provided and retained
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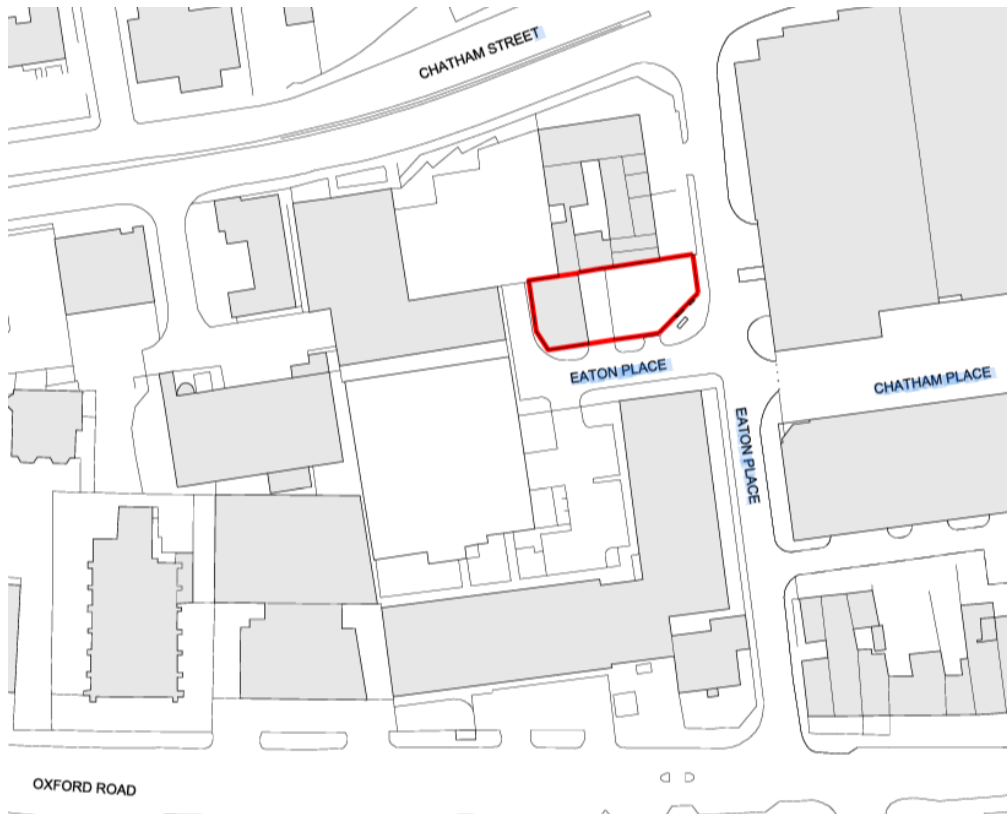
	<p>28. Pre-commencement submission (including demolition), approval and implementation of scheme of archaeological investigation.</p> <p>All pre-commencement conditions have been agreed with the Applicant.</p>
<p>Informatives</p>	<p>To include:</p> <ol style="list-style-type: none"> 1. Positive and Proactive Statement 2. Damage to the highway 3. Works affecting highways 4. Section 106 Legal Agreement 5. Thames Water informative 6. Pre-commencement conditions 7. Terms 8. Building Control 9. Complaints about construction 10. Encroachment 11. Community Infrastructure Levy 12. No automatic entitlement to parking permits 13. Future occupiers to be made aware of the proximity of existing live music venues

1. EXECUTIVE SUMMARY

- 1.1 The proposal is recommended for approval subject to a legal agreement and conditions as set out above.
- 1.2 The proposal would produce a residential scheme, including on-site affordable homes, provided within land allocated for housing within the Western Major Opportunity Area of the town centre, as defined by Policy CR12c of the Reading Borough Local Plan 2019. The proposals would incorporate an appropriate design, ensure that there would be no unacceptable impact on neighbouring properties and provide suitable accommodation for future residents. The proposal would have no adverse transport impacts and would be acceptable in terms of ecology, biodiversity and sustainability. Whilst the development would result in harm to the setting of the adjacent grade II listed The Butler Public House, the level of harm identified is 'less than substantial' and in accordance with paragraph 202 of the National Planning Policy Framework (2023) the significant public benefits of the development, including those outlined above, are considered to outweigh this identified harm and the application is therefore recommended to you for approval.

2. INTRODUCTION

- 1.1 The application site is located on the west side of Eaton Place and contains a two-storey flat roof office building with car park to the front (east).



Site Location Plan





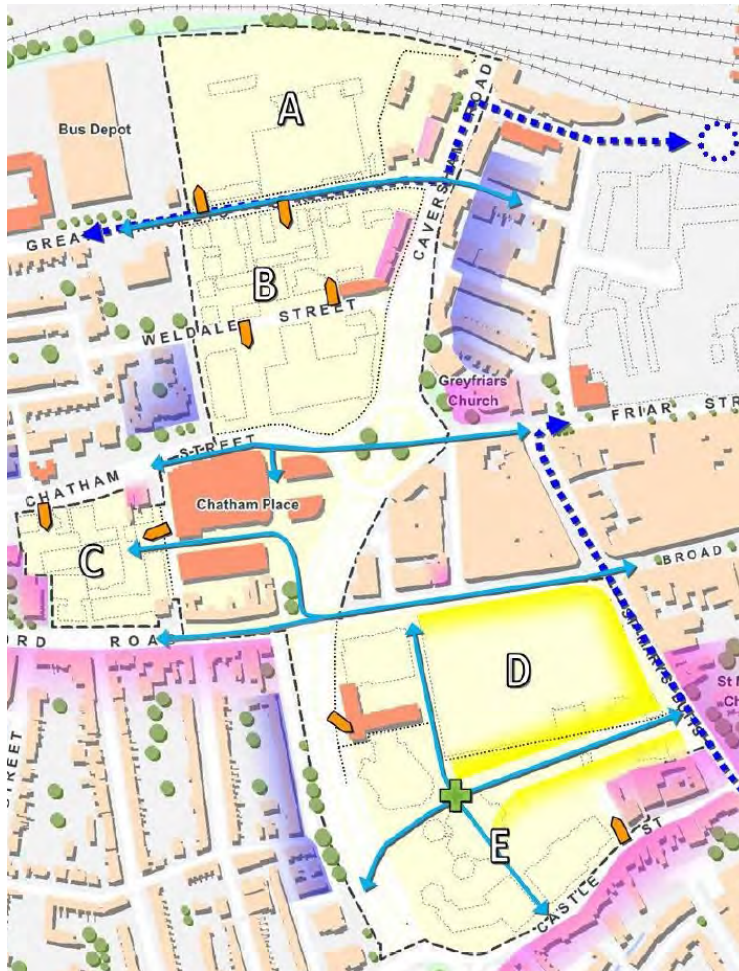
Photographs of the application site as existing

- 1.2 The site is located within the western part of the town centre and within the Reading Central Area, but is located just outside of the Central Core, Office Core and Primary Shopping Areas as defined by Policy CR1 (Definition of Central Reading). The site is located outside of, but adjacent to, the western tall buildings cluster within the town centre as identified by Policy CR10 (Tall Buildings).
- 1.3 The application site is also located within West Side Major Opportunity area within the town centre, as defined by Policy CR12, and forms part of a wider parcel of land that is allocated for development under part C of Policy CR12 (Chatham Street, Eaton Place and Oxford Road). The site allocation policy states that:

CR12c, CHATHAM STREET, EATON PLACE AND OXFORD ROAD

Development of this area will be primarily for residential, with potential for community uses. There may also be some small-scale retail and leisure uses on the Oxford Road frontage. This area is surrounded by heritage assets or low-rise residential, and inappropriate building scale at the fringes of the site will not be permitted. There is an opportunity to enhance the Oxford Road frontage, including with tree planting

Site size: 1.15 ha Indicative potential: 180-260 dwellings



Plan showing the West Side Major Opportunity Area within which the application site is allocated for development as per of the wider parcel of land labelled C

- 1.4 The area surrounding the application site contains a variety of uses and building styles. To the north of the application site is The Butler pub which fronts Chatham Steet, the main building of which dates from the 1830s and is Grade II Listed. The pub also has a series of later single storey extensions added in the 1870s which due to their age and historic connections to the use of the pub also form part of the listing. The rear extensions to the pub are located within the Policy CR12c site allocation area but the main pub building is not. Also, to the north of the stie is the recently constructed new-build residential development at the site of 115 Chatham Street which contains a three to five storey building of 54 flats (planning permission ref. 210349) which also forms part of the Policy CR12c site allocation area.
- 1.5 To the east of the application site on the opposite side of Eaton Place is the large 9 storey Q Park multi-storey car park building which also fronts on to Chatham Street. To the south of the application site is Eaton Court (no. 106-112 Oxford Road) which is a large L-shaped three-storey vacant office building which extends to the south along Eaton Place and fronts on to Oxford Road. This building also forms part of the Policy CR12c site allocation area and is subject to a pending planning application 210639 for demolition and residential redevelopment to provide three buildings

comprising 120 residential units (Use Class C3), along with car parking, cycle parking, servicing bay and associated landscaping, amenity space, plant and refuse areas and access arrangements. To the west is a two-storey car park serving Eaton Court with the Face Bar music venue located beyond this further to the west.

- 2.6 The site is located within an air quality management area (AQMA). The edge of the Castle Hill/Russell Street/Oxford Road Conservation Area is located 50m to the south.

2. PROPOSAL

- 2.1 The application was originally submitted in March 2021 and proposed an 8-storey building containing 27 dwellings. At the time, officers raised significant concerns regarding the proposals with the applicant in relation to overdevelopment of the site and excessive scale. As a result plans for an amended, reduced and scaled down development, were submitted in February 2023. These amended plans superseded those originally submitted with the application and the application description has been amended accordingly. It is this amended scheme and plans which are considered as part of this report.
- 2.2 The amended application seeks full planning permission for demolition of the existing building and redevelopment of the site to provide a residential building 5 storeys (Use Class C3) and associated public realm improvements.
- 2.3 The proposal is to provide 15 new dwellings with the following unit mix:
- 3 x 1 bed flats
 - 8 x 2 bed flats
 - 4 x 3 bed maisonettes
- 2.4 The 4 x 3 bed maisonette units are all proposed to be affordable housing under the 'Reading Affordable Rent Tenure' (27% of the total number of units). These units would be located over the ground and first floor level of the building, with each maisonette having its own front door onto Eaton Place to the south as well as each having their own bin/cycle store. The maisonettes would have private balconies to the north elevation of the building at first floor level.
- 2.5 The 1 and 2 bedroom open-market units would be located on the second, third and fourth floors of the building and would have their own separate communal entrance on the west side of the building with the flats accessed via external deck veranda-style corridors to the north elevation of the building. Communal cycle and bin storage are proposed to the ground floor of the building. These units would have access to a landscaped communal roof top garden at fourth floor level.
- 2.6 A green/blue roof is proposed at fifth storey which would utilise surface water drainage for irrigation of roof top garden areas. Solar panels are proposed to the main roof of the building.

2.7 The development is proposed as car free with no vehicle parking spaces proposed.

2.8 Submitted Plans and Documentation:

2211027-TK01 Rev A Swept Path Analysis Refuse Vehicle
Received by the Local Planning Authority on 24th July 2023

052-TWA-XX-RF-DR-PL-11015 P4 Proposed Roof Plan
Received by the Local Planning Authority on 7th June 2023

052-TWA-XX-00-DR-PL-11000 P4 Ground Floor Plan
2211027-01 Proposed Highway Works
Received by the Local Planning Authority on 16th May 2023

052-TWA-XX-XX-DR-PL-16001 P3 Proposed Site Section A-A
052-TWA-XX-XX-DR-PL-16002 P3 Proposed Site Section B-B
052-TWA-XX-00-DR-PL-10000 P2 Proposed Site Plan
052-TWA-XX-XX-DR-PL-19000 P2 Affordable 3B 6P Ground Floor Plan
052-TWA-XX-XX-DR-PL-19001 P2 Affordable 3B 6P First Floor Plan
052-TWA-XX-XX-DR-PL-19002 P2 2B 4P Typical Layout Plan
052-TWA-XX-XX-DR-PL-19003 P2 1B 2P Typical Layout Plan
052-TWA-XX-XX-DR-PL-17001 P3 Proposed North Elevation
052-TWA-XX-XX-DR-PL-17002 P3 Proposed East Elevation
052-TWA-XX-XX-DR-PL-17003 P3 Proposed South Elevation
052-TWA-XX-XX-DR-PL-17004 P3 Proposed West Elevation
052-TWA-XX-01-DR-PL-11001 P3 First Floor Plan
052-TWA-XX-02-DR-PL-11002 P3 Second Floor Plan
052-TWA-XX-03-DR-PL-11003 P3 Third Floor Plan
052-TWA-XX-04-DR-PL-11004 P3 Fourth Floor Plan
052-TWA-XX-XX-DR-PL-36100 P2 Cladding Bay Study 01 Bay Study 052-
TWA-XX-XX-DR-PL-36101 P2 Cladding Bay Study 02 Bay Study 052-
TWA-XX-XX-DR-PL-36102 P2 Cladding Bay Study 03 Bay Study
052-TWA-XX-00-DR-PL-99000 P3 Demolition Plan
052-TWA-XX-XX-DR-PL-07001 P3 Existing North Elevation
052-TWA-XX-XX-DR-PL-07002 P3 Existing East Elevation
052-TWA-XX-XX-DR-PL-07003 P3 Existing South Elevation
052-TWA-XX-XX-DR-PL-07004 P3 Existing West Elevation
052-TWA-XX-00-DR-PL-00002 P2 Existing Site Plan
052-TWA-XX-00-DR-PL-01000 P3 Existing Ground Floor Plan
052-TWA-XX-01-DR-PL-01001 P3 Existing First Floor Plan
052-TWA-XX-RF-DR-PL-01002 P3 Existing Roof Plan
052-TWA-XX-00-DR-PL-00001 P2 Site Location
Received by the Local Planning Authority on 2nd February 2023

Design and Access Statement, prepared by Anomaly Architects
Planning Statement, prepared by Icen Projects
Heritage and Townscape Assessment, prepared by Icen Projects
Daylight, Sunlight and Overshadowing Assessment, prepared by Point 2
Surveyors

Energy and Sustainability Statement, prepared by Cudd Bentley Consulting
Overheating Assessment, prepared by Cudd Bentley Consulting
SuDS Assessment and Drainage Design, prepared by Infrastruct CS Ltd
Transport Statement, prepared by Motion
Noise Assessment, prepared by Accon
Received by the Local Planning Authority on 2nd February 2023

Land Contamination Report, prepared by leap
Air Quality Assessment, prepared by accon uk
Received by the Local Planning Authority on 22nd February 2021

2.9 Community Infrastructure levy (CIL):

In relation to the community infrastructure levy, the applicant has duly completed a CIL liability form with the submission. Based upon the floor area of the proposed development the expected levy due would be £257,071, albeit this figure is likely to decrease slightly in practice in the event that the applicant applies for social housing relief for the affordable housing elements of the scheme.

3. **PLANNING HISTORY**

Application Site

031121FUL - Change of use to education facility – Granted. 07/10/2003.

Eaton Court 106-112 Oxford Road

190419OPA - Change of use from B1(a) (offices) to C3 (dwelling houses) to comprise 58 units - Prior Approval not required. 14/05/2019.

210639FUL - Demolition and residential-led mixed use redevelopment to provide three buildings comprising 131 residential units (Use Class C3), one ground floor unit comprising flexible commercial floorspace (Use Class E & F2) and one ground floor unit comprising flexible commercial and residential floorspace (Use Class E, F2 & C3), along with car parking, cycle parking, servicing bay and associated landscaping, amenity space, plant and refuse areas, and access arrangements – Received 23rd April 2021. Under Consideration.

115 Chatham Street

150721FUL - Erection of part 4, part 5 storey building providing 16 residential units with associated parking and landscaping – Granted. 17/02/2015.

210349FUL - Demolition of the existing buildings on site and erection of a 3 - 5 storey building to provide 54 residential units (Class C3). Provision of private and communal external amenity areas, car and cycle parking and refuse storage – Granted. 17/12/2021.

The Butler PH Chatham Street

180366LBC - Internal and external alterations associated with the conversion and renovation of existing outbuildings to form hotel

accommodation - Listed Building Consent Granted. 05/03/2019. (Now expired, not implemented).

180365FUL - Conversion of existing outbuildings from tyre fitting & associated repairs (Class B1a) and part of existing pub (Class A4) to a 14-bed hotel (Class C1) with parking and associated works – Granted. 05/03/2019. (Now expired, not implemented).

230558FUL - Demolition of existing outbuildings and part of the existing pub, to construct an extension housing a 19-bed hotel room with parking (C1 use) and associated works – Application received 25/04/2023 but currently invalid.

230559LBC - Listed building consent for the renovation of the existing public house including the installation of a new access route within 85 Chatham Street, and the construction of a minor extension along Chatham Street continuing the established architectural language – Application received 25/04/2023 but currently invalid.

4. CONSULTATIONS

- 4.1 RBC Transport – No objection subject to conditions to secure submission and approval of a construction method statement, provision of cycle and bin stores as proposed, reinstatement of kerb to existing vehicle access to site and to advise future occupiers that they would not be automatically entitled to an on-street parking permit. A section 106 obligation is also required to secure private refuse collection arrangements for the development.
- 4.2 RBC Environmental Protection – No objection subject to conditions to secure implementation of the development in accordance with the noise mitigation measures set out within the submitted noise impact assessment report, submission and approval of a construction method statement and details of bin stores, limitation of construction hours to standard working hours (0800 to 1800 Monday to Friday, 0800 to 1300 Saturdays and no working on Sundays or Bank Holidays) and to monitor the site for any unidentified contamination.
- 4.3 RBC Natural Environment – No objection subject to a condition to secure submission and approval of detailed landscaping arrangements, including details of the proposed blue/green roof.
- 4.4 RBC Housing – No objection, welcome the affordable housing offer, particularly the provision of all affordable units as 3 bed family sized units at 'Reading Affordable Rent' tenure.
- 5.5 RBC Waste – Whilst the proposed bin stores are large enough to accommodate the requisite number of bins for the development, the location of the communal store would not be suitable for Local Authority waste collection services due to its distance from the kerbside. Furthermore, a separate bin collection point, external to the building, is

not proposed and it is not clear where such a collection point could be provided without blocking the footway.

- 5.6 Ecology Adviser – No objection, subject to conditions to secure that any vegetation removal takes place outside of the bird nesting season (which is between March and August), submission and approval of landscaping and biodiversity enhancement schemes including details of biodiverse blue/green roof and an external lighting scheme for the development.
- 5.7 Lead Local Flood Authority – No objection subject to a condition to secure implementation of the proposed drainage (SuDS) scheme.
- 5.8 Thames Water – The developer would be required to obtain a build over agreement with Thames Water prior to commencement development given the application site is located within 3 metres of a public sewer. The developer should also be notified that driven construction piles are not permitted within 15m of a public sewer.
- 5.9 Berkshire Archaeology – No objection, subject to a condition to secure submission, approval and implementation of an archaeological written scheme of investigation.

Public

- 5.10 The following properties were notified of the application and submission of amended plans by letter:
- Eaton House 106-112 Oxford Road
 - Q Park 6 Chatham Place
 - The Butler PH 85-91 Chatham Street
 - 115 Chatham Street
 - Eaton Place Tyres Eaton Place
 - 1, 2, 4 & 6 Chatham Place
 - 7 Chatham Place
- 5.11 Site notices advertising the application and amended plans was also displayed at the application site and on Chatham Place.
- 4.12 Two objections to the proposed development were received in relation to the, now superseded, original plans, raising the following issues:

Comments received on original plans:

- Loss of privacy and overlooking to flats in Mayer House.
- Overbearing impact of scale of development in combination with the Q Park multi-storey car park building.
- Impact of the development on the historic character and setting of the Grade II Listed The Butler pub.
- The proposed development and external deck access to the north elevation would compromise implementation of planning permission ref. 180365FUL at the adjacent The Butler pub for conversion of rear outbuilding to a hotel, by way of overlooking

and loss of light to the hotel rooms (*Officer comment: this planning permission has lapsed*).

- The Butler Pub is an established live music venue. The proposed residential development should not prejudice continued use of the pub for live music.
- Concern that the proposed deck access to the north elevation of the development would not comply with current Building Regulations in terms of fire strategy.

5.13 An objection to the proposed development has been received in relation to the amended plans the owner of The Butler pub, raising the following issues:

- Overlooking and loss of privacy to The Butler pub, particular the rear courtyard area used for live music events, from the proposed deck access to the north elevation of the development.
- The Butler pub operates until 1am on Friday and Saturdays, Thursdays until midnight and until 11pm the rest of the week and for a set number of days per year a live event can take place on any day of the week until 1am. The proposed proximity of the building and location of balconies and habitable room windows to the north elevation of the building directly on the boundary with The Butler pub will result in amenity issues for future occupiers and undermine the ability of The Butler to operate its existing use effectively in the future.
- The submitted sunlight/daylight report fails to assess the impact of the development on The Butler.
- The submitted noise assessment fails to assess the impact of The Butler and associated live music events on future occupiers of the proposed development.
- No details of the fire risk associated with the development have been submitted with the planning application.
- Impact of the scale and proximity of the proposed development on the historic character and setting of the Grade II Listed pub.

5. RELEVANT PLANNING POLICY AND GUIDANCE

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

5.2 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.

- 6.3 For this Local Planning Authority the development plan is the Reading Borough Local Plan (November 2019) and the NPPF (2023). The relevant national / local policies / guidance are:

National Planning Policy Framework (2023). The following chapters are the most relevant (others apply to a lesser extent):

- 2. Achieving sustainable development
- 4. Decision-making
- 8. Promoting healthy and safe communities
- 9. Promoting sustainable transport
- 11. Making effective use of land
- 12. Achieving well-designed places
- 14. Meeting the challenge of climate change, flooding and coastal change
- 15. Conserving and enhancing the historic environment
- 16. Conserving and enhancing the historic environment

National Planning Policy Guidance (2014 onwards)

Reading Borough Local Plan (November 2019). The relevant policies are:

- CC1: Presumption in Favour of Sustainable Development
- CC2: Sustainable Design and Construction
- CC3: Adaptation to Climate Change
- CC5: Waste Minimisation and Storage
- CC6: Accessibility and the Intensity of Development
- CC7: Design and the Public Realm
- CC8: Safeguarding Amenity
- CC9: Securing Infrastructure
- EN1: Protection and Enhancement of the Historic Environment
- EN2: Areas of Archaeological Significance
- EN6: New Development in a Historic Context
- EN9: Provision of Open Space
- EN12: Biodiversity and the Green Network
- EN14: Trees, Hedges and Woodland
- EN15: Air Quality
- EN16: Pollution and Water Resources
- EN17: Noise Generating Equipment
- EN18: Flooding and Drainage
- H1: Provision of Housing
- H2: Density and Mix
- H3: Affordable Housing
- H5: Standards for New Housing
- H10: Private and Communal Outdoor Space
- TR1: Achieving the Transport Strategy
- TR3: Access, Traffic and Highway-Related Matters
- TR4: Cycle Routes and Facilities
- TR5: Car and Cycle Parking and Electric Vehicle Charging
- CR1: Definition of Central Reading
- CR2: Design in Central Reading
- CR3: Public Realm in Central Reading
- CR6: Living in Central Reading

CR12: West Side Major Opportunity Area

Relevant Supplementary Planning Documents (SPD) are:

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

Other relevant documents:

- Historic Environment Good Practice Advice in Planning Note 3
- Reading Borough Council Tree strategy (2021)

7. APPRAISAL

The main matters to be considered are:

- Land use principles
- Development density, unit mix and affordable housing
- Design considerations and effect on character and heritage
- Amenity Matters
- Transport
- Natural Environment
- Sustainability
- Other Matters
- Equalities impact

Land use principles

- 7.1 The National Planning Policy Framework (2023) encourages the effective use of land by reusing land that has been previously developed (brownfield land) and seeks that all housing applications should be considered in the context of the presumption in favour of sustainable development. The accessibility of the site, located within the Reading Central Area as defined by the Reading Local Plan (2019), is considered acceptable for the proposed development in accordance with Policy CC6 (Accessibility and Intensity of Development) whilst the provision of new housing would align with the broad objectives of Policy H1 (Provision of Housing) in assisting in meeting the annual housing targets.
- 7.2 The site forms part of the West Side Major Opportunity Area (MOA) which is allocated for residential development in the Reading Local Plan (2019) under policy CR12c (Development in the West East Side Major Opportunity Area). The vision for the West Side MOA, which also includes parts of Caversham Road, Weldale Street, Chatham Street, Hosier Street and Broad Street Mall) is for the area to “*be a mixed-use extension to the west of the centre containing high-quality mixed-use environments and fostering stronger east-west links into the central core*”.

- 6.3 Policy CR12 continues by stating that development in the West Side MOA will:
- i) Contribute towards providing a mix of uses including residential. Development for education will be an acceptable part of the mix;
 - ii) Help facilitate greater pedestrian and cycle permeability, in particular on key movement corridors and east-west links through the area and between development areas and the station, including improved crossings of the IDR where achievable;
 - iii) Safeguard land which is needed for mass rapid transit routes and stops;
 - iv) Provide additional or improved areas of open space where possible, generally in the form of town squares, and provide additional green infrastructure where possible;
 - v) Give careful consideration to the areas of transition to low and medium density residential and conservation areas and conserve and, where possible, enhance listed buildings and conservation areas and their settings;
 - vi) Give careful consideration to the archaeological potential of the area and be supported by appropriate archaeological assessment which should inform the development;
 - vii) Demonstrate that it is part of a comprehensive approach to its sub-area, which does not prevent neighbouring sites from fulfilling the aspirations of this policy, and which contributes towards the provision of policy requirements that benefit the whole area, such as open space; and
 - viii) Give early consideration to the potential impact on water and wastewater infrastructure in conjunction with Thames Water and make provision for upgrades where required.
- 6.4 It is considered that the proposed development meets all of these overarching objectives, as will be demonstrated in more detail throughout this report.
- 6.5 More specifically, the application site forms part of the wider Chatham Street, Eaton Place and Oxford Road sub-area under Policy CR12c which states that: *“Development of this area will be primarily for residential, with potential for community uses. There may also be some small-scale retail and leisure uses on the Oxford Road frontage. This area is surrounded by heritage assets or low-rise residential, and inappropriate building scale at the fringes of the site will not be permitted. There is an opportunity to enhance the Oxford Road frontage, including with tree planting”*. The policy indicates that the wider sub-area has an indicative potential for 180-260 dwellings.
- 6.6 Again, it is considered that the proposed development meets the objectives of this policy, as will be demonstrated in more detail in this report.
- 7.7 The broad principle of the proposal for residential development is therefore considered to be acceptable and in accordance with policies CC6, H1 and CR12. The details of the proposed development are now considered within the rest of this report.

Development density, unit mix and affordable housing

- 7.8 The application proposes a development density of 365 dwellings per hectare (15 dwellings/ 0.041-hectare site). Although a high-density development, it is noted that there is no prescribed local policy density upper limit for town centre sites, with the indicative development density for the wider Policy CR12c sub-area being for a high-density development at 226 dwellings per hectare. Paragraph 5.4.15 of the supporting text to the policy clarifies that the number of dwellings is, to an even greater extent than other areas, an indication only and that development capacity can vary significantly on high density town centre sites.
- 7.9 In addition, Policy H2 (Density and Mix) outlines an indicative density of above 70 per hectare in town centre locations, with factors such as site characteristics, accessibility and need to achieve high quality design and minimise environmental impacts informing the appropriate density. Therefore, detailed matters such as design and standard of accommodation, which are assessed later in this report, will inform the suitability of the density of development that is proposed. .
- 7.10 Part v) of Policy CR12 notes that development within the West Side MOA should *“give careful consideration to the areas of transition to low and medium density residential and conservation areas and conserve and, where possible, enhance listed buildings and conservation areas and their settings”*. This will be assessed in more detail in the design and heritage section elsewhere in this report.
- 7.11 In terms of unit mix Policy CR6 (Living in Central Reading) seeks that 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. The application proposes 3 x 1-bedroom flats (20%), 8 x 2-bedroom flats (53%) and 4 x 3-bedroom maisonettes (27%) and is therefore policy compliant in this respect. Policy H2 also sets out that the mix of residential development proposed should contribute towards meeting the identified housing needs of the Borough. Figure 4.6 of the within the supporting text to Policy H2 sets out that there is most need within the borough for family sized units of 2 and 3 bedrooms. In this respect the high proportion of 2- and 3-bedroom dwellings proposed by the development is considered to be a notable benefit in terms of contributing to the identified housing needs within the Borough.
- 7.12 In terms of affordable housing, Policy H3 (Affordable Housing) states that development proposals of 10 or more dwellings should provide 30% on-site provision of affordable housing. The application proposes that 4 x 3 bed maisonette units within the development would all be provided as affordable housing under the ‘Reading Affordable Rent’ tenure’. This equates to a provision of 27% of the total number of units as affordable housing.

- 7.13 Whilst the proposed affordable housing provision would be marginally below the policy requirement, the RBC Housing Manager welcomes the proposed affordable housing to be provided as part of the development. This is because it is proposed that all the affordable units would be provided at 'Reading Affordable Rent' tenure which goes above and beyond the minimum tenure mix sought by the adopted RBC Affordable Housing SPD, which seeks at least 62% of units to be provided at this tenure level and a maximum of 38% of units to be under shared ownership tenure (or similar).
- 7.14 In addition, the Housing Manager as welcomes that all four affordable units would be 3-bedroom family sized maisonettes spread across the ground and first floors of the development, each with their own front door accessed from Eaton Place to the south and each with their own bin and cycle stores. This would meet the identified need for family sized dwellings within the Borough identified under Policy H2.
- 7.15 In overall terms, Officers consider that the benefits of the provision of all the affordable housing units as 3-bedroom family sized maisonettes at the 'Reading Affordable Rent' tenure, which go beyond the minimum requirements sought by the Affordable Housing SPD and meet an identified need for family sized units, would outweigh the marginal under provision in terms of number of units (27% of units compared to 30% sought by Policy H3). Therefore, the proposals are considered to be acceptable in respect of affordable housing.

Design considerations and effect on character and heritage

- 7.16 Paragraph 199 of the NPPF states that "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification." Paragraph 202 goes on to state "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal...".
- 7.17 Policy EN1 (Protection and Enhancement of the Historic Environment) seeks to protect heritage assets and their settings and where possible, enhance them. Policy EN6 (New Development in a Historic Context) seeks that new development displays sensitivity to historic context.
- 6.16 Policy CC7 (Design and The Public Realm) states that "all development must be of high design quality that maintains and enhances the character and appearance of the area". The NPPF in paragraph 130 c) states that planning policies and decisions should ensure that developments "are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change.
- 6.17 The application site is located on the northwest edge of the West Side MOA (Major Opportunity Area). The site allocation area Policy CR12c

sets out that the area is surrounded by heritage assets, low-rise residential and that inappropriate buildings of scale at the fringes of the allocation area will not be permitted.

- 6.18 In contrast to the existing office building, the proposed development would fill the application site and, as such, would be narrow and rectangular in form. The footprint of the proposed building would 'step' in at the western and eastern ends of the site where plot tapers and narrows further. The proposed building would be four full storeys in height with a recessed fifth storey which would be set in from the edge of the lower floors to the north, east and south elevations of the building.



Proposed Site Plan

- 6.19 As discussed above, the site and immediate surrounding area is located within West Side MOA which is an area allocated for significant redevelopment at a higher density than existing.
- 6.20 The character of the surrounding area has already begun to evolve with the completion of the large Q Park multi storey car park and Chatham Place residential development located on the opposite side of Eaton Place to the east and southeast of the application site which consists of modern buildings of between seven to eighteen storeys.
- 6.21 In addition, to the northeast of the application site is the recently completed development of a modern building of between three and five storeys containing 45 flats on the former site of 115 Chatham Street. Further redevelopment of a significant area directly to the south and east of the application site at Eaton Court, an existing three storey office building, is also proposed under planning application 210639, albeit this application has not yet been determined. This proposes a redevelopment to provide 120 residential units across a series of buildings of between five and seven storeys.
- 6.22 At a total of five storeys in height the proposed building would be set significantly below the height of the Q Park and Chatham Place developments to the east and would reflect the maximum height of the

recently completed residential development at 115 Chatham Street to the north-west of the site. The existing office building to the adjacent site to the south at Eaton Court would sit at the fourth storey height of the proposed building therefore not presenting a significant change or step in massing from this adjacent site as existing. Furthermore, the site at Eaton Court is located more centrally within the MOA and therefore it considered reasonably possible that a higher density development may come forward on this site in future. Current undetermined planning application ref. 210639 at Eaton Court proposes buildings of between five and seven storeys.

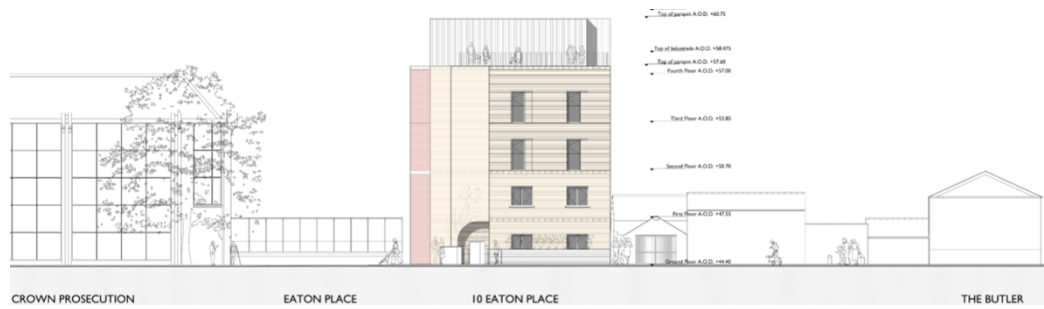
6.23 There is also still evidence of lower density developments nearby, most notably the presence of the two-storey Grade II Listed pub directly to the north of the application site. The main public house building is located adjacent to but outside of the MOA but the single storey outbuilding and extensions to the rear are included within it. At five storeys the proposed building represents a step-up scale of development from that of The Butler, albeit still at a much lower level than the scale of many of the larger modern buildings found in the immediate vicinity.



Proposed north elevation and west to east street-scene section



Proposed west elevation and north to south street-scene section



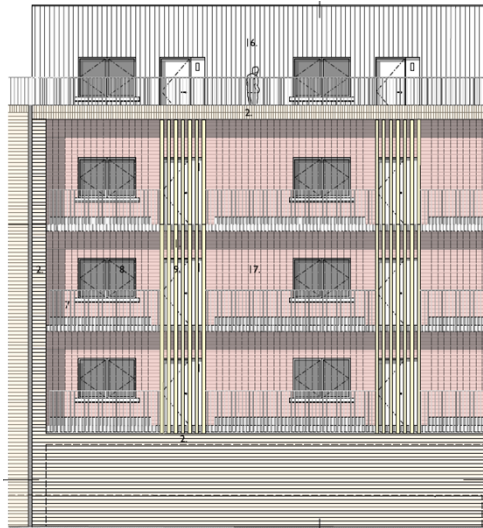
Proposed east elevation (facing Q Park) and north to south street-scene section



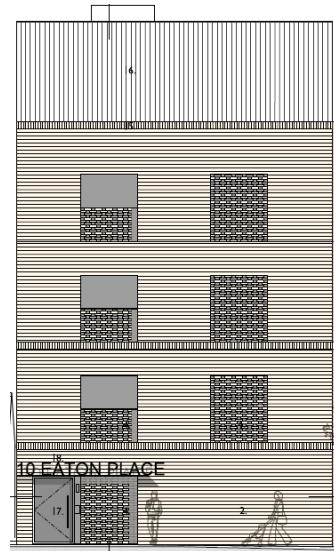
Proposed north elevation (facing The Butler PH) and west to east street-scene section

- 7.26 In general townscape terms it is considered that the scale of building proposed is suitably transitional and acknowledges the site’s location within the MOA where higher density development is anticipated but also in terms of its position towards the edge of the MOA and between the larger scale Chatham Place and Q Park buildings and the smaller scale of buildings to the West along Chatham Street.
- 7.27 In terms of materials both red and light buff brick are proposed as the primary finishes to the building. Existing buildings surrounding the site display a wide range of materials from the grid like metal structure and timber louvres of the adjacent Q Park and the red brick and colourful painted brick and render of The Butler PH, albeit red brick remains the predominant material with buff brick also present along Chatham Street. In this respect the proposed use of materials is considered appropriate for the existing and evolving character of the area.
- 7.28 It is considered that the proposed building displays a good level of architectural detail and variation through use of red and buff brick, stepping of the building footprint to the western and eastern ends, parapet detailing and contrasting white glazed terracotta cladding to the recessed fifth storey, where a communal landscaped roof terrace is proposed to the eastern side of the building. Characterful white arches formed from pre-cast concrete are also proposed to the south elevation of the building at ground and first floor level where the individual front entrance doors to four maisonettes and upper floor covered balconies would be located. In particular the proposed entrance doors would add some much-needed enlivenment and surveillance to Eaton Place at street-level.

7.29 The proposed external decked access lined with steel balustrading to the north elevation of the building also provides visual interest to the upper floors of the building. A varied material finish would also be provided to the west elevation of the building from where the entrance to the flats located at third, fourth and fifth floor of the building would be located which would incorporate hit and miss brick detailing to the windows of the stair core and circulation corridor.



Proposed deck access to north elevation



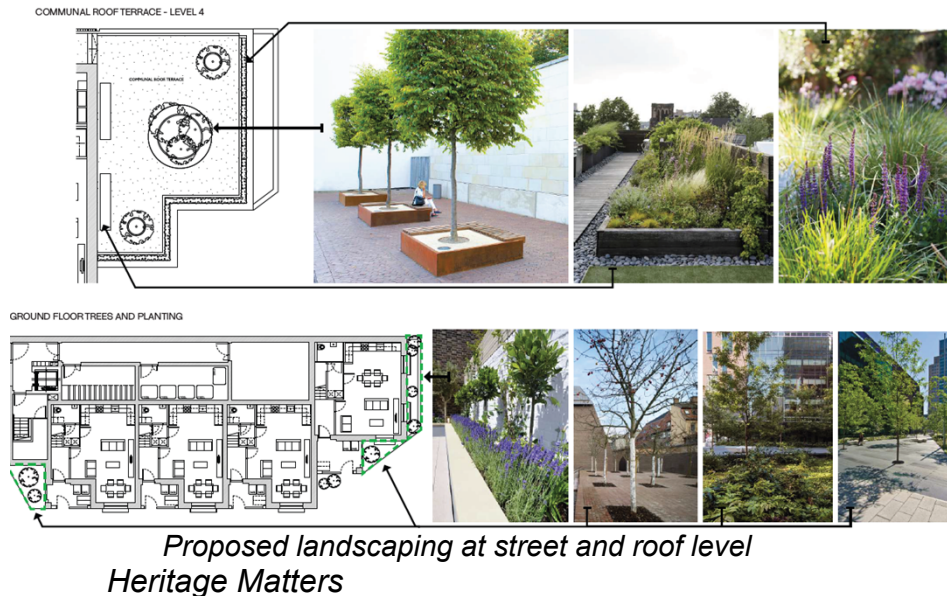
Proposed hit and miss brickwork detail to west elevation

7.30 It is considered that the proposed development would be a significant enhancement to the contribution of the site to the character and appearance of the surrounding area when compared to the site as existing and would that the development responds positively to its local context and in terms of the wider aspirations for development within the MOA.



Visual of the proposed development looking northwest from Eaton Place. In the foreground is a visual interpretation of potential future development on the site of Eaton Court but which is not approved. The Butler PH can be seen behind the proposed development in the background

7.31 the proposals also incorporate landscaping both at street-level and to the roof top of the building within the communal terrace. At street-level small tree species planting is proposed around the western and eastern edges of the development where the footprint of the building steps in. The existing site, aside from overgrown vegetation, in the vacant car park is devoid of greenery and the landscaping is lacking generally within the surrounding area. The proposed introduction of landscaping within the development, particularly that at street-level if considered to be a welcome addition and visual enhancement to this part of Eaton Place.



7.32 In terms of impact of the proposed development on heritage assets, as described above the proposals have a close direct relationship and shared boundary with the Grade II Listed The Butler PH to the north. The pub was originally built in the 1830's and is a two-storey brick building with shallow pitched roof. The building has a typical 'pub front' in the central bays which is deemed of importance in the listing description, described as having "6 sided central moulded panel with the traditional Old Ready Abbey sign (restored)".

7.33 The application is accompanied by a Heritage and Townscape Assessment (HTA) which concludes that the significance of the listed building is derived from its architectural interest as a surviving example of a classic pub building from the era and by way of the architectural composition and detailing of the colourful front elevation of the building. Officers and the Council's Conservation and Urban Design Officer, (CUDO) agree with this conclusion. Views of the front elevation of the pub and its setting are obtained looking south from Chatham Street.



Grade II Listed The Butler Pub



View of The Butler Pub looking south across Chatham Street

- 7.34 The submitted HTA goes on to describe that the setting of the Grade II Listed pub has been eroded over time through introduction of the adjacent large modern developments to Chatham Street (Q Park and Chatham Place) which have urbanised and modernised the setting to the extent that the value and contribution to the significance of the pub from its setting is reduced. Officers and the CUDO agree that the large modern buildings so close to the pub have severely detracted from its setting and its significance as a listed building. In particular the Q Park building is highly visible within views of the pub along Chatham Street and also to views looking north along Eaton Place.

- 7.35 Historic England Guidance on the setting of heritage assets (Historic Environment Good Practice Advice in Planning Note 3) sets out that

where the significance of a heritage asset has been compromised in the past by unsympathetic development to the asset itself or its setting, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset.

