

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

Direct  : 0118 9372303

24 September 2024

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

**NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 2 OCTOBER 2024**

A meeting of the Planning Applications Committee will be held on Wednesday, 2 October 2024 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		15 - 18
5. PLANNING APPEALS	Information		19 - 22

**PLANNING APPLICATIONS TO BE CONSIDERED**

6.	24/1025 - 99 HARTLAND ROAD	Decision	CHURCH	23 - 38
Proposal:	Two storey side extension, single storey rear extension and renovation of existing dwelling to create an accessible house.			
Recommendation:	Grant subject to conditions			
7.	23/0826 - ROSE KILN COURT, ROSE KILN LANE	Decision	COLEY	39 - 86

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

Proposal: Demolition of the existing Class E(g)(i) (Office) building and the construction of three buildings for Class E(g)(iii) (Light Industrial)/ Class B2 (General Industrial) / Class B8 (Storage and Distribution) uses, including the provision of a new substation, parking, landscaping, and associated works.

Recommendation: Grant subject to S106

8. 23/1733 - 7 HAWTHORNE ROAD, Decision EMMER GREEN 87 - 96 CAVERSHAM

Proposal: Proposed replacement dwellings comprising a pair of semi-detached 2 storey 3 bedroom houses with rooms in loft space.

Recommendation: Grant subject to S106

9. 22/1364 - CENTRAL CLUB, 36-42 Decision KATESGROVE 97 - 124 LONDON STREET

Proposal: Demolition of existing building(mural wall to be retained and restored), construction of new building to accommodate a community hall (Use Class F2) and 17 no. residential flats (Use Class C3), with associated works and landscaping.

Recommendation: Grant subject to S106

10. 24/0868 - READING CEMETERY Decision PARK 125 - 130 ARCH, LONDON ROAD

Proposal: Structural and fabric improvement following a Structural Engineer's survey and following recent damage.

Recommendation: Grant subject to conditions

11. 24/0898 - HILLS MEADOW CAR Decision THAMES 131 - 140 PARK, GEORGE STREET, CAVERSHAM

Proposal: 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 12 October 2024 and not to extend beyond 19 January 2025 for a period of 1 year.

Recommendation: Grant subject to conditions

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# Agenda Annex

## GUIDE TO PLANNING APPLICATIONS

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.

**Apart-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

# Agenda Item 1

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 SEPTEMBER 2024

**Present:** Councillor Gavin (Chair);  
Councillors Davies (Vice-Chair), Cresswell, Ennis, Hornsby-Smith, Leng, Lovelock, Moore, Tarar and Yeo

**Apologies:** Councillors Goss and Rowland

### RESOLVED ITEMS

#### 30. MINUTES

The Minutes of the meeting held on 24 July 2024 were agreed as a correct record and signed by the Chair.

#### 31. 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 no additional site visits be arranged.

#### 32. 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.

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 three appeals decided since the last Committee. Appendix 3 to the report set out a report on the following appeal decisions:

#### **ENFORCEMENT NOTICE APPEALS – 20A NORCOT ROAD, TILEHURST**

Appeal A No.s: APP/E0345/C/24/3338517 & APP/E0345/C/24/3338518

Appeal B No.s: APP/E0345/C/24/3338521 & APP/E0345/C/24/3338522

Public Inquiry.

Both appeals dismissed and enforcement notices upheld (with correction).

**Resolved –**

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

(3) That the report on the appeal decisions in Appendix 3 be noted.

**33. 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 five prior approval applications received, and Table 2 had no applications for prior approval decided, between 12 July and 23 August 2024.

It was proposed at the meeting that, instead of having a report on applications for prior approval to every meeting, officers produce an update report for the Committee on a quarterly basis in future.

**Resolved –**

- (1) That the report be noted;
- (2) That in future the Committee receive a quarterly update report on applications for prior approval.

**34. CONSULTATION ON PROPOSED REFORMS TO THE NATIONAL PLANNING POLICY FRAMEWORK AND OTHER CHANGES TO THE PLANNING SYSTEM**

The Committee considered a report on a consultation that had been published on 30 July 2024 by the Government on changes to the National Planning Policy Framework, and which also dealt with some other proposed changes to the planning system.

The areas covered in the consultation included:

- Planning for the homes we need
- Brownfield land
- Delivering affordable, well-designed homes and places
- Building infrastructure to grow the economy
- Delivering community needs
- Supporting green energy and the environment
- Changes to planning application fees
- The future of planning policy and plan making
- Other matters

The consultation paper sought responses to 106 questions, which were set out in Appendix 1, with a deadline for responses of 24 September 2024. The report provided initial officer comments concentrated on the proposals most pertinent to Reading but stated that, due to the length of the consultation and its arrival during periods of leave, officers had not had time to draft responses to the consultation questions in full.

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 SEPTEMBER 2024

The report therefore sought agreement for officers to agree full responses with the Lead Councillor for Planning and Assets and the Chair of Planning Applications Committee before submission by the consultation deadline.

### **Resolved –**

- (1) That, subject to (2) below, the Assistant Director of Planning, Transport and Public Protection Services be authorised to prepare full responses to the consultation for submission by the deadline, in consultation with the Lead Councillor for Planning and Assets and the Chair of the Planning Applications Committee;
- (2) That the draft responses be circulated to all members of the Planning Applications Committee and the Group Leaders for them to feed in comments to the Assistant Director of Planning, Transport and Public Protection Services before finalisation of the responses.

### **35. PL/22/0933/FUL - 35-39 FRIAR STREET**

Demolition of existing buildings and installation of basement and erection of part 7, part 11 storey mixed use building comprising 103 upper floor residential units (Class C3) and Class E uses at part basement, part ground floor level plus landscaping and other works (amended description).

The Committee considered a report on the above application. An update report was tabled at the meeting giving details of an additional public consultation response.

Comments and objections were received and considered.

Ward Councillor Karen Rowland attended the meeting virtually and addressed the Committee on this application.

### **Resolved –**

- (1) That the Assistant Director of Planning, Transport and Public Protection Services be authorised to grant planning permission for application PL/22/0933/FUL, subject to the completion of a Section 106 legal agreement by 27 September 2024 (unless a later date be agreed by the Assistant Director of Planning, Transport and Public Protection Services) to secure the Heads of Terms set out in the original report;
- (2) That the Assistant Director of Planning, Transport and Public Protection Services be authorised to make such minor changes to the conditions, Heads of Terms and details of the legal agreement as may reasonably be required to issue the permission;

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 SEPTEMBER 2024

- (3) That, in the event of the requirements set out not being met, the Assistant Director of Planning, Transport and Public Protection Services be authorised to refuse permission;
- (4) That planning permission be subject to the conditions and informatives as recommended in the original report, with an additional condition requiring all occupiers to have access to both the first and seventh floor external terraces in perpetuity.

36.

### **PL/24/0916/APC - CIVIC OFFICES, BRIDGE STREET**

Application for Approval of Details Reserved by Condition 7 (Disabled Parking) of application 231495.

The Committee considered a report on the above application. An update report was tabled at the meeting providing additional information about disabled parking, including an amended layout plan, and confirmation that the Transport team did not object to the proposal. The recommendation and Condition 7 had been updated accordingly.

Comments were received and considered.

**Resolved –**

That the details reserved by Condition 7 (Disabled Parking) of application 231495 be approved as recommended in the update report.

37.

### **PL/24/0729/FUL - 288-290 OXFORD ROAD**

Change of use of existing 2x2 bed, first floor flats into a 5 bedroom, 5 person Class C4 HMO.

The Committee considered a report on the above application.

Comments were received and considered.

**Resolved –**

- (1) That the planning permission for application PL/24/0729/FUL be granted, subject to the conditions and informatives recommended in the report, with the removal of the words “and rear yard area” from Condition 6 (HMO Communal Space);
- (2) That the HMO Refuse and Recycling Plan be approved in consultation with the Chair of the Committee and Ward Councillors.

38.

### **PL/24/0785/VAR - THE RIDGEWAY SCHOOL, HILLBROW**

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 SEPTEMBER 2024

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, without complying with condition 2 (approved plans) of application 231046/REG3 to provide 7 parking spaces on an area of existing hardstanding as part of the minor works.

The Committee considered a report on the above application.

Comments were received and considered.

**Resolved –**

That the planning permission for application PL/24/0785/VAR be granted, subject to the conditions and informatics recommended in the report.

39.

### **PL/24/0403/FUL - BRINDLES, KIDMORE END ROAD, EMMER GREEN**

Erection of 9 dwelling houses including alterations to the existing property

The Committee considered a report on the above application. An update report was tabled at the meeting, providing information on additional officer assessment on transport and including the plans which had been omitted from the original report due to a publishing error.

It was reported verbally at the meeting that the deadline for determination of the application had been 21 June 2024 and no extension had been agreed by the applicant.

Comments and objections were received and considered.

Objectors Tina Barnes, Malcolm Geater and Dr Harvey Smith attended the meeting and addressed the Committee on this application.

**Resolved –**

That application PL/24/0403/FUL be refused planning permission for the reasons set out in the original report, with the informatics as recommended in the original report.

40.

### **PL/24/0800/FUL - 1 ARKWRIGHT ROAD**

Proposed demolition and replacement of existing industrial unit with Associated parking and landscaping.

The Committee considered a report on the above application.

Comments were received and considered.

**Resolved –**

## PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 4 SEPTEMBER 2024

- (1) That the Assistant Director of Planning, Transport and Public Protection Services be authorised to grant planning permission for application PL/24/0800/FUL, subject to the satisfactory provision of Sustainable Urban Drainage (SUDs) details, including any conditions necessary to secure additional details and implementation thereof, and subject to the completion of a Section 106 legal agreement by 30 September 2024 (unless a later date be agreed by the Assistant Director of Planning, Transport and Public Protection Services) to secure the Heads of Terms set out in the report;
- (2) That the Assistant Director of Planning, Transport and Public Protection Services be authorised to make such minor changes to the conditions, Heads of Terms and details of the legal agreement as may reasonably be required to issue the permission;
- (3) That, in the event of the requirements set out not being met, the Assistant Director of Planning, Transport and Public Protection Services be authorised to refuse permission;
- (4) That planning permission be subject to the conditions and informatics as recommended in the report.

(The meeting started at 6.30 pm and closed at 8.03 pm)

## Planning Applications Committee

02 October 2024



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"> <li>note this report and any officer recommendations for site visits.</li> <li>confirm if there are other sites Councillors wish to visit before reaching a decision on an application.</li> <li>confirm if the site(s) agreed to be visited will be arranged and accompanied by officers or can be unaccompanied but with a briefing note provided by the case officer.</li> </ol>

### 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, mainly major, applications recently received that may be presented to Committee for a decision in due course and which Officers consider Members would benefit from visiting to inform decision making. Appendix 2 then lists those sites that have previously been agreed should be visited before considering the officer report.

2.3. More often it is 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.

### **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**

### **Appendix 1**

Potential Site Visits. List of applications received that may be presented to Committee for a decision in due course:

None this time

### **Appendix 2**

Previously Agreed Site Visits with date of PAC when requested:

- 231041 - Portman Road – unaccompanied agreed by PAC 06.09.23.
- 230822/OUT Forbury Retail Park (west) – accompanied agreed by PAC 24.07.24.
- 240846/FUL Napier Court, Napier Road – accompanied agreed by PAC 24.07.24.

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## Planning Applications Committee

02 October 2024



<b>Title</b>	<b>PLANNING APPEALS</b>
<b>Purpose of the report</b>	To note the report for information
<b>Report status</b>	Public report
<b>Report author</b>	Julie Williams, Development Manager (Planning & Building Control)
<b>Lead Councillor</b>	Councillor Micky Leng, Lead Councillor for Planning and Assets
<b>Corporate priority</b>	Inclusive Economy
<b>Recommendations</b>	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.