- 7.36 The application site is located directly to the south of the pub. The area to the rear of the main pub building contains later additions in the form of a series of extensions. These later additions also form part of the listing by way of their curtilage location, albeit they are considered to be of less significance given they are later additions to the building and their more functional form. The existing car park area and two storey utilitarian style office building contained within the application site, whilst not being prominent features, are poor quality and unsympathetic features which do not contribute positively to the setting of the listed building. Loss of the office building and car park would not result in any harm to the setting of the pub or its significance.
- 7.37 Whilst, as discussed above, officers consider the proposed development to be well thought out and to be an improvement to the visual appearance and character of the existing site and Eaton Place generally, it is recognised that the development of a multi-storey residential block immediately to the rear of the grade II listed pub building would undoubtedly add to the cumulative negative impact on the setting of this Listed Building. Any introduction of a building of this, or similar, scale and mass on the site would introduce new built form which would alter views to/from the pub along Chatham Street and Eaton Place and are considered to cause harm to the setting of the Listed Building.
- 7.38 In this respect the level of harm to the setting of the listed building must be assessed. Whilst juxtaposing with the modest scaled listed building, the proposed scale and massing of the development is considered appropriate in such a central location and within the defined MOA and is considered to make the most of the opportunities presented by the wide-ranging scale and uses of surrounding buildings. Whilst each planning application must be considered on their individual merits, it is also it is also reasonably likely that further, higher density, development will come forward in the surrounding MOA in future.
- 7.39 The detailed design of the building is considered to be of a good quality. Notably, the proposed predominant use of light buff brick to the decked access to the north elevation of the building which would be seen in the backdrop of the listed pub and its principal elevation when viewed from Chatham Street. It is considered that these materials would soften and lighten views of the development in this direction and allow the distinctive colourful front façade of the pub to retain its prominence as a landmark feature to Chatham Street. The proposed development would also create a new standalone identity on the site rather than seeking to directly replicate or compete with the scale of the more modest listed building.



Visual of proposed development behind The Butler PH looking south from Chatham Street. Q Park shown in the foreground to the east with the recently completed residential development at 115 Chatham Street shown adjacent to the west fronting Chatham Street. Red brick buildings in the background are not approved and are a visual interpretation of potential future development on the site of Eaton Court

- 7.40 Furthermore, it is clear that the significance of this listed building in particular is derived more from its historic and architectural interest and functional connection as pub serving the surrounding urban area (as with any town centre pub), rather than from any sense of isolation (like a standalone monument or isolated farmhouse), which in this case was enforced through the insensitive removal of traditional terraced rows to Chatham Street in the mid-20th Century. It is not considered that the development in terms of its sale and design would threaten the continued function of the listed building as pub. This matter will also be assessed further within the amenity section of this report.
- 6.37 It is considered no benefit to the pub's historical significance that it should remain surrounded by utilitarian style buildings and uses. For the pub to once again be read as part a regenerated Chatham Street and Eaton Place incorporating residential developments is considerable to be a benefit of the scheme and one which accentuates its juxtaposition as being a historic community surrounded by larger modern developments. This would aid in improving the legibility and understanding of its setting and traditional function as a place of meeting for the surrounding community.
- 7.42 In the context of the above and returning to the national and local policy tests which govern the considering of such proposals on the setting of designated heritage assets, officers consider that level of harm caused to the setting of the Listed Building would be 'less than substantial', and result in a limited negative impact on the character and appearance of this building. As described earlier in this report, paragraph 202 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this

harm should be weighed against the public benefits of the proposal as discussed in other sections of this report.

- 7.43 The Caste Hill/Russell Street/Oxford Road Conservation Area is located 60m to the south of the application site where Eaton Place joins Oxford Road. Given this separation and also the presence of existing large buildings between the application site and conservation area the proposed development would not impact upon views into and out of this conservation area and is not considered to impact on its setting.
- 7.44 There are also other listed buildings present within the wider surrounding area. Closest of which includes grade II listed Mannson House 104 Oxford Road located 60m the south of the site and grade II listed 118 Oxford Road located 90m to the west of the application site. Given these separation distances it is not considered that the proposed development would interfere with the setting of these listed buildings.

Amenity Matters

- 7.45 Policy CC8 (Safeguarding Amenity) seeks to protect the amenity of existing and future occupiers. Policy EN15 (Air Quality) and Policy EN16 (Pollution and Water Resources) seeks to protect surrounding occupiers from the impact of pollution.

Noise and disturbance

- 7.46 Both the Face Bar and The Butler Pub are popular and important parts of the town's night-time economy. As recognised community/leisure facilities and entertainment venues, there is a need for officers to ensure that future residents of this development are able to suitably co-exist without prejudicing the commercial viability of these venues.
- 7.47 In this regard, the proposal is considered to trigger the 'Agent of change' principle which is reference under paragraph 187 of the NPPF. This states that 'Planning policies and decisions should ensure that new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed'.
- 7.48 A detailed noise assessment has been submitted with the application which considers noise from both The Face Bar nightclub and the Butler Pub as well as other general commercial and traffic noise from the surrounding area.
- 7.49 The noise assessment identifies that noise from Face Bar will not be intrusive to future occupiers of the development given the separation

distance between the two sites which is 40m. Furthermore, the closest elevation of the development to Face Bar contains the lift and stair core only and no habitable room windows, whilst the recently completed residential development at 115 Chatham Street would also shield the proposed development from noise impacts. For similar reasons the noise assessment also concludes that noise from more distant Chatham Steet Motor works garage (114-116 Chatham Street) located 55m to the north west of the application site on the northern side of Chatham Street would also not be intrusive to potential future occupiers of the development.

- 7.50 In regard to The Butler, the submitted noise assessment sets out that the application site was surveyed during a period when live entertainment events were happening and also during a period when a live entertainment event was not taking place at the venue. The assessment concludes that in order to reduce intrusive noise to acceptable levels inside the proposed flats, improved insulation, glazing with an enhanced performance along with high-performance mechanical ventilation will be required. The mechanical ventilation is required given internal noise levels within the proposed flats would likely exceed target levels during live music events. A combination of all or some of these measures will be required for each elevation of the proposed development, with the north elevation being most adversely affected given this would be located directly on the shared boundary.
- 7.51 The noise assessment also considered external noise levels within the communal and private amenity spaces of the development and concludes that the majority of private balconies would be within the relevant target noise level. However, the predicted noise level to the roof top communal amenity area would likely exceed target levels. Therefore, a solid balustrade of a minimum 1m in height is proposed at the edges of the communal area to achieve the lowest practicable noise level to this space.
- 7.52 The Council's Environmental Protection Officers have reviewed the submitted noise assessment in detail and are satisfied that it has been carried out to an appropriate standard and that the recommended mitigation measures could ensure that noise levels within the flats would not exceed recommended levels and provide acceptable living conditions for future occupiers in terms of noise. Implementation of these measures would be secured by condition.
- 7.53 Officers have considered the objection received from the owner of the neighbouring Butler Pub. It should firstly be noted that often, a pub and residential uses are commonly seen as compatible uses. Most urban and rural pubs across the country are traditionally located next to or within close proximity of a residential use. In Reading itself, there are a number of successful and longstanding pubs which operate successfully with similar characteristics to the application site, which itself was once next to a terrace of houses.
- 7.54 With the use of the proposed noise mitigation measures, officers are of the view that the proposed residential development to the rear of the pub

would not adversely affect the ability of the pub to continue to operate and provide live entertainment events, as protected by the 'agent of change' principle. Notwithstanding this, national guidance also suggests that developers should inform potential purchasers/occupiers of the mitigation measures available to reduce the risk of later complaints to these adjoining venues. This advisory note can be included as an informative on any permission granted.

Privacy

- 7.55 The closest existing residential occupiers to the development would be at the recently completed development at 115 Chatham Street to the north west of the site. The closest part of this adjacent site contains the car park and the neighbouring building would be located six metres from the proposed development at its closest point. The closest elevations of the proposed development would be the west and north which consist of stair core windows and the communal decked access, such that not undue loss of privacy for existing or future occupiers are considered to result. The angled relationship between the two developments also reduces the potential for any overlooking or loss of privacy.



Plan showing relationship of proposed development to existing surrounding buildings

- 7.56 New residential occupiers are also proposed to the south of the application site at Eaton Court under adjacent planning application ref. 210639, albeit this application has not yet been determined. Based on the currently submitted plans for this adjacent site the closest proposed habitable room windows would be located 12.5m to the south on the opposite side of Eaton Place within a building of six storeys. Given the site's location within the town centre and MOA where higher density development and close relationships between buildings are commonplace, it is not considered that this relationship is unacceptable in terms of loss of privacy or overlooking impacts.

- 7.57 The proposed development would be sited on the shared north boundary of the site with The Butler PH. As a public house and entertainment

venue it is not considered that there would be any unacceptable relationships with this building in terms of privacy. An existing residential flat is located to the first floor of the pub, within the main building, and has rear facing windows which would look towards the proposed development. However, the back-to-back distance between the proposed development and the flat would be 20m which is considered sufficient to prevent any undue overlooking or loss of privacy.

- 7.58 In overall terms it is not considered that the proposed development would result in any unacceptable impacts in terms of overlooking or privacy for existing or future occupiers.

Daylight/Sunlight

- 7.59 A daylight/sunlight report has been submitted with the application which considers the impact of the development on light levels to existing surrounding residential developments as well as light levels within the development itself.
- 7.60 The closest residential property is the recently completed development at 115 Chatham Street to the north west of the application site. The daylight sunlight report concludes that of the 27 habitable rooms within 115 Chatham Street that face the proposed development 19 achieve the suggested level of daylight and sunlight recommendation by the BRE (Building Research Establishment) standards in the existing situation. As a result of the proposed development 18 of these 19 windows would continue to receive daylight which meets BRE recommended levels. Of the 8 rooms which do not currently meet BRE recommended levels, these would be further adversely affected by introduction of the proposed development; albeit the report concludes that the change in luminance experienced would not be material and unlikely to change the level of amenity experienced in the affected rooms.
- 7.61 The submitted assessment also considers the impact on receipt of daylight and sunlight to Mayer House (Chatham Place) located to the south-east of the application site and concludes that facing habitable room windows to this building would continue to fully adhere to the BRE Guidelines if the proposed development were to be implemented.
- 7.62 In terms of the internal levels of daylight and sunlight within the proposed development the report concludes that 75% of the habitable rooms within the development would achieve the levels of daylight and sunlight recommended by BRE and that this is considered to represent a good level of compliance for a town centre development. The windows receiving the lowest light levels within the development would be the ground floor windows to three of the maisonettes to the south elevation which serve open plan living room/kitchen/dinning areas. The kitchen areas located to the rear of the rooms furthest from the window are worst impacted. However, the daylight and sunlight report identifies that the living and dining parts of the rooms, located closest to the windows, would receive reasonable daylight levels.

- 7.63 In overall terms, given the site's location within the town centre where high density developments in close proximity to one another are common, it is considered that the proposed development would not have any unacceptable impacts on receipt of daylight and sunlight to existing surrounding residential dwellings and that good levels of daylight and sunlight would be provided within the proposed development.
- 7.64 Whilst the submitted daylight and sunlight assessment does not consider the relationship of the development with that proposed by the currently undetermined planning application on the adjacent site to the south at Eaton Court, officers are satisfied that the separation distance to this development at 12.5m, which is greater than that to 115 Chatham Street, is such that daylight sunlight impacts are unlikely to be significant. Particularly, within the context of the sites town centre location where similar relationships between buildings are common. The daylight sunlight assessment also does not consider the impact of the development on The Butler pub to the north given that this is a commercial premises. Whilst there is an existing flat to the first floor of the pub, the 20m separation from the development to the flat is considered sufficient to ensure there would be adverse loss of daylight to this dwelling. On this basis, with the building in use as a pub and live entertainment venue, officers do not identify that there would be any unacceptable impacts in terms of daylight and sunlight.

Air Quality

- 7.65 The site is also located within an AQMA (Air Quality Management Area) where Policy EN15 (Air Quality) seeks to ensure existing and future occupiers are not adversely impact by poor air quality. An air quality assessment has been submitted with the application which concludes that the air quality levels measured nearby by are below the limit values which would trigger the need for further mitigation. Given the development is car-free it is also considered unlikely that the development itself would result in increased emissions. Environmental Protection Officers are satisfied that the development would not result in significant exposure or emission of air borne pollutants and no mitigation is necessary.

Standard of Accommodation for Future Occupiers

- 7.66 All dwellings have been proposed to meet or exceed the nationally described space standard (as outlined in Policy H5) for the type of dwelling/number of bedrooms. All habitable rooms would be served by at least one window and all units are considered to be served well in terms of outlook. The proposed 4 x three-bedroom maisonettes, spread across ground and first floors, in particular are well-sized and considered to provide a high standard of amenity.
- 7.67 In terms of outdoor space, Policy H10 states that “... flats may be provided with communal outdoor space, balconies and/or roof gardens”. In this instance, the four proposed maisonettes, would each be served by two private amenity balconies to the north and south elevations of the

building. The eleven smaller flats proposed from second to fourth floor level would have access to a 51.4m² communal roof terrace (accessed via the main stair core). The roof terrace would be enhanced by soft and hard landscaping features.

- 7.68 Policy H10 acknowledges that developments within central Reading are more constrained and unlikely to provide outdoor space to the same level as houses in other parts of Reading. Officers are satisfied that the development provides adequate private and communal outdoor amenity spaces for future occupiers given the site's town centre location. Furthermore, the development would be located 500m from Victoria Park which contains open space and play equipment for families and opportunities for more formal recreation.

Accessibility

- 7.69 The proposed development would accord with Policy H5(e) in providing all dwellings as accessible and adaptable units in line with M4(2) of the Building Regulations. Level access from the existing pavement would be provided at the entrance to the communal stair and lift core leading to the upper floor flats and this would be retained via condition.

Safety and Security

- 7.70 Crime and the fear of crime can have a major impact on quality of life and the wellbeing of a building occupants. Enabling occupants to feel safe and secure is therefore essential and is supported by Policy CC7. The proposed development would introduce and enhance natural surveillance of Eaton Place through ground and upper floor windows. Notably the proposed introduction of four street level front doors to the maisonette dwellings to the south elevation of the building which face onto the key pedestrian and/or cyclist movement corridor along Eaton Place, which is identified within the Western MOA under Policy CR12, creating activation and surveillance to this route.
- 7.71 The development incorporates communal access and facilities to its western elevation for occupier of the flats located at second floor level and above. A condition is recommended to secure a security strategy to demonstrate how access to the building and communal space would be managed and controlled.

Waste

- 7.72 Policy CC5 (Waste Minimisation and Storage) states that development should promote layouts and designs that provide adequate, well-designed spaces to facilitate waste storage.
- 7.73 In this respect the ground floor maisonettes would each have their own secure bin store located adjacent to the covered front entrance doors from Eaton Place where there would be adequate space for storage of general waste, recycling and food waste. The flats located on the 2nd floor

and above would have access to a communal bin store area on the ground floor of the development.

- 7.74 RBC Waste Officers have reviewed the proposals and are satisfied that both the communal and private bin stores would be of sufficient size to accommodate the required size and number of bins for general waste, recycling and food waste and a condition will secure their provision and retention.
- 7.75 On the advice of Environmental Protection Officers, a condition is recommended to secure submission and approval of details of measures to ensure all bin stores within the development are secure from pests and vermin.
- 7.76 In terms of waste collection arrangements the development does not incorporate space for on-site servicing and therefore waste collection would be from kerbside. RBC Waste Officers have advised that the location of the communal bin is too distant from the kerbside to utilise RBC waste collection services. Furthermore, RBC Transport Officers have advised that there is insufficient turning space within the part of Eaton Place which runs parallel to the west elevation of the building where the communal bin store is located to allow an RBC refuse collection vehicle to turn around and leave in forward gear without overrunning the footway. Any incidence of footway overrun is considered hazardous and not acceptable from a highway safety perspective. In addition, a key pedestrian and cycle movement corridor is identified within the Western MOA (under Policy CR12) which runs past the south elevation of the building where the overrun would occur. It is not acceptable for new development to jeopardise functionality of this corridor.
- 7.77 Given the conflict identified above in relation to RBC waste collection for this particular development applicant has proposed that all dwellings would be served by private refuse collection arrangements. This would be secured via a section 106 obligation. This obligation would include a requirement for waste collection to be undertaken using a non-standard smaller waste collection vehicle to ensure the vehicle can turn around within the road without overrunning the footway and causing a hazard to pedestrians. A swept path turning diagram has been provided to demonstrate how the proposed non-standard waste could turn and RBC Transport Officers are satisfied that this arrangement is acceptable from highway safety perspective.

Transport

- 7.78 Policies TR3 (Access, Traffic and Highway related matters), TR1 (Achieving the Transport Strategy) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking relates matters relating to development.
- 7.79 Eaton Place forms a junction with Chatham Street which in turn forms a junction with Oxford Road (A329) which is a main transport corridor and a

red route 'no stopping' corridor. Located within the town centre the area is well served by rail and bus links and also contains the largest proportion of public car parking spaces in the Borough.

- 7.80 The development is proposed as car-free. RBC Transport Officers consider that a car free development is acceptable in this location given the sustainable location of the site close to the town centre, good public transport links, including walking distance to Reading and Reading West Stations as well as nearby Oxford Road being part of the Reading Cycle Network. There is an existing dropped kerb at the site which provides access to the current on-site car park. This will need to be stopped up and realigned with the footway if the development takes place and implementation of would be secured by condition should planning permission be granted. .
- 7.81 There are also extensive parking restrictions, preventing unauthorised parking, in the area. A condition and informatives would also be attached to any planning permission to confirm that future occupiers of the development would not be automatically entitled to a parking permit. This will ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on-street car parking in the area. RBC Transport Officers have advised that the recent adjacent development at 115 Chatham Street (planning permission ref. 210349) provided a car club space on the local highway that would be available for use by future occupiers of the proposed development at 10 Eaton Place. The number of dwellings proposed by the current application is not considered to justify the provision of a dedicated car club for this development in its own right.
- 7.82 In accordance with the Council's current adopted standards each 1- and 2-bedroom unit would require 0.5 cycle parking spaces each and each 3-bedroom unit 1 cycle parking space. Therefore, a total of 11 cycle storage spaces (rounded up from 10.5) are required for the whole development. 13 cycle parking spaces would be provided a part of the development which would be in excess of the Council's minimum standards. Each of the independently accessed maisonettes would have their own dedicated cycle store space for one cycle under the covered porch accesses. The cycle storage for upper floor flats would be in a communal store at ground floor level access from the communal access to the building from the west elevation. These arrangements are considered suitable and would be secured by condition.
- 7.83 The development has the potential to cause noise and disturbance to existing surrounding occupiers and result in additional vehicle movements on the surrounding highway network during the construction phase of the development. Therefore, a condition is recommended to secure a construction method statement to ensure that appropriate mitigation measures are put in place.

Natural Environment

- 7.84 Policy EN12 (Biodiversity and the Green Network) seeks that development should not result in a net loss of biodiversity and should provide for a net gain of biodiversity wherever possible by protecting, enhancing and incorporating features of biodiversity on and adjacent to development sites and by providing new tree planting and wildlife friendly landscaping and ecological enhancements wherever practicable. Policy EN14 (Trees, Hedges and Woodland) states that individual trees, groups of trees, hedges and woodlands will be protected from damage or removal where they are of importance, and Reading's vegetation cover will be extended. Policy CC7 (Design and the Public Realm) sets out that good design should incorporate appropriate landscaping.
- 7.85 A bat survey report has been submitted with the application and concludes that the risk of bats being affected by the demolition of the existing building is minimal. The survey report has been reviewed by the RBC Ecology Adviser who is satisfied with the conclusions of the report and that the survey was undertaken to an appropriate standard. Notwithstanding this, bats are known to be present within the surrounding area and therefore a condition is recommended to ensure that any details of external lighting proposed are submitted and approved prior to installation to ensure that this would be wildlife friendly.
- 7.86 The vacant car park on the site currently contains overgrown vegetation which has the potential to be used by nesting birds. Therefore, a condition is also recommended to ensure that vegetation clearance is undertaken outside of the bird nesting season to ensure birds are not harmed during any construction works associated with the proposed development.
- 7.87 Aside from the overgrown vegetation within the existing hard standing car park, the application site is devoid of greenery or other vegetation. RBC's Ecological Adviser is satisfied that the street and roof level landscaping proposed and green roofs at fourth and fifth floor level would ensure the development results in a net gain in biodiversity. Details of provision of at least six swift bricks and four bat tiles building into the walls of the proposed building would be secured by way of condition.
- 7.88 The RBC Natural Environment Officer is also satisfied with the landscaping principles provided as part of the application and given the site's location within an air quality management area the inclusion of small tree planting to the Eaton Place frontages of the development is considered appropriate. The Officer also welcomes the inclusion of the green roof which would also double as a 'blue roof' and collect rainwater via attenuation tanks to irrigate the garden areas within the development. Full details of all landscaping and the green/blue roof would be secured by conditions.

Sustainability

- 7.88 Policy CC3 (Adaption to Climate Change) seeks that proposals should incorporate measures which take account of climate change. Policy H5 (Standards for New Housing) seeks that all major new build residential

development is built to zero carbon homes standards, which as per the adopted Sustainable Design and Construction SPD (2019) requires development to achieve a minimum 35% improvement above the dwelling carbon emission rate target defined in the Building Regulations with a financial contribution to off-set the carbon performance of the development to zero. Development should also achieve the higher water efficiency defined in the Building Regulations. Policy CC4 (Decentralised Energy) also requires development to demonstrate how consideration has been given to securing energy for the development from decentralised sources.

- 7.89 The application is accompanied by an energy and sustainability statement which sets out that the development is projected to achieve a 68.05% improvement in the dwelling carbon emission rate defined by the 2013 Building Regulations which would exceed the minimum 35% improvement required by Policy H5. The statement advises that this level of improvement would be achieved by a number of passive design and energy efficient measures incorporated within the development including use of high thermal performance building materials and use of energy efficient lighting and heating temperature controls. A total of 67 photovoltaic panels are also proposed to the roof of the building which further contribute to the projected improvement in the dwelling carbon emission rate; as well as providing an on-site decentralised energy source in accordance with Policy CC4. Implementation of the development in accordance with the proposed energy strategy would be secured by way of condition.
- 7.90 As per the requirements of Policy H5 a financial contribution, to off-set the improvement in the dwelling emission rate of the development to zero carbon, would be secured by a section 106 agreement obligation. This obligation would require an 'as built' report demonstrating the actual carbon performance of the development to be submitted to and approved by officers prior to occupation of the development to allow the precise level of contribution required to be calculated (and also the offset contribution to be paid prior to occupation of the development).
- 7.91 It is also proposed that the development would incorporate a range of design measures to in response to Policy CC3 (Adaptation to Climate Change) including being car free and providing dedicated cycling parking, a sustainable drainage scheme (SuDS), including blue/green roof to improve drainage conditions across the site, landscaping scheme and building materials with high thermal efficiency.
- 7.92 In accordance with Policy EN18 (Drainage and Flooding) all major development must incorporate SuDS to ensure that runoff rates would be no greater than existing conditions of the site. The policy also goes on to state that wherever possible SuDS provision should maximise ecological benefits linking into the existing Green Network and incorporate tree planting and landscaping. The SuDS strategy has been submitted with the application which includes a management and maintenance scheme. The Council's Lead Local Flood Authority (LLFA) Officer has revised the scheme and considers it to be acceptable noting that the proposed

blue/green roof would ensure run off rates across the site would reduce from existing. Implementation of the development in accordance with the SuDS strategy is recommended to be secured by condition.

- 7.93 Subject to the recommended conditions and section 106 obligations it is considered that the application has demonstrated that the proposed development would comply with Policies CC3, CC4, H5 and EN18.

Other

Archaeology

- 7.94 Policy EN2 requires that developers should identify and evaluate sites of archaeological significance and that where remains are identified and cannot be preserved 'in situ' they should be properly excavated, investigated and recorded.
- 7.95 Berkshire Archaeology have reviewed the proposals and have advised that there is potential for archaeological remains of various periods below ground in the surrounding area but remains of such significance that they would merit preservation in situ are not likely to be present. Therefore, it is considered sufficient to secure submission, approval and implementation of a written scheme of archaeological investigation prior to commencement of development on site.

Employment Skills and Training

- 7.96 Policy CC9 (Securing Infrastructure) seeks that development that would result in employment should provide mitigation in line with its impacts on labour and skills. As a major category residential development and in line with the adopted Employment Skills and Training SPD (2011), the development is expected to provide a construction phase employment and skills plan to demonstrate how it would benefit the local employment market or an equivalent financial contribution towards local skills and training. This obligation would be secured as part of proposed section 106 legal agreement. It would be the choice of the developer whether they seek to provide an employment or provide the equivalent contribution. In the event they choose to pay the contribution then officers have calculated this to be £3, 845.

Representations Received

- 7.97 Matters raised are considered to be addressed in the Appraisal section of the report above.

Equalities Impact

- 6.92 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

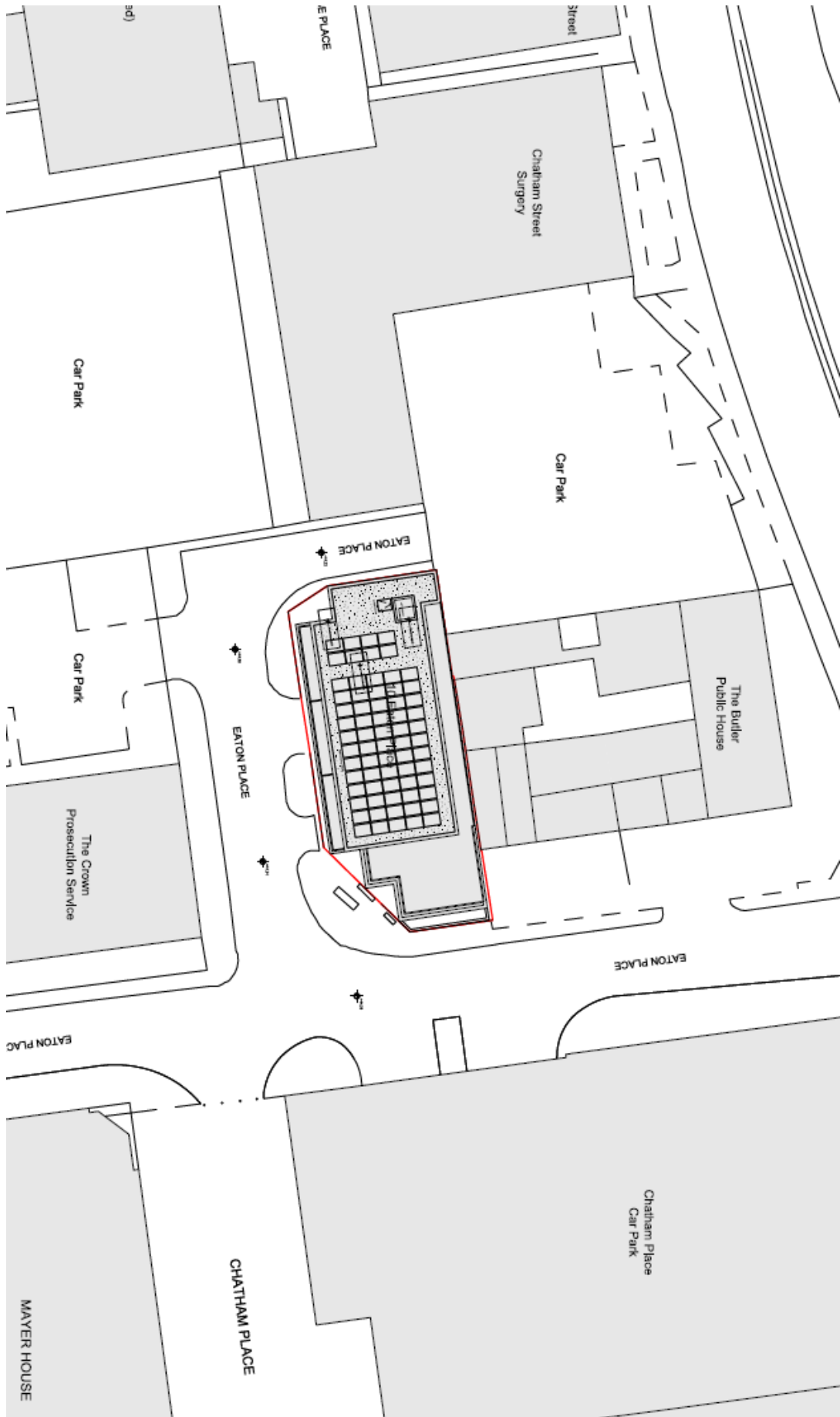
- 8.1 The proposal would see a residential scheme provided on underutilised land allocated for housing within the Western Major Opportunity Area defined by Policy CR12c of the Reading Borough Local Plan 2019. The principle of development in land use terms is therefore considered acceptable. The overall dwelling mix proposed by the development is acceptable in accordance with the requirements of the local plan.
- 8.2 Economically, during the construction phase the proposed development would clearly contribute to and encourage associated economic activity by directly sustaining jobs in the borough. This would be supported further by a construction phase Employment Skills and Training Plan which can be secured via the Section 106 legal agreement. In the longer term, future occupants of the proposed dwellings will contribute to the viability and vitality of businesses in local area. Other related economic benefits include CIL contributions and the matters set out in the S106 Heads of Terms. The development would therefore clearly perform a positive economic role.
- 8.3 In terms of the social role, the proposals would fulfil one of the NPPF's core aims to 'boost significantly the supply of housing' (para. 60) and deliver a range of homes of different types and tenures. The proposal would contribute to meeting the Borough's identified housing need and of a mix and density appropriate to its sustainable location.
- 8.4 The proposal would provide 4 x 3-bedroom affordable homes at an above policy tenure mix with all four units to be provided at Reading Affordable Rent level. This would ensure a supply of good quality, secure and affordable housing to meet identified local housing needs. The development would therefore make a welcome contribution to improving access to local affordable housing to meet local needs and would constitute a significant and tangible public benefit in accordance with Policy H3 of the Local Plan.
- 8.5 In design terms, the site is currently a underutilised site next to a listed building. The proposed development is considered to positively improve the character and appearance of the immediate area, by providing much needed visual uplift to a long-vacant commercial site with open car parking and activity/surveillance to improve this site positioned between two busy arterial routes along Chatham Street and Oxford Road.
- 8.6 In terms of health and wellbeing, as described, the development is considered to create a good quality level of residential accommodation that would not prejudice or prevent future occupiers from enjoying a good quality of life. Adequate mitigation measures have been included within the development to protect future occupiers from existing live entertainment venues nearby. Accordingly, the above health and

wellbeing factors are considered key material social benefits and comply with Policy CC8 of the Local Plan.

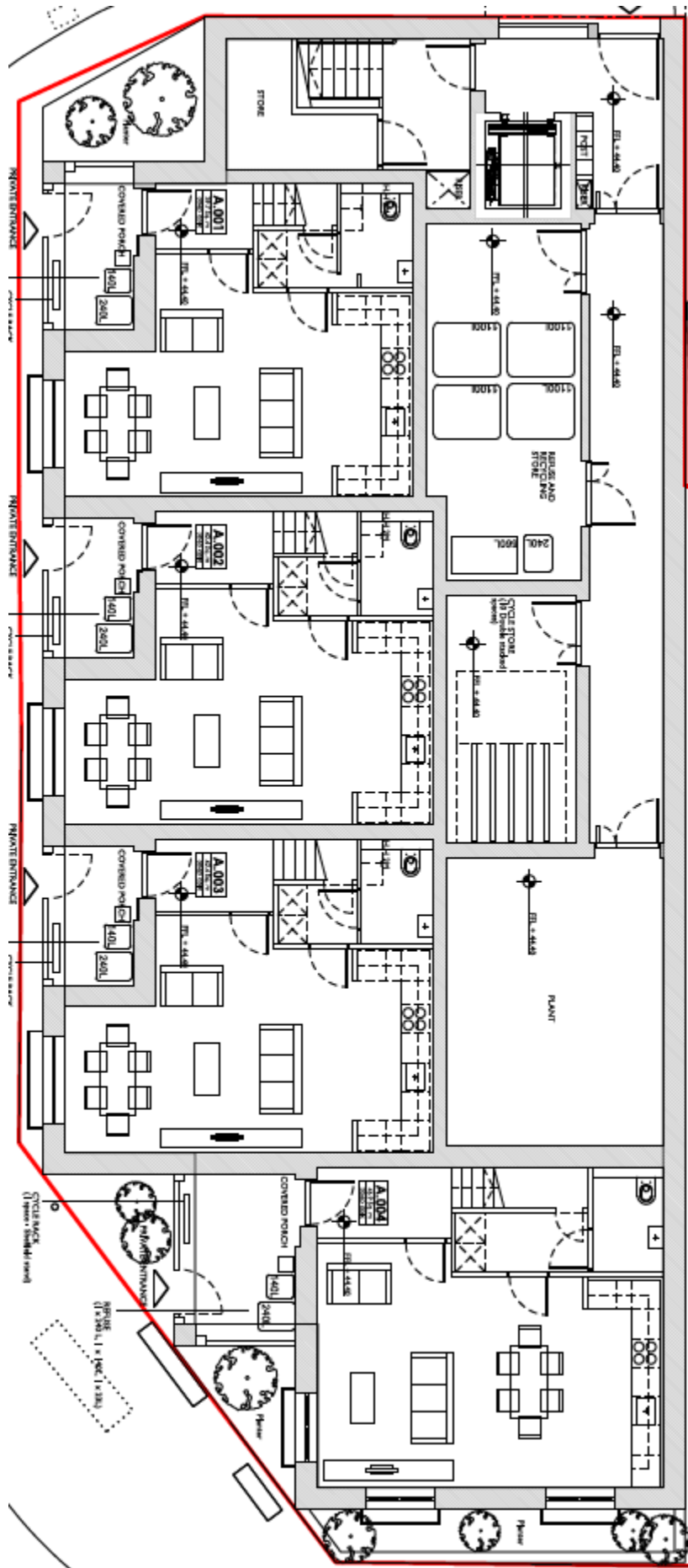
- 8.7 With regard to the natural environment and the role this development will play in meeting the challenge of climate change, it is recognised that this residential development has demonstrated compliance with the Council's enhanced energy efficiency and sustainability standards. The proposals would also provide a net gain in on-site biodiversity and albeit to a lesser extent, landscaping, including small tree planting within a designated air quality management area. By utilising allocated previously developed land, the proposal will meet the Council's spatial strategy for the location of new development by reusing land of low environmental value.
- 8.8 In terms of sustainable transport and supporting the Council's key objective of reduced car usage and improved air quality, the proposal would be car free and provide desirable cycle facilities for residents.
- 8.9 Finally, with regard to the historic environment, officers do consider that the proposal would on the whole have a negative impact (i.e. it would cause harm) to the existing setting of the The Butler Pub as a result of the introduction of built form of a greater scale directly to its rear which would be visible in the backdrop of views of the significant principle front elevation of the pub. As made clear, in this instance, Officers consider that the harm caused to the setting of the Listed Building would be 'less than substantial'. As described earlier in this report, para 202 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.
- 8.10 As concluded above, officers are of the view that the above public benefits of the development are significant and would outweigh the 'less than substantial harm' caused to the setting of the Butler Pub through the introduction of the development. This complies with national requirements and that of Policy EN1 of the Local Plan.
- 8.11 When applying an overall critical planning balance of all material considerations presented, the application is recommended for approval, subject to the recommended conditions and completion of a S106 Legal Agreement.

Case Officer: Mr Matt Burns

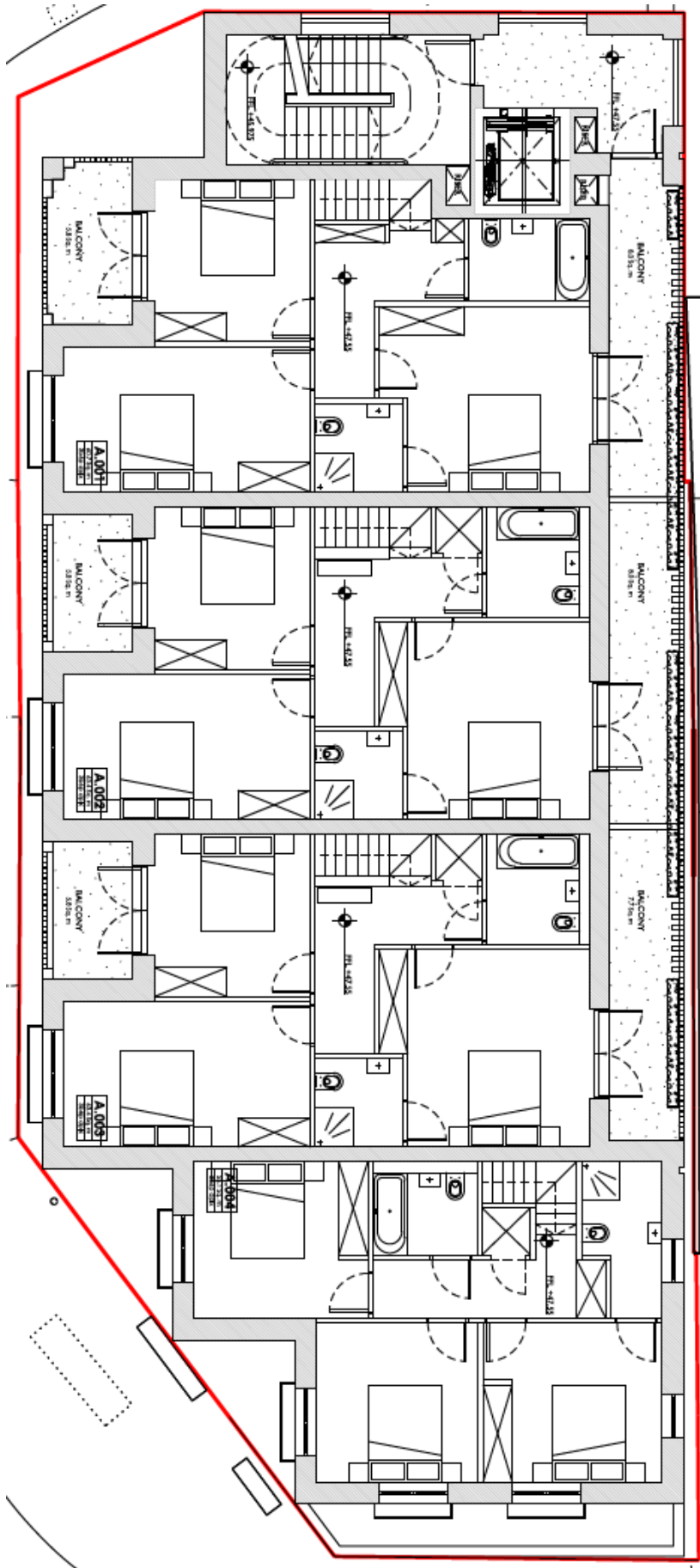
Proposed Plans shown below:



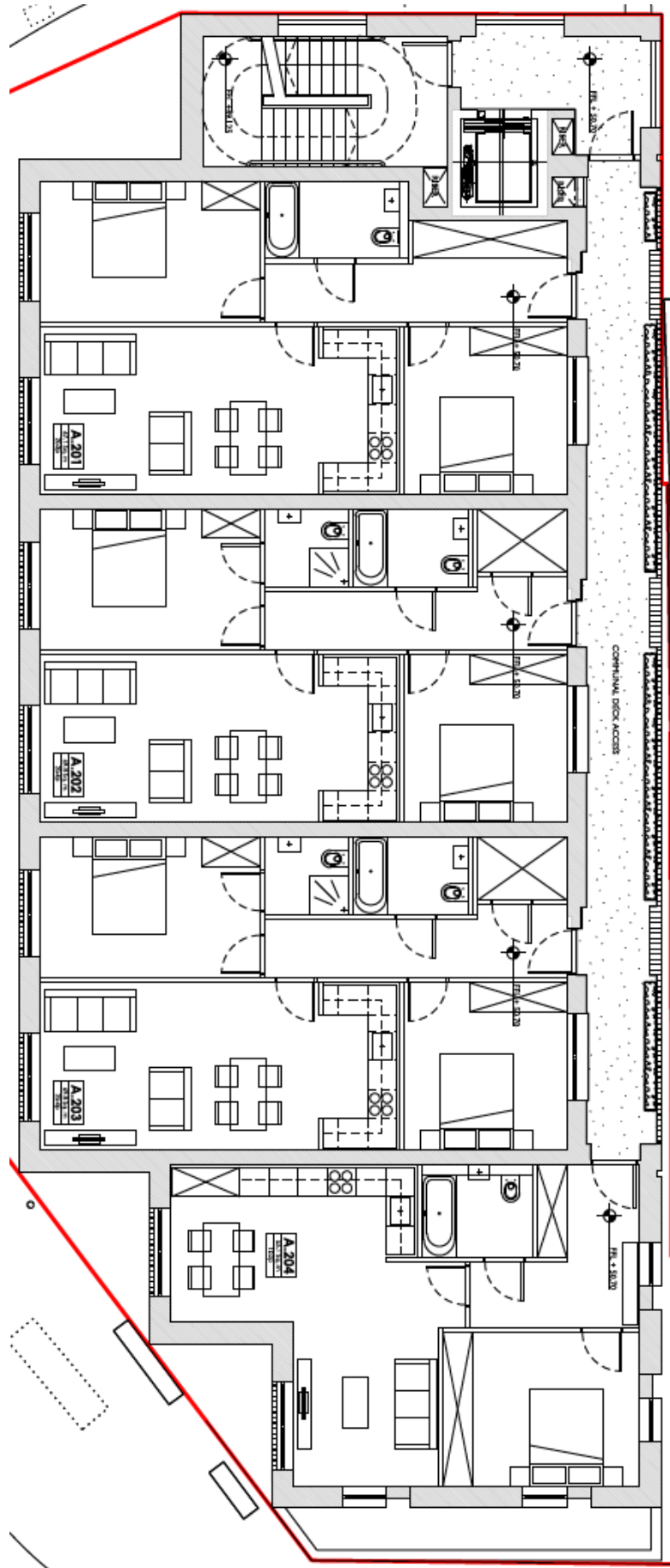
Proposed Site Plan



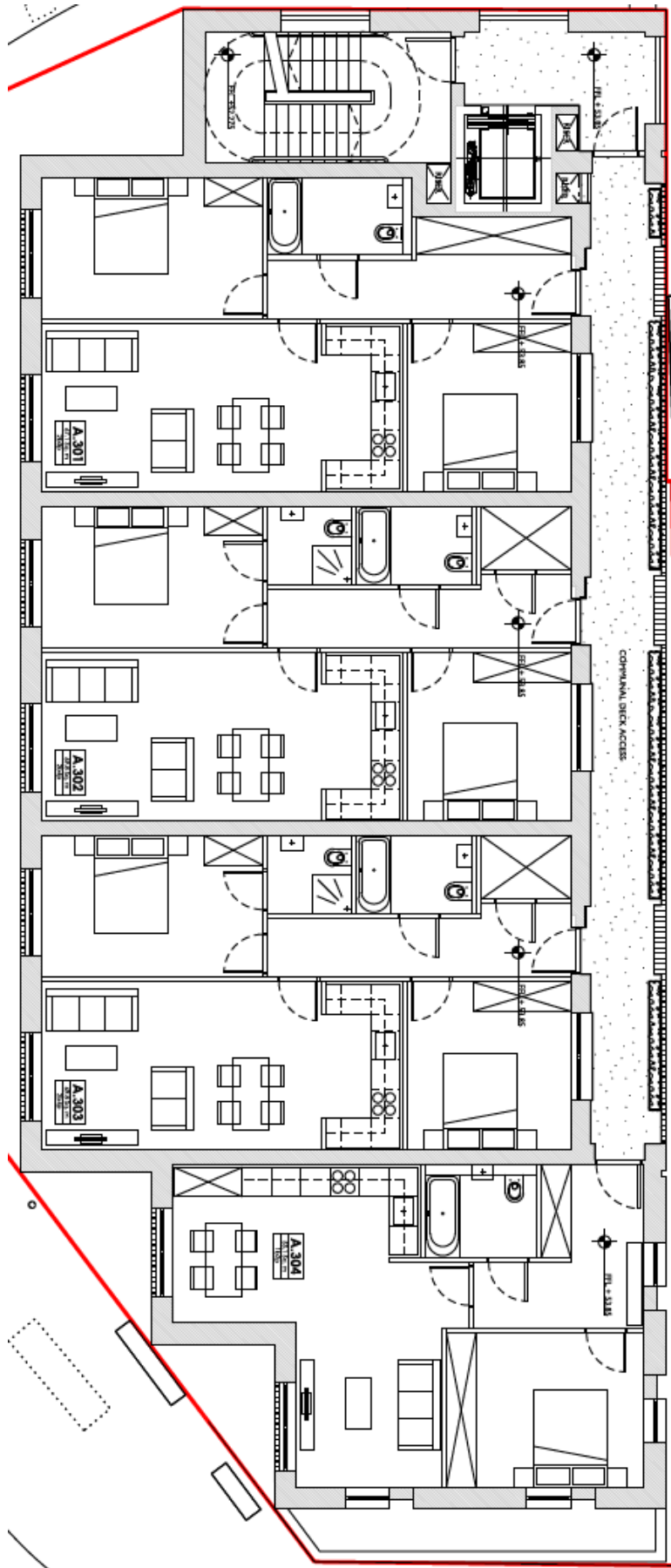
Proposed Ground Floor Plan



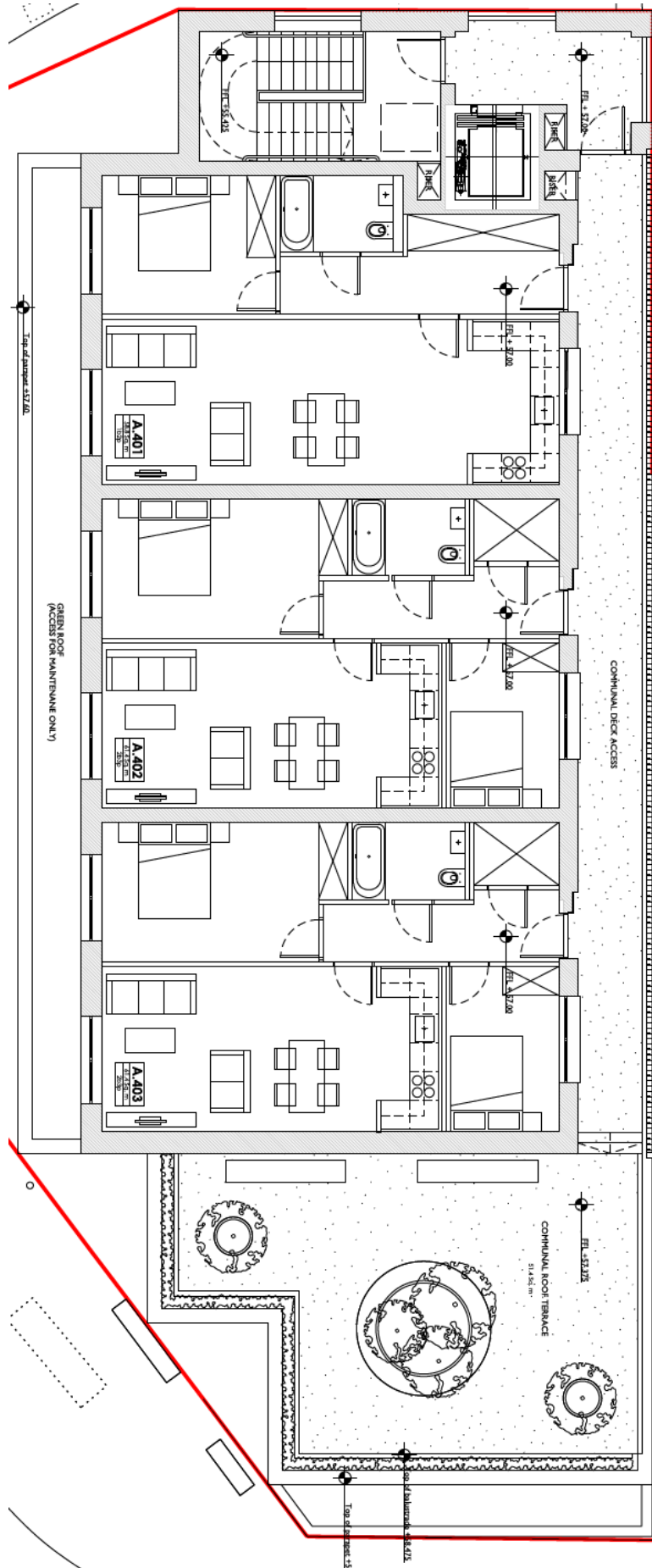
Proposed First Floor Plan



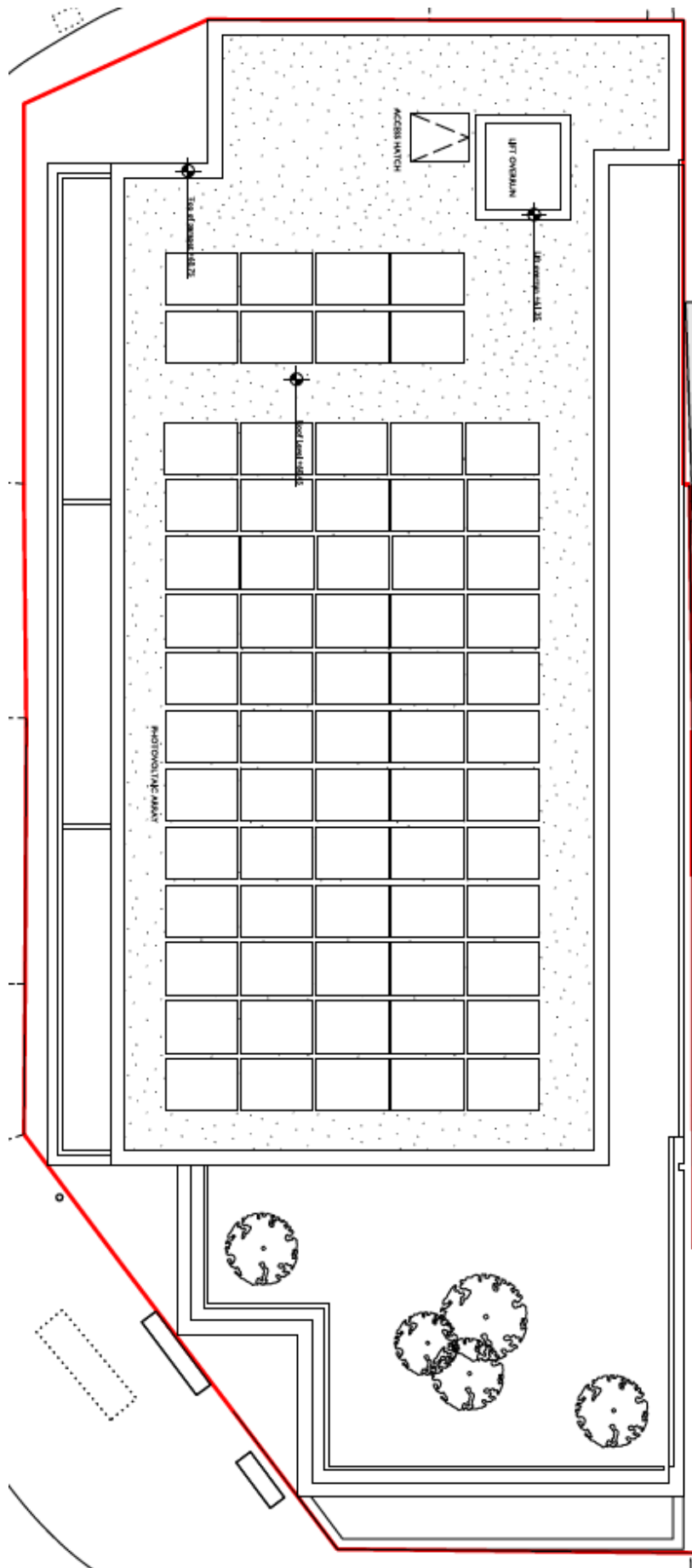
Proposed Second Floor Plan



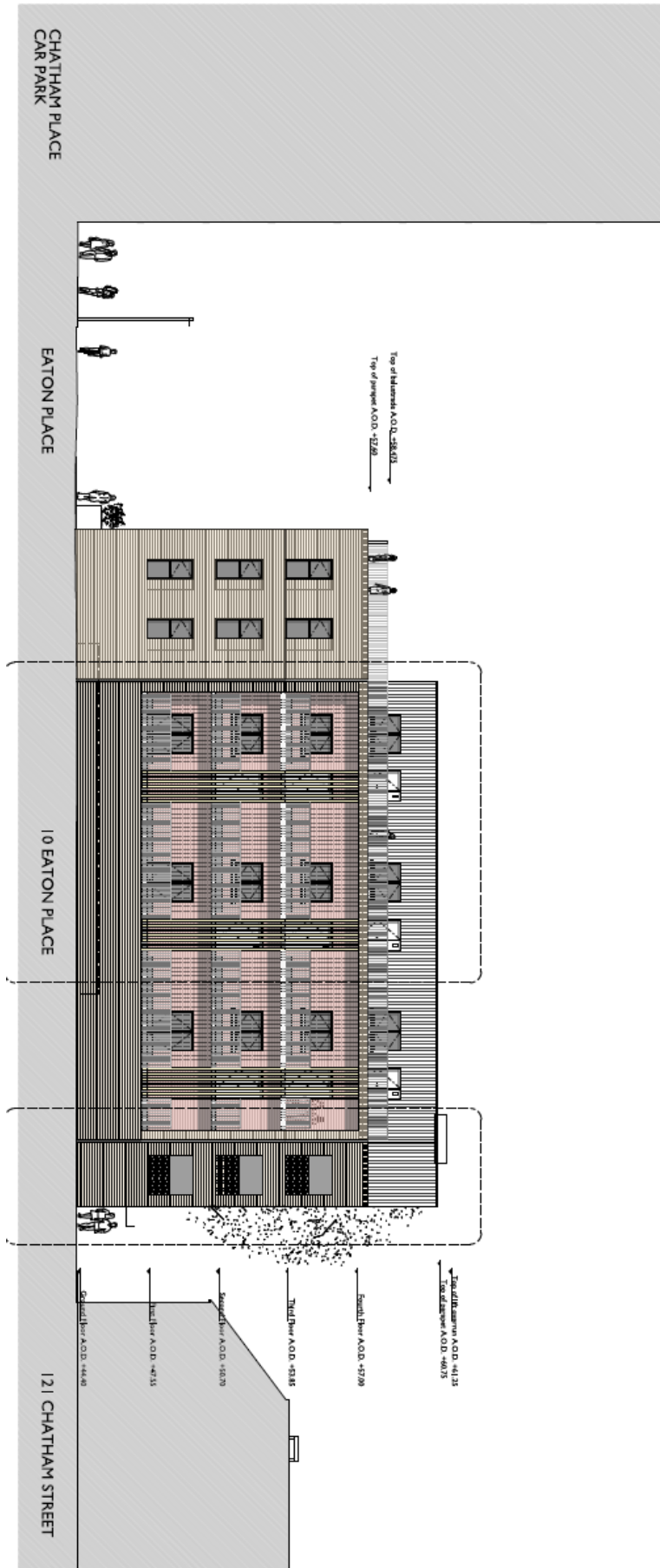
Proposed Third Floor Plan



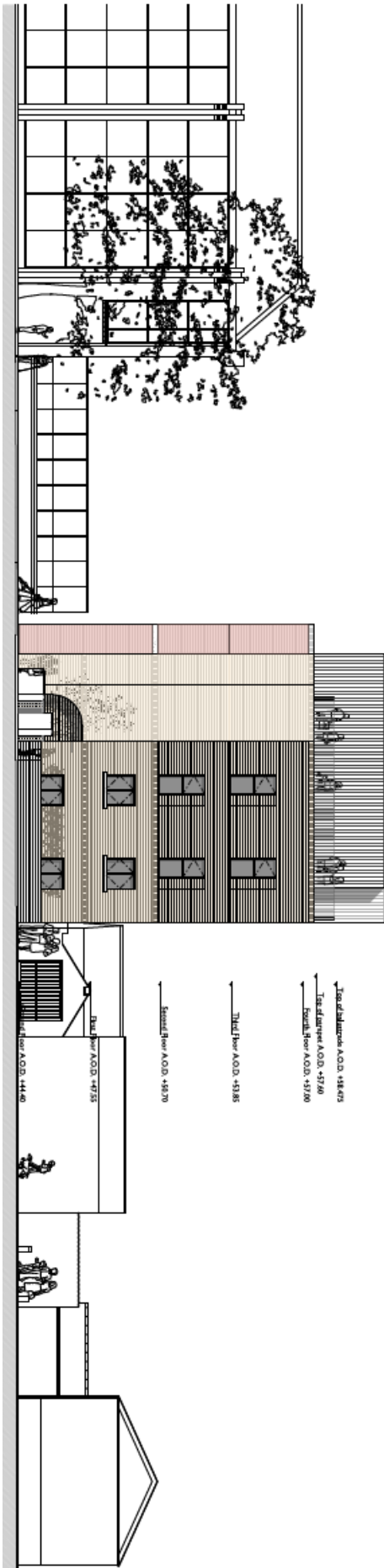
Proposed Fourth Floor Plan



Proposed Roof Plan



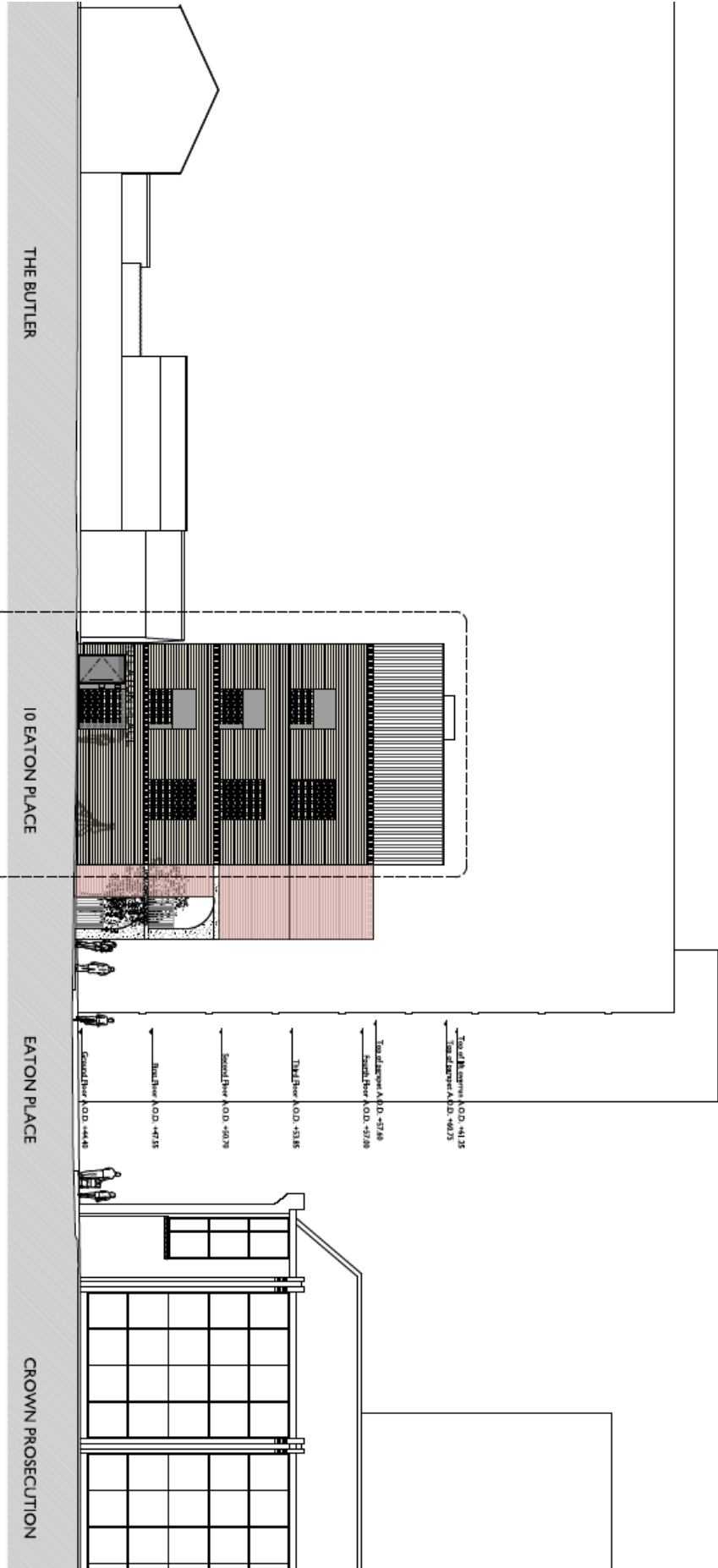
Proposed North Elevation and Street-Scene



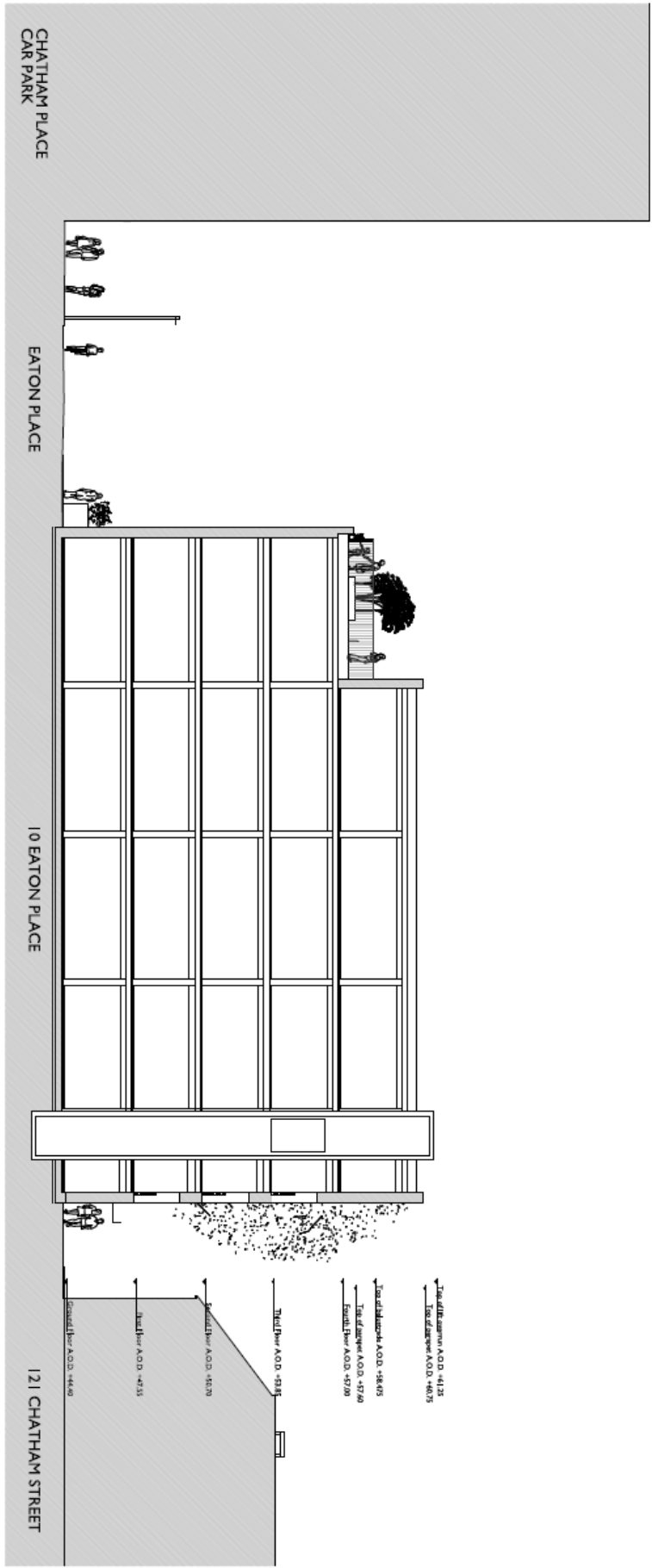
Proposed East Elevation and Street-Scene



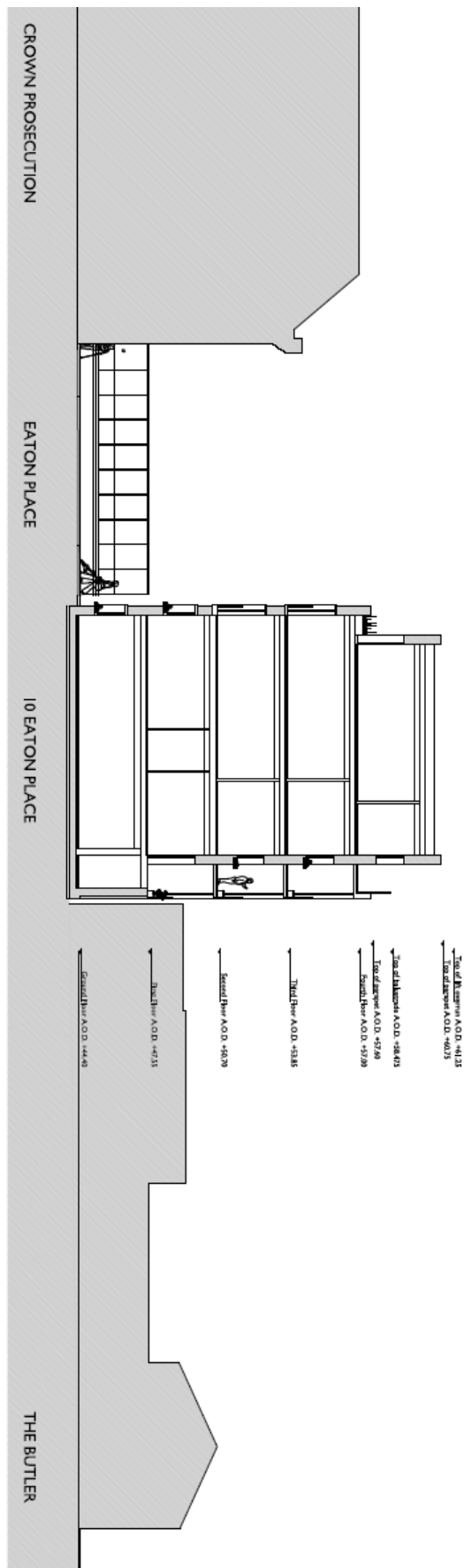
Proposed South Elevation and Street-Scene



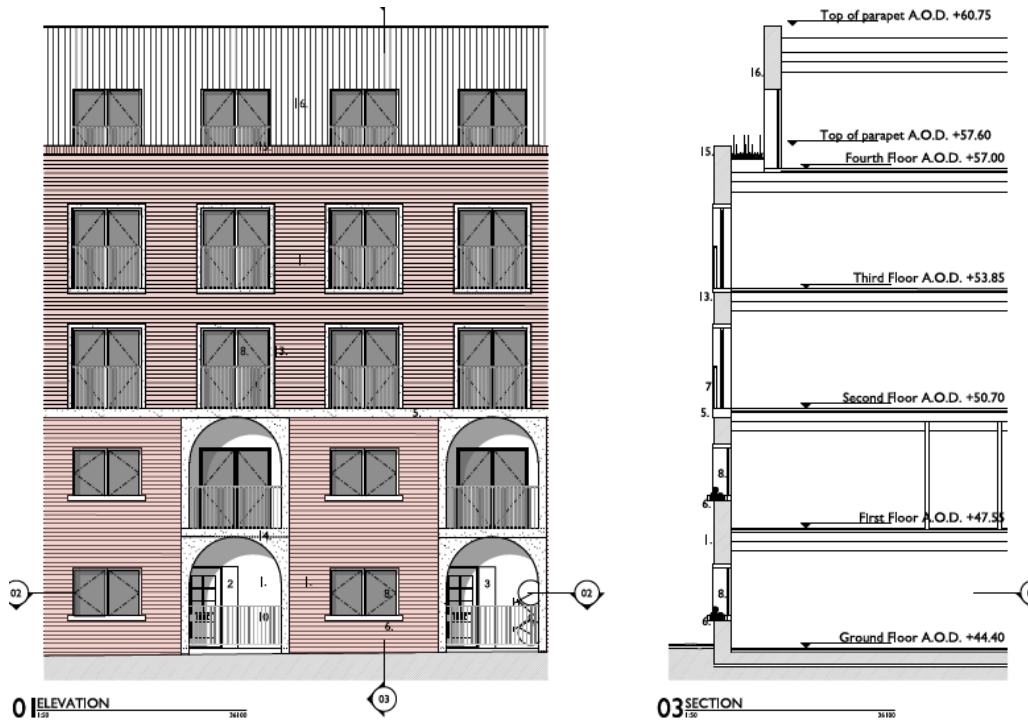
Proposed West Elevation and Street-Scene



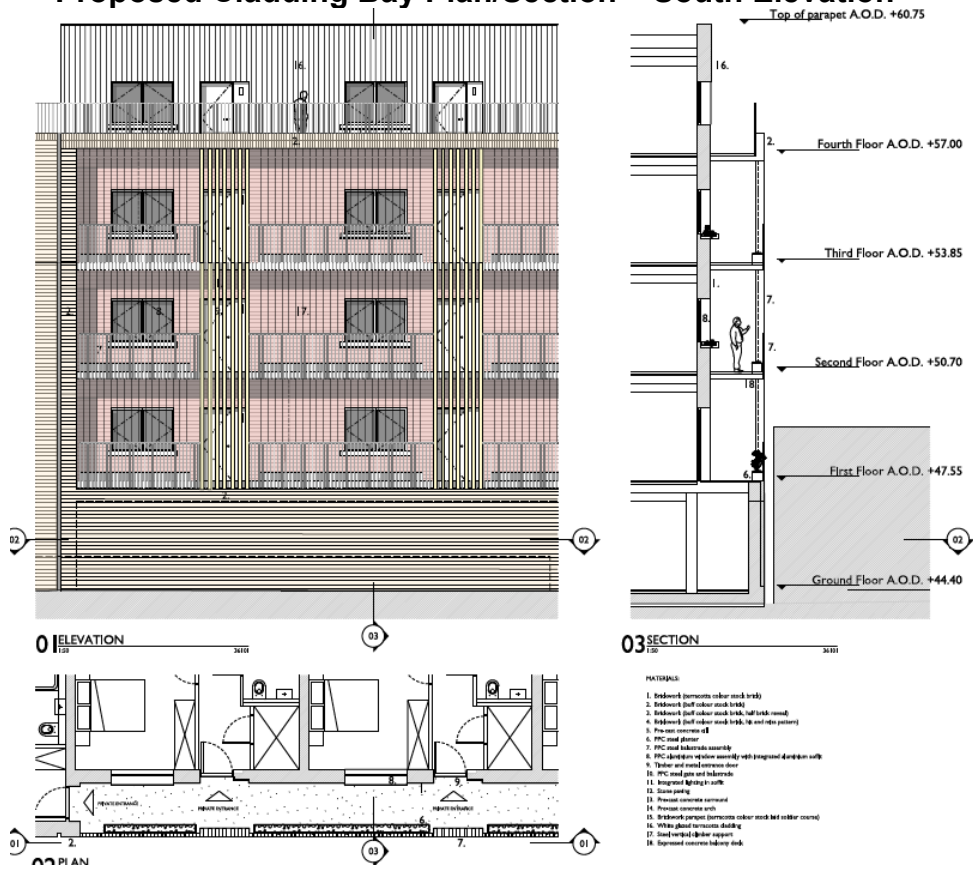
Proposed East to West Site Section



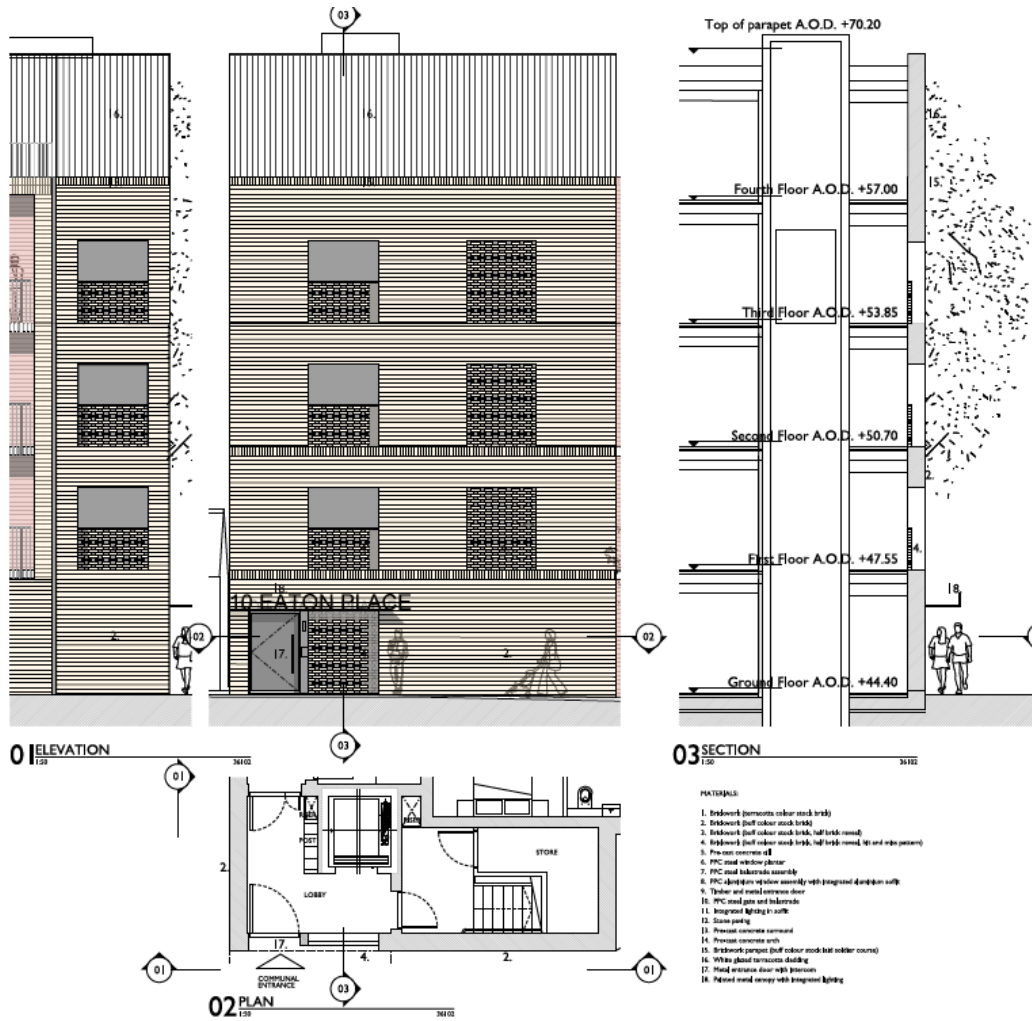
Proposed North to South Site Section



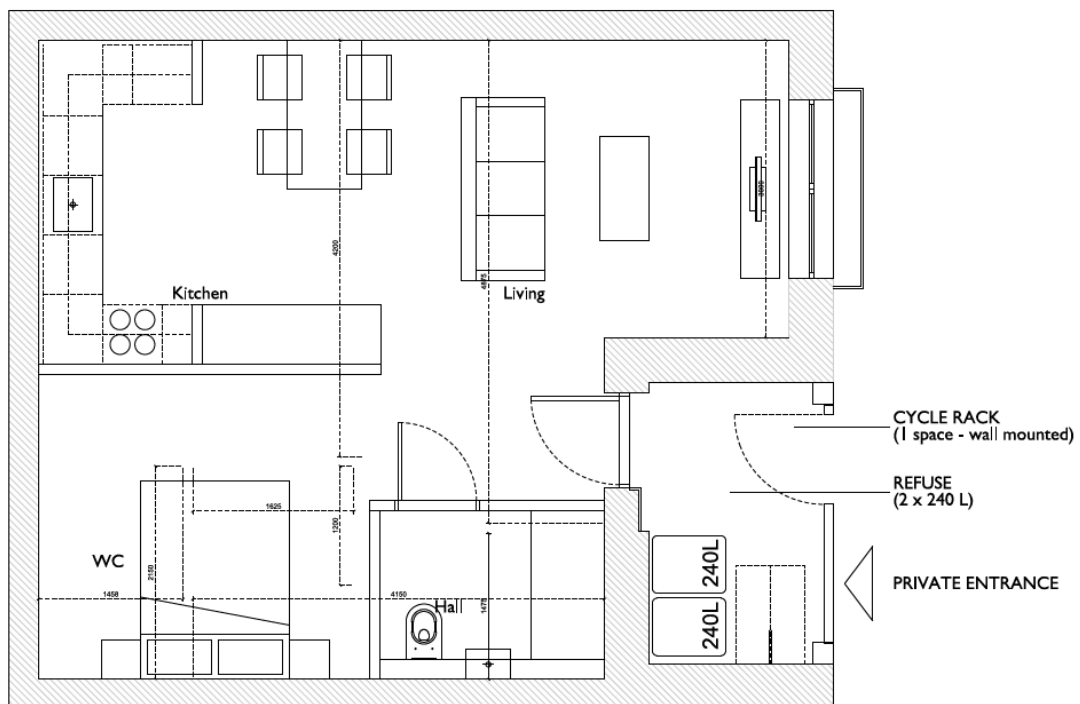
Proposed Cladding Bay Plan/Section – South Elevation



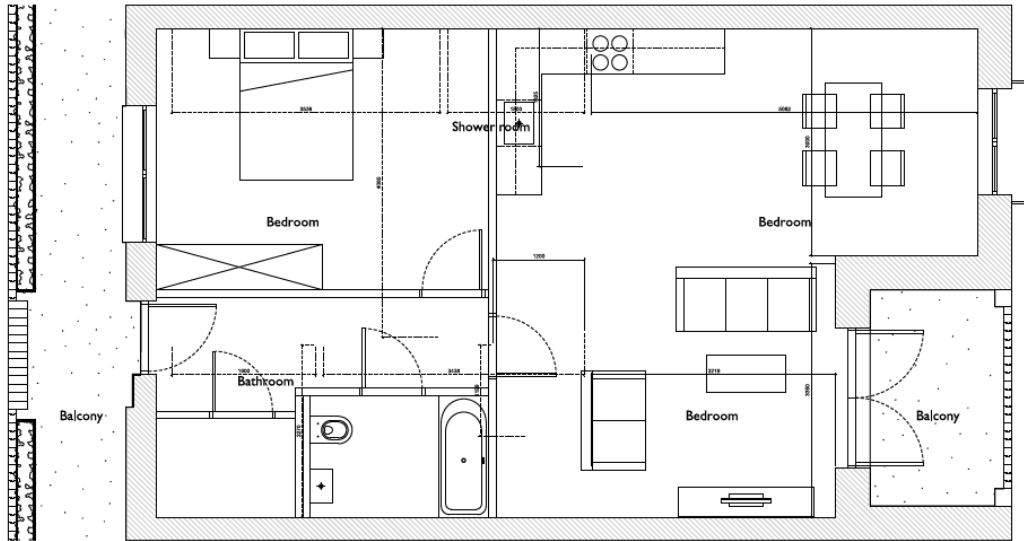
Proposed Cladding Bay Plan/Section – North Elevation



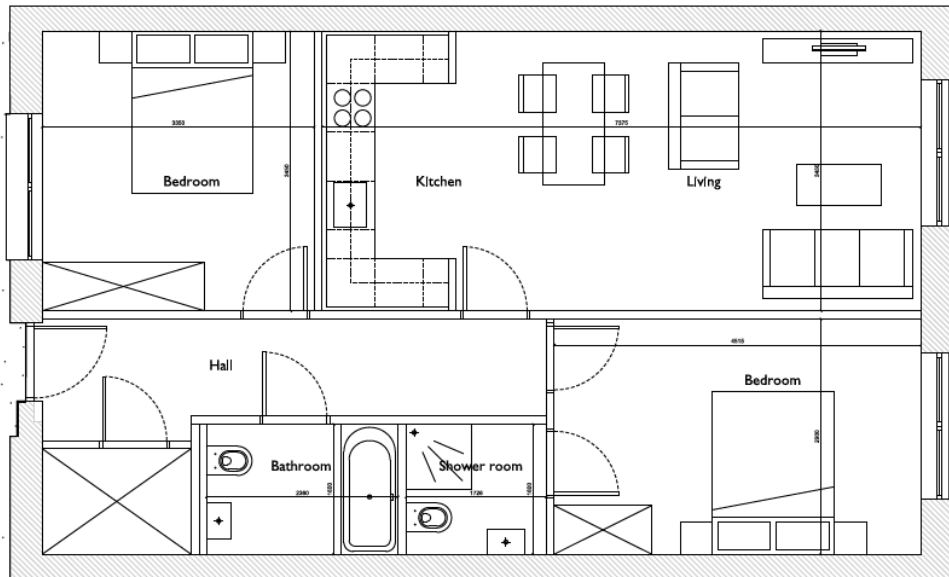
Proposed Cladding Bay Plan/Section – West Elevation



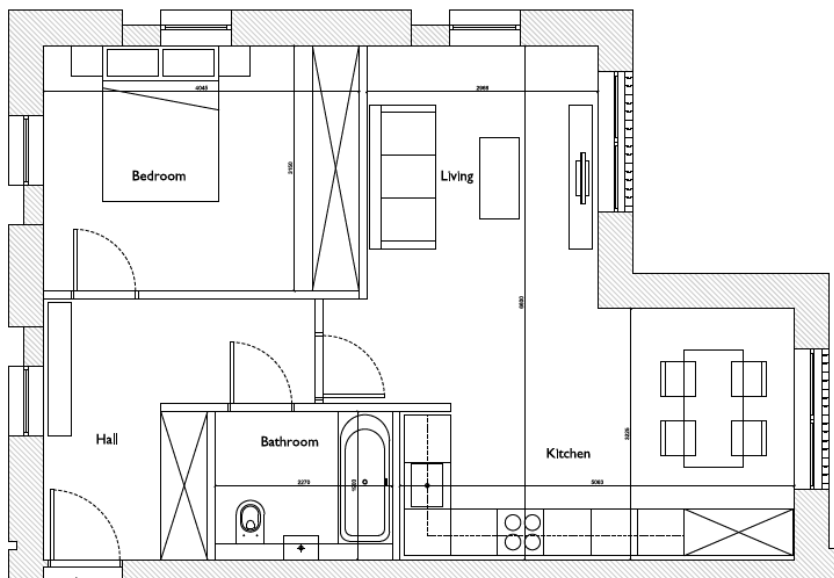
Maisonette Detailed Floor Plan – Ground Floor



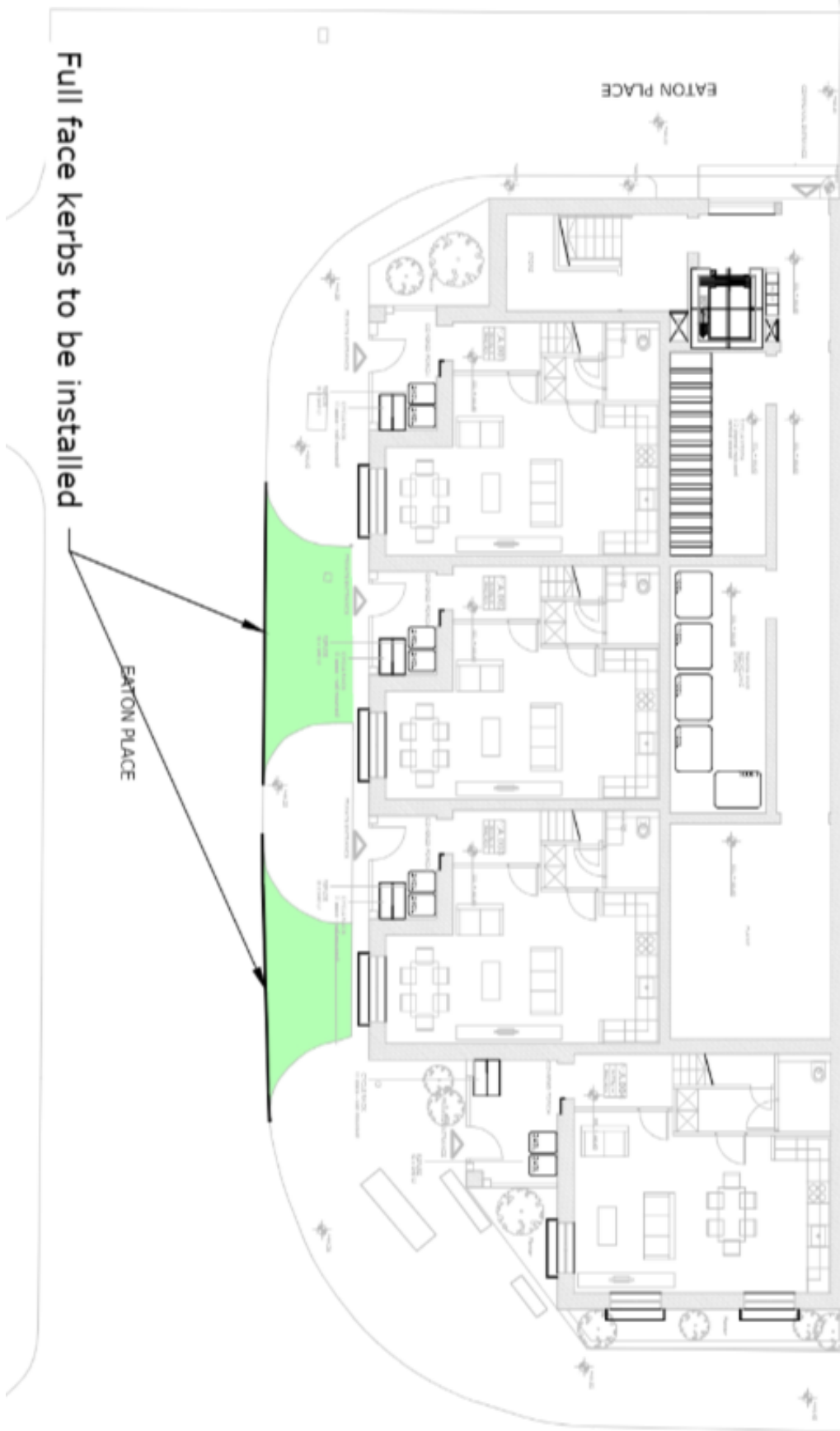
Maisonette Detailed Floor Plan – First Floor



Typical Detailed Floor Plan Layout of flat (to 2nd floor and above)



Typical Detailed Floor Plan Layout of flat (to 2nd floor and above)



Proposed Highway Works Plan (Reinstatement of footway and kerbs)



Proposed Visual Looking north west from Eaton Place



Proposed visual looking south from Chatham Street

04 October 2023



Reading
Borough Council
Working better with you

Title	PLANNING APPLICATION UPDATE REPORT
Ward	Abbey
Planning Application Reference:	201104/FUL
Site Address:	10 Eaton Place, Reading, RG1 7LP
Proposed Development	Demolition of the existing building and redevelopment of the site to provide a residential building of 5 storeys (Use Class C3) and associated public realm improvements (amended description)
Applicant	Hamble Residential Limited
Report author	Matt Burns, Principal Planning Officer
Deadline:	Originally 10/05/2021, but an extension of time has been agreed with the applicant until 31 st October 2023
Recommendation	As per main report
S106 Terms	As per main report
Conditions	As per main report
Informatives	As per main report

1. Amended Plans Received

- 1.1. Since publication of the main agenda report amended plans for the application have been submitted. The only change shown on the amended plans is removal of a metal grid structure to the north elevation of the building which was proposed to provide a frame for climbing plants over this elevation as a design feature. However, following discussions with the Council's Natural Environment Officer concerns have been raised regarding access, maintenance and management challenges of such a feature, given it would be located on a shared boundary (north boundary shared with The Butler Public House). Furthermore, given the feature was proposed to be located to a north-facing elevation this would not create ideal conditions for such a feature to become established and could become a negative design feature of the development. Therefore, officers advised that this feature should be removed from the proposed plans.
- 1.2. No other changes to the proposed development are shown on the amended plans. Officers are satisfied that the street-level and roof top landscaping, as well as green/blue roof, proposed as part of the development are adequate for a development of this size in terms of soft landscaping provision and that removal of the climbing plant feature from the north elevation does not change the officer recommendation for the application, which remains as per the main agenda report.