### 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: PARK  
 APPEAL NO: APP/E0345/W/24/3347609  
 CASE NO: PL/22/1806  
 ADDRESS: 27-33 Christchurch Road  
 PROPOSAL: Part converting an existing house and 9 flats to 12 flats including extensions to lower ground and ground floors.  
 CASE OFFICER: Ethne Humphries  
 METHOD: Written Representation  
 APPEAL TYPE: REFUSAL OF PLANNING PERMISSION  
 APPEAL LODGED: 23.08.2024

WARD: PARK  
 APPEAL NO: APP/E0345/W/24/3347613  
 CASE NO: PL/22/1807  
 ADDRESS: 27-33 Christchurch Road  
 PROPOSAL: Part converting an existing house and 9 flats to 12 flats including extensions to lower ground and ground floors.  
 CASE OFFICER: Ethne Humphries  
 METHOD: Written Representation  
 APPEAL TYPE: REFUSAL OF LISTED BUILDING CONSENT  
 APPEAL LODGED: 23.08.2024

WARD: MINSTER  
APPEAL NO: APP/E0345/W/24/337565  
CASE NO: PL/00/0023  
ADDRESS: 39 Berkeley Avenue  
PROPOSAL: Change of use of the premises on the ground floor only, from shop (A1) to the mixed use of A3 (Take-away) / A1 (Off licence) ground floor  
CASE OFFICER: Marcie Rejwerska  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL OF PLANNING PERMISSION  
APPEAL LODGED: 22.08.2024

WARD: EMMER GREEN  
APPEAL NO: APP/E0345/D/24/3346524  
CASE NO: PL/24/0286  
ADDRESS: 12 St Benets Way  
PROPOSAL: Proposed single storey extension to create an extended garage and  
CASE OFFICER: Gary Miles  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL OF PLANNING PERMISSION  
APPEAL LODGED: 23.08.2024

WARD: KENTWOOD  
APPEAL NO: APP/E0345/W/24/3348748  
CASE NO: PL/24/0095  
ADDRESS: 16A Kentwood Hill  
PROPOSAL: Proposed side and rear extensions & converting 2 existing flats into 2 self-contained dwellings  
CASE OFFICER: Anthony Scholes  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL OF PLANNING PERMISSION  
APPEAL LODGED: 23.08.2024

## APPENDIX 2

### Appeals Decided:

WARD: BATTLE  
APPEAL NO: APP/E0345/Z/24/3336993  
CASE NO: 231101  
ADDRESS: Land at Thames House, Portman Rd Reading  
PROPOSAL: A new pair of illuminated 48-sheet digital advertising displays  
CASE OFFICER: Gary Miles  
METHOD: Written Representation  
DECISION: DISMISSED  
DATE DETERMINED: 28<sup>TH</sup> August 2024

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02 October 2024



**Reading**  
Borough Council  
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<b>Title</b>	<b>PLANNING APPLICATION REPORT</b>
<b>Ward</b>	Church
<b>Planning Application Reference:</b>	PL/24/1025
<b>Site Address:</b>	99 Hartland Road, Reading, RG2 8AF
<b>Proposed Development</b>	Proposed two storey side extension, single storey rear extension and renovation of existing dwelling to create an accessible house.
<b>Applicant</b>	Reading Borough Council
<b>Report author</b>	Gary Miles
<b>Deadline:</b>	3 <sup>rd</sup> October 2024
<b>Recommendations</b>	Grant planning permission, subject to conditions as follows
<b>Conditions</b>	<ol style="list-style-type: none"> <li>1. <i>TL1 – Time Limit – Three Years</i></li> <li>2. <i>AP1 – Approved Plans</i></li> <li>3. <i>M3 – Materials As Specified</i></li> <li>4. <i>PD5 – Use of Roof Restricted</i></li> <li>5. <i>L7 - Arboricultural Method Statement To be Approved</i></li> <li>6. <i>DC1 – Vehicle Parking as Specified</i></li> <li>7. <i>DC24 – EV Charging Points</i></li> <li>8. <i>ASHP Noise Specification – prior to installation</i></li> </ol>
<b>Informatives</b>	<ol style="list-style-type: none"> <li>1. <i>IF3 – Highways</i></li> <li>2. <i>I35 / 28 - Advice about solar panel location in relation to trees</i>  <i>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></li> <li>3. <i>I24 – Damage to highway verge</i></li> <li>4. <i>L7 – Trees and soil conditions: subsidence and differential movement.</i></li> <li>5. <i>Ecology – Bird nesting</i></li> </ol>

## 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 two-storey side extension, single storey rear extension and renovation of existing dwelling to create an accessible 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 two-storey side extension, single storey rear extension and renovation of existing dwelling. 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. MAB-C4988-001 – Plans - Location
  - Drawing No. MAB-C4988-111 – Plans Ground, First and Roof Level – Existing GA
  - Drawing No. MAB-C4988-180 – Elevations – Existing GA
  - Drawing No. MAB-C4988-211 – Plans – Ground Level – Proposed GA
  - Drawing No. MAB-C4988-221 – Plans – First Level – Proposed GA
  - Drawing No. MAB-C4988-241 – Plans – Roof Level – Proposed GA
  - Drawing No. MAB-C4988-280 – Elevations – Proposed GA
  - Drawing No: 700 - Tree Survey (RPS)
  - Drawing No: 701 rev B - Tree Protection Plan (RPS)
  - Tree Survey & Arboricultural Impact Assessment (RPS Consulting)
  - Bat Survey Report - Preliminary Roost Assessment (Hampshire County Council)
 

Received 8<sup>th</sup> August 2024
  - Revised Tree Survey & Arboricultural Impact Assessment (RPS Consulting)
 

Received 5<sup>th</sup> September 2024

#### 4. Planning history

230398 - Single storey extension to a three-bedroom residential property – Permitted November 2023

#### 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 this has been illustrated on plans. In accordance with the adopted Parking Standards and Design SPD the development should provide 2 off road parking spaces.*

*Although this is not a new construction the introduction of EV charging points should be considered, this would support the Council's 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 an obstruction for pedestrians”.*

In principle there are no Transport objections to this application.

### 5.3 **RBC Natural Environment**

*“This site was subject to a similar planning application (ref. 230398) which was granted planning permission on 8/11/2023. Natural Environment comments provided during the application process confirmed the proposed development is agreeable in principle. However, comments were provided relating to the Tree Survey and Arboricultural Impact Assessment submitted with the application which required additional tree protection details – these were ultimately secured via condition.*

*With reference to the **Tree Survey and Arboricultural Impact Assessment Ref. SL4864\_770** dated 7/06/2023, the following are noted:*

*This is the same document submitted with the previous application. We acknowledge the survey date is 26/06/2023, less than 2 years ago, and is still relevant. However, the arboricultural impact assessment has not been amended to take into consideration the differences in proposed extensions – the two-storey side extension is the main difference from the single storey side extension of the previous application.*

*In particular, the height of the proposed extension is now higher than the existing crown clearance height of the off-site T5 Ash tree (i.e. two storey side extension vs 4.5m crown clearance height). This probably creates the need for crown lifting or lateral reduction for the Ash tree as well as raises concerns with respect to future pressure to prune for clearance or to alleviate nuisance. Clarity should also be provided for the work specifications on G2: amount in metres must be stated for the necessary ‘face back’ and ‘crown lift’ works.*

*An amended AIA must be submitted prior to a decision to demonstrate the impact (or lack of) of development on existing trees (off-site T5 Ash tree in particular).*

Additional comments received from Natural Environment officer following revised Tree Survey & Arboricultural Method Statement (RPS Consulting) submitted 5<sup>th</sup> September 2024:

The agent is required to clarify tree works and impact of this proposal, a better description is required which would also give comfort that the author is assessing the proposal at hand, the AMS requires some additional work.

In conclusion Natural Environment have no objections subject to conditions

Officer Note: At the time of preparing this report a number of Tree related issues were still outstanding.

### 5.4 **RBC Ecology**

*The Bat Survey report (Hampshire County Council Ecology Team, July 2024) has been undertaken to the appropriate standard and details results from a bat roost assessment of the building and a single dusk emergence survey. As such, there are no objections to the application on ecological grounds. The report states that a disused bird nest was located at the rear of the house. There is therefore a small risk that birds may nest in the building and an informative should be included on the decision notice,*

In conclusion Ecology have no objections to this application.

#### 5.5 ***Neighbour Consultations***

*2 Ashmore Road, Reading*

*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)

EN17 (Noise Generating Equipment)

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 Officers consider the proposed two-storey side extension will marry into the original house and would have a similar built form. The proposed two-storey extension is to be set down from the existing ridge of the original property and set back from the existing front elevation of the original dwelling, thus protecting the original form and shape of the host property. The single storey rear extension is positioned largely in the same footprint as the existing conservatory and as such is not considered to be harmful in terms of scale and appearance. The extensions will be constructed with matching materials where possible. 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 proposed single storey rear extension is considered acceptable as it will replace an existing structure of similar scale and design. The two-storey side extension is located adjacent to the boundary with the John Madejski Academy, rather than adjacent to the boundary with no.97 Hartland Road 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. This application for a two-storey side extension sits in the same footprint as the previously permitted application 230398 for a single storey extension to a three-bedroom residential property – permitted November 2023. The property currently has areas of hardstanding, and no additional areas of virgin ground are to be removed for this proposal, therefore there is no biodiversity net loss.

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 subject to an informative - All birds, their nests and eggs, are protected by law.

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. A revised Arboricultural Method Statement (AMS) and Tree Protection Plan (TPP) is required in respect of the precise positioning of tree-protective fencing and the need for hand-digging within root protection areas. A condition securing this prior to commencement is recommended
- 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 has been asked to revise the proposed elevation plan to include an EV charging point to support the Council's climate aims as a Council scheme. However this is not a policy requirement for house extensions and therefore should not form a reason for refusal if not received. Any revised plans received will be reported in an Update.
- 7.14 Officers consider the proposal will be compliant with policies TR3 & TR5 of the Reading Borough Local Pan 2019.

### **Noise Generating Equipment**

- 7.15 Where noise generating equipment is proposed, the plant noise level should be at least 10dBA below the existing background level as measured at the nearest noise sensitive receptor.
- 7.17 The Air Source Heat Pump (ASHP) is considered to be acceptable in principle, but noise details and specification are required to be submitted for approval to ensure the specific model installed is suitable for the location. A condition is recommended to this effect.
- 7.18 Officers consider the proposal will be compliant with policies EN17 of the Reading Borough Local Pan 2019.

### **Sustainable Design and Construction**

- 7.18 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.
- 7.19 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**

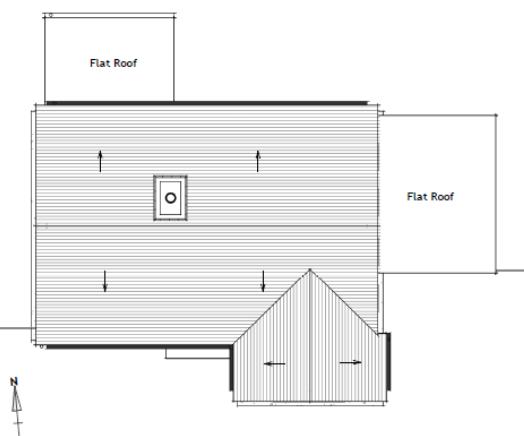
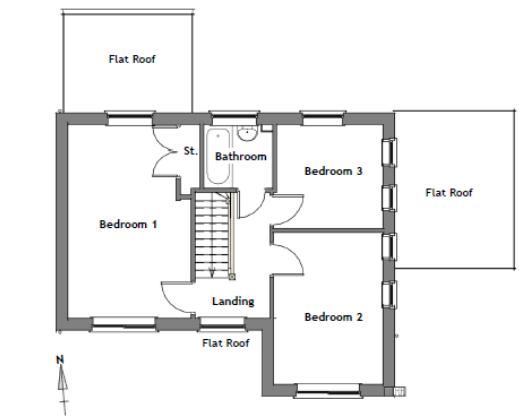
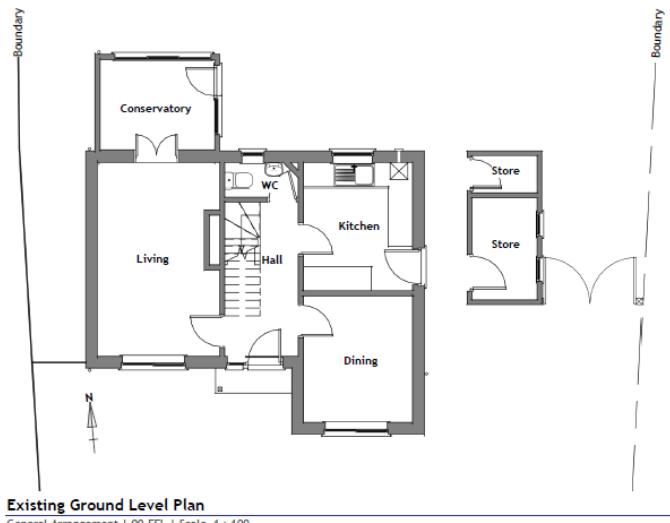
9.1 As with all applications for planning permission considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.