- 1.3. The list of submitted plans and documentation submitted with the application from paragraph 3.8 of the main agenda report is amended as follows (deletions ~~crossed through~~ and additions in *italics*):

052-TWA-XX-XX-PL-AX-16 002 P5 Proposed Site Section B-B
052-TWA-XX-XX-PL-AX-17 001 P5 Proposed North Elevation
052-TWA-XX-XX-PL-AX-17 003 P5 Proposed South Elevation
052-TWA-XX-01-PL-AX- 11 001 P5 First Floor Plan
052-TWA-XX-02-PL-AX -11 002 P5 Second Floor Plan
052-TWA-XX-03-PL-AX- 11 003 P5 Third Floor Plan
052-TWA-XX-XX-PL-AX-36101 P3 Cladding Bay Study: North Elevation
Received by the Local Planning Authority on 2nd October 2023

2211027-TK01 Rev A Swept Path Analysis Refuse Vehicle
Received by the Local Planning Authority on 24th July 2023

052-TWA-XX-RF-DR-PL-11015 P4 Proposed Roof Plan
Received by the Local Planning Authority on 7th June 2023

052-TWA-XX-00-DR-PL-11000 P4 Ground Floor Plan
2211027-01 Proposed Highway Works
Received by the Local Planning Authority on 16th May 2023

052-TWA-XX-XX-DR-PL-16001 P3 Proposed Site Section A-A
~~052-TWA-XX-XX-DR-PL-16002 P3 Proposed Site Section B-B~~
052-TWA-XX-00-DR-PL-10000 P2 Proposed Site Plan
052-TWA-XX-XX-DR-PL-19000 P2 Affordable 3B 6P Ground Floor Plan
052-TWA-XX-XX-DR-PL-19001 P2 Affordable 3B 6P First Floor Plan
052-TWA-XX-XX-DR-PL-19002 P2 2B 4P Typical Layout Plan
052-TWA-XX-XX-DR-PL-19003 P2 1B 2P Typical Layout Plan
~~052-TWA-XX-XX-DR-PL-17001 P3 Proposed North Elevation~~
052-TWA-XX-XX-DR-PL-17002 P3 Proposed East Elevation
~~052-TWA-XX-XX-DR-PL-17003 P3 Proposed South Elevation~~
052-TWA-XX-XX-DR-PL-17004 P3 Proposed West Elevation
~~052-TWA-XX-01-DR-PL-11001 P3 First Floor Plan~~
~~052-TWA-XX-02-DR-PL-11002 P3 Second Floor Plan~~
~~052-TWA-XX-03-DR-PL-11003 P3 Third Floor Plan~~
052-TWA-XX-04-DR-PL-11004 P3 Fourth Floor Plan
052-TWA-XX-XX-DR-PL-36100 P2 Cladding Bay Study 01 Bay Study
~~052-TWA-XX-XX-DR-PL-36101 P2 Cladding Bay Study 02 Bay Study~~
052-TWA-XX-XX-DR-PL-36102 P2 Cladding Bay Study 03 Bay Study
052-TWA-XX-00-DR-PL-99000 P3 Demolition Plan
052-TWA-XX-XX-DR-PL-07001 P3 Existing North Elevation
052-TWA-XX-XX-DR-PL-07002 P3 Existing East Elevation
052-TWA-XX-XX-DR-PL-07003 P3 Existing South Elevation
052-TWA-XX-XX-DR-PL-07004 P3 Existing West Elevation
052-TWA-XX-00-DR-PL-00002 P2 Existing Site Plan
052-TWA-XX-00-DR-PL-01000 P3 Existing Ground Floor Plan

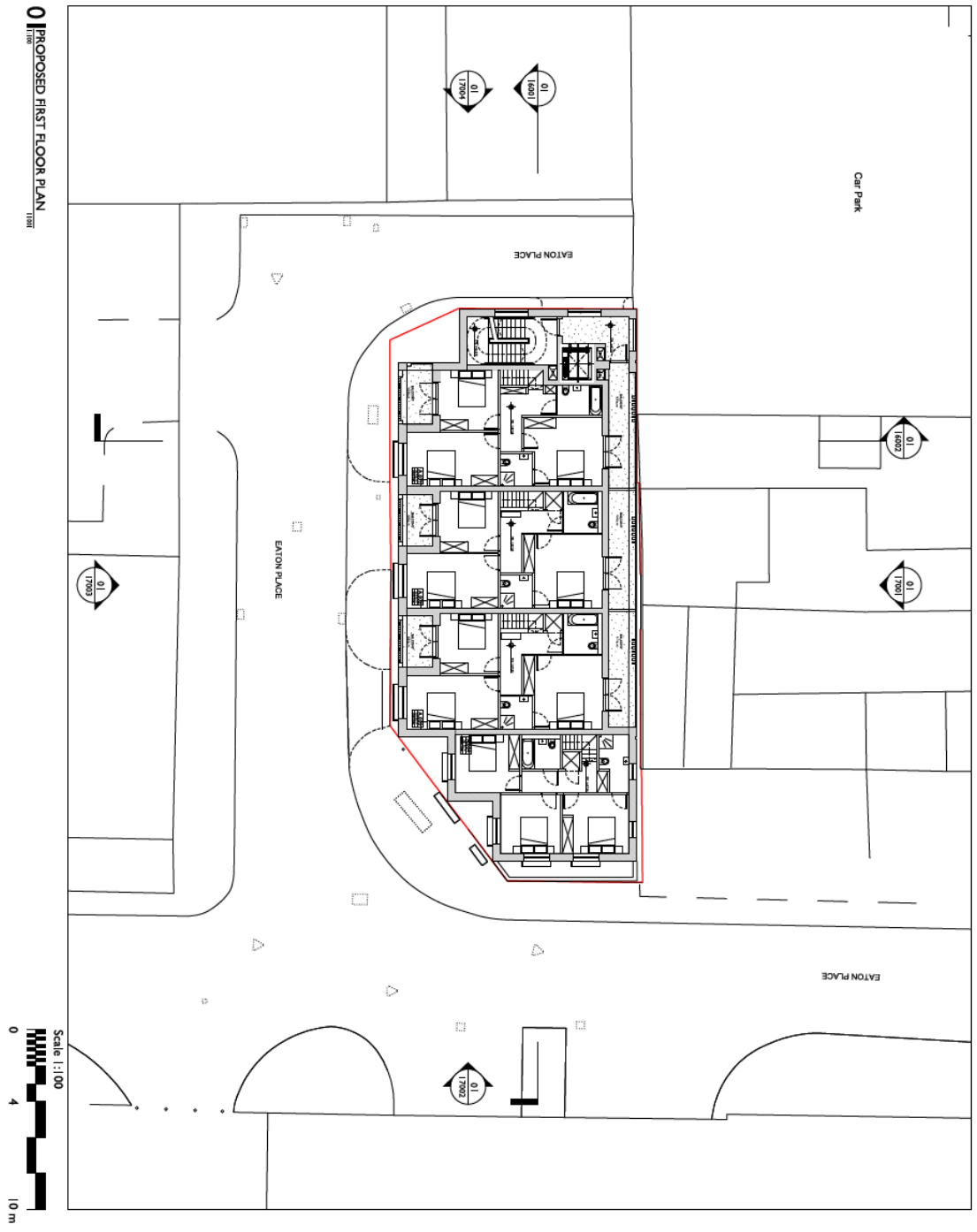
052-TWA-XX-01-DR-PL-01001 P3 Existing First Floor Plan
052-TWA-XX-RF-DR-PL-01002 P3 Existing Roof Plan
052-TWA-XX-00-DR-PL-00001 P2 Site Location
Received by the Local Planning Authority on 2nd February 2023

Design and Access Statement, prepared by Anomaly Architects
Planning Statement, prepared by Icen Projects
Heritage and Townscape Assessment, prepared by Icen Projects
Daylight, Sunlight and Overshadowing Assessment, prepared by Point 2 Surveyors
Energy and Sustainability Statement, prepared by Cudd Bentley Consulting
Overheating Assessment, prepared by Cudd Bentley Consulting
SuDS Assessment and Drainage Design, prepared by Infrastruct CS Ltd
Transport Statement, prepared by Motion
Noise Assessment, prepared by Accon
Received by the Local Planning Authority on 2nd February 2023

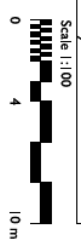
Land Contamination Report, prepared by leap
Air Quality Assessment, prepared by accon uk
Received by the Local Planning Authority on 22nd February 2021

Case Officer: Matt Burns

Amended drawings:



0 | PROPOSED FIRST FLOOR PLAN



THE REDWAY ARCHITECTURE



- Red line boundary
- Solid to existing
- Solid to new
- Proposed Land
- Existing Land
- Proposed Land

NO.	REVISION	DATE
1	ISSUED FOR PERMIT	15/05/2024
2	ISSUED FOR PERMIT	15/05/2024
3	ISSUED FOR PERMIT	15/05/2024
4	ISSUED FOR PERMIT	15/05/2024
5	ISSUED FOR PERMIT	15/05/2024
6	ISSUED FOR PERMIT	15/05/2024
7	ISSUED FOR PERMIT	15/05/2024
8	ISSUED FOR PERMIT	15/05/2024
9	ISSUED FOR PERMIT	15/05/2024
10	ISSUED FOR PERMIT	15/05/2024

NOTES:

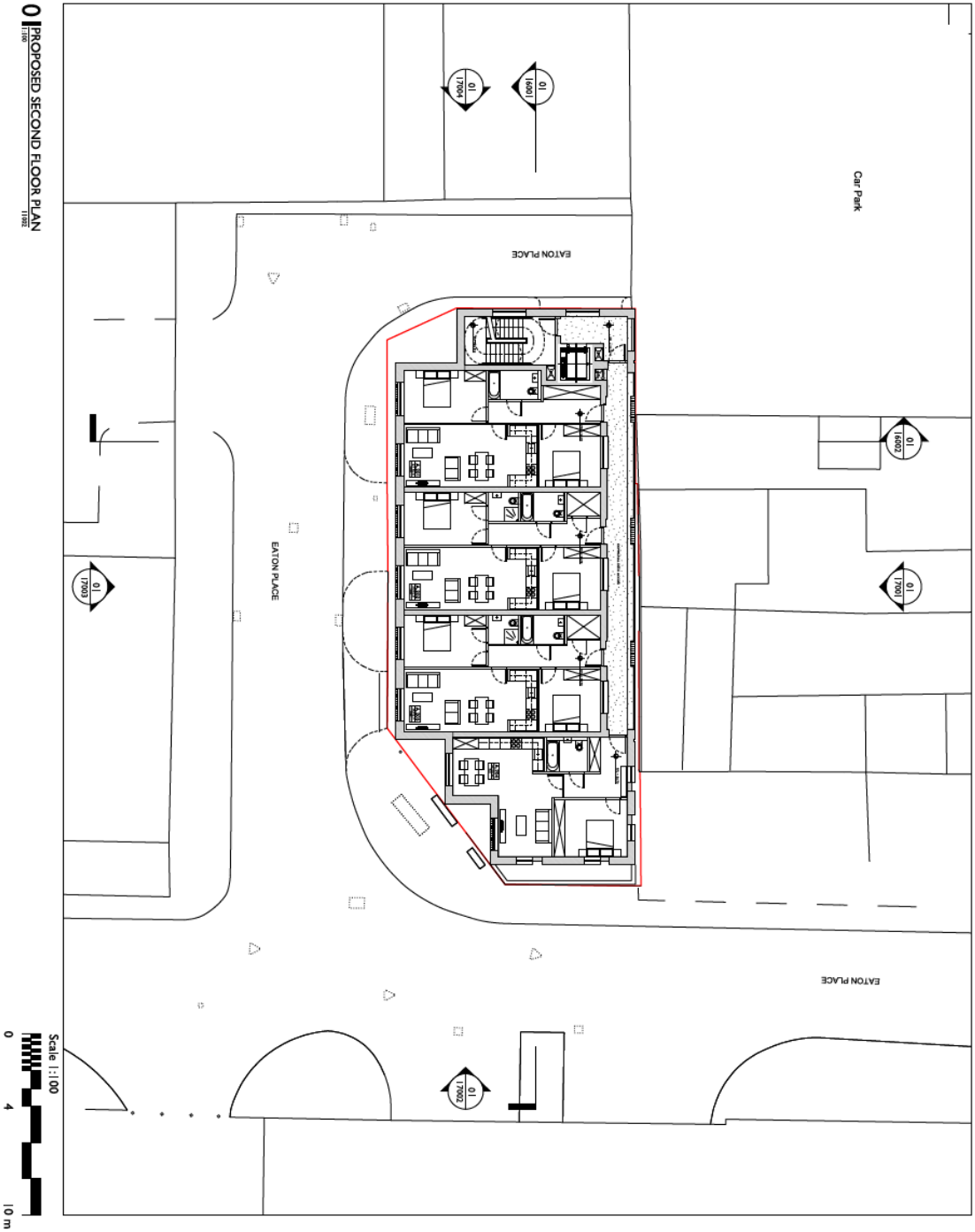
1. This plan is a proposed first floor plan for the building shown on the site plan. It is intended to be used in conjunction with the other plans submitted for the planning application.
2. The plan shows the proposed layout of the building, including the location of the entrance, stairs, and lifts.
3. The plan also shows the proposed location of the car park and the proposed layout of the surrounding area.
4. The plan is subject to the approval of the local planning authority.
5. The plan is based on the information provided by the client and the architect.
6. The plan is not intended to be used as a legal document.
7. The plan is not intended to be used as a basis for construction.
8. The plan is not intended to be used as a basis for any other purpose.
9. The plan is not intended to be used as a basis for any other purpose.
10. The plan is not intended to be used as a basis for any other purpose.

HAMBLE PROPERTIES LTD
 11 Eaton Place, Reading
 RG1 1TA
 01189 480000
 hambleproperties.com

THE
 Proposed First Floor Plan
 08/11/2024 MS LS LS
 1:100@A1

PLANNING
 052-TWA-XX-00-PL-AXX-11 001 P5
 Date Created: 15/05/2024
 Project Name: Hamble Properties

Proposed First Floor Plan



0 PROPOSED SECOND FLOOR PLAN
1:100



THIRDAWAY ARCHITECTURE



- Red line boundary
- Safety features
- Existing level
- Proposed level
- Level of 1st floor level

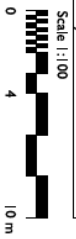
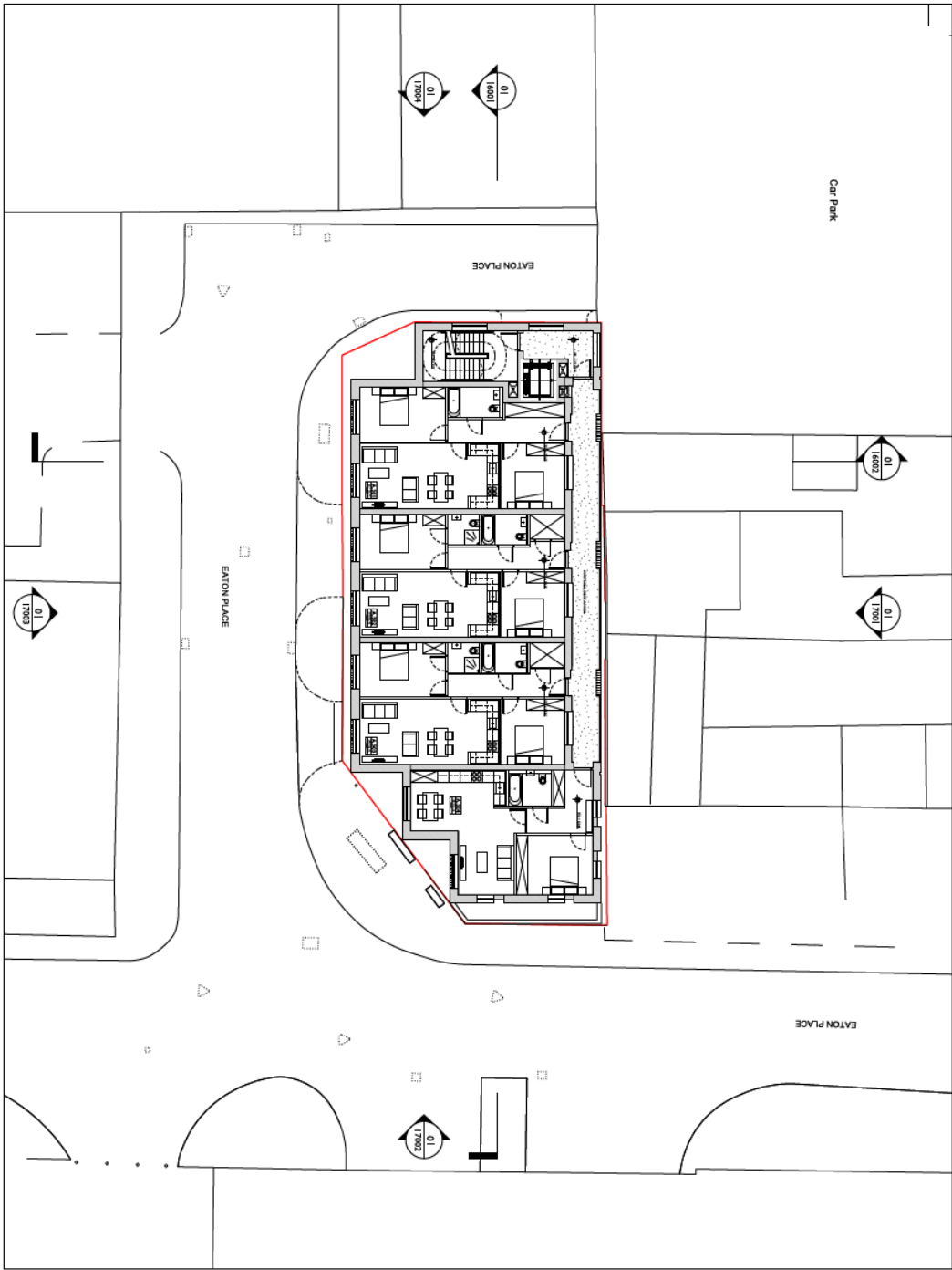
NO.	REVISION	DATE	BY	CHKD.
1	ISSUED FOR PERMIT	08/11/2021	MS	LS
2	ISSUED FOR PERMIT	08/11/2021	MS	LS
3	ISSUED FOR PERMIT	08/11/2021	MS	LS

THE DRAWING IS UNLESS OTHERWISE SPECIFIED TO BE IN ACCORDANCE WITH THE BRITISH STANDARD BS 1192:2009 AND THE BRITISH STANDARD BS 1193:2009. THE DRAWING IS UNLESS OTHERWISE SPECIFIED TO BE IN ACCORDANCE WITH THE BRITISH STANDARD BS 1192:2009 AND THE BRITISH STANDARD BS 1193:2009. THE DRAWING IS UNLESS OTHERWISE SPECIFIED TO BE IN ACCORDANCE WITH THE BRITISH STANDARD BS 1192:2009 AND THE BRITISH STANDARD BS 1193:2009. THE DRAWING IS UNLESS OTHERWISE SPECIFIED TO BE IN ACCORDANCE WITH THE BRITISH STANDARD BS 1192:2009 AND THE BRITISH STANDARD BS 1193:2009.

HOMABLE PROPERTIES LTD
 Edmon Place, Reading
 Proposed Second Floor Plan
 Date: 08/11/2021
 Drawn: MS
 Checked: LS
 Scale: 1:100 @ A1
PLANNING
 02525 71700
 02525 71700
 02525 71700

Proposed Second Floor Plan

PROPOSED THIRD FLOOR PLAN
T188



TREBWAY ARCHITECTURE



- Third Floor Boundary
- Existing to be kept
- Existing to be kept
- Proposed to be kept
- Proposed to be kept
- Proposed to be kept

NO.	DESCRIPTION	DATE	BY	CHECKED	APPROVED
1	Issue for Planning	15/01/2021	MS	LS	LS
2	Issue for Planning	15/01/2021	MS	LS	LS
3	Issue for Planning	15/01/2021	MS	LS	LS
4	Issue for Planning	15/01/2021	MS	LS	LS
5	Issue for Planning	15/01/2021	MS	LS	LS

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HAVBLE PROPERTIES LTD

Director
Eaton Place, Reading

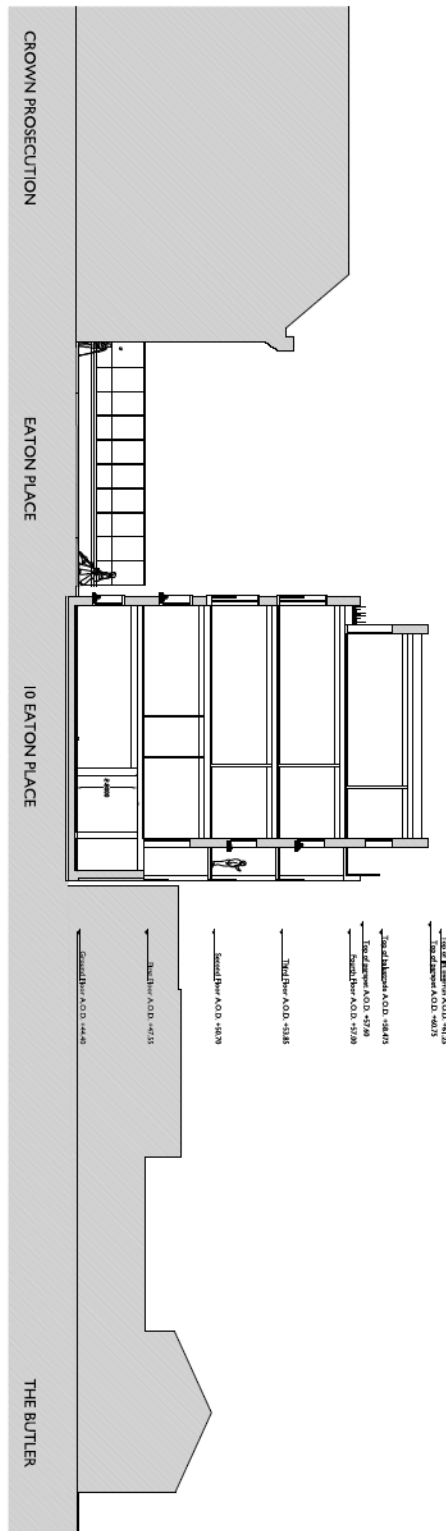
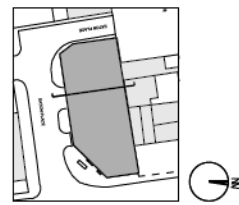
Proposed Third Floor Plan

Client: **Havble Properties Ltd**
 Date: 08/11/2021
 MS LS LS
 15/01/2021

PLANNING

052-TVA-XX-00-PR-AX-11 003 P5
 Date: 15/01/2021
 15/01/2021

Proposed Third Floor Plan



Top of Basement A.O.D. +41.25
 Top of Ground A.O.D. +46.75

Top of Basement A.O.D. +38.45
 Top of Ground A.O.D. +47.80

Top of Basement A.O.D. +37.20
 Top of Ground A.O.D. +47.20

Third Floor A.O.D. +33.85

Second Floor A.O.D. +30.70

Third Floor A.O.D. +27.55

Ground Floor A.O.D. +24.40



0 PROPOSED SECTION B-B
 1/10/2021

NO	REVISION	DATE	BY	CHKD BY
1	ISSUED FOR PERMIT	10/10/2021	LS	LS
2	ISSUED FOR PERMIT	10/10/2021	LS	LS
3	ISSUED FOR PERMIT	10/10/2021	LS	LS
4	ISSUED FOR PERMIT	10/10/2021	LS	LS

PERMITTING NOTES:
 This drawing is submitted for the purpose of obtaining a building permit. It is the responsibility of the applicant to ensure that the proposed works comply with all applicable building codes and regulations. The architect is not responsible for the accuracy of the information provided on this drawing. The applicant is responsible for obtaining all necessary permits and approvals from the relevant authorities. The architect is not responsible for the accuracy of the information provided on this drawing. The applicant is responsible for obtaining all necessary permits and approvals from the relevant authorities.

TRIMBY ARCHITECTURE
 10 EATON PLACE
 EATON PLACE, READING

HAVABLE PROPERTIES, LTD
 10 EATON PLACE
 EATON PLACE, READING

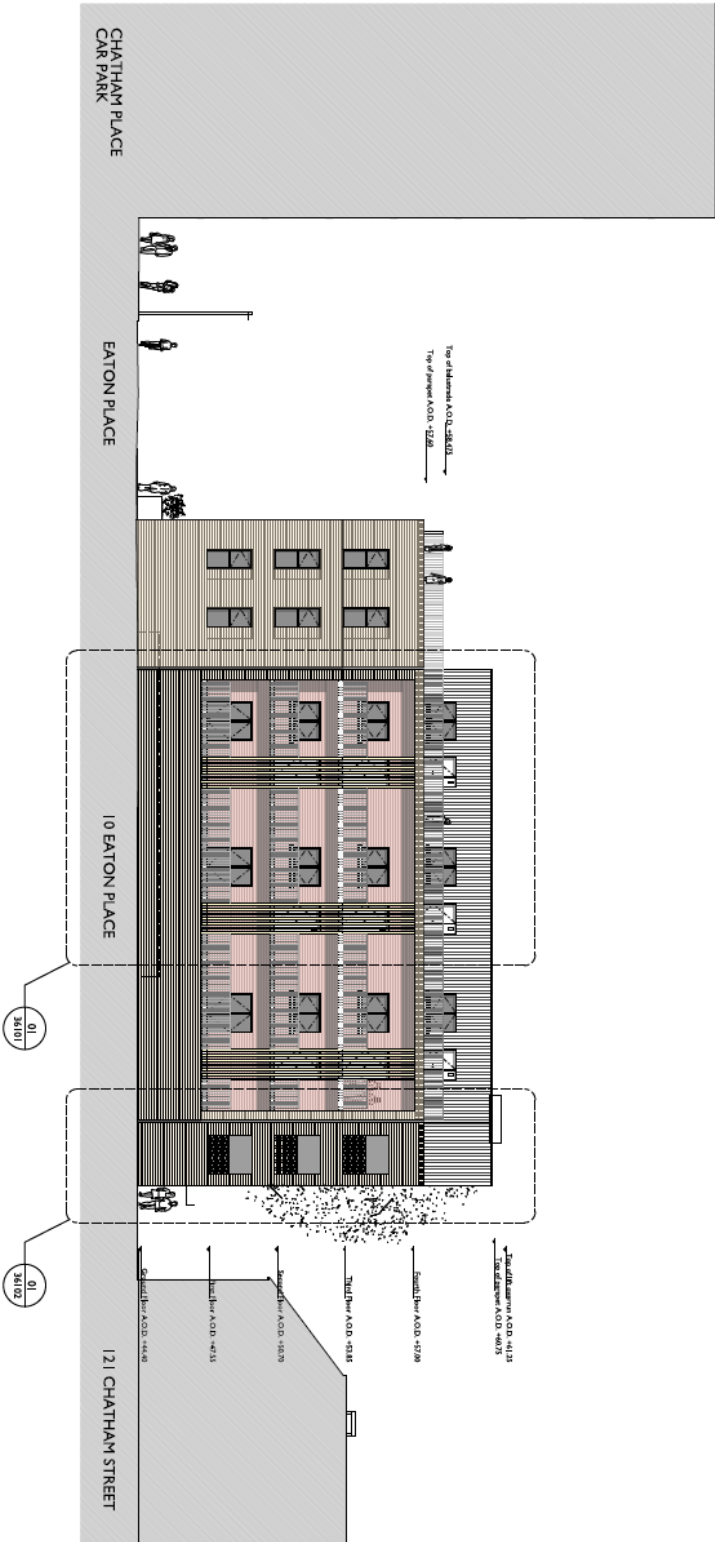
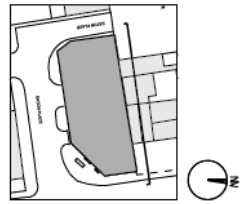
Proposed Section B-B

DATE: 10/10/2021
BY: LS
CHKD BY: LS

SCALE: 1:100 @ A1

PLANNING
 052, TWA-XX-CK-P1-AX-16 002 P5
 10/10/2021

Proposed Section B-B



0 PROPOSED NORTH ELEVATION



NO.	REVISION	DATE
1	ISSUED FOR PERMIT	15/08/2021
2	REVISED PERMIT CONDITIONS	15/08/2021
3	REVISED PERMIT CONDITIONS	15/08/2021
4	REVISED PERMIT CONDITIONS	15/08/2021
5	REVISED PERMIT CONDITIONS	15/08/2021
6	REVISED PERMIT CONDITIONS	15/08/2021
7	REVISED PERMIT CONDITIONS	15/08/2021
8	REVISED PERMIT CONDITIONS	15/08/2021
9	REVISED PERMIT CONDITIONS	15/08/2021
10	REVISED PERMIT CONDITIONS	15/08/2021

IMPORTANT NOTES:
 1. The drawings are prepared in accordance with the Building Act 2004 and the Building Regulations 2004.
 2. The drawings are prepared in accordance with the Resource Management Act 1991 and the Resource Management Regulations 2002.
 3. The drawings are prepared in accordance with the Resource Management Act 1991 and the Resource Management Regulations 2002.
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 10. The drawings are prepared in accordance with the Resource Management Act 1991 and the Resource Management Regulations 2002.

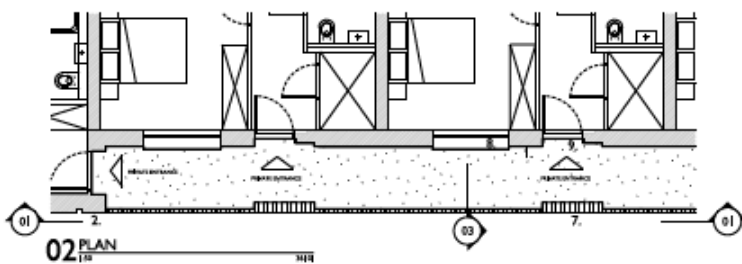
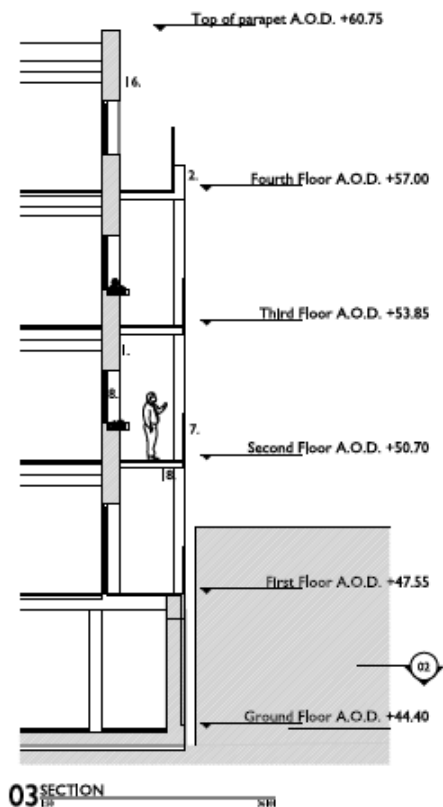
CLIENT:
 HANBLE PROPERTIES LTD
 121 CHATHAM STREET
 AUCKLAND
 NEW ZEALAND

PROJECT:
 Eaton Place, Reading
 Proposed North Elevation

DATE:
 15/08/2021

DESIGNER:
 TRIBWAVE ARCHITECTURE
 052-TVA-XXX-XX-CH-AX-17 001 P5

Proposed North Elevation



MATERIALS

- 1. Sidewalk (parapets odour proof finish)
- 2. Sidewalk (buff odour proof finish)
- 3. Sidewalk (buff odour proof finish, half brick reveal)
- 4. Sidewalk (buff odour proof finish, full brick reveal)
- 5. Precast concrete slab
- 6. PPC roof glazing
- 7. PPC roof waterproof assembly
- 8. PPC aluminium window assembly with integrated aluminium sills
- 9. Thermal and sound insulation floor
- 10. PPC steel pipe and brackets
- 11. Integrated lighting in walls
- 12. Stone paving
- 13. Pre-cast concrete surround
- 14. Pre-cast concrete arch
- 15. Sidewalk & parapet depoints odour proof bit rubber coated
- 16. White glass windows & doors
- 17. Steel vertical slat support
- 18. Improved concrete infill and

REVISIONS	
NO.	DESCRIPTION

PREPARED BY	
NAME	
DATE	

DESIGNED BY	
NAME	
DATE	

CHECKED BY	
NAME	
DATE	

PROJECT INFORMATION	
PROJECT NAME	
CLIENT	
LOCATION	
DATE	

CLIENT INFORMATION	
NAME	
ADDRESS	
CONTACT	



Proposed Cladding Bay Study: North Elevation

01 November 2023



Reading

Borough Council

Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Battle
Planning Application Reference:	211626/FUL
Site Address:	Land to rear of 303-315 Oxford Road, Reading
Proposed Development	Demolition of existing garage block and car repair garage and erection of flatted development comprising 13 apartments and E(g) office building together with parking, access and associated works
Applicant	First Avenue Estates Limited
Report author	Ethne Humphreys - Senior Planning Officer
Deadline:	An extension of time has been agreed with the applicant until 15/12/2023
Recommendation	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (AD PTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 15th of December 2023 (unless officers on behalf of the AD PTPPS agree to a later date for completion of the legal agreement).
S106 Terms	<p>To include:</p> <ol style="list-style-type: none"> 1. To secure an Affordable Housing contribution of £57,518 towards the provision of Affordable Housing within the Borough of Reading. Payable prior to first occupation and index-linked from the date of permission. Together with a deferred payment mechanism (index-linked) to cover the remaining shortfall to include 50% side-by-side profit share on all profits over 19% profit on GDV up to a policy compliant cap equivalent to 30% provision. 2. To secure a zero-carbon offset contribution as per the Sustainable Design and Construction SPD 2019 to ensure the development provides a minimum of 35% improvement in regulated emissions over the Target Emissions Rate in the 2013 Building Regulations, plus a contribution of £1,800 per remaining tonne towards carbon offsetting within the Borough (calculated as £60/tonne over a 30-year period). As per formula in the Sustainable Design and Construction SPD. Payable prior to commencement of development and would be index-linked. 3. To secure a construction phase Employment and Skills Plan (ESP) or equivalent financial contribution. As calculated in the Council's Employment Skills and Training SPD (2013) – plan to be provided/contribution payable (index linked) on commencement of the development.

	<p>Delegate to AD PTPPS to make such minor changes to the terms and details of the legal agreement as may be reasonably required to complete the agreement.</p>
<p>Conditions</p>	<ol style="list-style-type: none"> 1. Time Limit – 3 years 2. Approved plans 3. Pre-commencement, barring demolition works, details of all external materials to be submitted and approved 4. Pre-commencement Demolition and Construction Method Statement (including noise, dust, smoke and vermin control measures) 5. Provision of vehicle parking as shown prior to first occupation 6. Provision of vehicular access as shown prior to first occupation 7. Provision of cycle parking as shown prior to first occupation 8. Provision of roads and paths as shown prior to first occupation 9. Visibility splays as specified prior to first occupation 10. Provision of refuse and recycling storage facilities as shown prior to first occupation 11. Existing accesses to be stopped up after new access is in use 12. Pre-occupation submission and approval of EV Charging Point Scheme details to include timetable for provision. 13. Submission and approval of contaminated land remediation scheme (pre-commencement including demolition) 14. Pre-construction above foundation level contaminated land validation report 15. Reporting of unexpected contamination at any time 16. Hours of demolition/construction works 17. No burning of materials or green waste on site 18. Pre-occupation submission and approval of measures to prevent pests and vermin accessing bin stores 19. Pre-commencement (barring demolition) submission and approval of noise mitigation scheme for dwellings 20. Pre-commencement (including demolition) submission of arboricultural method statement and tree protection plan 21. Pre-commencement, (barring demolition), submission and approval of all hard and soft landscaping details – provision in first available planting season after first occupation 22. Pre-commencement, (barring demolition), submission of and approval of habitat/ecology enhancement measures to include a timetable for provision 23. Protection of nesting birds 24. Pre-commencement, (barring partial demolition works), submission and approval of Sustainable Drainage Strategy to integrate with tree planting and other landscaping. 25. Implementation of approved SuDS to be completed prior to first occupation of any part of the development and managed and maintained as approved thereafter. 26. Dwelling Mix restricted to 6 x 1-bed flats, 4 x 2-bed flats, 3 x 3-bed flats 27. Pre-commencement submission and approval of external lighting details – no other lighting other than approved. 28. Pre-commencement, (barring demolition) Security Strategy details to be submitted and approved 29. SAP Assessment – Major – Design Stage 30. SAP Assessment – Major – As Built 31. No change of use to C4 HMO 32. No other use of office within Class E

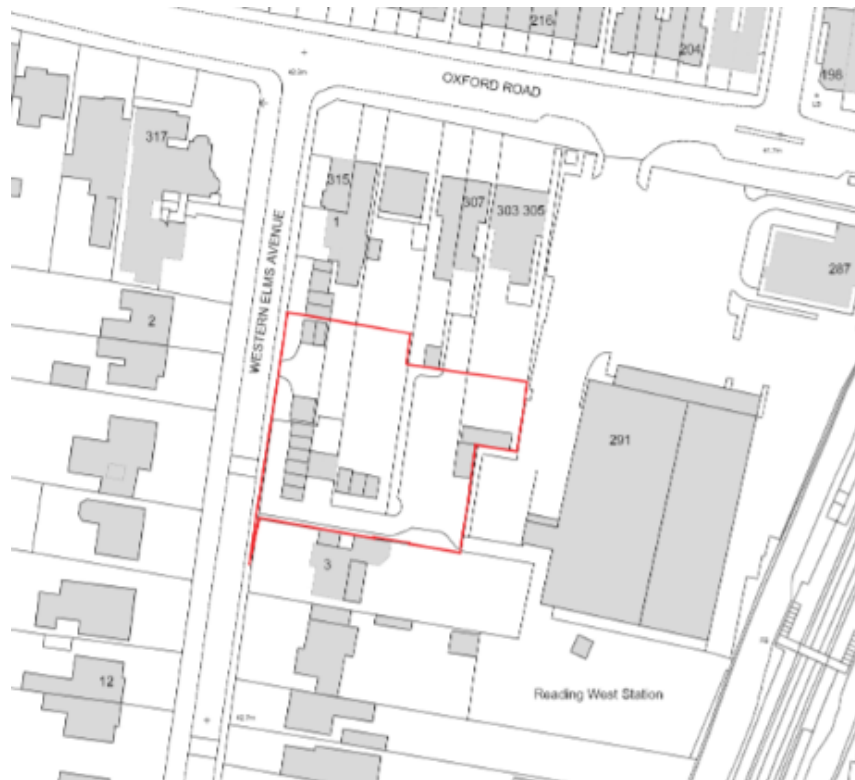
	33. Details of PV and air source heat pumps to be submitted and approved including timetable for provision
Informatives	<ul style="list-style-type: none"> • Terms and Conditions • Building Regulations • Pre-commencement Conditions • S106 • CIL • Highways • Access Construction • Construction • Encroachment • Thames Water informative • Positive and Proactive

1. Executive summary

- 1.1. Planning permission is sought for the redevelopment of the site to provide 13 flats following demolition of existing garage block. The proposals also incorporate a small E(g) office, together with parking, access and landscaping.
- 1.2. The proposal would provide a residential scheme within land allocated for housing as defined by Policy WR3h of the Reading Borough Local Plan 2019. The proposals would be of an appropriate design, improving the character and appearance of the area, with no adverse harm to neighbouring properties and transport impacts and would be acceptable in terms of ecology, natural environment, sustainability and providing suitable accommodation for future occupiers.
- 1.3. Whilst the development would result in harm through failure to provide a Policy compliant level contribution towards Affordable Housing within the Borough, the benefits of the development, particularly the regeneration of the site, visual and environmental benefits discussed within this report, are considered to outweigh this identified harm.
- 1.4. The proposal is recommended for approval subject to completion of a S106 legal agreement and conditions as set out above.

2. Introduction and site description

- 2.1. The application site is located to the rear of No's 303-315 Oxford Road and to the east of Western Elms Avenue. The site currently comprises a garage block and courtyards that are rundown in appearance. The garages are in the ownership of No.313 and 311 Oxford Road.



Site Location Plan (not to scale)



Photo of the site as existing

- 2.2. The surrounding area is mixed in character and appearance. This part of Oxford Road generally features commercial properties with flats above and Western Elms Avenue is largely residential, with a surgery on the corner of Oxford Road and Western Elms Road. Many of the properties along Western Elms Avenue are of Victoria age and design. There is a food supermarket to the east of the site and the Oxford Road Community Garden lies to the south east.
- 2.3. There are no listed buildings or any heritage assets on site, with none in the immediate vicinity either. The site is also located outside of any designated conservation area. The site is within the Air Quality Management Area.
- 2.4. The site is immediately on the boundary with the Oxford Road West District Centre.
- 2.5. The site is allocated in the Local Plan as site WR3h. The site allocation Policy states:

WR3h REAR OF 303-315 OXFORD ROAD

Development for residential.

Development should:

- **Retain rear access for properties on Oxford Road;**
- **Only take place as a comprehensive development rather than parts of the site;**
- **Avoid adverse effects on trees protected by TPO;**
- **Address air quality impacts on residential use;**
- **Address noise impacts on residential use; and**
- **Ensure appropriate back-to-back separation from existing residential.**

Site size: 0.22 ha 14-20 dwellings

2.6. The application is being considered at Planning Applications Committee as it is classified as a 'major' application which is recommended for approval by officers.

3. The Proposal

3.1. The application seeks full planning permission for demolition of the existing garages on site and redevelopment of the site to provide a residential building comprising 13 flats. The proposal also includes one small building for office use.

3.2 The 13 flats are proposed with the following unit mix:

- 6 x 1 bed flats
- 4 x 2 bed flats
- 3 x 3 bed flats

3.3 The existing private parking spaces currently provided on the site will be retained but relocated. 16 car parking spaces are proposed for the new development.

3.4 The proposals include 17 new trees and indicative soft landscaping.

3.5 Community Infrastructure Levy (CIL)

The applicant has duly completed a CIL liability form with the submission. Based upon the floor area of the proposed development the expected levy due would be £144,673 subject to further assessment and any reliefs or other discounts which may apply.

4. Planning history

4.1 140111/FUL Two storey detached dwelling following demolition of existing garages with access for future development. Withdrawn due to concerns raised including piecemeal development, poor design and impact on street scene – no frontage.

5. Consultations

Statutory & Non-Statutory

5.1 **RBC Transport** – No objection subject to conditions relating to construction method statement, vehicle and access as specified, details of cycle parking to be submitted and EV charging points.

5.2 **RBC Environmental Protection** – No objection subject to conditions relating to noise mitigation, contaminated land, noise and dust and pest control.

5.3 **RBC Ecology Consultant** – No objection subject to conditions relating to site clearance and ecological enhancements.

5.4 **RBC Natural Environment** – No objection subject to conditions relating to Arboricultural Method Statement and Tree Protection Plan and landscaping/tree planting details.

5.5 **Thames Valley Policy** – No objection, and welcome the proposal given the existing development creating significant crime and ASB demand on local policing teams. Suggest conditions relating to details of Secured By Design accreditation and external lighting.

5.6 **Lead Local Flood Authority** – No objection, subject to conditions to secure detailed design and implementation of drainage (SuDS) scheme.

Public:

5.7 Notification letters were sent to nearby occupiers, a site notice was displayed, and the application was advertised.

5.8 3 letters of representation have been received supporting the proposals:

- The site is identified as an area for housing development.
- The area needs investment.
- Current state of site a hotspot for crime (drug use, prostitution and ASB).
- Proposal will move the area in a positive direction.
- Proposal will be a huge improvement to the area aesthetically and socially.
- Removal of unsightly structures is welcomed.
- Approach of First Avenue Estates has been exceptional with good consultation with local residents.

6. Legal context

6.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) - among them the 'presumption in favour of sustainable development'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

6.2. 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).

6.3. Accordingly, the latest NPPF and the following development plan policies and supplementary planning guidance are relevant:

National Planning Policy Framework (NPPF) 2023

- 2. Achieving sustainable development
- 4. Decision-making
- 5. Delivering a sufficient supply of homes
- 6. Building a strong, competitive economy
- 8. Promoting healthy and safe communities
- 9. Promoting sustainable transport
- 11. Making effective use of land
- 12. Achieving well-designed places
- 14. Meeting the challenge of climate change, flooding and coastal change
- 15. Conserving and enhancing the natural environment

National Planning Policy Guidance (2014 onwards)

Reading Borough Local Plan 2019

CC1: Presumption in Favour of Sustainable Development

CC2: Sustainable Design and Construction

CC3: Adaptation to Climate Change
CC4: Decentralised Energy
CC5: Waste Minimisation and Storage
CC6: Accessibility and the Intensity of Development
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
CC9: Securing Infrastructure
EN7: Local Green Space and Public Open Space
EN12: Biodiversity and the Green Network
EN14: Trees, Hedges and Woodland
EN15: Air Quality
EN16: Pollution and Water Resources
EN18: Flooding and Drainage
H1: Provision of Housing
H2: Density and Mix
H3: Affordable Housing
H5: Standards for New Housing
H10: Private and Communal Outdoor Space
TR1: Achieving the Transport Strategy
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging
WR3h: Rear of 303-315 Oxford Road

Reading Borough Council Supplementary Planning Documents

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

Other relevant documentation

Reading Borough Council Tree Strategy (2021)
Reading Biodiversity Action Plan (2021)

7. Appraisal

7.1. The main considerations are:

- Land Use Considerations
- Affordable Housing
- Density and Housing Mix
- Demolition and Design - Layout, Scale and Appearance
- Residential Amenity – Existing and Proposed
- Environmental Protection Matters
- Transport
- Natural Environment - Trees and Landscaping
- Ecology
- Sustainability, Energy, and Suds
- S106 Legal Agreement
- Other Matters & Equality

Land use considerations

7.2 Policy CC1 (Presumption in favour of Sustainable Development) requires a positive approach to development proposals that reflect the presumption in favour of sustainable development, which lies at the heart of the National Planning Policy (NPPF). To achieve sustainable development a proposal needs to meet economic, social and environmental objectives. It is considered that a proposal for new housing would contributing to providing sufficient land for housing, a range of homes and would make effective use of land.

7.3 A key Government objective is to significantly boost the supply of new homes (Section 5 of the NPPF) and the local housing requirement as set out within Policy H1 (Provision of Housing) which confirms that there is a pressing need for additional housing in Reading and the surrounding area.

7.4 The wider principle of re-development of this site is established under Local Planning housing allocation Policy WR3h which allocates the site for residential development as follows:

REAR OF 303-315 OXFORD ROAD

Development for residential.

Development should:

- *Retain rear access for properties on Oxford Road;*
- *Only take place as a comprehensive development rather than parts of the site;*
- *Avoid adverse effects on trees protected by TPO;*
- *Address air quality impacts on residential use;*
- *Address noise impacts on residential use; and*
- *Ensure appropriate back-to-back separation from existing residential.*

Site size: 0.22 ha 14-20 dwellings

7.5 The proposed development is considered to meet the objectives of this policy, as will be demonstrated in more detail throughout this report.

7.6 Given the above, the principle of providing residential accommodation at the site is supported by the site allocation. The proposal is considered to represent a valuable development opportunity which can positively contribute to meeting the Borough's ongoing housing need.

Affordable Housing

7.7 Local Plan Policy H3 (Affordable Housing) requires development to make an appropriate contribution towards affordable housing to meet the needs of Reading Borough. For a development of this size, 30% of the total dwellings are expected to be provided as affordable housing. The policy does state that "*In all cases where proposals fall short of the policy target as a result of viability considerations, an open-book approach will be taken and the onus will be on the developer/landowner to clearly demonstrate the circumstances justifying a lower affordable housing contribution.*" The acceptability of the current proposals are therefore heavily dependent on a more detailed consideration of these matters.

7.8 The applicant submitted a viability assessment to justify a zero percent provision of affordable housing units or equivalent financial contribution. The NPPF and the Council's policies allow for viability considerations to reduce the provision but only in specific circumstances. Paragraph 58 of the NPPF 2021 states that "*The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case, including whether the plan and the viability evidence underpinning it is up to date, and any change in site circumstances since the plan was brought into force.*"

7.9 The viability assessment has been reviewed by RBC Valuation and in summary, the viability position – a proposal of nil provision - was not agreed.

7.10 The need for general housing (i.e. not Affordable Housing) is a consideration. However, the Council has a healthy supply of housing overall in contrast to the significant undersupply of Affordable Housing in the Borough compared with identified need. As such, the provision of general housing would not outweigh the harm that would result in terms of failure to meet the critical need for Affordable Housing within Reading Borough and the associated need to provide for sustainable and inclusive mixed and balanced communities.

- 7.11 Officers have raised these matters with the applicant and have made it clear that the initial zero percent offer (the basis on which the current application was submitted) would result in such significant harm to meeting housing need and achieving mixed and balanced communities when weighed against the critical need for Affordable Housing that the application would not be recommended for approval on that basis.
- 7.12 A negotiated position has since been arrived at with a financial contribution of £57,518 agreed to be secured by section 106 legal agreement. This equates to 11.6% provision. In line with the Council's Policy and SPD position, the remaining 18.4% would be subject to a deferred payments mechanism, to capture any increased profitability for further investment into Affordable Housing elsewhere in the Borough. The heads of terms are set out in the recommendation at the head of the report.
- 7.13 The negotiated 11.6% is a significant improvement on the initial offer. However, it remains below the 30% required by Policy H3. The Council's Valuers have confirmed that in the time since the initial viability exercise was carried out, there have been undeniable increases in build costs and finance costs which affect not only this scheme but the wider market in general. In this respect, it is not the role of the LPA to insulate or insure developers against risk associated with fluctuations in the market.
- 7.14 However, it is recognised that there are difficulties in developing this specific site. The site itself is a complex land assembly, relying on a number of landowners to agree in order to facilitate the development. This is also reflected in the site allocation requirements and constraints of the site which require various areas of parking and access to be maintained for surrounding landowners which act as a limit on the developable area and add to the inherent cost of development. The Council's Valuers consider that in light of these constraints, the maximum justifiable housing contribution that the scheme can support is the negotiated £57,518. A deferred payment mechanism is also justified in accordance with the adopted Affordable Housing SPD to capture a higher contributions to Affordable Housing should the actual profitability improve from the current position.
- 7.15 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 other material considerations, including the wider benefits of the scheme if the proposals are to be considered acceptable. The provision of part of the policy requirement (11.6%) should be given weight in the decision making, as should the proposed deferred payment mechanism. This is addressed within the overall planning balance at the end of this report.

Density and Housing Mix

- 7.16 The NPPF seeks to '*boost significantly the supply of housing*' and deliver a wide range of homes, of different types and tenures. Achieving an efficient use of the land within the context of any central and sustainability located site is a key priority both at a national and local level. The NPPF states that LPAs should actively "*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*". In general terms, officers support those urban design principles which encourage an ambitious approach to density on such sites.
- 7.17 Policy H2 (Density and Mix) specifically considers density and mix and requires that an appropriate density of residential development is informed by the character and mix of uses of the area in which it is located and its current and future level of accessibility.

Density

- 7.18 The proposed development is for 13 units. This equates to 68 dwellings per hectare (ha) (13 dwellings on a 0.19 site). This is in line with the indicative density range of 60-120 un urban locations, set out in figure 4.5 of the Local Plan. The proposed 13 dwellings is slightly lower than the figure envisaged by the Site Allocation (14-20). However, the subtext to the Policy at paragraph 7.3.13 confirms that figures are intended as a guide and ultimately the capacity of sites will depend on various factors that need to be

addressed at application stage, including detailed design and layout. It further states that the fact that a site is allocated in WR3 does not preclude the need to comply with all other policies in the local plan. In this instance the site allocation requirement to provide replacement parking for the Oxford Road properties, together with the need to retain access rights to the Lidl supermarket, limits the amount of available space. Taking this into account, the density and is considered appropriate and acceptable, making an efficient use of the space/land.

Housing Mix

- 7.19 Local Plan Policy H2 (Density and Mix) states that wherever possible, residential development should contribute towards meeting the needs for the mix of housing set out in figure 4.6 of the Local Plan, in particular for family homes of three or more bedrooms. The policy states that this will be informed by character and mix of the area; accessibility; the need to achieve high quality design; maximise efficient of land; need to minimise the environmental impacts including detrimental impacts on the amenities of adjoining occupiers.
- 7.20 The proposal as originally submitted was for 7 x 1 bed and 6 x 2 bed units with no 3 bed units proposed. Further to discussions held during the course of the application, 3 x 3 bed units have been introduced into the scheme. When considered against the requirements of the Local Plan, the following proportions are calculated:

Units size	Proportion
1 bed units (6 units)	46.1%
2 bed units (4 units)	30.7%
3 bed units (3 units)	23%

Figure 1 – Proposed unit mix proportions

- 7.21 The proposal still falls short of the 50% policy aim of three bed units. Whilst the policy is focused on achieving a minimum of 50% of three bedroom flats, paragraph 4.4.9 makes clear that *‘when taken as a whole however, homes with two or more bedrooms, capable of accommodating families, represent the majority of the need, and this Plan identifies this provision as a priority’*.
- 7.22 The proposal provides a higher proportion of two and three bed units (54%) than smaller one bed units and the introduction of three x three bed units does offer a mix of unit sizes. As above, the site is complex. To adhere to the requirements of the Local Plan allocation, in practice there is limited space on the site for a larger building. Based on the characteristics, the need to make efficient use of the site, the proposed mix is considered acceptable in this instance and is recommended to be secured via condition.

Demolition and Design – Layout, Scale and Appearance

- 7.23 Policy CC7 (Design and the Public Realm) seeks to ensure that new development enhances and preserves the local character. The policy places importance on the layout of the urban structure and urban grain, stipulating that development should respond positively to the local context and create safe and accessible environments. The policy requires a “high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located”.
- 7.24 Paragraph 130 of the NPPF 2021 details that decisions should ensure that developments are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character including the surrounding built environment.
- 7.25 The National Design Guidance identifies 10 key components for good design and of particular note is the characteristic of ‘Context’ and it states that “well designed new development responds positively to the features of the site itself and the surrounding

context beyond the site boundary. It should enhance positive qualities and improve negative ones.” Additionally, there is specific reference to ‘views inwards and outwards’.

Demolition

- 7.26 In relation to the demolition of the existing buildings at the site, these are not considered to be of any architectural merit to warrant their retention either individually or cumulatively. Indeed, they are rundown and somewhat unsightly in appearance and their loss would not result in any harm to the character and appearance of the area, providing they are replaced with buildings of high quality design. Demolition is, therefore, considered acceptable subject to the proposed replacement buildings being suitable in design and related matters detailed below.

Layout and scale

- 7.27 Whilst sited to the rear of 315 Oxford Road, the proposed replacement building would largely be seen within the Western Elms Avenue street scene context. The immediate surrounding area of which is characterised by large detached and semi detached houses set within relatively spacious plots and set back from the highway, resulting in open frontages with a verdant character. There is also an established building line along this part of Western Elms Avenue to the south of the site. Whilst the existing garages are forward of this building line – and whilst acknowledging their rundown appearance – their single storey nature means that they do not detract from the spaciousness of the character of the area.

- 7.28 The proposed replacement building would be forward of the established building line of Western Elms Avenue to the south. However, it would not project past the side of 315 Oxford Road to the north. It is recognised that the constraints of the site (and as required by the site allocation in respect of land ownership/legal rights of way and retaining parking provision) have necessitated the siting of the building towards the front of the site in order to realise the potential of this allocated housing site. Whilst forward of the building line, the building would remain 7 meters from Western Elms Avenue. Soft landscaping and tree planting is proposed along the frontage and this contribute towards and serve to maintain the established verdant character.

- 7.29 As above, the houses of Western Elms Avenue are large, generally of two and three storey height. The proposed building would be of three storey height and whilst greater in height than No.3 Western Elms Avenue, it would be comparable to other properties to the south (and west). Given the distance to No.3 and that the roof would be hipped away at this point, the proposed building is not considered to be excessively large in this context. Furthermore, the mass of the building is sufficiently set back from the Western Elms Avenue frontage to provide sufficient relief to the scale of the building. This approach is considered to suitably address the transition in scale from the predominantly two storey (with rooms in the roof space) of properties of Oxford road to the north and the two / three storey houses of Western Elms Avenue to the south (and west).

- 7.30 The proposed building to the rear of the site proving office unit would be small in scale, subservient to the host building – with materials to match - and would not appear overly prominent within the site or from views outside the site.

- 7.31 The proposed building, when seen from all nearby vantage points, is considered to acceptably respond to its context and the constraints of the site in terms of the layout and scale. The overall design of the development is considered to create a pleasant, unified scheme, with the proposal considered to provide a good balance between site density and an appropriate layout and landscaping.

Appearance

- 7.32 The proposal is generally reflective of the style of other properties in the surrounding area. The building would be largely finished in red brick to match adjacent properties, with contrasting brick detailing to windows and quoins and horizontal banding to add

visual interest. The dormer windows would be small scale, set comfortably within the roof slopes.

- 7.33 As discussed further below, the proposals include soft landscaping and tree planting which is considered to significantly improve the overall character of the site and would help to improve the visual amenities of the site itself and the wider area.
- 7.34 In overall terms, the proposed scheme is considered to represent good quality design that will enhance the character and appearance of the area, and which will successfully integrate into the surrounding area. The proposed scale of the new building would sit comfortably within the surrounding context and the palette of materials would be appropriate. However, to ensure the design quality, it is considered reasonable and appropriate to secure further details of all external materials which will be secured via condition, to guarantee the design quality of the scheme. In accordance with Policy CC7.

Residential Amenity – Existing and Proposed

- 7.35 Policy CC8 (Safeguarding Amenity) of the Reading Borough Local Plan states that development will not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties.

Impact on neighbouring amenity

- 7.36 Given the layout and separation distances to neighbouring properties, the proposals are not considered to result in any loss of light or overbearing effects.
- 7.37 Upper floor windows are proposed on the north flank elevation facing towards the properties of Oxford Road. There would be a distance of approximately 12m to the rear boundary of No's 311, 313 and 315 Oxford Road, and approximately 18m to the closest rear elevation of 313 Oxford Road. This is considered sufficient so as not to result in any material loss of privacy, also noting the urban setting. Similarly, upper floors windows are proposed on the south flank elevation facing towards No.3 Western Elms Avenue. Given the distance of approximately 12m to No.3 Western Avenue no material loss of privacy is considered to arise. The small office to the rear of the site is not considered to result in any overbearing effects to any neighbouring property given its scale and location.
- 7.38 The removal of the existing garage use of the site itself is likely to be beneficial to the amenity of existing nearby occupiers in terms of removal of a source of potential noise and disturbance, as well as anti-social behaviour.

Amenity of future occupiers

- 7.39 In addition to Policy CC8 above, Policies H5 (Standards for New Housing) and H10 (Private and Communal Outdoor Space) also apply. Policy H5 states that new build housing will need to comply with the nationally prescribed space standards. Policy H10 sets out that *“Dwellings will be provided with functional private or communal open space wherever possible, that allows for suitable sitting-out areas, children’s play areas, home food production, green waste composting, refuse storage, general outdoor storage and drying space. Houses will be provided with private outdoor space whereas flats may be provided with communal outdoor space, balconies and/or roof gardens.”*
- 7.40 All units would meet the nationally described space standards (as outlined in Policy H5) for the type of unit/number of bedrooms and the internal layout of the proposed units are arranged so as to create a suitable standard of living accommodation for future occupiers. It is considered that all dwellings would have good levels of outlook and daylight.
- 7.41 All units would feature a balcony and would have access to the communal garden area at the rear of the site. Owing to the physical constraints of the site, the accessible location and access to nearby public amenities including the nearby Oxford Road Community Garden, the amenity space proposed is considered acceptable.

Crime Prevention

- 7.42 A number of suggestions have been received from the Thames Valley Policy Crime Prevention Design Advisor relating to security on site. These elements are considered necessary and reasonable and are recommended to be secured via conditions.

Environmental Protection Matters

Air Quality

- 7.43 Policy EN15 (Air Quality) requires developments to have regard to the need to improve air quality and reduce the effects of poor air quality.
- 7.44 The site is located within an Air Quality Management Area (AQMA) and an Air Quality Assessment has been submitted. This has been reviewed by the Council's Environmental Protection officer who agrees with the conclusions that pollutant levels will not be above the limit values and therefore no mitigation is required. The assessment also concludes that traffic generation is unlikely to lead to increased pollutants which the Environmental Protection Officer also agrees with, confirming no mitigation is required.

Noise

- 7.45 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.
- 7.46 A Noise Assessment has been submitted with the application. The Council's Environmental Protection officer agrees with the conclusion that the recommendation standard for internal noise can be met, if the recommendations from the assessment are incorporated into the design. This will be secured via condition.

Contaminated land

- 7.47 Policy EN16 (Pollution and Water Resources) required that developments on land affected by contamination can be satisfactorily managed or remediated against so that it is suitable for the proposed use.
- 7.48 A contaminated land investigation report has been submitted with the application. The Council's Environmental Protection officer recommends the standard four-stage conditions to ensure that the possible presence of contamination is thoroughly investigated and removed/mitigated if necessary (3 of the conditions are pre-commencement).
- 7.49 Conditions are also recommended to secure submission and approval of a construction method statement to ensure existing occupiers are not adversely impact upon by construction noise and dust, while further conditions are proposed to control construction hours and to prevent burning of construction waste on site.

Transport

- 7.50 Policies TR3 (Access, Traffic and Highway related matters), TR1 (Achieving the Transport Strategy) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking relates matters relating to development. The Parking Standards and Design SPD sets out guidance in respect of parking provision.

Access

- 7.51 Access into the site will be from Western Elms Avenue, with an access road that provides 2-way traffic movement and a footway on the north side. A secondary access point is provide to the newly proposed garages associated with the properties No's 311 and 313

Oxford Road. The Council's Transport officer has confirmed that this arrangement, and visibility splays shown, is acceptable.

Parking

- 7.52 The site is located within Zone 2, Primary Core Area, of the Council's adopted Parking Standards and Design SPD. In accordance with the adopted SPD, the development would be required to provide a parking provision of 15 spaces (1 per flat plus 2 visitor spaces). The proposed site layout shows the provision of 15 spaces which complies with the maximum parking requirement. The parking requirement for the office accommodation within the SPD is 1 space per 100m². This equates to 1no. space which is provided in the undercroft parking area.
- 7.53 The development makes provision for the displaced parking spaces associated with no. 307, 311 and 313 Oxford Road, and vehicular access to 305 Oxford Road and which the Council's Transport officer has confirmed is acceptable.
- 7.54 To meet the Policy TR5 requirements, the proposals include the provision of 2 electric vehicle charging points which is acceptable and will be secured via condition.
- 7.55 The development site is located within close proximity to roads that are part of the Council's CPZ where a resident's permit scheme operates. Under the Borough's current parking standards, this proposal would generate additional pressure for parking in the area. Therefore, if this application is approved there should be an assumption that any future occupants of the proposed dwellings will not be issued with residents or visitor parking permits which should be covered by condition and an informative applied. This will ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on street car parking in the area.

Cycle storage

- 7.56 In accordance with the Council's Revised Parking Standards and Design SPD, the development is required to provide 0.5 cycle parking space per dwelling, equating to 7 spaces. Cycle storage is to be located in a designated store adjacent to the undercroft parking spaces at the rear of the site. The proposed location is acceptable; however, we require detailed plans confirming that the cycle parking provision meets the Council's adopted standards in terms of layout. Transport officers are satisfied that this can be dealt with via condition.

Refuse

- 7.57 Refuse storage will be provided in a separate building that will adjoin the main building which is located within 10m of the public highway to enable on-street servicing to occur from Western Elms Avenue which is acceptable.

Construction

- 7.58 A condition requiring a Construction Method Statement (CMS) will be attached to any approval, requiring submission and approval before any works commence on-site to regulate the amenity effects of construction and to ensure that appropriate mitigation measures are put in place.

Natural Environment - Trees and Landscaping

- 7.59 Policy EN14 (Trees, Hedges and Woodland) seeks to extend the Borough's vegetation cover and that development should make provision for tree planting whilst Policy CC7 (Design and the Public Realm) seeks proposal should include appropriate landscaping. Proposals should demonstrate an appropriate level of greening and/or net gain in the tree number. The site is located within an AQMA where tree planting and the retention of larger canopy species trees is of great importance. Furthermore, this area of Reading is identified as having less than 10% tree cover in the Council's Tree Strategy. The Council therefore has a commitment to protect and enhance the tree coverage in this

area and requires new development to make a positive and sustainable contribution to the area lacking tree cover.

7.60 Mature street trees on the western side of Western Elms Avenue and soft landscaping and hedging within the front gardens on both sides of the road also contribute to the green and leafy character of the Avenue.

7.61 The scheme originally proposed 6 new trees. As part of discussions with the applicant during the course of the application, the proposed planting has been increased (or improved) to 17 new trees which is positive. The proposals, incorporating 6 trees along the site frontage with green hedges running between is considered a positive aspect that would assist in enhancing and soften the appearance of the site. The trees and hedges along the front of the site would also assist in integrating the site with the tree lined Western Elms Avenue.

7.62 The Council's Natural Environment officer has confirmed that retained trees on site can be suitably protected during development and an Arboricultural Method Statement will be secured via condition in this respect.

Ecology

7.63 Policy EN12 (Biodiversity and the Green Network) seeks that development should not result in a net loss of biodiversity and should provide for a net gain of biodiversity wherever possible by protecting, enhancing and incorporating features of biodiversity on and adjacent to development sites and by providing new tree planting and wildlife friendly landscaping and ecological enhancements wherever practicable.

7.64 The proposal is accompanied by an ecological survey which the Council's Ecologist has confirmed has been undertaken to an appropriate standard. Furthermore, the Council's Ecologist agrees with the overall conclusion, that there would be no impact on bats or other priority habitats. Nevertheless, the vegetation and buildings on site could support nesting birds. As such works could potentially affect nesting birds and a condition is recommended to ensure that demolition takes place outside of the bird nesting season.

Reptiles and Amphibians

7.65 To the south east of the site there is a community garden which has a pond near the entrance, approximately 20m from the site. whilst the site is located in a predominantly urban area and is surrounded by houses and roads/railways which provide limited connectivity to other ponds. As such, the conclusion that Greater Crested Newts are not present on the site may well be appropriate; however, given that there are amphibians in nearby pond and the site has the potential to support reptiles and offers (some small areas of) suitable habitat for reptiles, precautions should be taken during site clearance to ensure no animals are harmed during construction. This will be secured via condition.

Hedgehogs

7.66 The habitats on site could potentially support hedgehogs which are a priority species. Given the presence of grassland and other suitable habitat in the form of residential gardens/community garden in the area it is likely that the site may be used for foraging. As above, careful clearance of the site should take place which will be secured via condition.

Other protected species (badger, otter, water vole)

7.67 The site is of limited value to badgers, otters, water voles etc and no evidence of these species were recorded during the ecological survey.

Biodiversity Enhancements

7.68 Further to the above, several conditions are recommended to ensure that the proposals will provide landscaping details and the installation of bird and bat boxes is carried out to ensure adequate biodiversity and ecological enhancements on the site.

Sustainability, Energy, and SuDS

- 7.69 Policy CC2 (Sustainable Design and Construction) and Policy CC3 (Adaption to climate Change) seeks that development proposals incorporate measures which take account of climate change. Policy CC4 (Decentralised Energy) seeks that developments of more than 20 dwellings should consider the inclusion of combined heat and power plant (CHP) or other form of decentralised energy provision.
- 7.70 Policy H5 (Standards for New Housing) 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, with financial contribution required to off-set any remaining carbon emissions to zero.
- 7.71 Policy EN18 (Flooding and Sustainable Drainage Systems) requires development to be directed to areas at lowest risk of flooding and to incorporate sustainable drainage systems as appropriate.
- 7.72 The applicant has submitted an energy and sustainability report as part of the application which follows the relevant policies and Sustainable Design and Construction SPD guidance applying the recognised energy hierarchy of 'be lean', 'be clean' and 'be green'.
- 7.73 The information submitted demonstrates that through a variety of measures outlined in the energy strategy, the 35% improvement above Building Regulations Part L compliant baseline is achievable at the minimum. In terms of decentralised energy, there are no heat networks that extend near the site; however, roof mounted photo voltaic panels can be incorporated as well as air source heat pumps which positively support the development in achieving the above energy improvement below Building Regulations. Details of these measures are to be secured via condition.
- 7.74 The remaining 65% (or less) to achieve zero carbon performance would be offset by a financial contribution in accordance with the methodology outlined in the Sustainable Design and Construction SPD to be secured via s106 legal agreement. This money would be ring-fenced for carbon saving, energy efficiency and renewable projects in Reading.
- 7.75 Officers are satisfied that the proposals demonstrate a good standard of energy sustainability and, subject to conditions, the development accords with relevant policy in this regard.
- 7.76 In terms of surface water flooding and sustainable drainage (SuDS) a flood risk assessment has been submitted in support of the application. The FRA provides acceptable details in respect of flood risk – and noting the site is within Flood Zone 1 which is at the lowest risk of flooding. A drainage report was submitted during the course of the application, detailing the introduction of a soakaway. The Council's Local Lead Flood Authority Officer has confirmed that this is acceptable in principle. However, as the drainage design is indicative, the detailed design will be secured by way of condition. Implementation of the development in accordance with the approved SuDS strategy is also recommended to be secured by condition.

S106 Legal Agreement

- 7.77 The vast majority of elements to be secured via s106 legal agreement, as per the Recommendation at the outset of this report, have already been detailed in earlier sections of this report. One matter not explicitly referenced is the requirement to secure an Employment and Skills Plan (ESP) for the Construction phases of the development. This is required in line with Policy CC9 (Securing Infrastructure) and the Employment, Skills and Training SPD. It is not yet known whether this will take the form of an actual ESP to be progressed by them on site, or payment of an equivalent financial contribution, as per the SPD formula. The legal agreement will be worded flexibly to enable either eventuality.

7.78 It is considered that the obligations referred to in the Recommendation would comply with the National Planning Policy Framework and Community Infrastructure Levy (CIL) in that it would be: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonably related in scale and kind to the development. These Head of Terms has been agreed by the applicant and a S106 Legal Agreement is in the process of being prepared to secure this contribution.

8. Equality implications

8.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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. 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.

9. Conclusion & Planning Balance

9.1 As with all applications for planning permission, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.

9.2 Any harmful impacts of the proposed development are required to be weighed against the benefits in the context of national and local planning policies, as detailed in the appraisal above.

9.3 Having gone through this process, there is an element of harm in terms of the failure to meet identified housing need due to the shortfall in Affordable Housing proposed (11.6% instead of 30%). The provision of an (albeit lesser) amount of affordable housing contribution should nevertheless be given some weight, as should the safeguards offered by deferred payment mechanisms in the even that profitability increases.

9.4 The proposed housing mix is also not fully compliant with the aims of Policy H2 (Density and Mix). The proposal does provide, however, a higher proportion of larger (2 and 3 bed) units than smaller (1 bed) units and the provision of family-sized three bedroom dwellings is nevertheless a benefit which should be afforded weight in the overall decision.

9.5 In terms of the benefits, the proposal would provide a residential scheme on land allocated for housing within the Local Plan. The loss of the existing garage use has been justified and the provision of 13 residential units would assist the Borough in meeting its annual and plan period housing targets.

9.6 In design terms, the proposal is considered to improve the character and appearance of the site and wider area. On-site tree planting, biodiversity measures and landscaped areas will provide visual and environmental benefits to the immediate area, improving the ecology of the site. The proposal is considered to make an effective and efficient use of the land in a sustainable location.

9.7 As has been confirmed by Thames Valley Police, the existing site is problematic, being used for undesirable activities. It is anticipated that redevelopment of the site will reduce the amount of crime and antisocial behaviour seen in this area.

9.8 On balance, it is considered that in this particular instance and based on the specifics of the case the harm arising from the shortfall in Affordable Housing is outweighed by the overall benefits and that planning permission should be granted on that basis, subject to the recommended conditions and completion of a S106 Legal Agreement as set out in the recommendation at the head of this report.

Proposed Plans shown below:

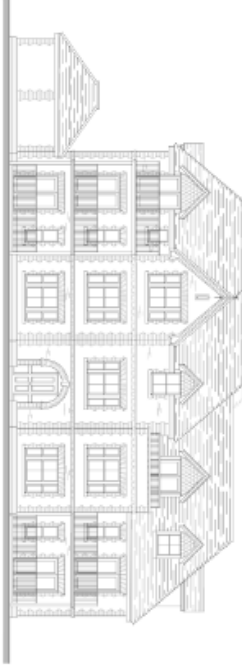


Proposed Site Plan

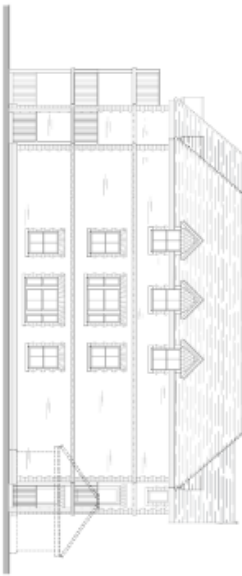


Proposed Street Scene

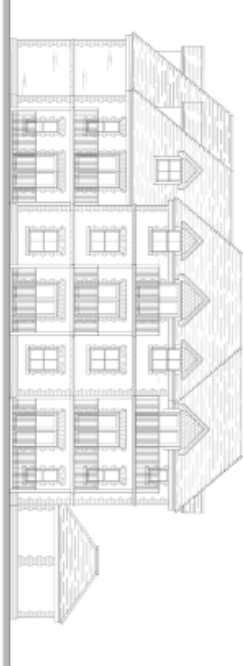
FRONT ELEVATION



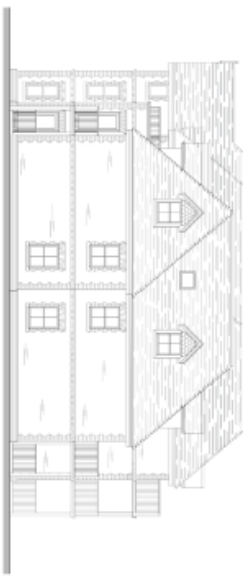
NORTH ELEVATION



REAR ELEVATION



SOUTH ELEVATION



Proposed Elevations

DATE	1/10/2012	SCALE	1:100
PROJECT	ZONING OVERVIEW		
TYPE	PLANNING APPLICATION		
 ASCOT DESIGN Timeliness Architecture 10000 10th Street, Suite 100 Denver, CO 80231			
FIRST AVENUE ESTATES LAND TO THE REAR OF 311-315 OXFORD ROAD, WILMINGTON			
PROPOSED ELEVATIONS			
DATE	1/10/2012	SCALE	1:100
PROJECT	ZONING OVERVIEW		
TYPE	PLANNING APPLICATION		
10000 10th Street, Suite 100 Denver, CO 80231			



FIRST FLOOR



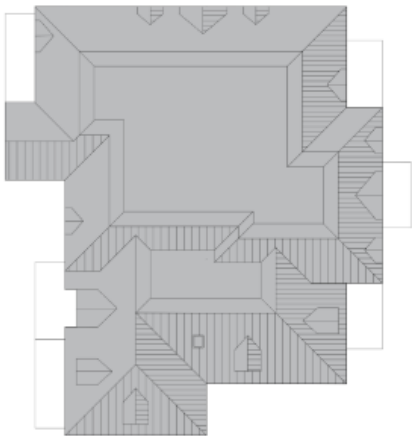
SECOND FLOOR

Proposed Schedule of Accommodation

Plot No	Bed	Bathrooms	sqm ²	sqm ²
Plot 1	2 BED	6	0.6	663
Plot 2	1 BED	6	39.7	427
Plot 3	1 BED	4.7	39.3	423
Plot 4	1 BED	6	41.2	443
Plot 5	2 BED	6.6	61.5	660
Plot 6	4 BED	6	41.2	427
Plot 7	1 BED	6	39.7	427
Plot 8	1 BED	4.7	39.3	423
Plot 9	1 BED	6	41.2	443
Plot 10	2 BED	6.6	61.5	660
Plot 11	3 BED	4	30.9	371
Plot 12	3 BED	4	30.9	370
Plot 13	3 BED	4	30.9	370
Subtotal			721.9	7770
Office			55.0	592
Total			81.1	8362



GROUND FLOOR



ROOF

PLANNING APPLICATION

DRAWING NO: 17-02012-105

DATE: 17/02/2012

SCALE: 1:100 @ A1

PROJECT: FIRST AVENUE ESTATES

LAND TO THE REAR OF 311-315 OXFORD ROAD, READING

PROPOSED FLOOR PLANS

ASCOJ DESIGN
Timedays architects

ASCOJ DESIGN is a registered architect and interior design firm. We are based in Reading, Berkshire, UK. We provide a full range of architectural and interior design services to residential and commercial clients.

Proposed Floor Plans

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01 November 2023



Reading

Borough Council

Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Battle
Planning Application Reference:	221345
Site Address:	Curzon Club, 362 Oxford Road, Reading, RG30 1AQ
Proposed Development	Outline Application for the demolition of existing buildings and erection of a building of up to five storeys containing 30 flats, ground floor retail space and associated parking, with landscaping reserved.
Applicant	City Wide Serviced Apartments Ltd
Report author	Tom Bradfield
Deadline:	27/01/2023
Recommendations	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (AD PTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 1st of February 2024 (unless officers on behalf of the AD PTPPS agree to a later date for completion of the legal agreement).
S106 Terms	<p>To secure affordable housing on site consisting of ten units (30% provision) on site, to be three one bedroom units and four two bedroom units of Reading Affordable Rent and two one bedroom units and one two bedroom units of Shared Ownership. Reading Affordable Rent (RAR) tenure would be capped at 70% of market rent as per published RAR levels.</p> <p>In the event that a Registered (affordable housing) Provider is not secured for the provision of the Affordable Housing on site, the units to be offered to the Council to be provided by the Council as Affordable Housing. In the event that neither a Registered Provider or the Council can come forward to provide Affordable Housing on-site, the developer to pay to the Council a default sum equivalent to 12.5% of the Gross Development Value of the development for provision of Affordable Housing elsewhere in the Borough. To be calculated (the mean average) from two independent RICS valuations to be submitted and agreed by the Council prior to first occupation of any market housing unit. In this event, the sum to be paid prior to first occupation of any market housing unit and index-linked from the date of valuation.</p> <p>Zero carbon offset financial contribution of £30,528.</p>

	Employment, Skills and Training and Construction financial contribution of £8,000.
Conditions	<ol style="list-style-type: none"> 1. Full - time limit - three years 2. Approved Plans 3. Materials (samples to be approved) 4. Use Restriction (Class E) 5. Detailed Design (Undercroft gate) 6. EV Charging Points 7. Cycle Parking (pre-commencement) 8. Refuse Collection (to be approved) 9. Parking Permits 1 (notification to LPA) 10. Parking Permits 2 (notification to occupants) 11. Vehicle Parking (As Specified) 12. Vehicular Access (To Be Approved) 13. Construction Method Statement 14. Noise Assessment and Mitigation (To be submitted) 15. Mechanical Plant (Noise) 16. Ventilation and Extraction (To be submitted) 17. Contaminated Land Assessment 18. Remediation Scheme (To be submitted) 19. Remediation Scheme (Implement and Verification) 20. Unidentified Contamination 21. Hours of Construction/Demolition 22. Hours of Deliveries/Waste Collection 23. Hours of Opening/Operation 24. No Bonfires 25. Waste Storage 26. Sustainable Drainage (To be approved) 27. Sustainable Drainage (As Specified) 28. Archaeology 29. Biodiversity Enhancements 30. Tree Protection Measures 31. Green Roofs 32. Thames Water – Piling Method Statement 33. SAP Assessment – Design Stage 34. SAP Assessment – As Built
Informatives	<ul style="list-style-type: none"> • Positive and Proactive • Pre-commencement conditions • Highways • S106 • Terms and Conditions • Building Regulations • Complaints about construction • Encroachment • Contamination • Noise between residential properties • CIL • Parking Permits • Thames Water

1. Executive summary

- 1.1. The proposal is recommended for approval subject to a legal agreement and conditions as set out above.

- 1.2. The proposal would redevelop a vacant site within a District Centre. It would provide both market housing and policy compliant affordable housing. The proposals would have an appropriate design, ensure that there would be no unacceptable impact on neighbouring properties and provide suitable accommodation for future residents. The proposal would have no adverse transport impacts, be acceptable in terms of ecology, biodiversity and sustainability. The application is therefore recommended to the committee for approval.

2. Introduction and Site Description

- 2.1. The site is on the north side of Oxford Road and contains a vacant private members club, the Curzon Club. The site has been vacant since 2020 when the club closed due to lack of membership and the need for significant repair works. The building itself is three storeys and faces onto Oxford Road. It is not statutorily or locally listed, and is not within a Conservation Area.
- 2.2. Immediately to the north is a vacant site, which has planning permission for a residential redevelopment of 26 flats (ref. 201391) and has a current pending appeal for a similar scheme. Further north is the West Village residential development. To the east and south are rows of two/three storey terraced properties in a mix of residential and commercial use. To the west is a strip of landscaping with some mature trees, a small shoppers' car park with a row of retail units with residential above beyond, and the pedestrian entrance to the Tesco superstore.
- 2.3. The site is within the Oxford Road West District Centre and an Air Quality Management Area.