9.2 It is considered that, subject to the recommended conditions, the proposed two-storey side extension, single storey rear extension, solar panels and Air Source Heat pump 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**



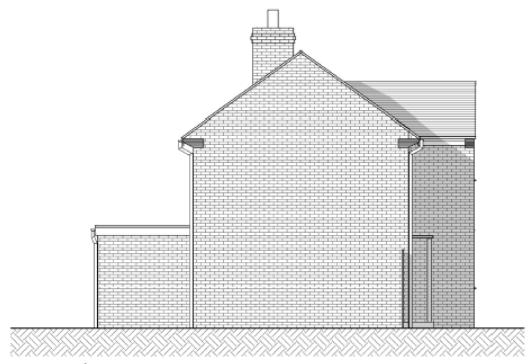
Drawing No. MAB-C4988-111 – Plans Ground, First and Roof Level – Existing GA



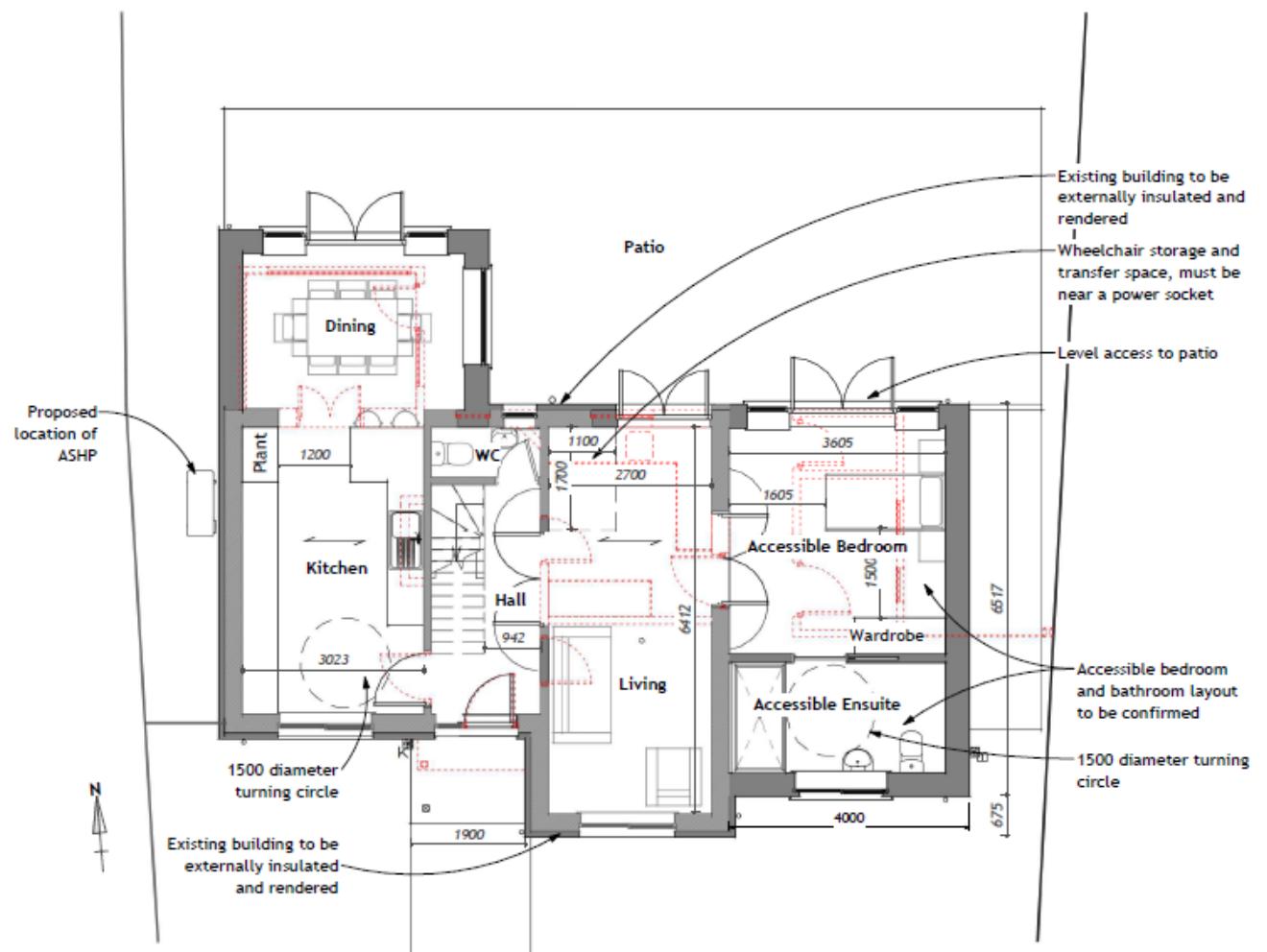
**Existing Roof Level Plan**  
General Arrangement | RF-RDG | Scale 1 : 100

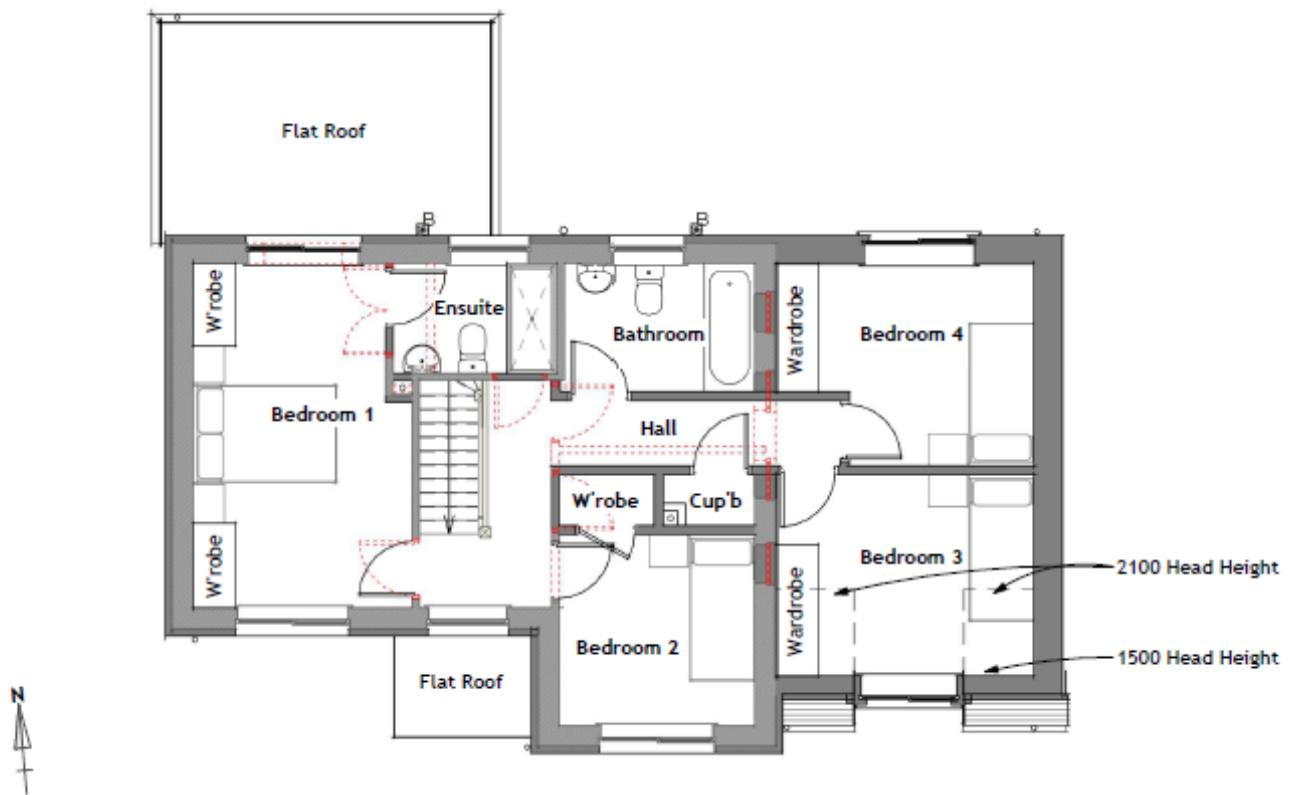
Drawing No. MAB-C4988-180 – Elevations – Existing GA





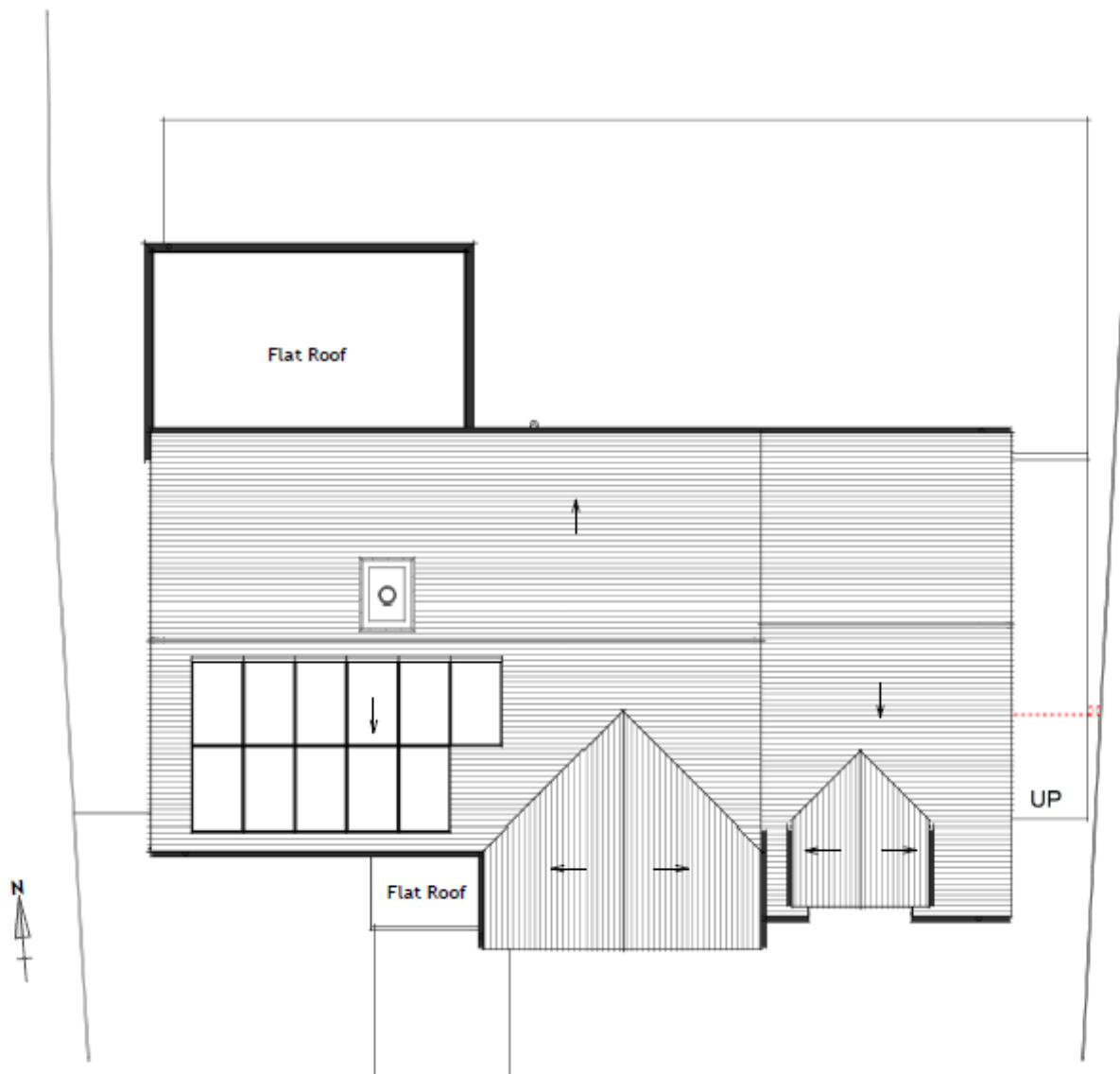
Drawing No. MAB-C4988-211 – Plans – Ground Level – Proposed GA