3. The proposal

- 3.1. This application seeks to demolish the existing building on site and erect a part four, part five and part six storey building containing a 125sqm retail unit, parking and servicing at ground floor with 30 residential units at upper floors. The unit mix would be as follows:

Type	Market	Affordable	Total
1 bedroom flat	8	5	13 (43%)

2 bedroom flat	12	5	17 (57%)
Total	20 (70%)	10 (30%)	30 (100%)

- 3.2. The tenure split for the affordable housing would be 70% Reading Affordable Rent (four 2 bedroom units and three 1 bedroom units) and 30% Shared Ownership (one 2 bedroom unit and two 1 bedroom units).
- 3.3. 15 car parking spaces would be provided at ground floor, alongside cycle parking, waste and recycling storage, servicing and plant. This would be accessed through an undercroft from Oxford Road.
- 3.4. The proposal includes rooftop amenity space, green roofs and solar panels at roof level behind a parapet.
- 3.5. The application is for an Outline Planning Permission, with landscaping reserved. Given landscaping is the only reserved matter, and there is no landscaping within the site other than green roofs and the roof terrace, in this case the proposals are tantamount to a full application.
- 3.6. An unaccompanied site visit briefing note was produced and issued prior to committee.
- 3.7. The applicant has submitted the following documents for consideration:
- Planning and Affordable Housing Statement
 - Air Quality Assessment
 - Contaminated Land Statement
 - Ecology Statement
 - Daylight/Sunlight Report
 - Fire Strategy
 - Noise Impact Assessment
 - External Daylight Study
 - 3D Visuals
 - FRA and SUDS Statement
 - Energy Assessment
 - Energy & Sustainability Report
 - Transport Statement
 - Design & Access Statement
 - Existing and Proposed Drawings

4. Planning history

221005	Application to determine if prior approval is required for a proposed Demolition of Building. The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) - Schedule 2, Part 11, Class B
	Prior Approval Granted 1st February 2023

5. Consultations

- 5.1. The following consultation responses were received from statutory and internal consultees:

RBC Transport

- 5.2. The Transport Strategy team raised some concerns regarding the access width, which originally was 3m wide. This has been amended to 4.8m wide, and is now considered

acceptable. The provision of car parking would be below the Council's standards, but would be acceptable as the site has good access to public transport and on-street restrictions would limit overspill. Cycle storage would be acceptable. Conditions relating to Parking Permits, CMS, EV charging points and refuse & recycling were requested.

RBC Housing Development

- 5.3. The Housing Development Team appreciate the 30% affordable housing offer, and have confirmed that the tenure mix and unit mix is acceptable and policy compliant.

RBC Waste & Recycling

- 5.4. No objection to the proposals

RBC Environmental Protection

- 5.5. No objections subject to conditions relating to noise, air quality, contaminated land, bin storage and construction management plan.

RBC Ecology

- 5.6. The submitted ecology information is acceptable and demonstrates that there are no bats present. Conditions relating to biodiversity enhancements and green roofs requested.

RBC SUDS

- 5.7. Proposed scheme is acceptable in principle, subject to conditions.

Thames Water

- 5.8. No objection subject to a condition relating to piling and several informatives.

Public Consultation

- 5.9. 179 neighbouring properties were consulted by letter and two site notices were displayed at the application site, one in front of the building on Oxford Road, and one adjacent to the car park.

- 5.10. One response was received and raised the below points:

- There are too many flats in Reading
- No more development should be approved until sales agreed for existing vacant dwellings

6. Legal context

- 6.1. 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.
- 6.2. 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).
- 6.3. 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).
- 6.4. Accordingly, the latest NPPF and the following development plan policies and supplementary planning guidance are relevant:

National Policy – National Planning Policy Framework (NPPF) 2023

Section 2 - Achieving Sustainable Development
Section 4 - Decision Making
Section 5 - Delivering a sufficient supply of homes
Section 6 - Building a strong, competitive economy
Section 8 - Promoting healthy and safe communities
Section 9 - Promoting sustainable transport
Section 11 - Making Effective Use of Land
Section 12 - Achieving well-designed places
Section 14 - Meeting the challenge of climate change, flooding and coastal change

Reading Borough Local Plan 2019

Policies:

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
EN2: Areas of Archaeological Significance
EN12: Biodiversity and the Green Network
EN15: Air Quality
EN16: Pollution and Water Resources
EN17: Noise Generating Equipment
H1: Provision of Housing
H2: Density and Mix
H3: Affordable Housing
H5: Standards for New Housing
H10: Private and Communal Outdoor Space
RL6: Protection of Leisure Facilities and Public Houses
TR1 Achieving the Transport Strategy
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging

Supplementary Planning Documents

Affordable Housing (2021)
Planning Obligations under S106 (April 2015)
Sustainable Design and Construction (Dec 2019)
Employment, Skills and Training (2013)
Parking Standards and Design (2011)

7. Appraisal

7.1. The main considerations are:

- Principle of Development
- Design, Character and Appearance of the Area
- Neighbour Amenity
- Future Residents Amenity
- Unit Mix and Affordable Housing
- Transport
- Ecology
- Sustainability
- S106 Legal Agreement

Principle of Development

- 7.2. The NPPF and Local Plan seek to make best use of previously developed land within built up areas.
- 7.3. The proposal would redevelop a vacant brownfield site in a sustainable location to create a mix of uses. The retail use at ground floor level would be appropriate given the site's location within a District Centre. Residential use would be acceptable at upper floors in this mixed-use area.

Loss of existing use

- 7.4. Local Plan Policy RL6 relates to leisure facilities and public houses, and resists their loss.
- 7.5. Given the site was last in use over three years ago as a private members club (*sui generis*), it would not fall within the types of uses protected by policy RL6. Although the use itself is not protected by policy, the building would have been available for hire for parties or other functions, which would now be lost. There are other facilities nearby which could provide alternative community functions, such as the Oxford Road Community Centre or nearby public houses such as the White Eagle or Royal Albion. There are also multiple places of worship with function spaces nearby, and Battle Library.
- 7.6. The site has been out of use for over three years, and the building is not in a good state of repair. Significant repair costs were a large part of the reason for the closure of the club several years ago, combined with dwindling memberships and the impact of the Covid 19 pandemic. Given the club has not been reopened or taken on by an alternative provider, and there are alternative venues nearby, it is considered that the loss of the use would be acceptable. location.
- 7.7. Furthermore, in February 2023, Prior Approval was granted for the building's demolition under reference 221005.

Loss of the building

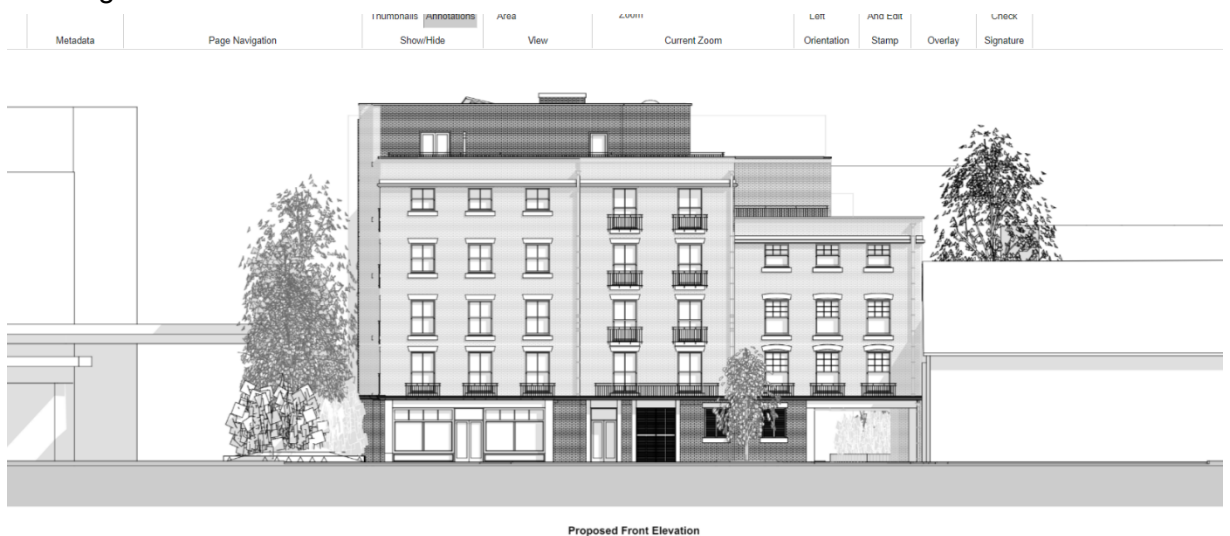
- 7.8. The NPPF 2023 requires decisions to have regard to the significance of non-designated heritage assets, and for a balanced judgement to be made which has regard to the scale of any harm or loss and the significance of the heritage asset.
- 7.9. The existing building is not Listed, Locally Listed or within a Conservation Area. It is an attractive building, and does provide some benefit to the street scene in this part of Oxford Road. However, given the building is not protected, and benefits from Prior Approval for its demolition, the loss of the building would not be likely to outweigh the benefits of the proposed redevelopment of the site.
- 7.10. Overall, the proposal is considered to be acceptable in principle, subject to detailed assessment as below.

Design, Character and Appearance of the Area

- 7.11. Policy CC7 (Design and the Public Realm) states that "all development must be of high design quality that maintains and enhances the character and appearance of the area". The NPPF in paragraph 130 c) states that planning policies and decisions should ensure that developments "are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)".
- 7.12. The proposal would result in the demolition of the existing building. Whilst the existing building has some design merit, it is not a designated heritage asset, and its conversion would not be practicable to secure the density of development that this site could support. Its loss would be outweighed by the significant benefits of the proposed scheme. Furthermore, Prior Approval has been granted for its demolition.
- 7.13. The proposal would be set at the corner of Oxford Road and the wide pedestrian entrance into Curzon Street and the supermarket on Moulsoford Mews. It is a prominent corner

location on Oxford Road, which is readily visible, particularly when travelling west to east, given the gap in built form comprising the shoppers' car park and landscaped area between the site and Cholsey House to the west. It would serve as an entry point into the more densely developed site to the north, which extends to between five and eight storeys in height, alongside the supermarket.

- 7.14. Along the Oxford Road frontage, the building would be four storeys at the eastern end, rising to five storeys on the corner before stepping up again to six storeys towards the northern side of the site. The massing would relate well to both the larger development to the north and the smaller scale buildings along Oxford Road due to its stepped profile, whilst still providing a strong corner building which turns the corner. A common theme in Reading, and in particular on Oxford Road, is the prominence of corner buildings, be it through a different design, roof pitch or a larger scale. The proposal would represent a modern interpretation of this, and the scale would provide a bookend to the row of buildings which continue to the east of the site.

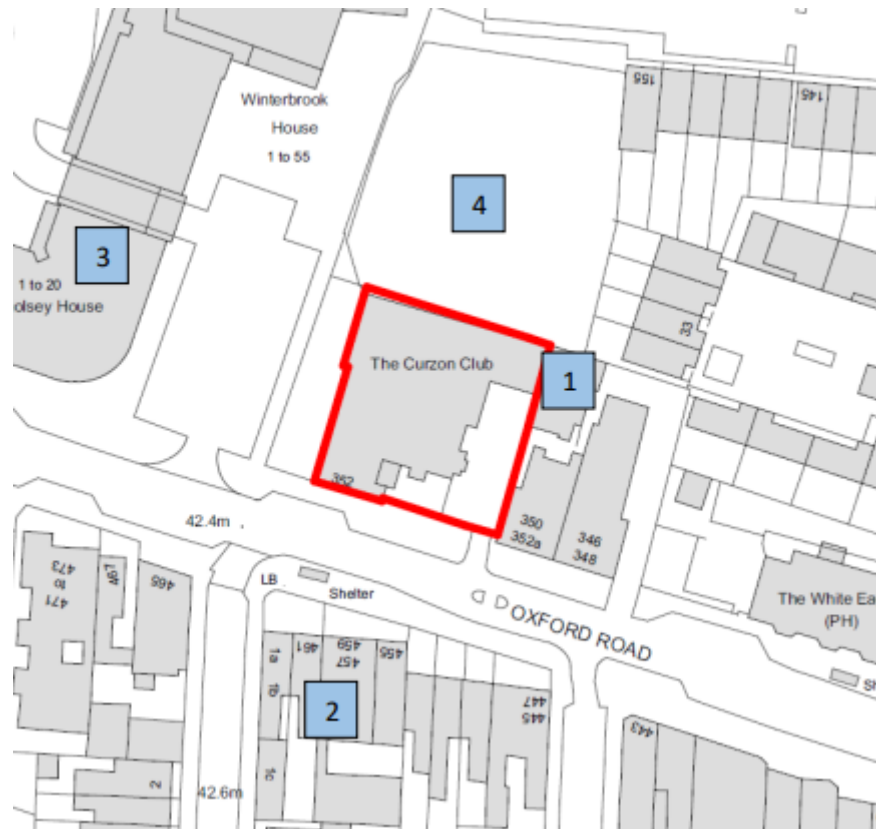


- 7.15. The building would be reminiscent of a Victorian style, with varied window styles and strong vertical façades. It would have a flat roof, with brick banding and an active frontage at ground floor level through the inclusion of a retail unit. The use of alternating brick types and the varied fenestration size and types links to the varied style of buildings present along Oxford Road. The proposal would provide a prominent, interesting end point to the row of buildings which continue to the east, and through the stepped form and verticality of the facades would provide a suitable corner building.
- 7.16. The proposals have evolved through the application process, with a reduction in height, changes to the roof forms and an introduction of different brick styles. The current proposal would bring the historic and varied nature of this part of Oxford Road together to create a modern addition to the street scene, which would be an appropriate addition.
- 7.17. Overall, the proposal would be acceptable in terms of its design, scale and massing, and would be in keeping with the character and appearance of the surrounding area.

Neighbour Amenity

- 7.18. Policy CC8 (Safeguarding Amenity) of the Reading Borough Local Plan states that development will not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties.
- 7.19. The closest residential use is directly to the east, at 350a Oxford Road (Location 1 on the below plan). This property has four windows facing south, directly towards the rear of 350 Oxford Road. There are residential uses directly opposite the site on the south side of Oxford Road (Location 2), and to the west in the Cholsey House flats (Location 3) on the other side of the car parking area over the shops. To the north of the site is the vacant land which does has permission for redevelopment for residential, but as yet this has not

been implemented (Location 4). The below plan identifies these locations, and is taken from the submitted Daylight and Sunlight Assessment.



- 7.20. The proposal would be set away from the eastern boundary by approximately 5m at the closest point. The proposed building would step back further from this boundary the further north it goes. The proposal would be of a size, scale and in a position that would not result in any harm to the most immediate neighbour through the creation of a sense of enclosure or an overbearing presence. To the north, the building would be set off from the boundary by 3m, and would be positioned to ensure that there would be no harm to future development at the adjacent site through a sense of enclosure or overbearing presence.
- 7.21. The applicant has submitted a daylight/sunlight study which shows that there would be a reduction in daylight and sunlight to the windows at the neighbouring property to the east (number 350a), it would not likely be noticeable and would comply with the relevant Building Research Establishment (BRE) guidance. The assessment also took into account windows of properties on the south side of Oxford Road and at Cholsey House and concluded that there would be no harm.
- 7.22. The assessment identified that there would be some impact on the windows at the proposed development to the north (permitted but not yet constructed), given the relatively unrestricted view these windows would enjoy. The assessment concluded that although these windows would be affected, there would only be a minor adverse impact, according to the BRE guidance.
- 7.23. The proposals would have windows which face north towards the currently undeveloped site. The applicants have amended the scheme to ensure that these windows would either be obscure glazed or be angled to ensure that there is no direct overlooking. Furthermore,

privacy screening is proposed on the balconies on the northern boundary to prevent overlooking. It is not considered that there would be any loss of privacy for neighbouring residents, either current or future.

- 7.24. The proposals would not result in any harm to neighbour’s living conditions, and would therefore accord with Local Plan Policy CC8.

Future Residents’ Amenity

- 7.25. Local Plan Policy H5 (Standards for New Housing) states that new build housing will need to comply with the nationally prescribed space standards. Policy H10 (Private and Communal Outdoor Space) requires dwellings to be provide with functional private or communal open space where possible. Local Plan Policy CC8 (Safeguarding Amenity) requires that homes should also have adequate natural light, outlook and privacy.
- 7.26. The units in the proposal would all meet the floorspace standards, and many would benefit from private amenity space. Communal amenity space would also be provided at roof level.
- 7.27. The units would all benefit from adequate daylight and sunlight, and given the position of the building, orientation of windows and position of balconies, would ensure adequate privacy for future residents.
- 7.28. The proposal has demonstrated that there would be no noise or disturbance between the uses on site through submission of a noise impact assessment, and conditions are recommended to secure mitigation where necessary.
- 7.29. The proposal has also demonstrated that there would be no harm to future residents as a result of air quality through the submission of an Air Quality Assessment. Conditions are recommended to secure relevant mitigation measures.
- 7.30. Overall, officers consider that the proposal would provide suitable future living conditions for residents on a suitable development site within a District Centre, and is therefore considered to comply with the Local Plan policies above.

Unit Mix and Affordable Housing

- 7.31. Local Plan Policy H2 states that wherever possible, residential development should contribute towards meeting the needs for the mix of housing set out in figure 4.6 of the Local Plan, in particular for family homes.
- 7.32. The proposal would provide 30 units at the following mix:

Type	Market	Affordable	Total
1 bedroom flat	8	5	13 (43%)
2 bedroom flat	12	5	17 (57%)
Total	20 (70%)	10 (30%)	30 (100%)

- 7.33. The proposal would provide a good mix of unit sizes within a District Centre, with a slightly higher percentage of larger two bedroom units. Three bedroom units are not required by Policy H2 within Local Centres, and so this higher proportion of two bedroom units is welcomed. This would be in accordance with Local Plan Policy H2.
- 7.34. Local Plan Policy H3 requires development to make an appropriate contribution towards affordable housing to meet the needs of Reading Borough. For a development of this size, 30% of the total dwellings are expected to be provided as affordable housing. If proposals fall short of the policy, then the developer should clearly demonstrate the circumstances justifying a lower contribution through an open-book viability assessment.

- 7.35. The proposal would provide a policy compliant level of on-site affordable housing, with an acceptable mix and slightly higher proportion of Reading Affordable Rent units. The proposal is therefore considered to be acceptable.

Transport

- 7.36. Policy TR1 of the Local Plan requires developments to promote and improve sustainable transport. Policy TR3 states that consideration will be given to the effect of a new development on safety, congestion and the environment. Proposals should provide acceptable access to the site and ensure that there would not be a detrimental impact on the functioning and safety of the transport network.
- 7.37. The current site has a vehicle access from Oxford Road, which would be retained, as well as a small car park to the side/rear of the building.
- 7.38. The site fronts Oxford Road, which is a designated “Red Route” no stopping corridor, and has parking restrictions along the majority of its length. The site is well served by buses and is within walking distance of Reading West station.
- 7.39. The proposal would provide vehicle access directly from Oxford Road, via a 4.8m wide access point, using the same location as the existing access. This is considered acceptable in transport terms, and would provide adequate space for vehicles to safely enter and exit the site.
- 7.40. The proposal would provide 15 car parking spaces, which is below the Council’s adopted Parking Standards. Given the site is well served by public transport and the surrounding roads have significant on-street restrictions, the under-provision of car parking spaces is acceptable in this instance. Future residents would be restricted from parking permits by condition.
- 7.41. The proposal would provide adequate levels of cycle parking and EV charging points within the basement parking area.
- 7.42. The proposal would include waste and recycling storage within the basement level, with direct access from Oxford Road. There is an existing loading bay on Oxford Road outside the site, which has historically been used by waste and recycling collection vehicles to collect bins from the Curzon Club, and it is proposed that this would continue. The Waste and Recycling team had no objections to this arrangement.
- 7.43. Overall, the proposals would represent an appropriate development in transport terms, and it would comply with the Local Plan.

Ecology & Landscaping

- 7.44. Policy EN12 seeks to protect existing green space, ensure that there would be no net loss of biodiversity, and where possible to demonstrate that there is a net gain for biodiversity.
- 7.45. The proposal is accompanied by an ecological survey which demonstrates that there would be no impact on existing species at the site. The site currently has no vegetation or trees. The proposal would introduce green roofs and a landscaped communal roof garden, which would significantly improve the ecological offer. There would be no ground-level landscaped areas within the site. Given the relatively constrained nature of the application site within a District Centre, the current lack of landscaping within the site, the immediately adjacent mature landscaped area, proximity to West Village Park to the north, the provision of a commercial unit at ground floor and the introduction of greening at roof level, it is considered that the proposal would be acceptable in this regard.
- 7.46. Several conditions are recommended to ensure that the proposals would provide landscaping details, the installation of swift bricks and details of green roofs is carried out to ensure adequate biodiversity net gain on site.

Sustainability

- 7.47. Local Plan Policy H5 'Standards for New Housing' seeks that all new-build housing is built to high design standards. In particular, new housing should adhere to, water efficiency standards in excess of the Building Regulations, zero carbon homes standards (for major schemes), Policy CC2 (Sustainable Design and Construction) and Policy CC3 (Adaption to Climate Change) seeks that development proposals incorporate measures which take account of climate change.
- 7.48. An energy and sustainability statement was submitted as part of the application. This demonstrates that the proposal would not meet zero carbon targets, but would achieve a 41.88% improvement above the carbon emissions level required by the Building Regulations. through higher fabric standards and the low carbon and renewable energy systems, namely photovoltaic panels and air source heat pumps.
- 7.49. The Council's Sustainable Design and Construction SPD states in paragraph 3.11 that "in achieving Zero Carbon Homes for major residential developments, the preference is that new build residential of ten or more dwellings will achieve a true carbon neutral development on-site. If this is not achievable, it must achieve a minimum of 35% improvement in regulated emissions over the Target Emissions Rate in the 2013 Building Regulations, plus a Section 106 contribution of £1,800 per remaining tonne towards carbon offsetting within the Borough (calculated as £60/tonne over a 30 year period.)"
- 7.50. Residual emissions would be offset with a carbon offset payment of £1,800 per tonne, in accordance with Policy H5 and the SPD. This contribution would be £30,528.
- 7.51. Although it is unfortunate that the proposed development cannot achieve Zero Carbon, the submitted Sustainability Statement demonstrates that the development achieves a 35% improvement along with a carbon offsetting in the form of a financial contribution, which will be secured through a S106 legal agreement. Officers are therefore satisfied that the development would be policy compliant in this regard.
- 7.52. Policy EN18 requires all major developments to incorporate Sustainable Urban Drainage Systems (SUDS) with runoff rates aiming to reflect greenfield conditions and, in any case, must be no greater than the existing conditions of the site. The applicant has submitted a Surface Water Drainage Strategy which demonstrates that the proposed drainage rate would be a reduction when compared against the Brownfield runoff rate and provides a pipe network to the attenuation tank. As such, the proposal complies with Policy EN18 and is considered acceptable subject to the conditions recommended above.

Legal Agreement

- 7.53. The overarching infrastructure Policy CC9 (Securing Infrastructure) allows for necessary contributions to be secured to ensure that the impacts of a scheme are properly mitigated. The following obligations would be sought and as set out in the recommendation above:
- To secure affordable housing on site consisting of ten units (30% provision) on site, to be three one bedroom units and four two bedroom units of Reading Affordable Rent and two one bedroom units and one two bedroom units of Shared Ownership. Reading Affordable Rent (RAR) tenure would be capped at 70% of market rent as per published RAR levels.
 - In the event that a Registered (affordable housing) Provider is not secured for the provision of the Affordable Housing on site, the units to be offered to the Council to be provided by the Council as Affordable Housing. In the event that neither a Registered Provider or the Council can come forward to provide Affordable Housing on-site, the developer to pay to the Council a default sum equivalent to 12.5% of the Gross Development Value of the development for provision of Affordable Housing elsewhere in the Borough. To be calculated (the mean average) from two independent RICS valuations to be submitted and agreed by the Council prior to first occupation of any market housing unit. In this event, the sum to be paid prior to first occupation of any market housing unit and index-linked from the date of valuation.

- Zero carbon offset financial contribution of £30,528.
- Employment, Skills and Training and Construction financial contribution of £8,000.

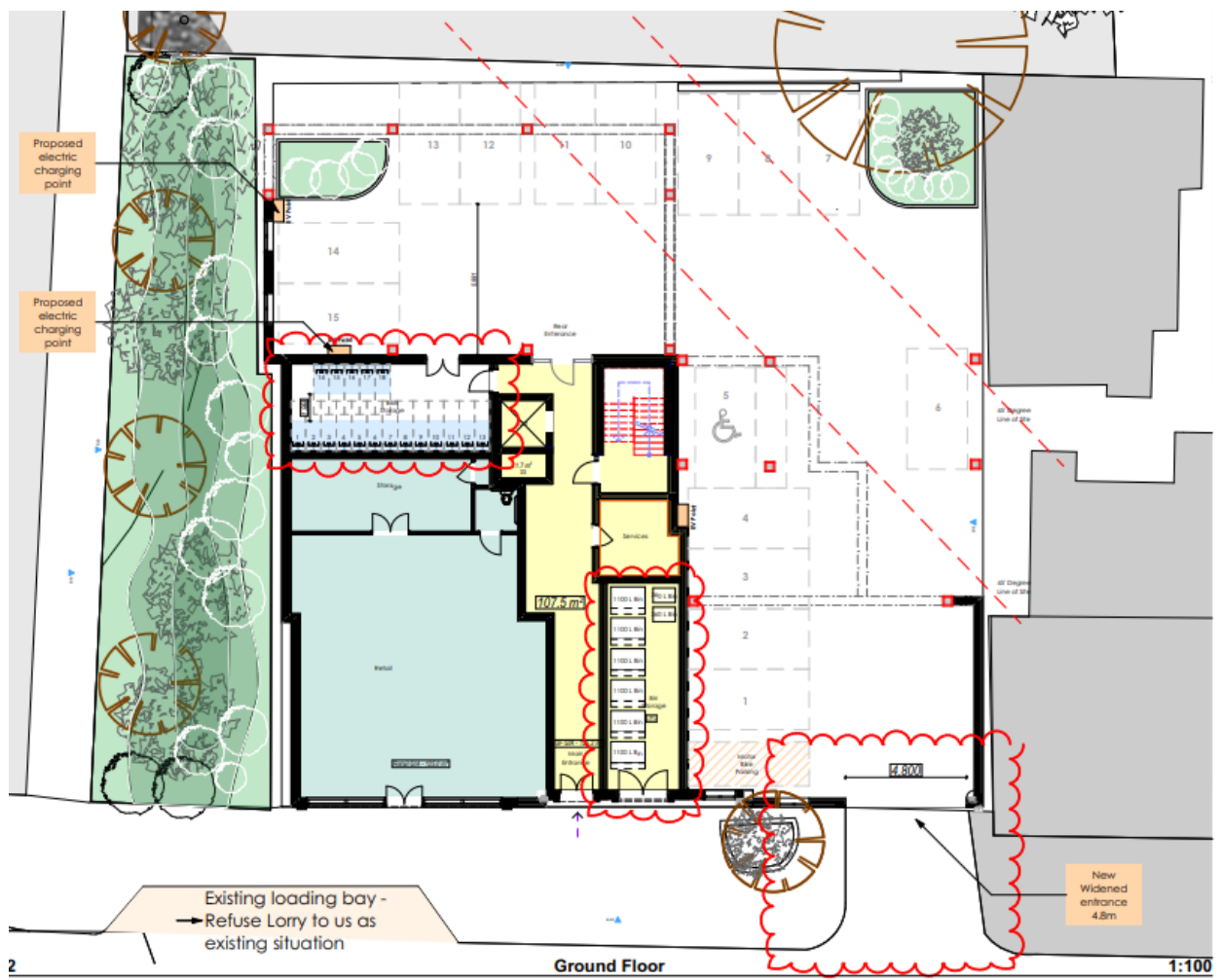
8. Equality implications

- 8.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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. 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

9. Conclusion & planning balance

- 9.1 As with all applications considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 9.2 When determining a planning application, the planning balance must be applied. The proposal would provide 30 residential units, with a policy compliant affordable housing offer, which carries significant weight, as well as a retail unit within a District Centre and a well designed building which would complement the character and appearance of the area. The proposals would have an appropriate level of car and cycle parking, acceptable servicing arrangements and would meet requirements with regards noise and air quality. There would be some minor adverse impacts to neighbour's living conditions, the loss of the use, the building and a lack of ground floor level landscaping. However, given the significant benefits of the proposal, most notably the provision of high quality housing and a policy compliant Affordable Housing offer, it is considered that the proposals would, on balance, be acceptable.
- 9.3 Officers have applied a suitable planning balance when reaching this conclusion. As such, this application is recommended for Approval.

Appendix – Selected Plans and Elevations



Proposed Ground Floor Layout



First, second and third floor layouts (showing proposed building to the north under ref. 201391)



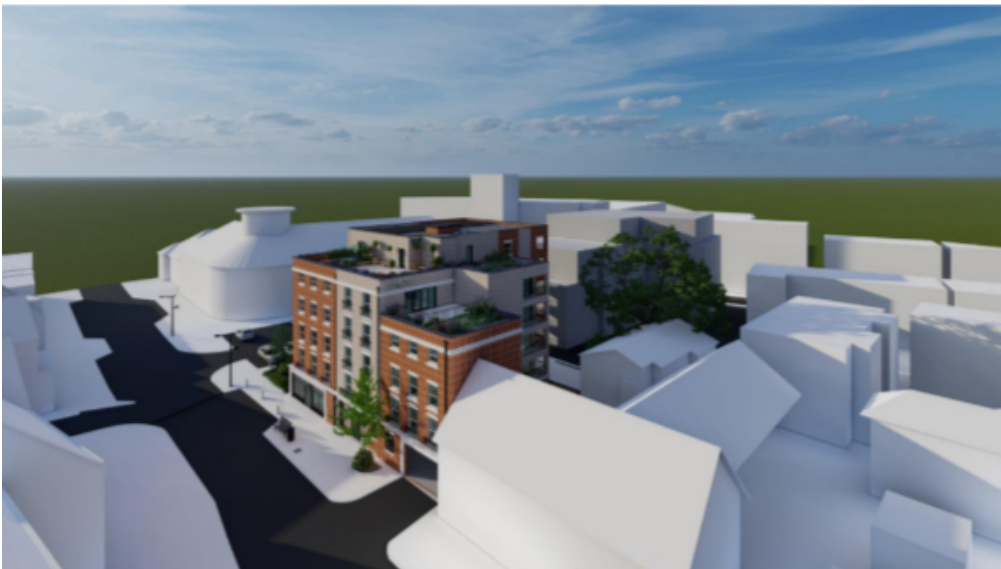
Proposed Front Elevations (Street and close up)



Proposed Western Elevation (top showing proposed development at adjacent site under ref. 201391)



CGI views



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01 November 2023



Title	PLANNING APPLICATION REPORT
Ward	Church
Planning Application Reference:	230398
Site Address:	99 Hartland Road, Reading, RG2 8AF
Proposed Development	Single storey extension to a three-bedroom residential property.
Applicant	Reading Borough Council
Report author	Gary Miles
Deadline:	Extension of Time until 8 th November 2023
Recommendations	Grant planning permission, subject to conditions as follows
Conditions	<ol style="list-style-type: none"> 1. <i>TL1 – Time Limit – Three Years</i> 2. <i>AP1 – Approved Plans</i> 3. <i>M1 – Materials to Match</i> 4. <i>Works in accordance with Arboricultural Method Statement</i> 5. <i>DC1 – Vehicle Parking as Specified</i> 6. <i>DC24 – EV Charging Points</i>
Informatives	<ol style="list-style-type: none"> 1. <i>IF3 – Highways</i> 2. <i>I35 / 28 - Advice about solar panel location in relation to trees You are advised to fully consider the location of the proposed solar panels in relation to the ultimate size of adjacent trees. Solar panels should be located to avoid the need to fell or significantly prune adjacent trees to maintain functionality.</i> 3. <i>I24 – Damage to highway verge</i> 4. <i>L7 – Trees and soil conditions: subsidence and differential movement.</i> 5. <i>Ecology – Bird nesting</i>

1. Executive summary

- 1.1. The proposal is to support provision of accessible family accommodation as part of the Council’s housing stock. The proposal is considered acceptable in terms of its effect on the character of the area, the effect on neighbouring amenity and the impact on trees.
- 1.2. The proposal is recommended for approval subject to the conditions as outlined above.

2. Introduction and site description

- 2.1. The application seeks full planning permission for a single storey extension to the existing house to support accessible family accommodation.
- 2.2. The application is required to be determined by Planning Applications Committee as Reading Borough Council is the applicant.
- 2.3. The proposal site is located midway along Hartland Road to the northern side of the street. The site consists of a large 1960's, three bedroom detached property. The eastern boundary abuts the John Madejski Academy with the boundary flanked by mature trees and hedgerows none of which are subject to a TPO. Housing neighbours the site to the west and north.

Location Plan



Site Photographs



3. The Proposal

- 3.1. The works comprise a single storey extension to the house. The property is being converted to provide accessible family accommodation and will entail the installation of

an accessible ground floor bedroom and bathroom. The building will be insulated externally, and an air source heat pump and solar panels will be installed to provide a thermally efficient building.

3.2. The following plans have been received:

- Drawing No. 001 – Location Plan
- Drawing No. 002 – Site Plan
- Drawing No. 003 – Proposed Block Plan
- Drawing No. 004 – Existing Ground Floor
- Drawing No. 005 – Existing First Floor
- Drawing No. 006 – Existing South Elevation
- Drawing No. 007 – Existing North Elevation
- Drawing No. 008 – Existing East Elevation
- Drawing No. 009 – Existing West Elevation
- Drawing No. 010 – Proposed Ground Floor
- Drawing No. 011 – Proposed First Floor
- Drawing No. 012 – Proposed South Elevation
- Drawing No. 013 – Proposed North Elevation
- Drawing No. 014 – Proposed East Elevation
- Drawing No. 015 – Proposed West Elevation
- Drawing No. 016 – Proposed External Works
Received 10th May 2023
- Drawing No. 019 – External Works (EV charging point)
Received 10th July 2023

4. Planning history

4.1. None.

5. Consultations

5.1. The following consultation responses were received:

5.2 RBC, Transport Development Control

“The proposed site is located within Zone 3, Secondary Core Area, of the Council’s adopted Parking Standards and Design SPD (Supplementary Planning Document). Typically, these areas are within 400m of a Reading Buses high frequency ‘Premier Route’, which provides high quality bus routes to and from Reading town centre and other local centre facilities.

The proposal seeks to extend an existing three-bedroom house which would appear to be currently vacant to provide an accessible bedroom and shower room.

Images show that the property is served with an existing dropped crossing leading to an area of hard standing which has been used for parking by previous occupants of the dwelling, this provision therefore should be retained and illustrated on plans. In accordance with the adopted Parking Standards and Design SPD the development should be provided with 2.0 off road parking spaces.

Although this is not a new construction the introduction of EV charging points should be considered, this would support the Councils local strategy plan to encourage and enable low carbon or low energy travel choices for private and public transport.

Bin storage should not be further than 15m from the access point of the site to avoid the stationing of service vehicles on the carriageway for excessive periods it is assumed that bins will be brought to the property boundary to allow for kerbside collection which would be reflective of other properties on the road, this will need to be illustrated on plans. It should be noted that it is not permitted for bins to be located or left on any part of the footway as it would be an obstruction for pedestrians.

In principle there are no Transport objections to this application, however revised plans are required addressing the parking provision.”

5.3 RBC Natural Environment

“The site benefits from extensive shrub and tree vegetation on the eastern boundary, albeit some of it is growing off site beyond the boundary. As the proposed extension sits on the east part of the site, its potential impact on the existing trees must be mitigated.

I note the Proposed External Works Drg. No. 016 indicates a new foul waste route through the RPA of the retained T5 Ash (growing off site), however, the Tree Protection Plan does not provision hand digging to lay it or a root barrier to prevent future conflict with the existing vegetation. In any case, this should ideally be routed to avoid any RPAs.

There is no mention of the tree protection measures installation timeline. These must be installed only after all necessary tree works have been carried out but prior to the commencement of any construction works or delivery of machinery or materials and retained on site until all construction activity has ended.

I agree with the conclusion of the AIA in principle – the proposed development can be carried out and impact to existing trees can be mitigated. However, the submitted documents showing tree protection measures are not enough to secure as an Arboricultural Method Statement (see comments above) – we should secure the necessary details (as per my comments above) via condition.

In conclusion Natural Environment have no objections however, condition L7 should be included to secure the AMS as well as the soil informative.”

Officer Note: The applicant submitted a revised Arboricultural Method Statement which has subsequently been sent to the Natural Environment Officer for review. Any comments will be reported in an update report.

5.4 RBC Ecology

“The Bat Survey (Hampshire County Council Ecology Team, July 2023) has been conducted to the appropriate standard and provides the results of a preliminary bat roost assessment and a single emergence survey. No bats were seen emerging from the building and the report concludes that the house is not being used as a bat roost. The weather conditions were not ideal during the survey, however for the reasons stated in the report, it is considered that the findings of the report are accurate and that the house is unlikely to host roosting bats.

As such, there are no objections to this application on ecological grounds.

However, an old bird nest was identified in the brickwork to the rear of the house and there is a small risk that birds may nest in the building. It is requested that an informative be included about bird nests and eggs, as above."

5.5 **Neighbour Consultations**

4 Ashmore Road, Reading

97 Hartland Road, Reading

John Madejski Academy

No letters of representation have been received.

6. **Legal context**

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

6.2 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).

6.3 Accordingly, the latest NPPF and the following development plan policies and supplementary planning guidance are relevant:

National Planning Policy

National Planning Policy Framework (2023)

National Planning Practice Guidance

SPD – Design Guide to House Extensions 2021

Reading Borough Local Plan (2019)

CC7 (Design and the Public Realm)

CC8 (Safeguarding Amenity)

H9 (House Extensions and Ancillary Accommodation)

TR3 Access, Traffic and Highway-Related Matters

TR5 Car and Cycle Parking and Electric Vehicle Charging

EN12 (Biodiversity and the Green Network)

EN14 (Trees, Hedges and Woodlands)

CC2 (Sustainable Design and Construction)

7. **Appraisal**

Character and Appearance

7.1 Policy H9 states that an extension to a house will be acceptable where it respects the character of the house in terms of scale, location, materials, and design and respects the

character and pattern of neighbouring properties and the street as a whole in terms of scale, location, materials and design, and any important existing building line. Policy CC7 also sets out relevant considerations for design.

- 7.2 The proposed ground floor side extension, would be subservient in scale to the original house and would have a similar built form. It would be constructed with matching materials. It is considered that the proposal has been appropriately designed to complement the existing dwelling and would not harm the wider streetscene. The proposal is considered compliant with policies H9 & CC7 of the Reading Borough Local Plan 2019.

Residential Amenity

- 7.3 Policy H9 states that an extension will be acceptable where it does not result in an overbearing impact on neighbours. Policy H10 seeks to ensure that the amenity of gardens and other outdoor areas are not compromised. Policy CC8 states an extension to a house will be acceptable where it will not cause a significant detrimental impact to the living environment of existing or new residential properties.
- 7.4 The proposal is ground floor only and would be located adjacent to the boundary with the John Madejski Academy and as such would not be detrimental to amenity of neighbouring residential properties in terms of daylight, sunlight, privacy or overbearing effects. The property will retain a larger than average rear garden and outdoor amenity space.
- 7.5 The proposal is considered compliant with policies H9 & CC8 of the Reading Borough Local Plan 2019.

Ecology

- 7.6 Policy EN12 states the key elements of the green network will be maintained, protected, consolidated, extended and enhanced. 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.
- 7.7 The Ecology Officer confirms that the Bat Survey has been conducted to the appropriate standard and that the proposals are acceptable in ecological terms.
- 7.8 The proposal is considered compliant with policies H9 and EN12 of the Reading Borough Local Plan 2019.

Trees/Natural Environment Officer

- 7.9 Policy EN14 states that individual trees, groups of trees, hedges and woodlands will be protected from damage or removal where they are of importance, and Reading's vegetation cover will be extended.
- 7.10 The Natural Environment Officer (NEO) was consulted and in principle has no objections. The proposed development can be carried out and impact to existing trees can be mitigated. An amended Arboricultural Method Statement has been received, addressing the NEO's queries regarding the position of tree-protective fencing and the need for hand-digging within root protection areas. Any additional comments received from the NEO will be reported in an update.
- 7.11 It is considered the proposal complies with policies H9 and EN12 of the Reading Borough Local Plan 2019.

Transport

- 7.12 The Council's Transport team requested that Electric Vehicle charging points should be considered to support the Council's strategy of encouraging and enabling low carbon or low energy travel choices for private and public transport. It was also requested that 2 off road parking spaces should be retained within the plot.
- 7.13 The agent supplied an amended plan titled 'Drawing No. 019 – External Works (EV charging point)' showing the location of the EV charging point and the proposed parking provision and it is considered that the proposal is compliant with policies TR3 & TR5 of the Reading Borough Local Plan 2019.

Sustainable Design and Construction

- 7.14 Policy CC2 states that proposals for new development, including the construction of new buildings and the redevelopment and refurbishment of existing building stock, will be acceptable where the design of buildings and site layouts use energy, water, minerals, materials and other natural resources appropriately, efficiently and with care and take account of the effects of climate change.
- 7.15 Whilst the above policy is not directly applicable to this type of application, officers note that the building will be externally insulated and will have an air source heat pump and solar panels. The changes will make the building more thermally efficient.

8. Equality implications

- 8.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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 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.

9. Conclusion & planning balance

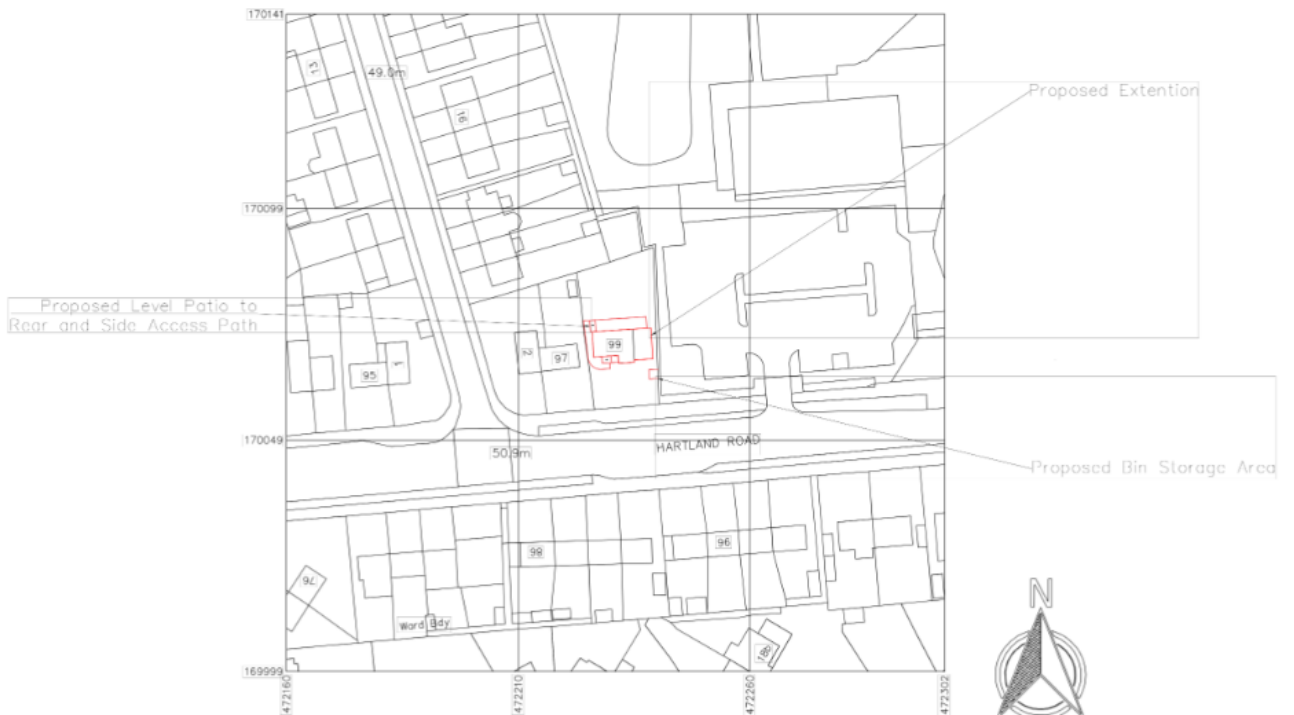
- 9.1 As with all applications for planning permission considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 9.2 It is considered that the proposed single storey extension would be acceptable in terms of its effect on the character and appearance of the area. It would not harm the amenity of neighbouring properties and the suitable protection is secured for existing trees. As such, this application is recommended for Approval subject to conditions.

Plans

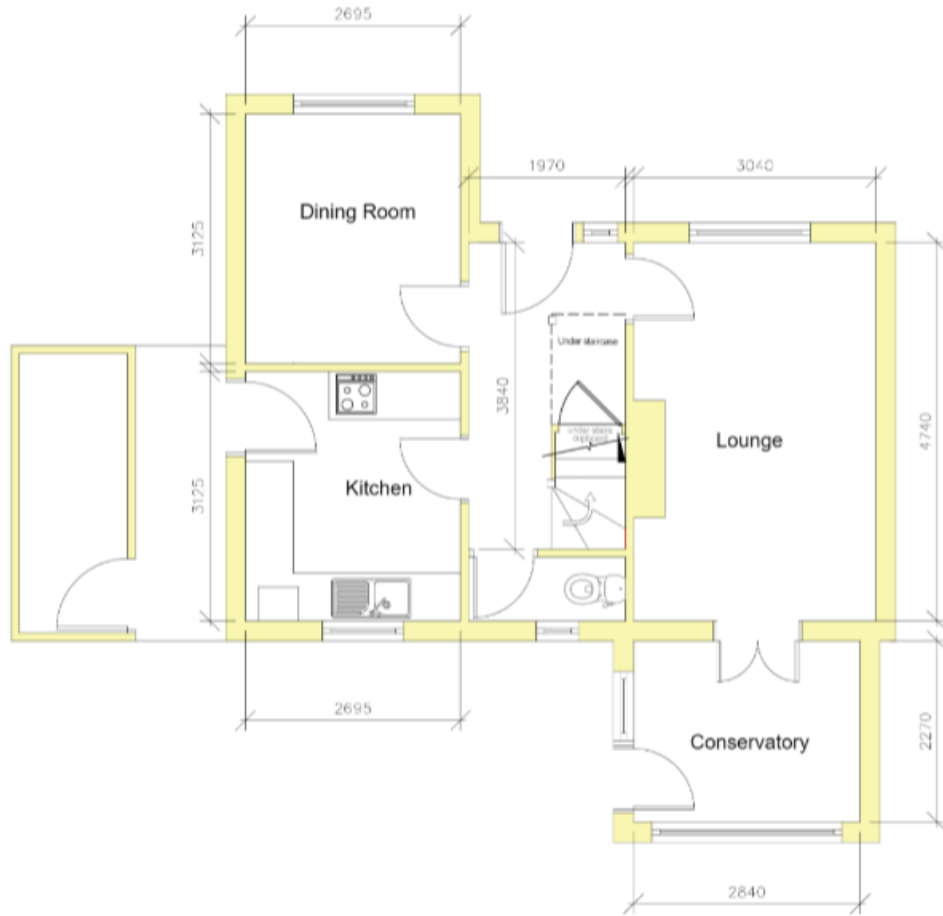
Drawing No. 001 - Location Plan



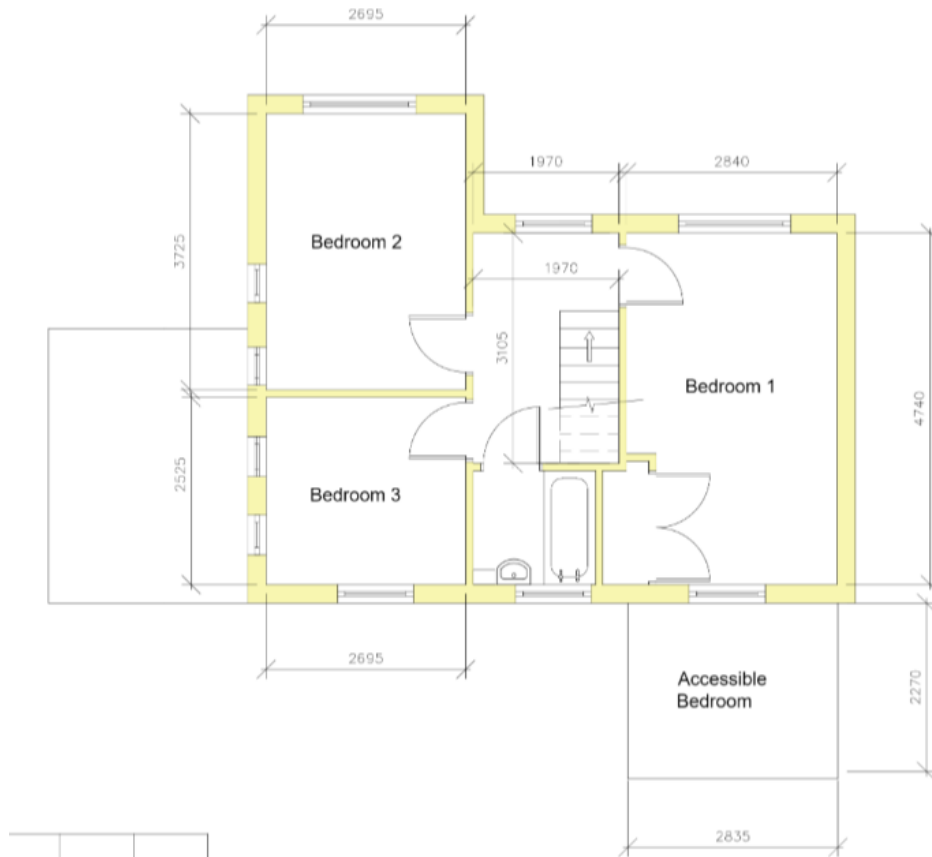
Drawing No. 003 – Proposed Block Plan



Drawing No. 004 – Existing Ground Floor



Drawing No. 005 – Existing First Floor



Drawing No. 006 – Existing South Elevation



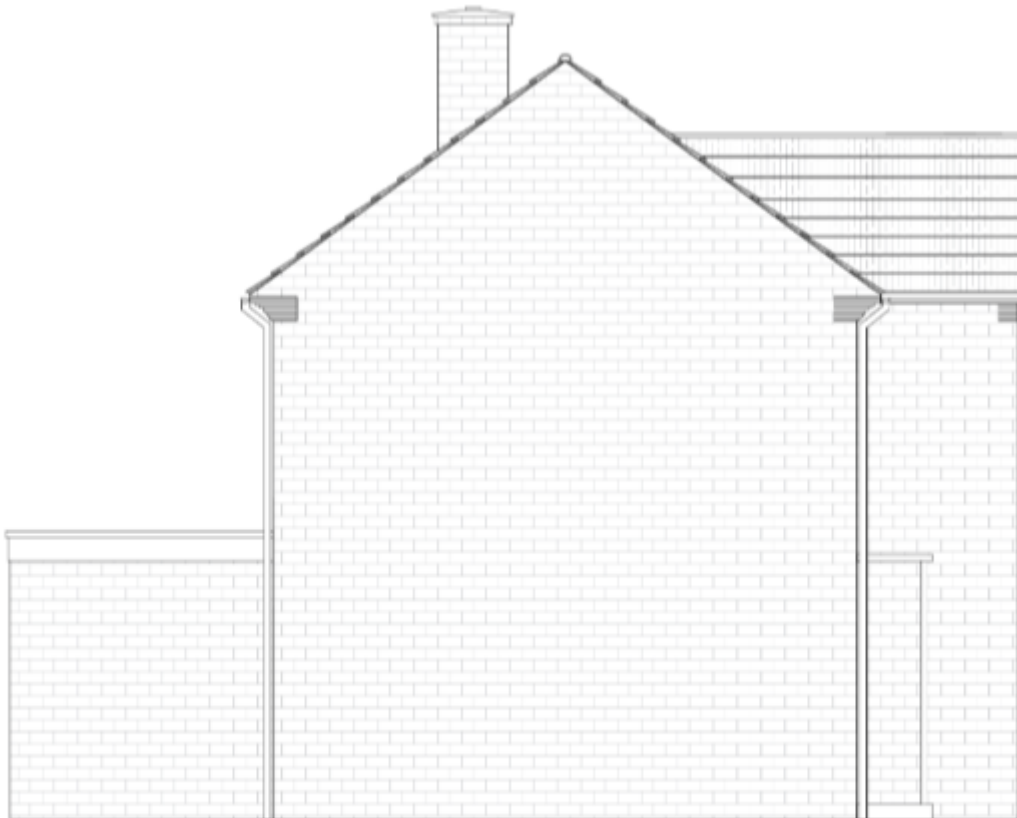
Drawing No. 007 – Existing North Elevation



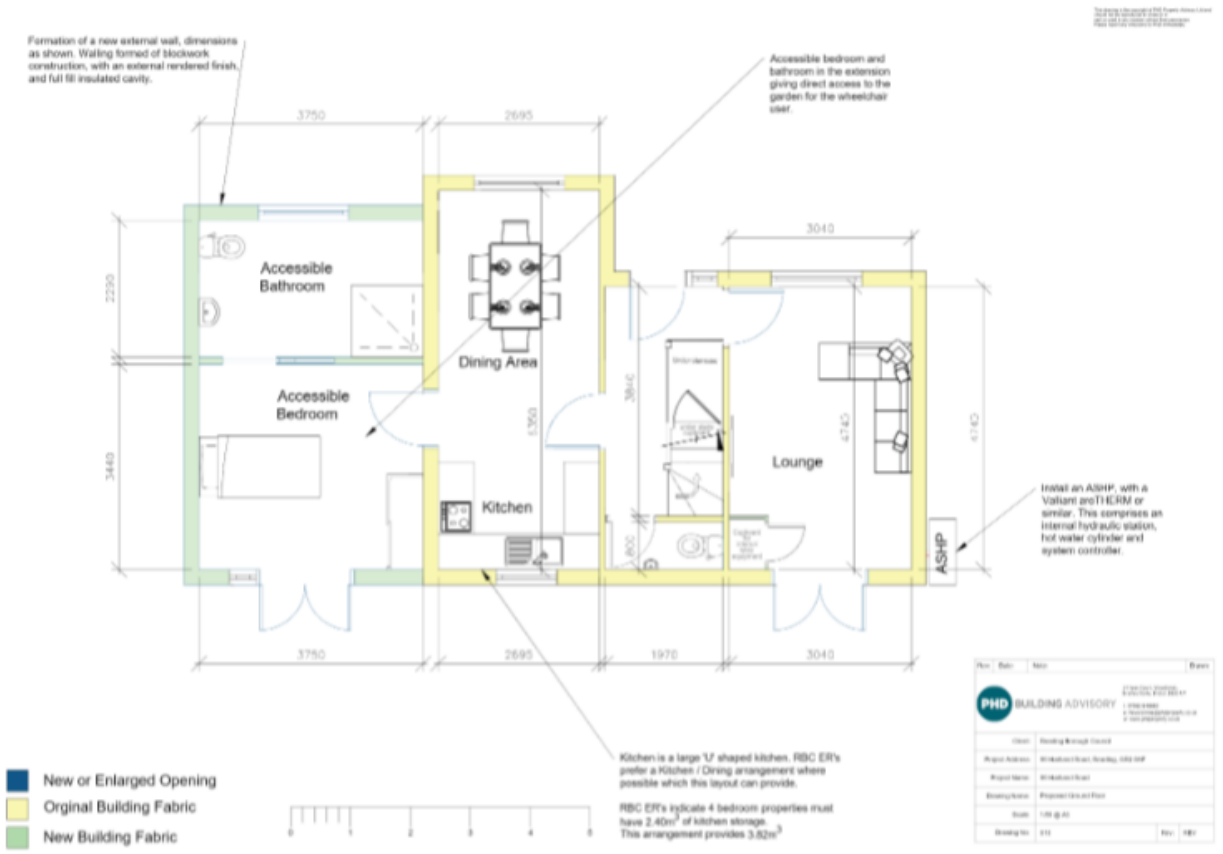
Drawing No. 008 – Existing East Elevation



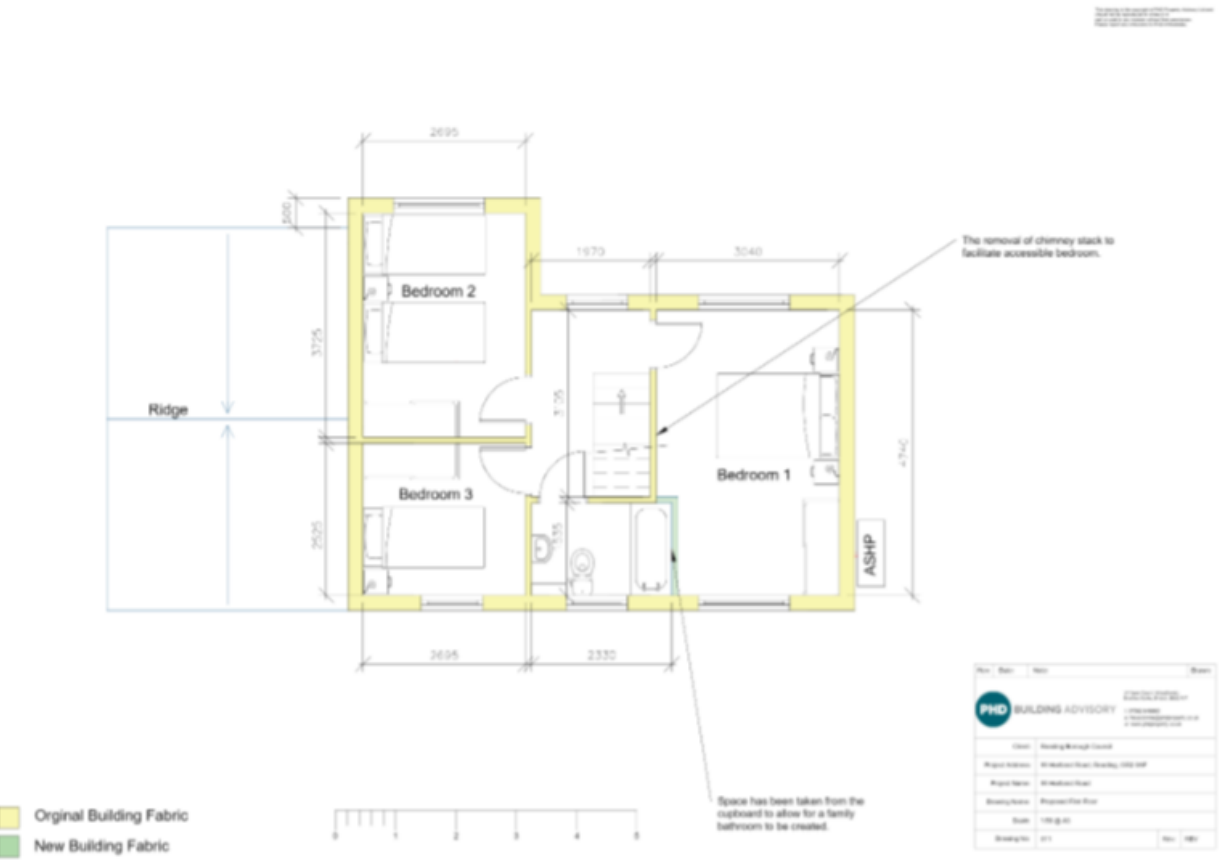
Drawing No. 009 – Existing West Elevation



Drawing No. – 010 – Proposed Ground Floor
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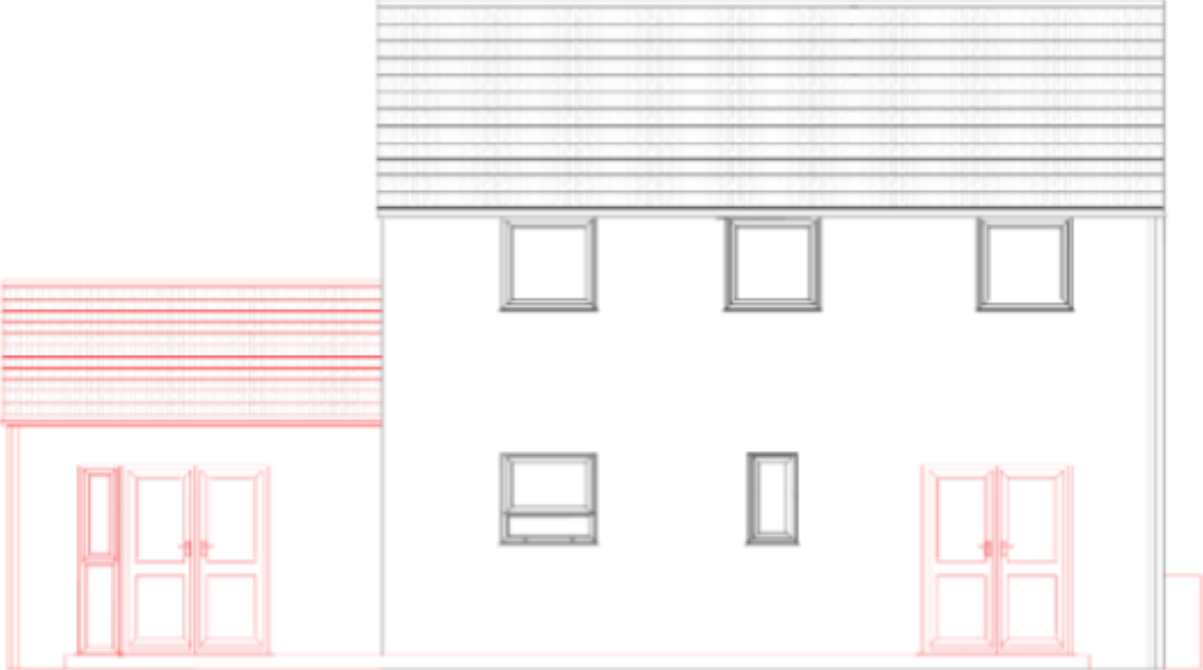
Drawing No. 011 – Proposed First Floor



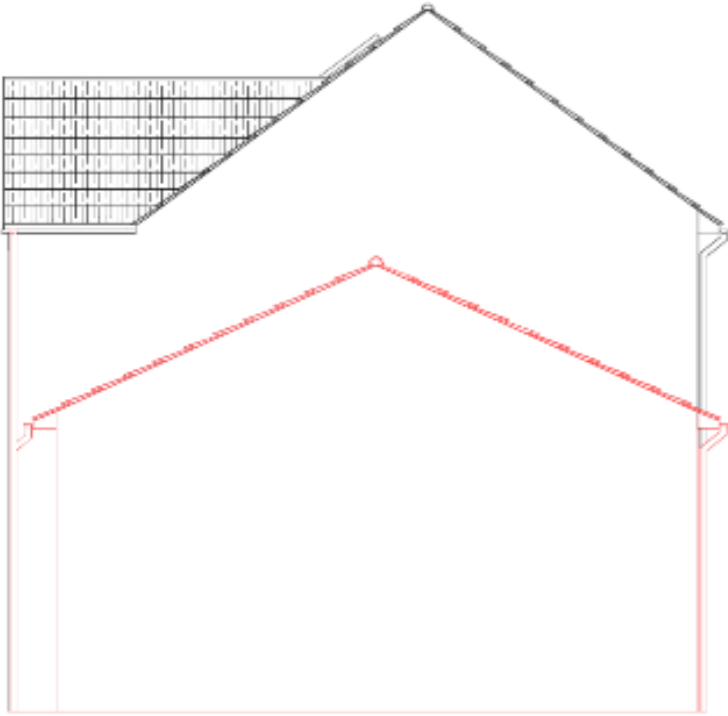
Drawing No. 012 – Proposed South Elevation



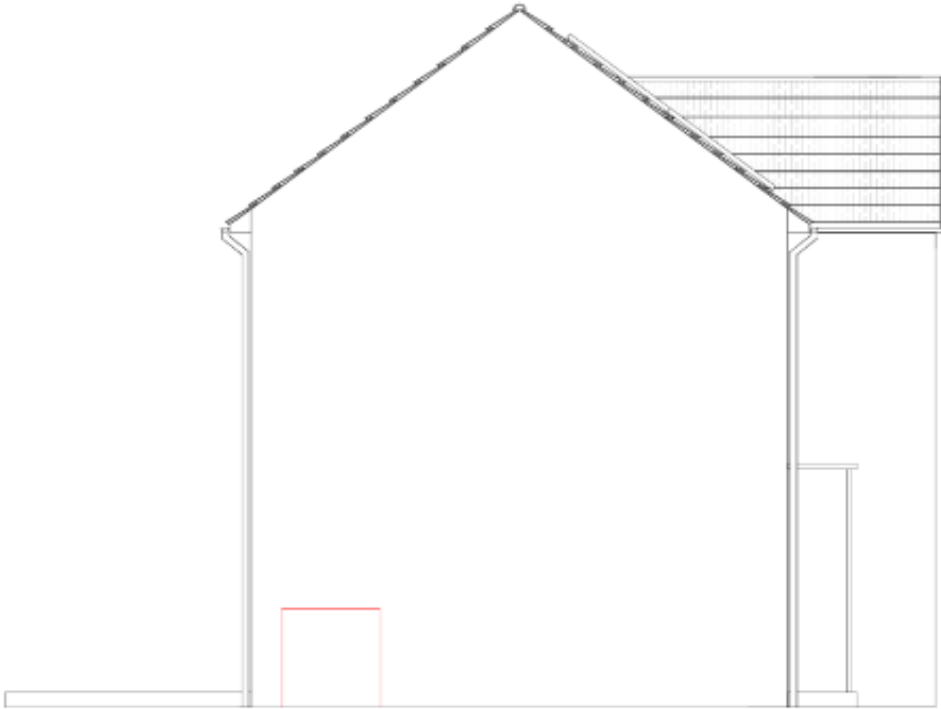
Drawing No. 013 – Proposed North Elevation



Drawing No. 014 – Proposed East Elevation

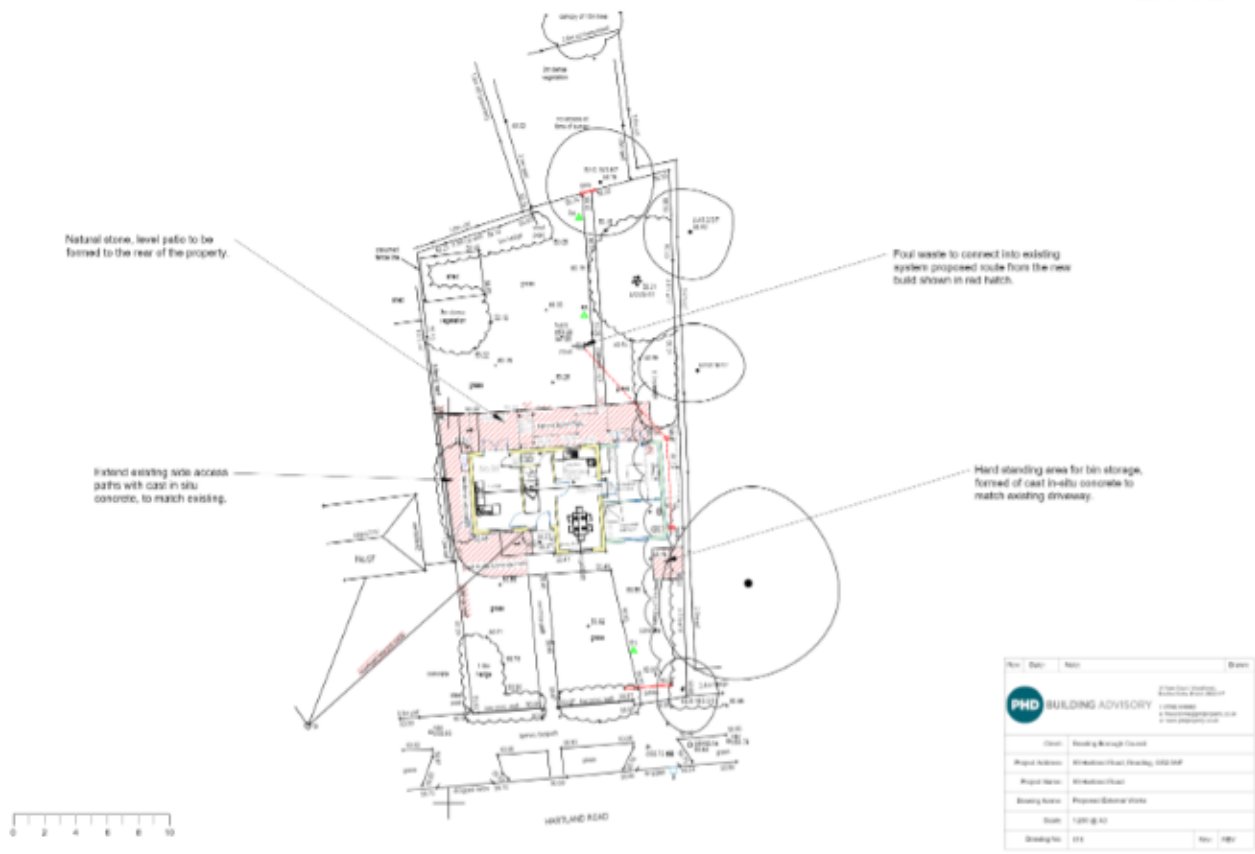


Drawing No. 015 – Proposed West Elevation



Drawing No. 016 – Proposed External Works

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01 November 2023



Reading
Borough Council
Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Redlands
Planning Application Reference:	230279
Site Address:	The Willows, 2 Hexham Road, Reading, RG2 7UG
Proposed Development	Full planning application for the erection of a building containing a day centre providing social care services (Use Class E(f)) and 42 residential units including specialist housing (Use Class C3) with landscaping, car parking and access.
Applicant	Reading Borough Council
Report author	Tom Bradfield
Deadline:	05/06/2023
Recommendations	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (AD PTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 1 st February 2024 (unless officers on behalf of the AD PTPPS agree to a later date for completion of the legal agreement).
S106 Terms	<p>To secure affordable housing on site consisting of fourteen units (30% provision) on site, to be 14 one bedroom units of Reading Affordable Rent. Reading Affordable Rent (RAR) tenure would be capped at 70% of market rent as per published RAR levels. The Housing Development team have confirmed that the offer is acceptable.</p> <p>Employment, Skills and Training and Construction financial contribution of £10,577.50, or a ESTC Plan.</p> <p>Applicant to enter into a S278 agreement in relation to the reconfiguration of the vehicular access on to Hexham Road, including closures of existing vehicular access points as may be required.</p> <p>Contribution towards monitoring costs plus a separate commitment to pay the Council's reasonable legal costs in connection with the proposed Legal Agreement will be payable whether or not the Agreement is completed.</p> <p>Any unexpended contributions to be repaid within ten years beginning with the start of the Financial Year after the final (including phased contributions) obligation payment for each obligation is received. In accordance with Policy CC9.</p> <p>All financial contributions index-linked from the date of permission.</p>

	In order for Officers to work efficiently and effectively, it is suggested that minor changes to the Heads of Terms and details of the legal agreement during the negotiations, where necessary, are delegated to officers.
Conditions	<ol style="list-style-type: none"> 1. Full - time limit - three years 2. Approved Plans 3. Materials (samples to be approved prior to above ground works) 4. Use Restriction to Class E(f) 5. EV Charging Points 6. Cycle Parking (pre-commencement) 7. Refuse Collection (to be approved prior to occupation) 8. Construction Method Statement 9. Noise Mitigation (as specified) 10. Noise Mitigation Scheme (internal) (To be submitted prior to above ground works) 11. Contaminated Land Assessment 12. Remediation Scheme (To be submitted prior to commencement) 13. Remediation Scheme (Implement and Verification) 14. Unidentified Contamination 15. Hours of Construction/Demolition 16. No Bonfires 17. Waste Storage 18. Sustainable Drainage (To be approved) 19. Sustainable Drainage (As Specified) 20. Biodiversity Enhancements 21. Hard and Soft Landscaping 22. Hard and Soft Landscaping (Implementation) 23. Green Roofs 24. Off Site Tree Planting Scheme 25. SAP Assessment – Design Stage 26. SAP Assessment – As Built
Informatives	<ul style="list-style-type: none"> • Positive and Proactive • Pre-commencement conditions • Highways • Terms and Conditions • Building Regulations • Complaints about construction • Encroachment • Contamination • Noise between residential properties • CIL

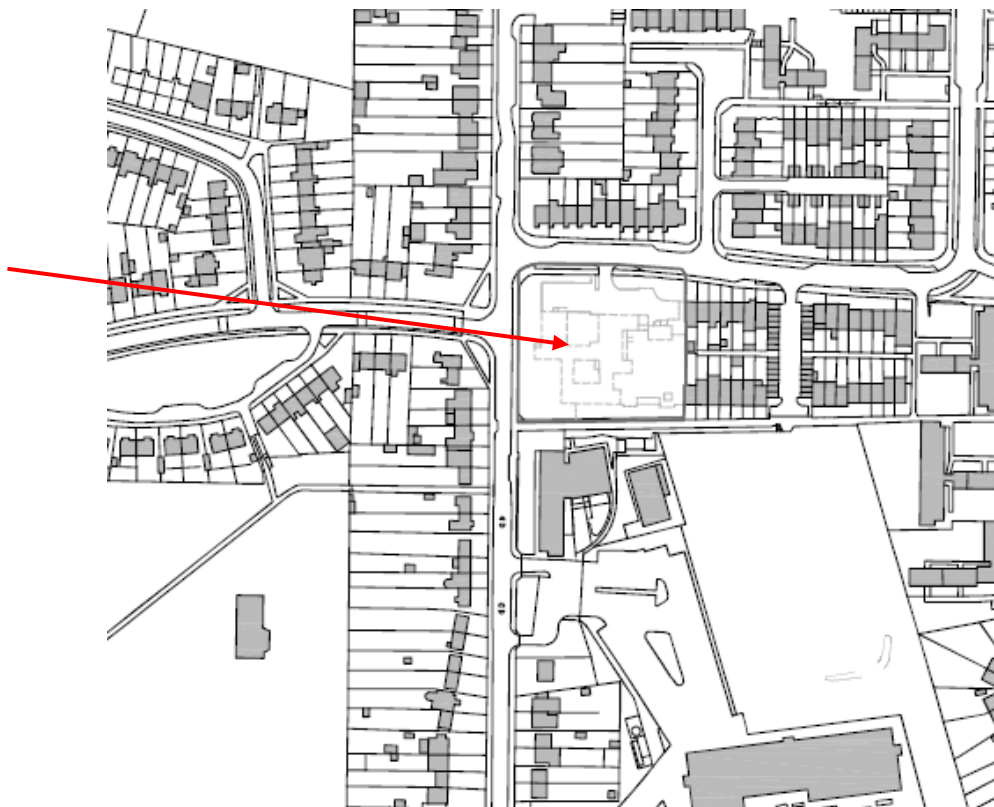
1. Executive summary

- 1.1. The proposal is recommended for approval subject to a legal agreement and conditions as set out above.
- 1.2. The proposal would successfully redevelop a previously developed site which is currently vacant/cleared. It would provide a policy compliant affordable housing offer (30% on site), as well as a day centre to serve adults with Profound and Multiple Learning Disabilities.

The proposals would have an appropriate design, ensure that there would be no unacceptable impact on neighbouring properties and provide suitable accommodation for future residents. The proposal would have no adverse transport impacts, be acceptable in terms of ecology, biodiversity and sustainability. The application is therefore recommended to the Planning Applications Committee for approval.

2. Introduction and Site Description

- 2.1. The site is on the corner of Hexham Road and Northumberland Avenue, in Redlands ward. To the south of the site is a footpath with Reading Girls' School beyond, to the north is Hexham Road with terraced houses beyond. To the east are two storey terraced houses on Bede Walk and to the west is Northumberland Avenue, with a mix of terraced, detached and semi-detached properties beyond. The predominant character of the immediate area is 1960s/1970s housing, with a mixture of two, three and four storey houses and maisonettes.
- 2.2. The site was previously occupied by a residential care home known as The Willows. It was built in the late 1970s and comprised a sixteen bedroom residential care home for people with dementia and ten flats to provide intermediate care and rehabilitation following an injury or illness (Use Class C2). In 2020 Reading Borough Council's closed the residential care home and moved the intermediate care/rehabilitation beds to another site in the Borough. The Willows was demolished in November 2022. The application site is currently vacant, with all buildings demolished and consists of overgrown scrubland and hardstanding.
- 2.3. The plan below shows the location of the site, with a dashed/lighter outline of the previous building.



3. The proposal

- 3.1. The application seeks permission for the erection of a building between one and four storeys which comprises a day centre to provide social care services (Use Class E(f)) and 42 one bedroom flats, which include 36 specialist units aimed at people over 55 (sheltered housing), and 6 units for general needs (Use Class C3). 30% of the housing is proposed to be affordable housing, with the intention for the entirety (42 units) to be

affordable. Although it is the intention of the applicant to provide 100% affordable housing, this proposal must be assessed on the 30% provision that is being proposed and can be secured through a legal agreement, and not what may happen in the future.

- 3.2. The day centre would comprise of numerous rooms which provide enough space to serve adults with Profound and Multiple Learning Disabilities. It would be located on the ground floor, and would have access to external space within the courtyard area.
- 3.3. Sixteen car parking spaces are proposed, with 10 available for the residential units and 6 for the day centre. Access would be from Hexham Road, into the car parking area on the northern side of the site. The existing access is at a single point, with the proposal changing this to an in-out access route onto Hexham Road.
- 3.4. The building would be four storeys where it faces onto Northumberland Avenue, dropping to one, two and three storeys towards Hexham Road and Bede Walk to the north and east. A courtyard area would be created in the centre of the site. The building would be set off from Northumberland Avenue, retaining trees and creating a green area.



- 3.5. The applicant has submitted the following documents for consideration:

- Planning Statement
- Archaeological Assessment
- Contaminated Land Statement
- Ecology Statement & BNG Report
- Flood Risk Assessment and Drainage Strategy
- Lighting Strategy
- Daylight/Sunlight Report
- Refuse and Waste Strategy
- Noise Impact Assessment
- Daylight/Sunlight Study
- 3D Visuals
- Energy Assessment

- Energy & Sustainability Report
- Design & Access Statement
- Utilities Statement
- Transport Assessment
- Arboricultural Impact Assessment
- Arboricultural Method Statement
- Existing and Proposed Drawings

4. Planning history

221019	Application to determine if prior approval is required for a proposed Demolition. The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) – Schedule 2, Part 11, Class B
	Approved 13/10/2022

5. Consultations

- 5.1. The following consultation responses were received from statutory and internal consultees:

RBC Transport

- 5.2. The Transport Strategy Team have requested some additional information regarding the visibility splays of the access. This will be discussed in the Update Report. The parking layout would also be acceptable. The number of parking spaces would be suitable. Cycle parking provision would be acceptable.

RBC Waste & Recycling

- 5.3. Further information was requested relating to the collection of waste and recycling, which was provided and would be secured by condition.

RBC Environmental Protection

- 5.4. Additional information relating to noise and air pollution was required and has been provided. A variety of conditions relating to noise, air quality, land contamination, bin storage, hours of construction and a CMS were suggested.

RBC Ecology

- 5.5. The risk of impacting on protected species is minimal. An appropriate mitigation strategy has been proposed and would be secured by condition.

RBC Natural Environment

- 5.6. A number of issues were raised relating to tree protection measures, phasing, off site planting, green roofs and utility installation. Amendments and additional information were requested and received, which satisfied the concerns. Several conditions relating to trees and landscaping were requested.

Public Consultation

- 5.7. 41 neighbouring properties on Hexham Road, Bede Walk and Northumberland Avenue were consulted by letter and four site notices were displayed at the application site.

5.8. One response was received and raised the below points:

- Loss of light to properties on the northern side of Hexham Road
- Increase in noise as a result of roosting birds on the flat roofs

6. Legal context

- 6.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) – among them the ‘presumption in favour of sustainable development’. However, the NPPF does not change the statutory status of the development plan as ‘the starting point for decision making (NPPF paragraph 12).
- 6.2. 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).
- 6.3. Accordingly, the latest NPPF and the following development plan policies and supplementary planning guidance are relevant:

National Policy – National Planning Policy Framework (NPPF) 2023

Section 2 - Achieving Sustainable Development
Section 4 - Decision Making
Section 5 - Delivering a sufficient supply of homes
Section 6 - Building a strong, competitive economy
Section 8 - Promoting healthy and safe communities
Section 9 - Promoting sustainable transport
Section 11 - Making Effective Use of Land
Section 12 - Achieving well-designed places
Section 14 - Meeting the challenge of climate change, flooding and coastal change

Reading Borough Local Plan 2019

Policies:

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
EN12: Biodiversity and the Green Network
EN14: Trees, Hedges and Woodland
EN16: Pollution and Water Resources
EN17: Noise Generating Equipment
EN18: Flooding and Drainage
H1: Provision of Housing
H2: Density and Mix
H3: Affordable Housing
H5: Standards for New Housing
H6: Accommodation for Vulnerable People
H10: Private and Communal Outdoor Space
OU1: New and Existing Community Facilities
TR1 Achieving the Transport Strategy
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging

Supplementary Planning Documents

Affordable Housing (2021)
Planning Obligations under S106 (April 2015)
Sustainable Design and Construction (Dec 2019)
Employment, Skills and Training (2013)
Parking Standards and Design (2011)

7. Appraisal

7.1. The main considerations are:

- Principle of Development
- Design, Character and Appearance of the Area
- Neighbour Amenity
- Future Residents Amenity
- Unit Mix and Affordable Housing
- Transport
- Ecology
- Sustainability
- Legal Agreement

Principle of Development

7.2. The NPPF and the Local Plan encourage the use of previously developed land where suitable opportunities exist. Local Plan Policy H6 seeks to make provision for an additional 253 residential care bedspaces for elderly people between 2013 and 2036, as well as providing other specialist accommodation for vulnerable people with additional needs, and should allow for occupants to live as independently as possible. It goes on to suggest that specialist accommodation should incorporate relevant community facilities or day care.

7.3. The previous use of the site was for a care facility. The proposals would retain this use, with some diversification and intensification. The proposed day care facility and specialist care residential properties on the site would meet a need for this type of provision, as identified in the Adult Social Care Asset Review and Capital Strategy 2021 (ASCARCS). The current location for this type of care is at Strathy Close, and is no longer fit for purpose, and so its relocation is important.

7.4. As well as being identified within the Local Plan Policy H6, the benefits of combining Adult Social Care day centres and specialist housing on the same site is also addressed in the ASCARCS. It identifies that:

“Developing new homes for older people alongside the provision of older persons day services provides an opportunity to provide a dynamic and exciting new model of delivery with a level of cross fertilisation of services that improves the wellbeing of customers of both services.” (Section 4.9)

7.5. The proposal would provide a combined day care and residential facility which would be in close proximity to the Whitley district centre, approximately 400m to the south. Local Plan Policy CC6 also encourages development to be accessible in its context. It would represent an appropriate use in an acceptable location, and is therefore considered acceptable.

Design, Character and Appearance of the Area

7.6. Policy CC7 (Design and the Public Realm) states that “all development must be of high design quality that maintains and enhances the character and appearance of the area”. The NPPF in paragraph 130 c) states that planning policies and decisions should ensure that developments “are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)”.