**Proposed First Level Plan**

General Arrangement | 01-FFL | Scale 1 : 100



**Proposed Roof Level Plan**

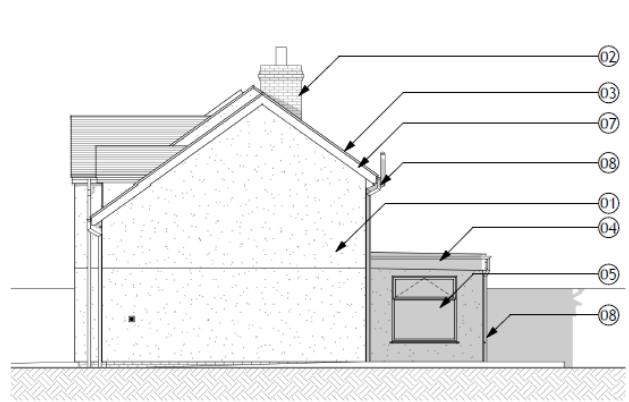
General Arrangement | RF-RDG | Scale 1 : 100

Drawing No. MAB-C4988-280 – Elevations – Proposed GA



Proposed Elevation - South

General Arrangement | Scale 1 : 100



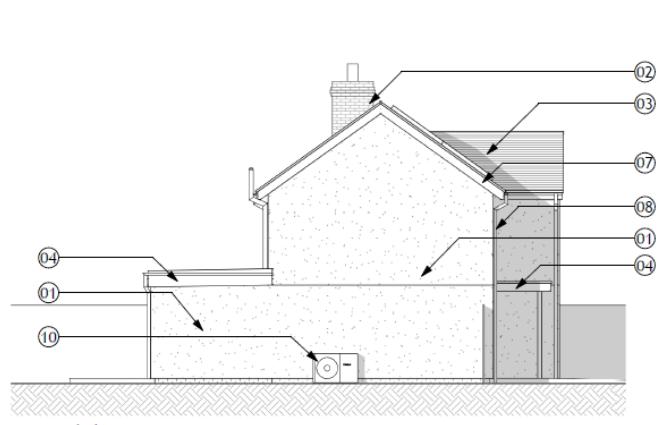
Proposed Elevation - East

General Arrangement | Scale 1 : 100



Proposed Elevation - North

General Arrangement | Scale 1 : 100



Proposed Elevation - West

General Arrangement | Scale 1 : 100

**Finishes & Materials**

Ref.	Description
01	walls - external insulation and silicone render
02	walls - external brick finish to match & toothbond into existing
03	pitched roofs - red plain tiles to match existing style & colour

**Finishes & Materials**

Ref.	Description
04	flat roofs - 3No. layer felt single ply membrane finish to match existing
05	external windows - PVC, double glazed with colour & style to match existing

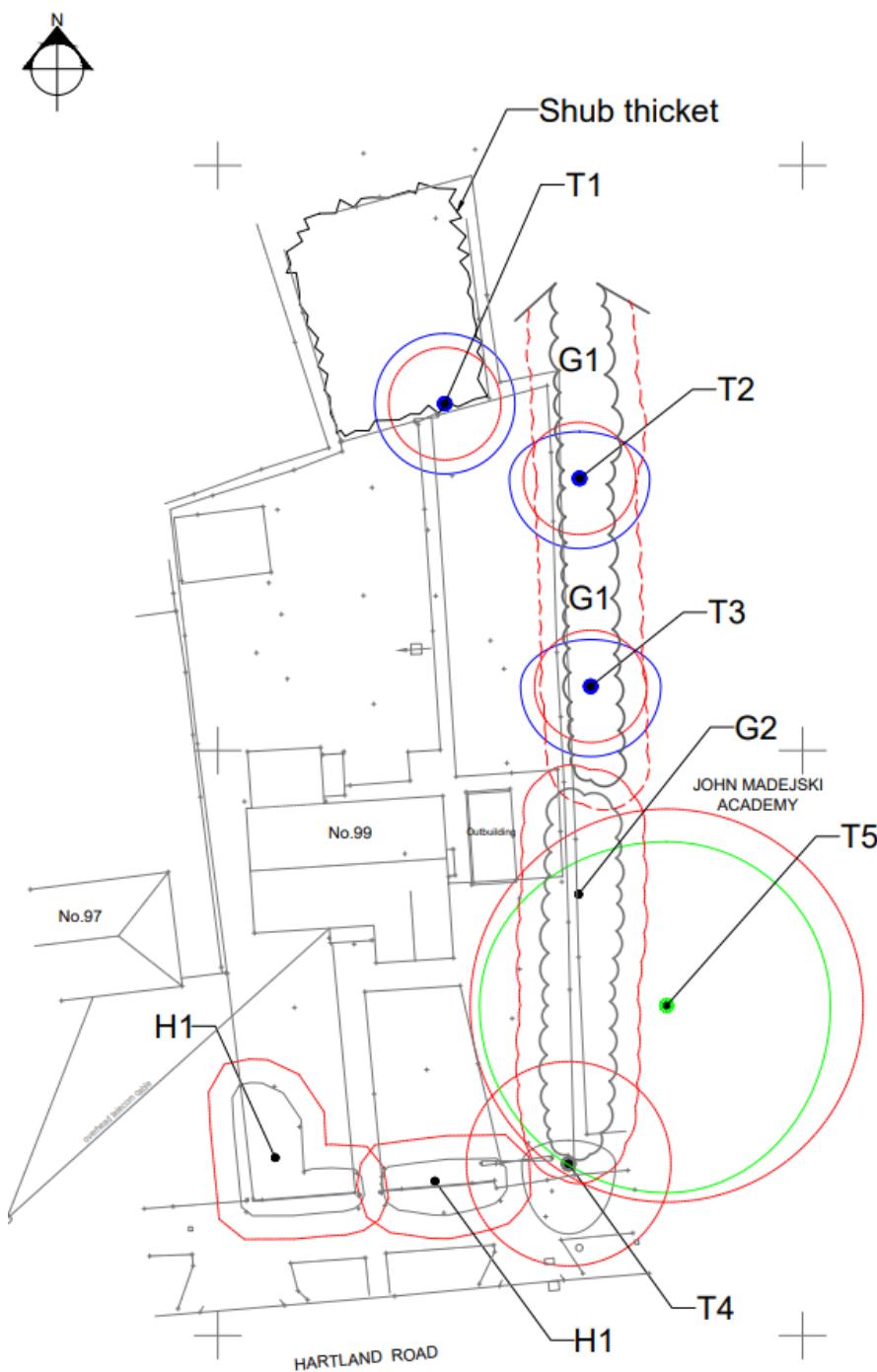
**Finishes & Materials**

Ref.	Description
06	external doors - white PVC triple glazed to match existing
07	fascias/soffits - white PVC to match existing style & colour
08	rainwater goods - white PVC, size & style to match existing

**Finishes & Materials**

Ref.	Description
09	solar panels
10	ASHP - external air source heat pump

Scale 1:100  
1,000 2,000 3,000 4,000



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## Key

- Tree with numbered reference.** Canopy spread and BS5837:2012 tree quality category as shown below.
- Vegetation group with numbered reference.** Canopy extents and BS5837:2012 tree quality category as shown below.
- Hedge with numbered reference.** Width and BS5837:2012 tree quality category as shown below.
- BS 5837:2012 Tree Quality Categories - Table 1**
  - Category A - High quality**
  - Category B - Moderate quality**
  - Category C - Low quality**
  - Category U - Unsuitable for retention**
- Root protection area (RPA)** Calculated in accordance with Section 4.8 - BS5837:2012.

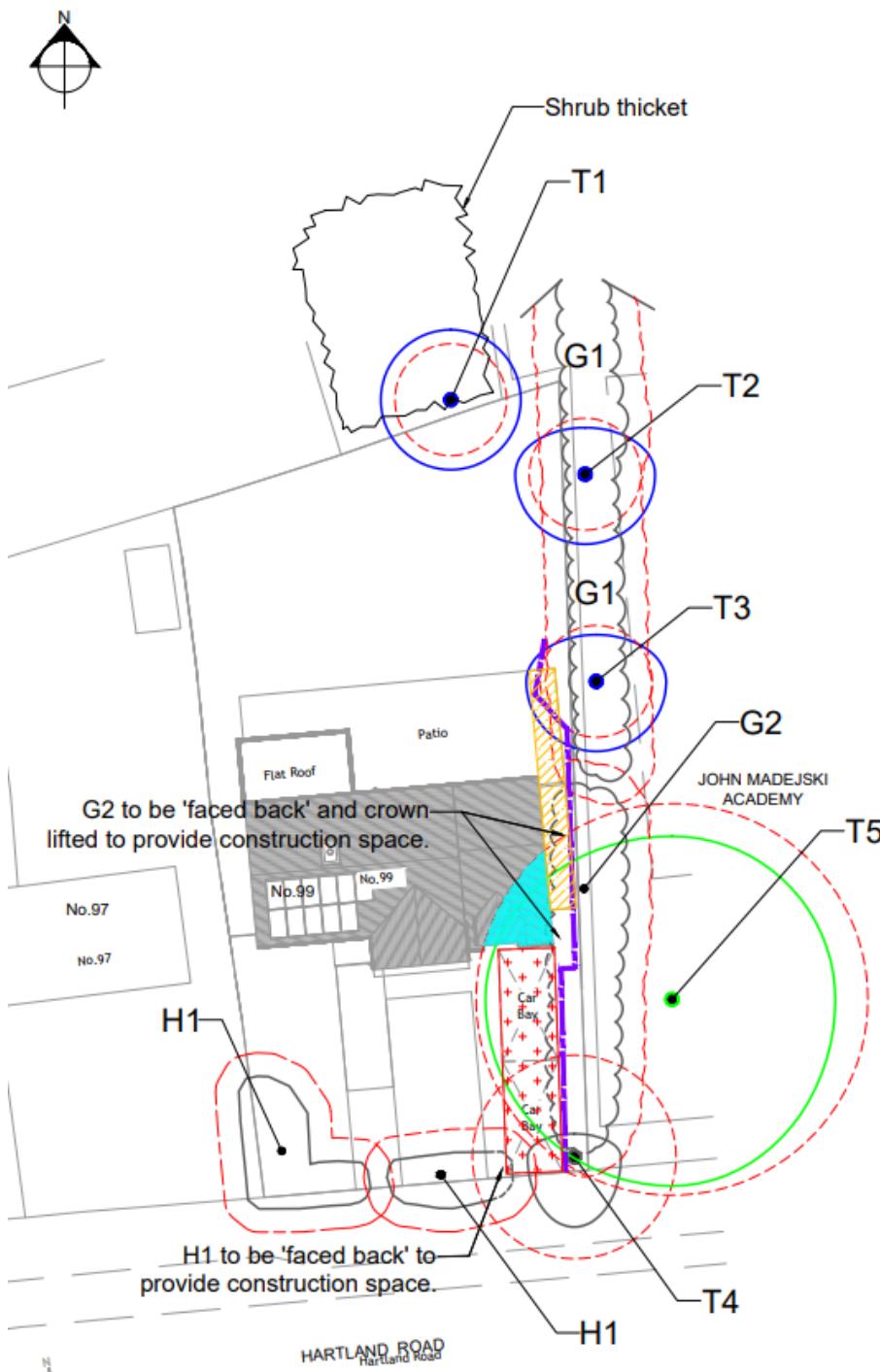
**NOTES:**

- Refers to RPS Tree Survey Report & Schedule for further details.
- Survey based on a visual inspection from the ground and is not intended as a full archaeological inspection.
- Plan produced in accordance with recommendations set out in BS 5837:2012 - 'Trees in Relation to Design, Development and Management'.
- Due to the potential impact on nesting birds, tree felling and hedge vegetation removal should not take place during the bird nesting period; generally, although not restricted to, March - August inclusive.
- Survey carried out using GPS, software produced by Siteline Geomatic Surveyors in Biddulph, November 2022.

Rev	Description	By	CB	Date
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### Key

	Tree with numbered reference. Canopy spread and BS5837-2012 tree quality category as shown below.
	Tree location estimated with numbered reference. Canopy spread and BS5837-2012 tree quality category.
	Tree off-site with numbered reference. Canopy spread and BS5837-2012 tree quality category.
	Vegetation group with numbered reference. Canopy extends and BS5837-2012 tree quality category as shown below.
	Hedge with numbered reference. Width and BS5837-2012 tree quality category as shown below.

#### BS 5837:2012 Tree Quality Categories - Table 1

	Category A - High quality
	Category B - Moderate quality
	Category C - Low quality
	Category U - Unsuitable for retention

Root protection area (RPA)  
Calculated in accordance with Section 4.6 - BS5837:2012

Tree to be removed with numbered reference. Canopy spread and BS5837-2012 tree quality category.

Vegetation group or hedge to be removed with numbered reference. Canopy spread and BS5837-2012 tree quality category.

Temporary protective fencing in accordance with Section 6.2 - BS5837:2012. See inset details for example barriers.

Excavation to be completed by hand, any required root pruning to be in accordance with BS 3998. Pruning of roots over 200mm to be removed by arboriculturalist, with consideration of tree condition by an arboriculturalist being recommended.

Above ground construction requiring "No-dig" design principle in accordance with APN12.

Above ground construction requiring "No-dig" design principles in accordance with APN12. Works to be completed as part of landscape works after main construction works have been completed, using light hand tools only.

#### NOTES:

- Refer to RPS Tree Survey Report & Schedule for further details.
- Survey based on visual inspection from the ground and it is not intended as a full site investigation.
- Plan produced in accordance with recommendations set out in BS 5837:2012 - "Trees in Relation to Design, Demolition and Construction".
- Due to the presence of nesting birds vegetation removal should not take place during the bird nesting period, generally, although not restricted to, March - August inclusive.
- Survey based upon topographic survey produced by Seline Geomatic Solutions Ltd.
- Pedestrian / vehicular emergency access routes to be maintained at all times.
- All protection fences to be completed and approved by LPA / CA prior to commencement of works.
- All works to conform with requirements of:
  - BS 3998:2010 - Tree Works
  - BS 5837:2012 - Trees in Relation to Design, Demolition and Construction

B	Layout Update	RC	DC	29.08.24
A	Minor amends	RC	DC	31.08.23
Rev	Description	By	CB	Date

**RPS** MAKING COMPLEX EASY  
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02 October 2024



<b>Title</b>	<b>PLANNING APPLICATION REPORT</b>
<b>Ward</b>	Coley
<b>Planning Application Reference:</b>	230826/FUL
<b>Site Address:</b>	Rose Kiln Court, Rose Kiln Lane, Reading, RG2 0HP
<b>Proposed Development</b>	Demolition of the existing Class E(g)(i) (Office) building and the construction of three buildings for Class E(g)(iii) (Light Industrial) / Class B2 (General Industrial) / Class B8 (Storage and Distribution) uses, including the provision of a new substation, parking, landscaping, and associated works
<b>Applicant</b>	Redwood (Light Industrial) Propco Sarl UK
<b>Report author</b>	Matt Burns - Principal Planning Officer
<b>Deadline:</b>	Originally 10/08/2023, but an extension of time has been agreed with the applicant until 31/10/2024
<b>Recommendation</b>	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (ADPTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement and delegate to ADPTPPS to make such minor changes to the conditions, Heads of Terms and details of the legal agreement as may be reasonably required to issue the permission or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 31/10/2024 (unless officers on behalf of the ADPTPPS agree to a later date for completion of the legal agreement).
<b>S106 Terms</b>	<p>To include:</p> <ol style="list-style-type: none"> <li>1. To secure a <b>construction and end user phase Employment and Skills Plan (ESP)</b> or equivalent financial contributions (construction phase - £7,065 / end user phase - £18,176). 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.</li> <li>2. To secure a <b>highway works license to provide pedestrian crossing improvements (dropped kerbs and tactile paving) to the site access on Rose Kiln Lane</b></li> </ol>
<b>Conditions</b>	<p>To include:</p> <ol style="list-style-type: none"> <li>1. Time Limit – 3 years.</li> <li>2. Approved plans.</li> </ol>

	<ol style="list-style-type: none"> <li>3. Pre-commencement (excluding demolition) submission and approval of details of all external materials to be submitted and approved.</li> <li>4. Compliance condition permitting Class E (g)(iii)), Class B2 or Class B8 uses only</li> <li>5. Compliance condition permitting no more than 2,826sqm (GIA) floorspace at the site</li> <li>6. Compliance condition permitting no more than 25% of the total floorspace for ancillary office use.</li> <li>7. Pre-occupation submission and approval of a final BREEAM Certificate demonstrating a minimum BREEAM Excellent rating</li> <li>8. Compliance condition for the development to be carried out in accordance with the energy measures achieved in the Energy Statement hereby approved.</li> <li>9. Pre-occupation submission and approval of photovoltaic array details</li> <li>10. Pre-commencement (including demolition) submission and approval of demolition and construction method statement (including Transport and EP based requirements).</li> <li>11. Compliance condition for vehicle spaces to be provided prior to first use of the building.</li> <li>12. Compliance condition for vehicular access to be provided prior to first use of the building.</li> <li>13. Pre-occupation submission and approval of cycle parking space details.</li> <li>14. Within 6 months of occupation submission and approval of a Travel Plan</li> <li>15. Subsequent annual Travel Plans to be submitted and approved.</li> <li>16. Pre-occupation submission and approval of EV charging point details.</li> <li>17. Compliance condition for all gates to open inwards only</li> <li>18. Compliance condition for there to be no deliveries to all units and no activities taking place externally anywhere within the site outside of the hours of 0700 to 2100 hours Monday to Saturdays and 0700 to 1300 hours on Sundays or Bank Holidays, with all activities outside of these hours being internal only with all shutters closed</li> <li>19. Compliance condition for all vehicles to be fitted with white noise reversing alarms</li> <li>20. No mechanical plant to be installed unless a noise assessment and mitigation scheme has been submitted and approved.</li> <li>21. Pre-commencement (including demolition) submission and approval of a contamination remediation scheme</li> <li>22. Pre-commencement (of development above foundation level) submission and approval of a contamination remediation validation report</li> <li>23. Unidentified contaminated land procedure</li> <li>24. 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)</li> <li>25. Compliance condition relating to no burning of materials or green waste on site.</li> </ol>
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	<p>26. Pre-occupation submission and approval of a wildlife friendly external lighting scheme</p> <p>27. Pre-occupation submission and approval of measures to prevent pests and vermin accessing bin stores</p> <p>28. Pre-occupation provision of approved bin stores.</p> <p>29. Pre-commencement (barring demolition) submission and approval of a Sustainable Drainage Strategy and completion of approved strategy prior to first occupation of the development.</p> <p>30. Pre-commencement (including demolition and preparatory works) submission and approval of an Arboricultural Method Statement and Tree Protection Plan</p> <p>31. Pre-commencement (barring demolition) submission and approval of a detailed hard and soft landscaping scheme and implementation within the first planting season following occupation of the development.</p> <p>32. Compliance condition that no vegetation clearance shall take place during the bird nesting season.</p> <p>33. Pre-commencement (including demolition and preparatory works) submission and approval of a Construction and Operational Environmental Management Plan</p> <p>34. Pre-commencement (including demolition and preparatory works) submission and approval of habitat enhancement and management scheme for the site, including for land adjacent to the Holy Brook</p> <p>35. Compliance condition for petrol / oil interceptors be fitted in all car parking/washing/repair facilities</p> <p>36. Pre-commencement (barring demolition) submission and approval of a biodiversity net gain metric calculation demonstrating a minimum 10% net gain in on-site biodiversity</p>
<b>Informatics</b>	<p>To include:</p> <ol style="list-style-type: none"> <li>1. Positive and Proactive Statement</li> <li>2. Damage to the highway</li> <li>3. Works affecting highways</li> <li>4. Section 106 Legal Agreement</li> <li>5. Thames Water informatics</li> <li>6. Pre-commencement conditions</li> <li>7. Terms</li> <li>8. Building Control</li> <li>9. Complaints about construction</li> <li>10. Community Infrastructure Levy – not liable</li> <li>11. Ongoing information conditions</li> </ol>

## 1. EXECUTIVE SUMMARY

1.1 The proposed development would provide employment generating industrial type uses in an appropriate location within the Borough, along the A33 corridor. The development incorporates a series of warehouses that are considered to be of an appropriate scale and design for the location of the site, which is predominantly surrounded by similar utilitarian style buildings. Subject to the recommended conditions and s106 obligations it is considered that the

development could be managed such as to not result in unacceptable impacts upon existing nearby residential occupiers or the surrounding highway network. Similarly, it is considered that the development has demonstrated that impacts upon trees, ecology, biodiversity and the adjacent Holy Brook can be managed during construction and that these features which are located both on and adjacent to the site would be suitably preserved and enhanced during subsequent operation of the development.

- 1.2 The proposals have been designed to meet relevant requirements in terms of sustainability and energy efficiency in the form of a development which would meet BREEAM excellent standards, provision of appropriate SuDS and incorporation of on-site decentralised energy in the form of solar panels. The proposals would also contribute towards construction and end user phase employment skills and training within the Borough.
- 1.3 The proposals have been carefully considered in the context of the Reading Borough Local Plan 2019 and supplementary planning documents and recommendation is to grant full planning permission subject to the recommended conditions and section 106 obligations.

## **2. INTRODUCTION**

- 2.1 The application site is 0.69 hectares in extent and contains a two-storey office building, formerly occupied by Thames Water, located between Rose Kiln Lane to the west and the A33 to the east. The building is accessed from Rose Kiln Lane via a shared access with the adjacent two storey residential building of flats to the south (Cadogan House, which was formerly offices). To the south of Rose Kiln Court is a car park which abuts the boundary with the A33. The Holy Brook and a row of group protected Willow trees (TPO ref. 2/05) run along the northern boundary of the site. On the opposite side of Rose Kiln Lane to the west is Reading Link Retail Park which contains several retail outlets housed within a large two storey (approx. equivalent) warehouse building with a large car park towards the road frontage. The closest residential properties to the pre-application site are to the north beyond the Holy Brook, within Admirals Court and Laud Close, where there are mix of three to three and half storey buildings of flats and terraced dwellings.
- 2.2 The site is located outside of the Reading Central Area as defined by Policy CR1 (Definition of Central Reading) of the Reading Borough Local Plan 2019. The site is located within an area of potentially contaminated land and within an air quality management area.



*Site Location Plan*

### 3. PROPOSAL

3.1 The application seeks full planning permission for demolition of the existing vacant office building (3,252 sqm) (Class E(g)(i) use) and redevelop the site to provide three industrial buildings (total 2,826 sqm) in flexible Class E(g)(iii) (Light Industrial) / Class B2 (General Industrial) / Class B8 (Storage and Distribution) uses; including the provision of a new substation, parking, landscaping, and associated works.

3.2 The three proposed buildings would provide a total of 8 individual industrial units. Each unit will consist of a primary industrial / warehouse area on the ground floor, with ancillary office space on a mezzanine / first floor. An overview of the proposed floor areas of the new buildings and their comprising units is shown in the tables below:

#### Block A

A1	Unit 279sqm / 3,000sqft GIA inc. 70sqm / 750sqft mezz office 25% office content
A2	Unit 264sqm / 2,850sqft GIA inc 70sqm / 750sqft mezz office 26% office content
A3	Unit 288sqm / 3,100sqft GIA inc. 74sqm / 800sqft mezz office 26% office content
<b>TOTAL UNIT</b>	<b>831.5 sqm / 8,950sqft</b>

#### Block C

C1	Unit 402sqm / 4,330sqft GIA inc. 93sqm / 1,000sqft mezz office 27% office content
C2	Unit 297.5sqm / 3,200sqft GIA inc. 74sqm / 800sqft mezz office 23% office content
C3	Unit 297.5sqm / 3,200sqft GIA inc. 74sqm / 800sqft mezz office 23% office content
C4	Unit 378sqm / 4,070sqft GIA inc. 93sqm / 1,000sqft mezz office 21% office content

**TOTAL UNIT** 1,375sqm / 14,800sqft

#### Block B

B1	Unit 619.5sqm / 6,670sqft GIA inc. 139sqm / 1,500sqft mezz office 21% office content
<b>TOTAL UNIT</b>	<b>619.5sqm / 6,670sqft</b>
<b>O/A TOTAL</b>	<b>2,826sqm / 30,420sqft GIA</b>

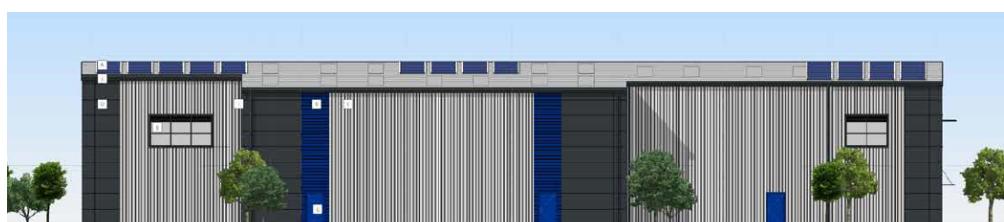
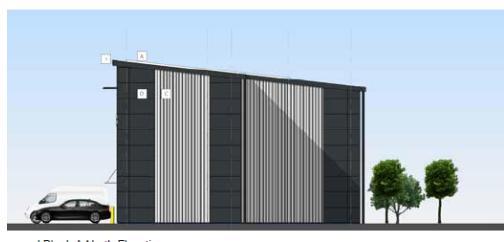
*Proposed Block/Unit Floor Spaces*



3.3 The three proposed buildings would be set around the perimeter of the site with the units having their entrances facing inwardly into the site. The existing vehicular access from Rose Kiln Lane would be maintained and utilised for the proposed development. An internal service road would provide access to the buildings within the site with a turning head located in the northern part of the site. A total of 33 vehicle parking spaces are proposed to the front of the units, including 8 disabled spaces.