- 7.7. The site previously housed a two storey building which contained a care facility. The building was brick built, with a pitched roof. The proposal would extend to four storeys on the western side of the site closest to Northumberland Avenue, before stepping down to one, two and three storeys across the site. The building would have a flat roof, with regular fenestration and brick detailing.
- 7.8. The buildings to the north, west and east are primarily two storey terraced, semi-detached and detached properties. Generally the surrounding houses have pitched roofs and are a mixture of brick and tile hung on the front façades. To the south is a school, which has buildings between two and four storeys and of a significantly larger floorplate and scale. Further to the east there are three and four storey blocks of flats and maisonettes. Although the scale of the proposal would be larger than the immediate surroundings, given the corner plot, set backs and step-downs within the site, it is considered that the scale of the proposed building would be acceptable for the site. Furthermore, the main mass of the building would be screened by the existing mature trees along Northumberland Avenue.
- 7.9. When viewed from Northumberland Avenue, the four storey element of the building would be read in conjunction with the larger scale school buildings to the south, whilst the lower rise elements would relate well to the more residential scale to the north and east. The stepping up to the four storey height on Northumberland Avenue from the surrounding two storey buildings would provide visual interest and break up the mass of the building when viewed from the surrounding streets to the north and east.
- 7.10. The design would take inspiration from the brick patterns, scalloped tile patterning and recessed bays which are prevalent in the surrounding area. The proposals would represent a modern design which marries traditional features with a functional building which would relate well to the immediate area. The flat roof, whilst not a feature of the areas to the north, west and south, would relate to the larger, flat-roofed buildings to the south of the site, and would be an appropriate addition to the roofscape in this area.
- 7.11. The proposal would include a significant area of landscaping with mature trees on the western side of the site, facing onto Northumberland Avenue. There would also be a landscaped courtyard in the centre of the site. The landscaped surrounds would contribute to the layout and design of the scheme, providing breaks in the built form and an attractive frontage to the street scene.
- 7.12. The proposals are considered to comply with Local Plan Policy CC7 with regards design, scale and the impact on the character and appearance of the area.

Neighbour Amenity

- 7.13. Policy CC8 (Safeguarding Amenity) of the Reading Borough Local Plan states that development will not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties.
- 7.14. The site has residential properties to the north, east and west. The properties to the north and west are on the other sides of Hexham Road and Northumberland Avenue respectfully, and are between 27m and 43m from the proposed buildings. It is not considered that there would be any harm to these properties through loss of light, privacy or the increase in scale on the site.
- 7.15. There are two terraces of houses directly to the east of the site. The stepped nature of the proposals reduces any impact on the living conditions of the residents of these properties in terms of overshadowing. Shadowing models have been presented which show that given the orientation, scale and design of the proposals, there would be no adverse impact as a result of overshadowing. A Daylight/Sunlight report has also been submitted, which demonstrates to officers' satisfaction that there would be no unacceptable impact on neighbour's living conditions.
- 7.16. The proposals would have some windows and walkways which face towards the gardens of the properties to the east, but there would be no window-to-window overlooking due to the orientation of the proposal and the neighbouring properties. Given the 12m gap

between the nearest proposed window and the site boundary, combined with the use of obscure glazing and screening, there would be no loss of privacy as a result of the proposal.

- 7.17. The three storey element of the proposal would step beyond the rear elevation of number 8 Hexham Road, but given the set off of 7m, it is not considered that there would be any resultant harm through the creation of a sense of enclosure or overbearing presence.
- 7.18. Overall, the proposals would ensure that there would be no harm to neighbour's living conditions, in accordance with Local Plan Policy CC8.

Future Residents' Amenity

- 7.19. Local Plan Policy H5 (Standards for New Housing) states that new build housing will need to comply with the nationally prescribed space standards. Policy H10 (Private and Communal Outdoor Space) requires dwellings to be provide with functional private or communal open space where possible. Local Plan Policy CC8 (Safeguarding Amenity) requires that homes should also have adequate natural light, outlook and privacy.
- 7.20. The proposals would provide 42 flats which would meet the floorspace standards. Some of the units would also benefit from private external amenity space, and there is a significant amount of communal space in the courtyard and as a roof terrace.
- 7.21. The courtyard would ensure window-to-window distances between properties of 22.5m, which is acceptable in terms of privacy and overlooking.
- 7.22. Overall, officers consider that the proposal would provide suitable future living conditions for residents and is therefore considered to comply with the Local Plan policies above.

Unit Mix and Affordable Housing

- 7.23. Local Plan Policy H2 states that wherever possible, residential development should contribute towards meeting the needs for the mix of housing set out in figure 4.6 of the Local Plan, in particular for family homes.
- 7.24. The proposal would provide 42 one bedroom, two person units. Although this does not meet the requirements of Policy H2 in terms of housing mix, the proposal is providing specialist housing which meets an identified need for this type and size of unit within the Borough. The units would be used by individuals or couples who have learning disabilities rather than general market or affordable housing, and so a wider mix of unit sizes is not considered to be required in this instance. Given this, the unit mix is considered acceptable.
- 7.25. Local Plan Policy H3 requires development to make an appropriate contribution towards affordable housing to meet the needs of Reading Borough. For a development of this size, 30% of the total dwellings are required to be provided as affordable housing.
- 7.26. The proposal would provide 30% affordable housing, with the intention for this to rise to 100%. The proposal should be assessed on the basis that 30% of the units would be Affordable, rather than the intentions of the developer. All affordable units would be at Reading Affordable Rent levels. The proposals would provide a policy compliant level of Affordable Housing, and therefore is acceptable in terms of Policy H3.

Transport

- 7.27. Policy TR1 of the Local Plan requires developments to promote and improve sustainable transport. Policy TR3 states that consideration will be given to the effect of a new development on safety, congestion and the environment. Proposals should provide acceptable access to the site and ensure that there would not be a detrimental impact on the functioning and safety of the transport network.

- 7.28. The site is located within the Zone 2, primary core area but on the periphery of the central core area which lies at the heart of Reading Borough, consisting primarily of retail and commercial office developments with good transport hubs.
- 7.29. The site would provide 10 car parking spaces for the residential units and 6 for the day centre. An assessment of the car parking data provided shows that this level of provision would be acceptable given the nature of the use and the location of the development.
- 7.30. The access as proposed would be acceptable in principle and would not result in any harm to highway safety or the free movement of vehicles and pedestrians. Visibility splays to confirm this are required, and will be commented on in the Update Report.
- 7.31. The proposal would include 21 cycle parking spaces serving the residential use and the day centre in an appropriate location, which is considered to be acceptable.
- 7.32. Servicing, waste and recycling storage would be appropriately located.
- 7.33. Overall, the proposals would represent an appropriate development in transport terms, and it would comply with the Local Plan.

Ecology

- 7.34. Policy EN12 seeks to protect existing green space, ensure that there would be no net loss of biodiversity, and where possible to demonstrate that there is a net gain for biodiversity.
- 7.35. The proposal is accompanied by an ecological survey which demonstrates that there would be no impact on existing species at the site. Swift boxes and a hedgehog refuge are proposed to be included. Conditions are recommended to ensure that the proposals would provide landscaping details, the installation of swift bricks and details of green roofs to ensure adequate biodiversity net gain on site.

Sustainability

- 7.36. Local Plan Policy H5 'Standards for New Housing' seeks that all new-build housing is built to high design standards. In particular, new housing should adhere to, water efficiency standards in excess of the Building Regulations, zero carbon homes standards (for major schemes), and provide at least 5% of dwellings as wheelchair user units. Policy CC2 (Sustainable Design and Construction) and Policy CC3 (Adaption to Climate Change) seeks that development proposals incorporate measures which take account of climate change.
- 7.37. An energy and sustainability statement was submitted as part of the application. This demonstrates that the proposal would meet zero carbon targets, and be a 'Passivhaus' design through higher fabric standards and the low carbon and renewable energy systems, namely photovoltaic panels and air source heat pumps.
- 7.38. Policy EN18 requires all major developments to incorporate Sustainable Urban Drainage Systems (SUDS) with runoff rates aiming to reflect greenfield conditions and, in any case, must be no greater than the existing conditions of the site. The applicant has submitted a Surface Water Drainage Strategy which demonstrates that the proposed drainage rate would be a reduction when compared against the Brownfield runoff rate and provides a pipes' network to the attenuation tank. As such, the proposal complies with Policy EN18 and is considered acceptable subject to the conditions recommended above.

Legal Agreement

- 7.39. The overarching infrastructure Policy CC9 (Securing Infrastructure) allows for necessary contributions to be secured to ensure that the impacts of a scheme are properly mitigated. The following obligations would be sought and as set out in the recommendation above:
- To secure affordable housing on site consisting of fourteen units (30% provision) on site, to be 14 one bedroom units of Reading Affordable Rent. Reading Affordable Rent (RAR) tenure would be capped at 70% of market rent as per published RAR levels.

- Employment, Skills and Training and Construction financial contribution of £10,577.50, or a ESTC Plan.
- Applicant to enter into a S278 agreement in relation to the reconfiguration of the vehicular access on to Hexham Road, including closures of existing vehicular access points as may be required.

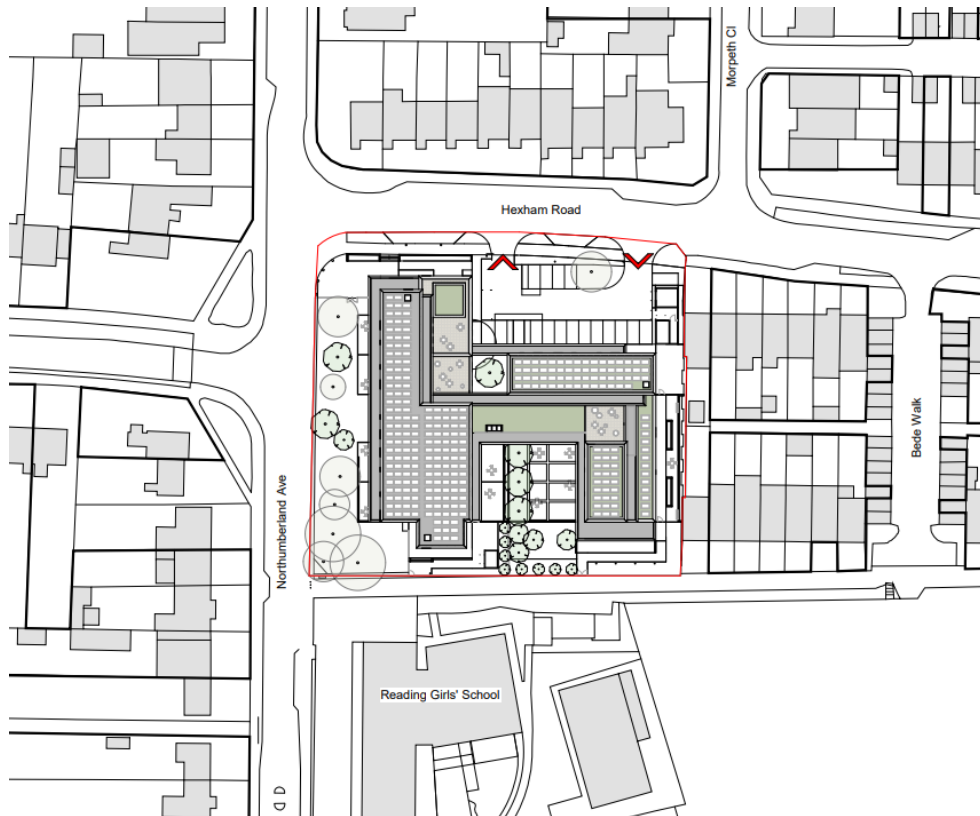
8. Equality implications

- 8.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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. 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. Furthermore, the proposal would be a positive addition to Reading in terms of its use and the complementary nature of the uses.

9. Conclusion & planning balance

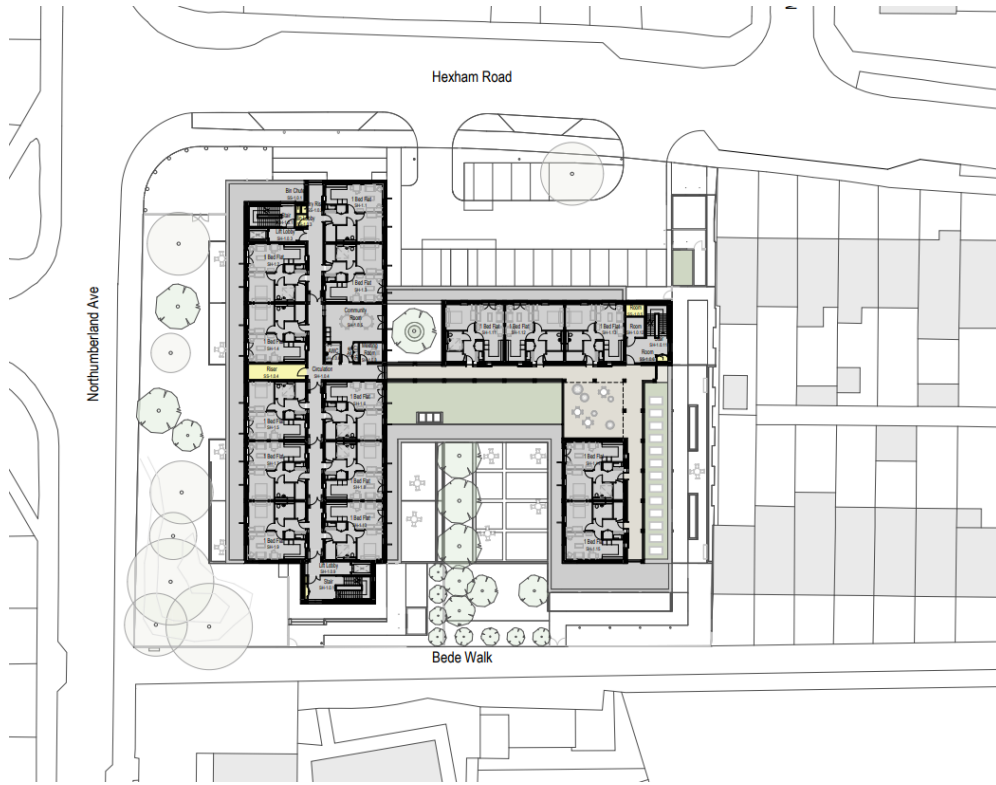
- 9.1 As with all applications considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 9.2 Officers consider that the benefits of the scheme in providing housing, affordable housing, redeveloping an underused brownfield site and providing a sustainable development would be sufficient to recommend the proposals for approval.
- 9.3 It is considered that officers have applied a suitable planning balance when reaching this conclusion. As such, this application is recommended for Approval.

Appendix – Selected Plans

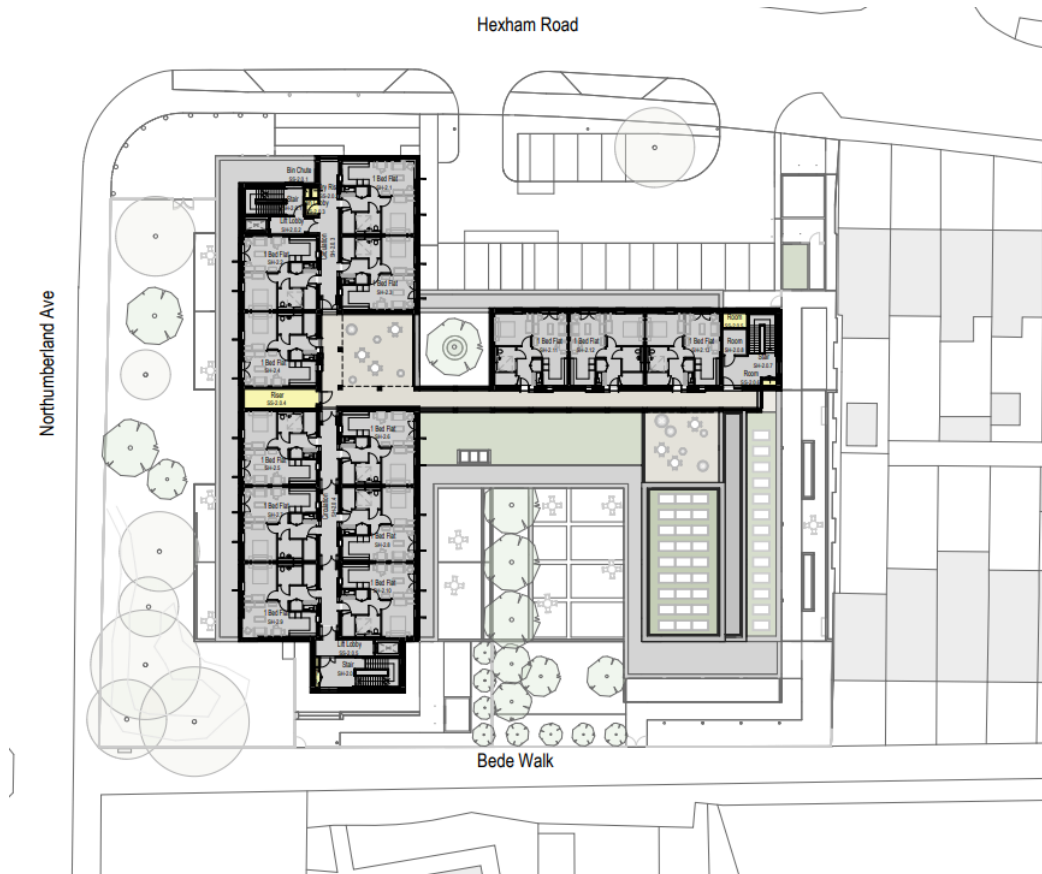


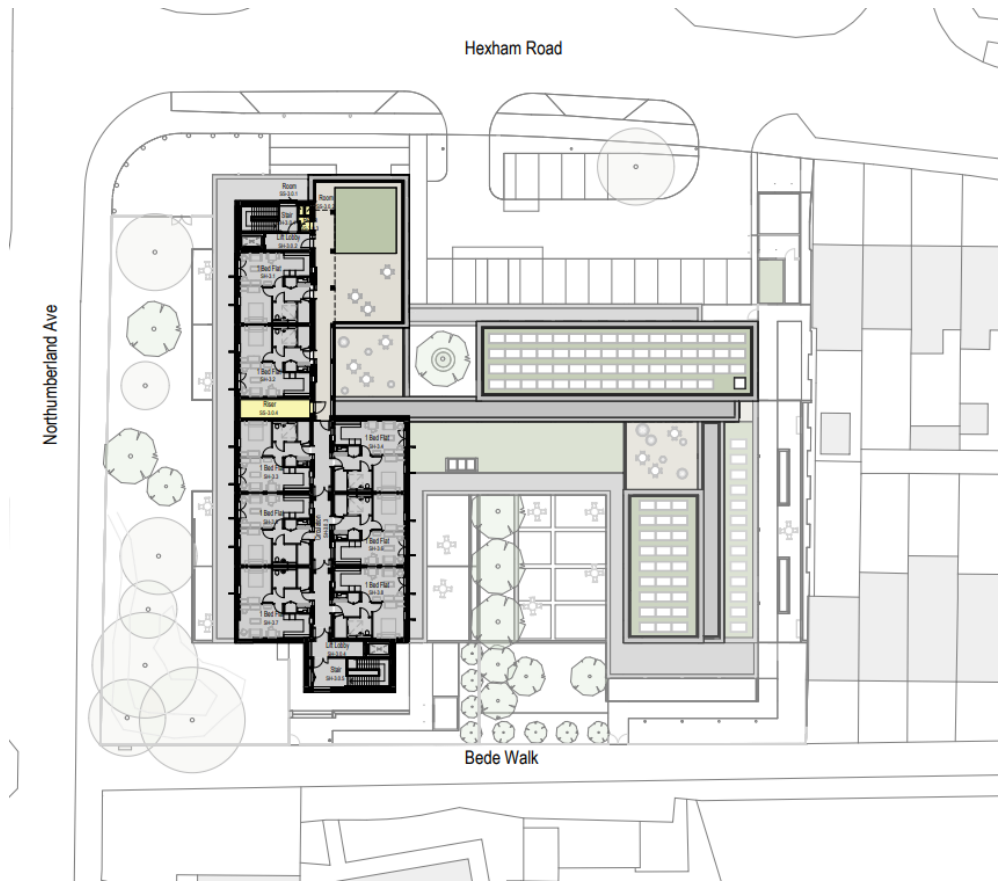
Proposed Block Plan (above), Proposed Ground Floor Plan (below)





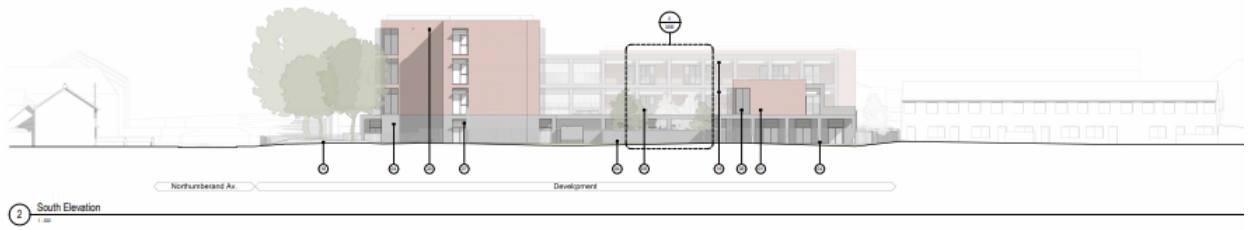
Proposed First Floor Plan (Above), Second Floor Plan (Below)





Proposed Third Floor Plan (Above)
 Proposed West and North Elevations (Below)





Proposed East and South Elevations

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01 November 2023



Reading

Borough Council

Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Thames
Planning Application Reference:	231130/FUL
Site Address:	Kings Meadow, Napier Road, Reading
Proposed Development	Temporary change of use for up to 45 days in the calendar year, to change from class D2 to Christmas Party Events and Sporting Activities at Kings Meadow, with the site being restored to its former condition on or before 14:00hrs on 31/12/2023
Applicant	Eventist Group t/a Best Parties Ever
Report author	David Brett
Deadline:	08/12/2023
Recommendations	Grant planning permission, subject to conditions as follows
Conditions	<ol style="list-style-type: none"> 1. Temporary Planning Permission 2. Approved Plans 3. In accordance with Traffic Management Plan 4. In accordance with Flood Management Plan 5. All walls or fencing constructed within or around the site shall be designed to be permeable to flood water. 6. Deliveries, collection of empty bottles, emptying of on-site portable toilets, construction and deconstruction of temporary structures, and similar noisy activities shall not be carried out between the hours of 2000 and 0800. 7. The noise emitted from the generator shall not cause an increase of the existing background noise level (determined to be 45 dB LA90, 15 minute) by more than 0 dB. An acoustic assessment to demonstrate that that this level has been met shall be submitted upon the request of the local planning authority. The noise levels shall be determined at the nearest noise sensitive premises and measurements and assessment made according to BS4142:2014. 8. Parties shall cease in sufficient time for all patrons and staff to have left the site by 0200 hrs and no further activity to take place between 0200hrs and 0800hrs. 9. In accordance with submitted noise assessment and noise mitigation measures 10. No less than five percent of the parking spaces within the Kings Meadow car park shall be made available at all times for disabled users of the site 11. No other temporary use permitted

Informatives	<ol style="list-style-type: none"> 1. Positive and Proactive 2. Compliance with Approved Details 3. Recommended Setup for Future Events
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1. Executive summary

- 1.1. The proposal is recommended for approval subject to conditions as outlined above.
- 1.2. It is recognised that the development does not contribute positively to The Thames Valley Major Landscape Feature, however, the development is temporary with the site to be restored to its original state on or before 14:00hrs on 31/12/2023.
- 1.3. Policy CR4 of the Reading Borough Local Plan 2019 states that innovative solutions to leisure provision will be encouraged, particularly those that make best of use of available site area. The Policy goes on to describe the River Thames as a prime location for new or improved tourist attractions, and as such, this area is suitable for informal recreation and sporting uses and associated small-scale development.

2. Introduction and site description

- 2.1. The application is being considered at Planning Applications Committee by virtue of the site area falling within the 'Major' applications category.
- 2.2. The application site is located approximately 20 metres north of Napier Road and forms part of Kings Meadow. The site lies approximately 60 metres south of the River Thames and is located within and close to the northern edge of the Reading Central Area. The site is identified as an important area of public open space within Policy EN7Cd and a Major Landscape Feature as defined in Policy EN13 of the Reading Borough Local Plan. The site is located immediately to the north of the Kings Meadow car park. It is located within the Thames flood plain.
- 2.3. The context of the site comprises commercial business units and the railway line to the south, residential properties on Kings Meadow Road to the west, blocks of residential flats on Napier Road to the east (Luscinia View) and houses at Caversham Lock to the north.
- 2.4. Location Plan:



3. The proposal

- 3.1. Schedule 2, Part 4, Class B of the Town and Country Planning (General Permitted Development) Order 2015 allows for the temporary use of land for any purpose for not

more than 28 days in any Calendar year and for the provision on that land of any moveable structures for the purposes of the permitted use. Any days over and above those 28 days permitted in that calendar year require planning permission.

- 3.2. Kings Meadow is the site for other temporary uses and is owned by Reading Borough Council. The proposal seeks to extend the current 28 days allowed for a temporary use of the site for up to and maximum additional 45 days within the year 2023 for mixed leisure and entertainment use to include kitchen facilities, an eating and dancing area, a reception area and a dodgem tent contained within a marquee. The events would comprise seated Christmas dinners followed by dancing and entertainment.
- 3.3. A total of 12 parties are proposed within the 45-day period applied for. The capacity is for a maximum of 900 guests and each party will be held between 18:45hrs and 01:00hrs. The first party of this year is to be held on Friday 1st December 2023 with the last on Saturday 16th December 2023.
- 3.4. The proposed size of the main marquee is 60m by 24m. This would be surrounded by a number of smaller tents to provide ancillary facilities. The largest tent would have a maximum height above ground level of 8 metres.
- 3.5. The main pedestrian entrance and exit to the marquee structure would be from Kings Meadow Car Park. The Traffic Management Plan states that it is intended that around half the Kings Meadow car park would be used as a taxi-rank, drop off area with the other half providing 40 spaces for visitors. Once this is full, the Hills Meadow Car Park would be used as an overflow. The Traffic Management Plan also states that marshals will be permanently stationed on the roadside to ensure the Traffic Management Plan is adhered to, which includes management of coaches picking up and dropping off visitors to the site.
- 3.6. The following plans have been received (double strikethrough denotes superseded documents):

- ~~• Reading Block Plan – ENT-UK-001 Revision R9~~
- ~~• Reading Google Overlay – ENT-UK-001 Revision R8~~
- ~~• Reading – ENT-UK-001 Revision R4 (*Proposed Site Plan and Floor Plan*)~~
- 24m Premier Structure Gable End Elevation – TD-PS-GE-24m

Received on 09/08/2023

- Reading Google Overlay – ENT-UK-001 Revision R5 (*Location Plan*)
- Reading Google Overlay – ENT-UK-001 Revision R6 (*Proposed Site Plan*)
- Reading – ENT-UK-001 Revision R6 (*Proposed Floor Plan*)

Received on 24/08/2023

- Sound Management Plan

Received on 05/09/2023

- Event Safety & Management Plan

Received on 08/09/2023

4. Planning history

4.1. Application History of Proposal Site

221544/FUL - Temporary Change of Use for up to 45 days in a calendar year, to Change from Class F2 (Local Community Uses) to Christmas Party Events at Kings Meadow, with the site being restored to its former condition at, or before 14:00hrs on 31st December 2022 – Application Permitted on 09/12/2022

211725/FUL - Temporary Change of Use for up to 45 days in a calendar year, to Change from Class F2 (Local Community Uses) to Christmas Party Events at Kings Meadow, with the site being restored to its former condition at, or before 14:00hrs on 31st December 2021 – Application Permitted on 02/12/2021

191209/FUL - Temporary Change of Use for up to 45 days in a calendar year, to Change from Class D2 Assembly & Leisure to Christmas Party Events and Sporting Activities at Kings Meadow, with the site being restored to its former condition at, or before 14:00hrs on 31st December 2019 – Application Permitted on 10/10/2019

181276/FUL - Temporary Change of the use for up to 45 days in a calendar year, to change from Class D2 Assembly & Leisure to Christmas Party Events at Kings Meadow, with the site being restored to its former conditions at, or before 2.00pm on the 31st December 2018 – Application Permitted on 16/11/2018

171445/FUL - Temporary Change of use for up to 45 days in a Calendar year, to change from Class D2 Assembly & Leisure to Christmas Party Events at Kings Meadow, with the site being restored to its former conditions at, or before 16.00 on the 31st December 2017. – Application Permitted on 10/11/2017

161558/FUL - Temporary change of use for up to 40 days in a calendar year, from Class D2 Assembly & Leisure to Christmas Party Events at Kings Meadow. – Application Permitted on 14/12/2016

04/01138/REG3 – Temporary change of use for up to 19 days in the calendar year 2004 (in addition to the 28 days permitted by the Town and Country Planning General Permitted Development Order 1995) – from class D2 assembly and leisure to Christmas Party Events – Application Permitted on 17/11/2004.

5. Consultations

5.1. The following consultation responses were received:

RBC, Transport Development Control

5.2. The submitted traffic management plan has been reviewed and it has been confirmed that it is acceptable and in line with previous years therefore there are no objections to the proposal.

RBC, Ecology

5.3. The application site comprises amenity grassland, likely to be of limited ecological value. Because of the temporary nature of the proposals, they are unlikely to affect protected species or priority habitats and there are no objections to this application on ecology grounds.

RBC, Environmental Protection

5.4. I have reviewed the noise management plan and consider that the measures contained within it should be sufficient to ensure adequate control of noise disturbance during the event. I note that complaints were received from occupants of Thames Tower last year. Should this occur again then this will be followed up under the requirements of the noise management plan and premises licence.

5.5. I recommend a condition requiring the site to operate in accordance with the submitted noise management plan.

RBC, Licensing

5.6. All the conditions to the Premises Licence still apply. There have been no variations to the licence from last year's event. The Premises Licence will continue indefinitely unless surrendered or revoked.

RBC, Natural Environment

5.7. Given this is an annual application with no previous issues advised, no objections.

Environment Agency

5.8. No response received.

Public/local consultation and comments received:

5.9. Three site notices were displayed at the application site for a period of 21 days.

5.10. No public responses have been received to the application.

6. Legal context

6.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

6.2. 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).

6.3. Accordingly, the latest NPPF and the following development plan policies and supplementary planning guidance are relevant:

Reading Borough Local Plan 2019

Policies:

CC1 Presumption in Favour of Sustainable Development

CC6 Accessibility and the Intensity of Development

CC7 Design and the Public Realm

CC8 Safeguarding Amenity

TR1 Achieving the Transport Strategy

TR3 Access, Traffic and Highway-Related Matters

TR5 Car and Cycle Parking and Electric Vehicle Charging

RL2 Scale and Location of Retail, Leisure and Culture Development

EN7 Local Green Space and Public Open Space

EN8 Undesignated Open Space

EN12 Biodiversity and the Green Network

EN13 Major Landscape Features and Areas of Outstanding Natural Beauty

EN14 Trees, Hedges and Woodland

EN15 Air Quality

EN16 Pollution and Water Resources

EN17 Noise Generating Equipment

EN18 Flooding and Drainage

CR3 Public Realm in Central Reading

CR4 Leisure, Culture and Tourism in Central Reading

7. Appraisal

7.1. The main considerations are:

- Open Space
- Noise and Disturbance
- Transport
- Flooding
- Natural Environment & Ecology

Open Space

- 7.2. As in previous years, this proposal seeks to provide festive party events on a commercial basis over a temporary period on a site identified on the Local Plan Proposals Map as an Important Area of Open Space as defined in Policy EN7Cd. It is also a Major Landscape feature as outlined in Policy EN13. Policies EN7, EN8, CR3 of the Local Plan 2019 similarly seek to resist proposals that would result in the loss of such areas or jeopardise their enjoyment by the public.
- 7.3. Kings Meadow is located within Central Reading, the prime focus of which is for major leisure, cultural and tourism development. One of the assessment criteria for proposals within Central Reading under Policy CR3 of the Local Plan 2019 is for development to make imaginative uses of open space and the public realm, which contribute to the offer of the centre. The temporary development at Kings Meadow is considered to make effective use of the site in providing a seasonal leisure event, expanding the offer of Central Reading.
- 7.4. The development is also subject to Policy CR4 of the Local Plan 2019, which states that innovative solutions to leisure provision will be encouraged, particularly those that make best use of available (often limited site area). The Policy goes on to describe the River Thames as a prime location for new or improved tourist attractions, and as such, this area is suitable for informal recreation and sporting uses and associated small-scale development. The proposed development is therefore considered in line with Policy CR4, bringing a temporary, seasonal leisure attraction to the town centre.
- 7.5. It is considered that the proposal would not reduce the overall public amenity provided by Kings Meadow to any significant extent as the application site is towards the edge and majority of the space and public footpaths would be unaffected. However, it is considered that the proposed marquee would detract from the visual appearance and open character of the surrounding area and would therefore conflict with policies EN7 and EN8.
- 7.6. Mitigating factors are the temporary nature of the use and the fact that it would be for a leisure purpose. Furthermore, the proposal would occupy only a small proportion of the open space and for a relatively short period over and above the 28 days that are already 'Permitted Development'.
- 7.7. On this basis, the proposal is considered to be acceptable in this instance. A condition is recommended to ensure that the use has ceased, and all structures removed by 2pm on 31st December 2023, to ensure the open space is restored as soon as possible after the series of events has ended.

Noise and Disturbance

- 7.8. The nearest residential properties to the site are approximately 50 metres to the west along Kings Meadow Road and Napier Road. Policy EN16 (Pollution and Water Resources) states that 'Development will only be permitted where it would not be damaging to the environment through air, land, noise, or light pollution.'
- 7.9. Events held on the site that take advantage of the permitted 28 days under the General Permitted Development Order do not come under the control of the Local Planning Authority in terms of the hours of use or intensity of activities on site and any associated noise or disturbance (although these can be controlled separately under the Licensing

Act or Environmental Protection Act). Access to the site is required over a period greater than 28 days for the event so that the event can be setup and taken down.

- 7.10. The event has been granted a Premises Licence which restricts the event to 12 party nights within a 28-day period. As per the response to this planning application from the Licensing Team; the Premises Licence will continue indefinitely unless surrendered or revoked, and it has been confirmed that the conditions of the Premises Licence have not been varied since last year's event. The activities proposed under the current application during the additional days can be controlled by conditions to secure acceptable maximum noise levels and hours of operation. A compliance condition regarding amplified sound and music from the event is restricted. Additional music noise controls can be secured through licensing and environmental protection measures.
- 7.11. It has been raised within the response to this planning application from the Environmental Protection Team that noise complaints were raised last year from occupants of Thames Quarter. The Noise Management Plan submitted for this application identifies Thames Quarter as being a site that would be most impacted by the event in terms of noise. The document also sets out monitoring and reporting procedures for the noise complaints, whereby the Event Management Team for the event will seek to resolve any issues raised before referral to the Environmental Protection Team.
- 7.12. Conditions to control permitted hours for deliveries, emptying of on-site toilets, construction or dismantling of structures and other noisy activities (not to take place between 2000 and 0800 hours), limiting the maximum noise of the generators and the end time of the parties (all visitors and staff to have left the site by 0200 hours) which have been used to control previous years' events.
- 7.13. These measures are considered to be necessary to ensure that noise levels are kept to a reasonable level, particularly as these events take place in the evening/night. The proposals themselves do not differ significantly from those approved in previous years. It should also be noted that the scale of the event is being slightly reduced from previous years, with a maximum of 940 guests per party in 2022, and a maximum of 900 guests per party for this year's event.
- 7.14. Subject to conditions, the proposed event is considered in accordance with Policies CC8 and EN16 of the Local Plan 2019.

Transport

- 7.15. Policy TR1 seeks to ensure an adequate level of accessibility and safety by all modes of transport and there is a commitment to implement measures to improve sustainable transport facilities. The applicant again intends to provide parking within the existing Kings Meadow car park and in previous years has agreed that at least five percent of these spaces will be for use by persons with disabilities. It is recommended that this disabled parking provision should again be secured by condition.
- 7.16. The site is close to major public transport facilities that would help serve the events proposed and a Traffic Management Plan has been submitted with the application. The Transports Management Plan contains the same procedures that were in place for the event in previous years. Reading Borough Council Transport Officers has confirmed that there is no objection to the principle of the proposal, subject to the proposal being carried out in accordance with the submitted Traffic Management Plan.
- 7.17. This planning application does not include a proposal for signage on the public highway. However, if agreed with RBC Highways Department, temporary signs could be erected without the need for Advertisement Consent under Class G, Schedule 1 of The Town and Country Planning (Control of Advertisements) (England) Regulations 2007.
- 7.18. It is considered that the proposals would be acceptable from a transport and highway safety perspective given previous applications for this development, in accordance with Policy TR1 of the Local Plan 2019.

Flooding

- 7.19. The site is located in Flood Zone 3b. Policy EN18 (Flooding and Drainage) state that planning permission will not be granted for development in an area identified as being at high risk of flooding, where development would reduce the capacity of the flood plain to store floodwater, impede the flow of floodwater or in any way increase the risks to life and property arising from flooding.
- 7.20. The NPPF and NPPG emphasise the importance of properly assessing flood risk at all stages of the planning and development process, avoiding inappropriate development in areas at risk of flooding and indicates the increased weight that the Government wishes to be given to this issue. Local Authorities are advised to adopt a risk-based approach to proposals for development in, or affecting, areas at risk from flooding.
- 7.21. Acceptable uses within Zone 3b are limited to those of water compatibility and essential infrastructure. Whilst the Environment Agency have not provided a comment on the proposal to date, previously they have raised no objection to the proposal on flooding grounds due to the temporary nature of the application, subject to a condition being imposed requiring fences and walls to be permeable to flood water and to restrict raising of ground levels within the site.
- 7.22. It is considered reasonable to impose a condition with regard to the fencing, however raising or lowering of ground levels would constitute an Engineering Operation requiring Planning Permission and no such permission is sought. It is therefore considered unnecessary to include a condition controlling this. The submitted flood risk management plan is considered to be in accordance with EA advice and is the same as approved in previous years.
- 7.23. On this basis it is considered that the proposal would not result in an unacceptable increase in flood risk and is consistent with previous approvals, the proposal, at the time of writing, is considered in accordance with Policy EN18 and national policy within the NPPF.

Natural Environment & Ecology

- 7.24. The event is to take place on amenity grassland, which has held similar events in the past and is therefore likely to provide limited ecological value. Due to the temporary nature of the event, protected species and priority habitats are unlikely to be affected. Previous years have shown that the grassland has been able to recover following the event. The development would also not harm nearby trees within Kings Meadow. The proposal is therefore considered in accordance with Policies EN12 and EN14 of the Local Plan 2019.

8. Equality implications

- 8.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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. 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.

9. Conclusion & planning balance

- 9.1 As with all applications considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material

considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.

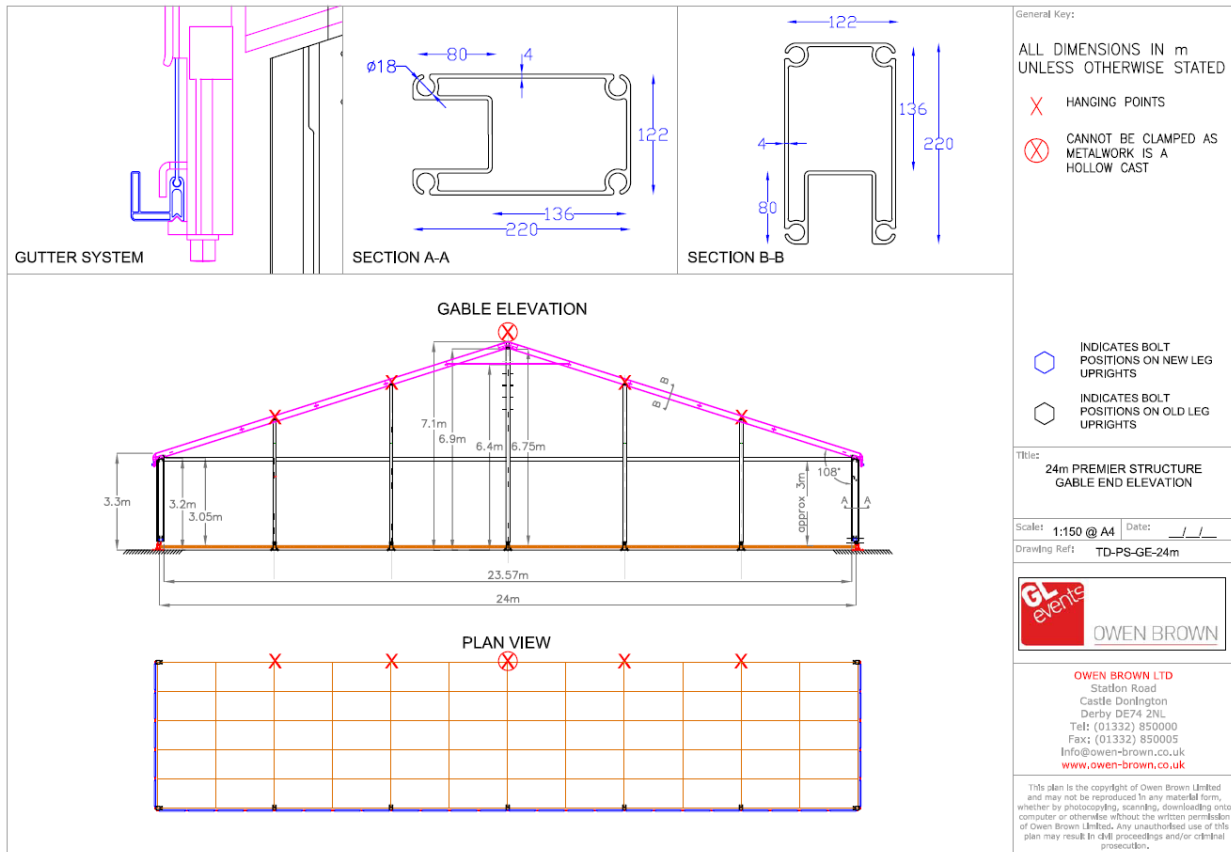
- 9.2 Any harmful impacts of the proposed development are required to be weighed against the benefits in the context of national and local planning policies, as detailed in the appraisal above. Having gone through this process officers consider that the short-term harm to the appearance of The Thames Valley Major Landscape Feature is outweighed by the economic benefit of the event and the fact that the site will be returned to its original state after 31st December 2023.
- 9.3 It is considered that officers have applied a suitable planning balance when reaching this conclusion. As such, this application is recommended for approval subject to conditions as outlined above.

Plans & Appendices

Location Plan



Marquee Elevations



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