3.4 All blocks are arranged over two storeys with part mezzanines to provide administrative spaces located at first floor level. The buildings would be of a typical modern industrial warehouse style utilising pre-formed cladding panels and polyester power coated aluminium curtain walling. Each unit follows the

same colour scheme, with a predominantly metallic silver treatment, punctuated at key intervals with dark grey cladding and feature blue signage zones to denote the main frontages. The buildings would all have monopitched roofs with the lowest points being towards the site boundaries. Block A would have a roof height of 8.6m and 10.4m, Block B would have a roof height of 8.7m and 11.3m and Block C would have a roof height of 8.8m and 10.8m.



Proposed Block B



*Proposed Block C*



*Proposed Visual*

## 1.2 Submitted Plans and Documentation:

- Design and Access Statement 8758 Version B
- Proposed Site Plan XX-DR-A-002 Version 05
- Block B Proposed General Floor Plans ZZ-DR-A-2000 Version 02
- Block B Proposed General Sections XX-DR-A-2005 Version 02

- Block B Proposed Roof Plan RL-DR-A-2003 Version 02
- Block C Proposed Elevations XX-DR-A-3004 Version 01
- Block C Proposed General Floor Plans ZZ-DR-A-3000 Version 01
- Block C Proposed General Sections XX-DR-A-3005 Version 01
- Block C Proposed Roof Plan RL-DR-A-3003 Version 01
- Cycle Shelter and Sub-station Plan XX-DR-A-006 Version 01
- Gate and Boundary Treatment Plan XX-DR-A-005 Version 02
- Landscape Proposals D342-L-001 Version E
- Proposed Site Sections XX-DR-A-011 Version 02
- Drainage Concept Sketch DR-S-202110 Version 06
- Ecology Biodiversity Metric Calculation (Excel) Version 7
  
- Planning Statement 274705 Version 7
- Site Location Plan and Existing Plan XX-DR-A-001
- Existing Building XX-DR-A-003
- Existing Site Sections XX-DR-A-010
- Topographical Survey 1 & 2 U09090 1 & 2
- Block A Proposed Elevations XX-DR-A-1004 Version 01
- Block A Proposed General Floor Plans ZZ-DR-A-1000 Version 01
- Block A Proposed General Sections XX-DR-A-1005 Version 01
- Block A Proposed Roof Plan RL-DR-A-1003 Version 01
- Block B Proposed Elevations XX-DR-A-2004 Version 01
- Indicative CGI – View 1 8758-IM-22-03-23-02
- Site Access Crossing Improvements Plan .1/01 Version 01
- Air Quality Assessment 91193.557190 Version 1
- Arboricultural Impact Assessment 91193.557187 Version 3
- Arboricultural Survey 91193.557187 Version 2
- Archaeology Statement 91193.558811 Version 1
- Construction Environmental Management Plan Version 03
- Drainage Concept Sketch 91193.557191 Version B
- Ecological Appraisal Report 22-1640.02 Version 2
- Ecological Impact Assessment 91193.557186 Version 4
- Ecology Biodiversity Report 22-1640.02 Version 7
- Energy Efficiency Statement SVL001 Version D
- Flood Risk and Drainage Strategy (2 Parts) 22-1640.07 Version 3
- Geo-Env. (Preliminary) Risk Assessment (8 Parts) 91193.557185 Version 03
- Geo-Environmental Risk Assessment (2 Parts) 91193.557187 Version 02
- Landscape and Ecology Management Plan 91193.557187 Version 3
- Lighting Strategy Report L0795 Version B
- Noise Assessment 91193.557189 Version 3
- River Condition Assessment
- Sustainability Statement (inc BREEAM) (440)2303-JM-SS Version 03
- Transport Statement SRoseKilnCourt.1
- Travel Plan SRoseKilnCourt.1
- Utilities Report RFI-MEP-002 Version A

### 1.3 Community Infrastructure levy (CIL)

In relation to the community infrastructure levy, the applicant has duly completed a CIL liability form with the submission. In accordance with the Council's adopted CIL Charging Schedule, the Class E(g)(iii) (Light Industrial), Class B2 (General Industrial) and Class B8 (Storage and Distribution) uses proposed are not liable for CIL and therefore there would be no levy due for this application.

## 4. RELEVANT PLANNING HISTORY

### *Application Site*

- 4.1 220255/FUL Clearance of existing building and construction of two blocks of buildings for employment use (B2/B8 and light industry (Class E g iii))and new substation, alongside parking and landscaping and other associated works - Withdrawn
- 4.2 211837/FUL - Various elevational alterations including replacement of fire doors with windows - Granted
- 4.3 211148/OPA - Change of use of 2 floors from Class B1(a) (offices)to C3 (dwelling houses) to comprise of 34 apartments. Prior notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 – Prior Approval Given
- 4.4 211138/OPA - Change of use of 2-Storey Office Building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 38 Residential Units. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 – Prior Approval Given

### *Cadogan House Rose Kiln Lane*

- 4.5. 210388/OPA - Change of use from Class B1(a) (offices) to C3 (dwellinghouses) to comprise 24 residential units. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 without complying with condition no. 3 (flood risk assessment - floor levels) of prior approval consent 182166 – Granted
- 4.6 182166/OPA - Change of use from Class B1(a) (offices) to C3 (dwellinghouses) to comprise 24 residential units. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 - Prior Approval Given

### *Reading Link Retail Park*

- 4.7 220737/OUT - Outline application for a drive-thru coffee shop (Starbucks) of 189sqm and a new access at Reading Link Retail Park, Rose Kiln Lane (appearance, layout, scale and landscaping reserved for future consideration)  
- Granted
- 4.8 220736/REM - Application for approval of reserved matters following outline approval - Granted

## 5. CONSULTATIONS

- 5.1 Environment Agency – No objection, subject to conditions to secure submission, approval and implementation of a Construction Environmental Management Plan and scheme for provision and management of an 8m wide buffer zone alongside the Holy Brook prior to commencement of the development.
- 5.2 Thames Water – No objection, subject to a condition to require that petrol/oil interceptors be fitted in all car parking/washing/repair facilities and that the Lead Local Flood Authority (LLFA) approve any proposals for surface water drainage for the development.
- 5.3 Reading's Economy & Destination Agency (REDA) – No objection. Welcome the continued use of the site for commercial purposes. Section 106 obligations to secure both construction and end user phase employment and skill plans should be secured as part of this application.
- 5.4 RBC Ecology Adviser – No objection, subject to conditions to secure submission, approval and implementation of full landscaping details, final biodiversity net gain metric and a construction environmental management plan prior to commencement of development and submission approval and implementation of a wildlife friendly external lighting scheme and ecological management plan prior to occupation of the development.
- 5.5 RBC Natural Environment – No objection subject to conditions to secure submission, approval and implementation of a final arboricultural method statement prior to commencement of development and implementation of the proposed landscaping details prior to occupation of the development.
- 5.6 RBC Transport – No objection subject to conditions to secure submission and approval of a construction method statement prior to the commencement of any development; submission, approval of details and implementation of cycle parking, electric vehicle charging facilities and a travel plan prior to first occupation of the development (and a condition to secure annual review of the travel plan) and implementation of all proposed vehicle parking spaces and proposed vehicular access prior to first occupation of the development. A condition is also recommended to require that any proposed gate open into the site and away from the highway whilst a section 106 obligation is required to provide pedestrian crossing improvements to the site access.

5.7 RBC Environmental Protection – No objection subject to conditions to secure that there are no deliveries to all units and no activities taking place externally anywhere within the site outside of the hours of 0700 to 2100 hours Monday to Saturdays and 0700 to 1300 hours on Sundays or Bank Holidays, with all activities outside of these hours being internal only with all shutters closed; and to ensure that all vehicles using the site are fitted with a white noise reversing alarms. Conditions are also required to secure submission, approval and implementation of contamination remediation scheme prior to commencement of development and of an external lighting scheme prior to first occupation of the development.

5.8 Lead Local Flood Authority (LLFA) – No objection, subject to conditions to secure submission, approval and implementation of a drainage scheme for the development.

5.9 Berkshire Archaeology – No objection. Upon review of the submitted Desk Based Archaeological Assessment, no further archaeological investigation is required.

5.10 Canal and River Trust – Do not wish to comment.

#### ***Public***

5.11 The following properties were notified of the application by letter:

- 2, 4, 6, 8, 10, 12, 14, 16, 18, 20, 22, 24, 26 Laud Close
- Flats 1 to 25 Cadogan House Rose Kiln Lane

5.12 A site notice was also displayed at the application site on 30<sup>th</sup> June 2023.

5.13 No letters of representation have been received.

#### **6. RELEVANT PLANNING POLICY AND GUIDANCE**

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) (2023) which states at Paragraph 11 “Plans and decisions should apply a presumption in favour of sustainable development”.

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

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

2. Achieving Sustainable Development

4. Decision-making
6. Building a Strong and Competitive Economy
8. Promoting Healthy and Safe Communities
9. Promoting Sustainable Transport
11. Making Effective Use of Land
12. Achieving Well-Designed Places and Beautiful Places
14. Meeting the Challenge of Climate Change, Flooding and Coastal Change
15. Conserving and Enhancing the Natural Environment

National Planning Practice 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
- 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
- EN2: Areas of Archaeological Significance
- EN11: Waterspaces
- 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
- EM1: Provision of Employment
- EM2: Location of New Employment Development
- EM3: Loss of Employment Land
- EM4: Maintaining a Variety of Premises
- 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

6.3 Relevant Supplementary Planning Documents (SPD) are:

- Employment Skills and Training SPD (2013)
- Revised Parking Standards and Design SPD (2011)
- Planning Obligations under S106 SPD (2015)

6.4 Other relevant Planning Documents:

- RBC Tree Strategy (2021)
- RBC Biodiversity Action Plan (2021)

## 7. APPRAISAL

The main matters to be considered are:

- Land Use Principles
- Character and Appearance
- Waste Minimisation
- Holy Brook, Trees, Landscaping and Biodiversity
- Impact on residential amenity
- Transport
- Sustainability
- S106

### Land Use Principles

7.1 From a land use perspective, the proposal involves the redevelopment of an existing employment site for alternative employment uses. More specifically, the existing office (Class E (g)(i) - former Class B1 business) uses at the site would be replaced by flexible industrial processes (Class E(g)(iii) (Light Industrial) / Class B2 (General Industrial) / Class B8 (Storage and Distribution). In practice, any of the uses proposed could lawfully operate at the site under this proposal, either as a sole use or as a combination of these uses within the space.

7.2 The proposed uses would positively contribute to the Policy EM1 (Provision of Employment Development) requirement to provide a net increase of 148,000sqm of industrial and/or warehouse space in the Borough over the plan period. According to information within the latest Annual Monitoring Report this figure has not been reached yet, with the proposal therefore welcome in assisting meeting this long-term target.

7.3 Furthermore, the location of the proposed development would align with Policy EM2 (Location of New Employment Development) which requires that major employment uses, including industrial and storage and distribution uses, will be located in the A33 corridor, or in the Core Employment Areas. Whilst the application site is not located within the designated Core Employment Areas within the Borough it is located within the A33 corridor, immediately to the west of this major transport route.

7.4 For clarity it is considered necessary to specify via condition that only the specific uses proposed are approved, with each considered acceptable in land use terms individually. A separate condition is also proposed which will permit only a maximum gross internal area floorspace of that which is proposed. This ensures the suitable management of the floorspace at the site by the Local Planning Authority, preventing for example the future inclusion of additional (extended) mezzanine floor areas which could increase the floorspace and intensify the use (with potentially more intensive transport implications for example), unless a separate planning application is submitted. In overall terms the proposals positively respond to the Local Plan

employment policies by directing relevant employment development to an appropriate location.

- 7.5 The loss of existing office accommodation at the site is accepted on the basis of the acceptability of the proposed replacement employment uses noted above. In proposing a range of employment uses within three separate buildings at the site compared to the existing singular office building the proposals are also considered to align with the requirements of Policy EM4 (Maintaining a Variety of Premises) which states that proposals should maintain or enhance the range of types and sizes of employment units within the Borough.
- 7.6 The relevance of extant prior approval consents for residential use are also required to be considered. As per the planning history section above (see paragraphs 4.3 to 4.4), prior approval was granted on 3<sup>rd</sup> September 2021 for the conversion of the existing office building to 34 flats. This is required to be completed by 3<sup>rd</sup> September 2024 in order to comply with the conditions of the prior approval but has not been implemented at the time of writing this report and is therefore expected to have lapsed by the time of your meeting, if the situation is any different, the Committee will be advised. This is referenced, as it is relevant that a residential scheme could be implemented at the site, and it is therefore material in the consideration of this application.
- 7.7 It is considered that, whilst residential accommodation is a priority use within the development plan, in this particular instance an employment use is the preferred use in this location, notably the site is located along the A33 corridor where Policy EM2 (Location of New Employment Development) specifies employment uses will be located. In addition, given the site's location sandwiched between two busy roads, in the A33 and Rose Kiln Lane, and proximity to similarly located warehouse style development along both roads, officers consider that the proposed employment use is more compatible with the area.
- 7.8 Policy H7 (Protecting the Existing Housing Stock) states that planning permission will not be granted for any loss of residential accommodation unless there are exceptional circumstances. Whilst the prior approval consent has not been implemented, is questionable whether Policy H7 is engaged, as housing at the site does not exist and therefore any 'loss' is more accurately described as 'potential loss' in this instance. Nonetheless, if the policy were to apply, then it is considered that the exceptional circumstances referred to would be engaged and that the current proposal for employment uses on the site should be the priority.
- 7.9 Notwithstanding the above, it should also be noted that a prior approval consent (ref. 210388) for change of use from Offices to 24 flats has been implemented at the former office building on the adjacent site to the south at Cadogan House. This development is now complete and partially occupied. The permitted development prior approval legislation is such that only very limited criteria can be considered when assessing such applications. Officers'

view is that, had such proposals for residential accommodation been considered in the form of a planning application, then such proposals would face a very difficult challenge in demonstrating that an acceptable living environment for residential occupiers could be provided, given the site's location. The implementation of this prior approval consent at the adjacent site does not alter officers' views that, in purely land use terms, employment uses are more compatible with this location. The potential relationship of the proposed employment uses with the recently implemented residential use at Cadogan House, in terms of residential amenity matters, will be considered later in this report.

#### Waste Minimisation

7.10 Policy CC5 (Waste Minimisation and Storage) sets out that development should demonstrate measures to minimise the generation of waste in the construction, use and life of buildings and promote more sustainable approaches to waste management, including reuse and recycling of construction waste.

7.11 The sustainability statement submitted with the application outlines the proposed approach of the development to sustainable construction practices and minimisation of waste. This includes use of locally sourced materials where possible to reduce travel and associated emissions and consideration of embodied carbon in selection of all construction materials with use of recycled steel for the structure of the buildings where appropriate. It is also proposed that 100% of timber used within the development would be responsibly sourced timber, whilst use of ground granulated blast-furnace slag concrete is proposed, which has a 50% less carbon footprint compared to standard concrete and greater durability and resistance to weathering/degradation.

7.12 The sustainability statement also considers the existing building to be demolished, noting that as former office building, it is not of a design compatible with the proposed industrial uses. The report also identifies that the existing building does not provide for the modern open plan layout sought for large scale office buildings and notes the prior approval consents that have been granted at the application site and also the adjacent Cadogan House for change of use from offices to residential use. Notwithstanding this, the sustainability statement proposes that a pre-demolition audit of the existing building would be undertaken to identify any existing structures, materials or hardstanding suitable for reuse within the proposed development, or for recovery and use elsewhere. Principles for a waste/resource management plan have also been set out to ensure resource efficiency and to ensure correct procedures are followed for demolition of waste, including hazardous waste and for recycling of materials where possible.

7.13 The officer view is that re-use of the existing building in its current form would not be appropriate for the proposed development which, as discussed above, is in a location within the Borough considered suitable for the industrial type uses. However, it is considered that the proposals demonstrate a suitable and

sustainable approach to demolition, construction and waste minimisation in accordance with Policy CC5. A condition is recommended to require the development to be undertaken in accordance with the measures outlined within the submitted sustainability statement.

Design considerations and effect on character

7.14 Policy CC7 (Design and the Public Realm) seeks that all development must be of high design quality that maintains and enhances the character and appearance of the area within which it is located, in terms of layout, landscaping, density, scale, height and massing and architectural detail and materials. The policy also seeks that developments respond positively to their local context and create or reinforce local character and distinctiveness, create safe and accessible environments and are visually attractive.

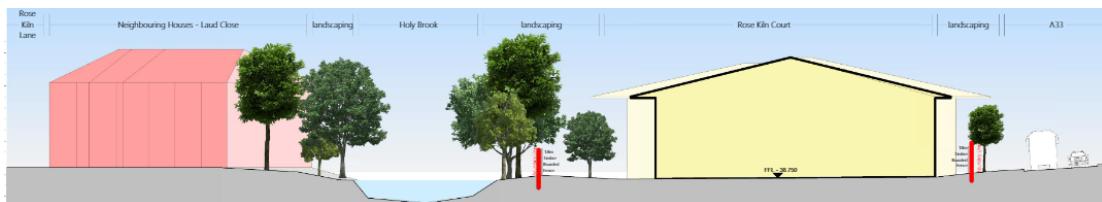
7.15 The existing 1980's office building, whilst pleasant in appearance and being one of a pair of similar style buildings with Codogan House on the adjacent site to the north, is not considered to be of any specific historic or architectural merit. The pre-dominant style of buildings within the immediate surrounding area are warehouse style commercial units located along the A33 and Rose Kiln Lane with Office style accommodation in this location being somewhat of an anomaly. The site is also dominated by an extensive hard standing car park of 136 spaces which detracts from the site's contribution to the character and appearance of the surrounding area. As such, officers' view is that the appearance of the existing building and extensive car park area is such that they do not warrant any significant weight being attached to their retention in terms of their visual contribution to the surrounding area. Therefore, providing the proposed replacement development is considered appropriate in design terms, the principle of the demolition of the existing building and car park is acceptable in design terms.

7.16 In terms of the three proposed replacement buildings, it is acknowledged that, whilst of similar overall floor space to the existing single office building on the site, the warehouse style of the buildings proposed results in a development of more significant scale and mass than existing and covering a greater footprint on the site, as a result of the three individual proposed buildings. The proposed buildings are similar in height to the existing building, with mono-pitch roofs of between 8.6 and 11.3m, compared to the existing pitched roof office building which has a ridge height of 11.5m and eaves height of 7.8m. However, as above, the warehouse style of the buildings, with mono-pitch roof forms, results in the appearance of buildings of more significant scale and mass. The overall height and form of the proposed buildings is partly a function of the proposed uses, with sufficient floor-to-ceiling heights required for the building to be an attractive commercial option for potential future occupiers.

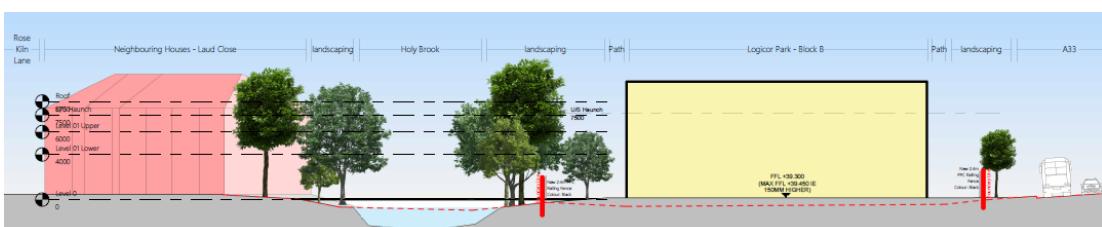


Existing Site Layout

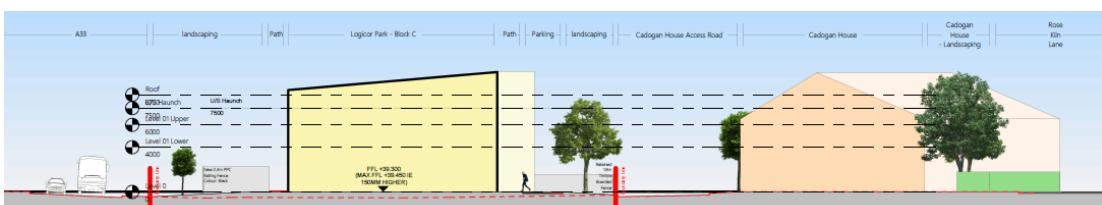
Proposed Site Layout



Existing east to west site section (existing building shown in yellow and 3 storey terrace of dwellings on Laud Close to the north shown in pink)



Proposed Section 1 - east to west site section (proposed block B shown in yellow and 3 storey terrace of dwellings on Laud Close to the north shown in pink)



Proposed Section 2 - east to west site section (proposed block C shown in yellow and 2 storey block of flats at Cadogan House to the south shown in orange)

7.17 Whilst the proposals would present a development of overall greater scale and massing than existing, where much of the site is taken up by car parking,

it is considered that the layout of the building and spaces between ensure that they would not overwhelm or appear cramped within what is a significantly-sized plot. Notably, within the proposed development, block B would be separated from blocks A and C by a distance of 17m and blocks A and B would be sited 22m apart. This is considered to provide adequate spaciousness between the buildings and to provide necessary space for parking, access and servicing of each of the proposed units within the site.

7.18 It is also considered that when assessed in street-scene terms within the wider context of the site, the scale and massing of the buildings proposed would not appear significantly dominant or out of keeping with the scale and massing of neighboring buildings. The closest neighbouring building is the two-storey block of flats at Cadogan House on the adjacent site to the south, which has recently undergone conversion from offices under prior approval consent ref. 210388. The relationship of the proposed development within this neighboring building is shown on 'proposed section 2' drawing above. At its closest point block C of the proposed development would be located 17m from Cadogan House. Similarly, to the north of the site proposed block B would, at its closest point, be located 29m from the three-storey end of terrace dwelling located within Laud Close and this relationship is shown on 'proposed section 1' drawing above.

7.19 Beyond the east and west boundaries of the site are a number of commercial and warehouse style buildings located on the A33 and Rose Kiln Lane that are of similar scale and appearance to the proposed development. This includes buildings within Reading Link Retail Park to the west, as well as the recent addition of the single storey Starbucks coffee shop building within the retail park, and the numerous car garages and commercial and industrial units found along the A33 to the east of the site. The appearance of the proposed warehouse style buildings, whilst being large utilitarian structures, is reflective of the nature of the uses proposed and of the range of similar style buildings found within the surrounding area around the A33.



Reading Link Retail Park, Rose Kiln Lane



Large commercial/warehouse style buildings to the A33

7.20 The scale and the siting of the proposed buildings, close to the perimeter of the site, is such that they would appear more prominent and visible from surrounding roads compared to the existing situation. However, when considered within the context of the industrial/commercial surroundings it is considered that the proposals would not be out of keeping with and would maintain the character of the area. In this regard, the closest part of the development to Rose Kiln Lane would be proposed block A which would, at its closest point, be sited within 8m of the public footway to the east of the carriageway. This would reflect the relationship and already established building line of Cadogan House with Rose Kiln Lane to the south. A small dark green clad single storey electricity substation building is proposed close to the site entrance from Rose Kiln Lane to serve the development, given the small scale of this building it would not be harmful to surrounding character. The closest part of the development to the A33 would be Block C, which at its closest point, would be located 2.5m from the public footway to the west of the carriageway; albeit the majority of the building would maintain a 7-8m separation from the footway.

7.21 The orientation of block C, which runs parallel to the A33, is different and more of a direct relationship with the road than compared to the existing building, which has an off-set angled siting away from the carriageway. However, there are examples of similarly direct relationships of large buildings to the A33, which include the Lock'n' Store storage building and flats at Riverside View (5-9 Berkley Avenue) 100m to the north (see photograph below) and such relationships are considered to be part of the character of the road as a major transport route where it nears the town centre. Boundary treatments are proposed as a mix of 1.8m and 2.4m high black rail fencings which are considered appropriate for this location and the nature of the uses proposed.



*Lock'n' Store building and Riverside View flats viewed from the A33*

7.22 In overall terms the siting, scale and appearance of the proposals is considered appropriate for the sites location and to preserve the character of the surrounding area in accordance with Policy CC7.

### Impact on Holy Brook, Trees, Landscaping and Biodiversity

7.23 Policy EN11 (Waterspaces) is relevant given the Holy Brook runs close to the northern boundary of the site. The Policy states that reading's waterspaces will be protected and enhanced, so that they can continue to contribute to local and regional biodiversity and ecology, flood mitigation, local character, heritage and visual amenity, the provision of accessible leisure and recreational opportunities and, where appropriate, navigation. Policy CC7 (Design and Public Realm) also identified the importance of landscaping in ensuring new development is of high design quality that maintains and enhances the character and appearance of the area.

7.24 Policy EN12 (Biodiversity and the Green Network) states that planning permission will not be granted for developments which would negatively impact on the 'green network' which includes the River Thames and Kennet and tributaries, such as the Holy Brook, which is also a designated Local Wildlife Site as a result of the variety of wetland tree and plant species that are found along its banks as well and the presence of notable invertebrates. The policy requires that on all sites development should not result in a net loss of biodiversity and provide for a net gain in biodiversity where possible.

7.25 Policy EN14 (Trees, Hedges and Woodlands) seeks that individual trees, groups of trees and hedges will be protected from damage or removal where they are of importance, that Reading's vegetation cover is extended, and that the quality of waterside vegetation is maintained or enhanced. New development shall make provision for tree retention and planting to provide for biodiversity and to contribute to measures to reduce carbon and adapt to climate change.



*Photographs of the section of the Holy Brook adjacent to the application site*

### *Trees and Landscaping*

7.26 The application site contains a total of 28 individual trees and one large tree group. The trees are located around the perimeter of the site, mainly along the north and west boundary with the Holy Brook and Rose Klin Lane and along the eastern boundary with the A33. All trees within the site are mature or semi-mature. The most significant trees on the site are the large group of white and crack Willows which span the boundary of the site with the Holy Brook and are

covered by a group TPO (ref. 2/05). Other trees on the site are range of species, but most common are Ash and Lime trees.

7.27 As part of the proposed development, only one tree is proposed to be removed to accommodate proposed block A. The tree to be removed is a Laurel and Cotoneaster species located along the eastern boundary of the site which is assessed to be a tree of low quality within the tree survey submitted with the application. All other trees within the site are to be retained as part of the proposed development. Some pruning is required to the TPO group of Willow trees to the north boundary in order to provide a 1.5m clearance from the canopy spread of these trees to the proposed buildings to provide natural light to windows. The arboricultural method statement (AMS) submitted with the application states that the crown reduction required would be no more than 2m and RBC Natural Environment Officers are satisfied with the approach to pruning set out within the AMS and that this would not be detrimental to the long term health of these trees.

7.28 All trees along eastern boundary of the site, which is a designated treed corridor within the Reading Tree Strategy (2021), would be retained and these currently provide screening between the site and the busy A33. The submitted AMS also contains a tree protection plan and methodologies for all retained trees during construction of the proposed development. The RBC Natural Environment Officer is satisfied with the protection measures proposed and that subject to conditions to secure implementation of these measures, the construction works would be able to be carried out within significant harm to the health of all retained trees.

7.29 As part of the proposed development additional landscaping, including tree planting would also be provided. This includes planting of 15 new trees resulting in an overall net gain of 14 trees on the site. The proposed new trees would primarily be located around the site perimeter and are a variety of species including Maple, Hornbeam and Pear. Notably 9 new trees would be added between the existing trees along the boundary of the site within the A33, adding to the natural screening along this busy road. These would be fastigiate (tall and narrow) species to prevent future conflict with the proposed buildings to this part of the site. 3 new trees are proposed between blocks A and B and the site boundary with the Holy Brook.

7.30 In terms of other landscaping, amenity grassland is proposed around the perimeter of the site between the edges of the proposed buildings and site boundaries, apart from to the north boundary of the site with the Holy Brook where a 'wildflower grassland' is proposed instead given the wilder and more biodiverse character of the land towards the Holy Brook. The RBC Natural Environment Officer is supportive of the landscaping proposals and welcomes the net gain in tree planting, in particular along the additional planting along the A33 within the treed corridor and air quality management area. The focusing of landscaping and tree planting around the site perimeter is considered an appropriate approach and allows existing natural screening around the edges of the site to be increased and for additional planting to be provided to the

sensitive boundary to the north with the Holy Brook. A condition is required to secure implementation of the proposed landscaping within the first planting season following first occupation of the development. The proposals are considered to accord with Policy EN14.



*Plan showing retained trees and proposed landscaping*

#### *Ecology and Biodiversity*

7.31 The application is accompanied by ecology reports and a river condition assessment given the proximity of the site to the Holy Brook which is a designated Local Wildlife Site (LWS). The reports assess the ecological value of the application site and adjacent section of the Holy Brook which, is not culverted. The sections of the Holy Brook to the east and west beyond the application site are culverted as the brook passes under Rose Klin Lane and the A33.

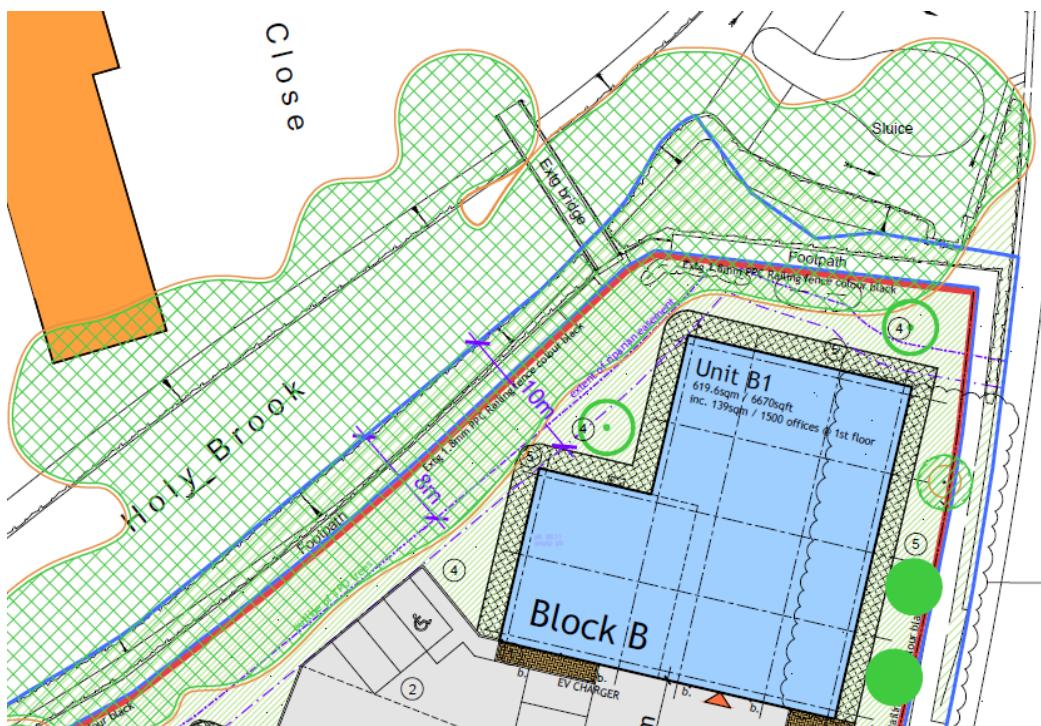
7.32 The application site, containing a single large building with the remainder being covered in a hardstanding car park, is considered by the Council's Ecologist to be of limited ecological value. The main habitats identified are the presence of the existing trees and ad hoc low level landscaping around the car park. The reports also identify that the bank and channel of the adjacent section of the Holy Brook is in a fairly poor condition in terms of its habitats within the LWS. This is found to be as a result of encroachment of nearby residential and commercial buildings and uses, proximity to roads and associated pollution, as well as this part of the Holy Brook being heavily overshadowed which has had the effect of limiting the variety of plant species and vegetation present. The shading is as a result of the bank of large TPO Willow trees which sit between the existing building and the Holy Brook channel.

7.33 In terms of protected species present or likely to be present within the application site or adjacent section of the Holy Brook, the ecological reports identify nesting birds within existing trees as well as the presence of commuting and foraging bats within the willow trees along the bank of the Holy Brook (identified as a result of a bat survey). Bat roosts were not identified within these trees and the building within the site was not found to be suitable for or used by roosting bats. The submitted reports do not identify the presence of amphibians or reptiles on or around the site, however the adjacent section of the Holy Brook is identified as being a suitable habitat for use by commuting water voles and otters, whilst landscaping on and around the site is considered to provide suitable habitats for foraging or sheltering hedgehogs.

7.34 The development proposes a number of measures to ensure existing habitats and species on the site are protected during construction and future use of the development. In terms of impact upon the adjacent section of the Holy Brook and designated LWS, no loss of existing habitat is proposed, with the Holy Brook being located outside of the application site. The existing bank of Willow trees on the north boundary with the brook would be retained with only minor crown reduction proposed. Notably, and as required by Policy EN11, the proposals would provide a minimum 10m buffer distance between the closest building and the Holy Brook channel, with an 8m separation provided between the closest building and the 'riparian zone' (top of the river bank). The requirement for this buffer zone is to ensure built development does not encroach on waterspaces which could be harmful to their biodiversity role and significance.

7.35 A footpath is proposed around the perimeter of the site to provide emergency and maintenance access for staff when needed. To the northern boundary of the site this proposed footpath would maintain the 8m separation to the riparian zone but would be located within the 10m buffer between the buildings and channel. As mitigation for this, in this part of the site, the footpath is proposed to be formed from a permeable ecoblock system containing amenity grass mix (similar to grasscrete) and installed via no dig construction techniques. On this basis it is considered that the small permeable and grassed footpath for maintenance and emergency access for employees only would not be introducing a harmful type or level of development to the edge of the

biodiversity buffer. Furthermore, the proposals would be an enhancement compared to the existing situation where the building is located within 10m of the Holy Brook channel.



*Plan showing proposed 10m and 8m (riparian zone) buffers to Holy Brook. Permeable and grassed footway shown around outline of Block B (hashed strip)*

7.36 Given the provision of the 10m separation between the proposed buildings and the Holy Brook channel, the RBC Ecological Adviser is satisfied that the construction and future use of the development could be managed so as to not adversely impact on the adjacent LWS.

7.37 A series of construction mitigation measures are proposed which include dust dampening and control measures, bunded fuel storage and re-filling operations being carried out on parts of the site away from the brook and an induction for all workers as to the importance and value of the LWS, in addition to the tree protection measures referred to above. Vegetation and tree clearance would also be carried out outside of the bird nesting season, unless under the strict supervision of a qualified ecologist and there will be a requirement for any pits or trenches to be covered overnight unless mammal escape ramps are provided to prevent commuting otters, water voles or hedgehog becoming trapped. Full details of these measures are required to be secured by way of condition to require submission and approval of a Construction and Operational Environmental Management Plan prior to commencement of development on site.

7.38 In terms of future use and operation of the development impact on the adjacent LWS and Holy Brook, the impacts are considered to be limited given the proposed development would provide a 10m separation buffer to the Holy Brook. However, conditions are recommended to secure a detailed wildlife friendly external lighting strategy for the development to ensure that any

external lighting proposed is designed so as to limit light spill to tree groups to along the north boundary of the site which are known to be used by commuting bats.

- 7.39 A series of ecological enhancements are also proposed as part of the development. These focus on making improvements to the south bank of the Holy Brook and addressing a number of the issues identified with the condition of the existing habitats to this part of the Holy Brook within the river condition assessment report submitted with the application. The proposed enhancements include additional native landscaping along the north boundary of the site (to be secured as part of the site landscaping proposals), removal of litter/building materials from the bank of the Holy Brook, selected tree management (pollarding or coppicing) to reduce overshading to the channel and allow for greater light penetration and removal of Buddleia and round leaf Dogwood (an invasive species) along the bank to allow a greater chance for native flora to thrive. Much of the bank of the Holy Brook is located outside of the red line application area but land up to the southern edge of the brook channel is within the ownership and therefore control of the Applicant (blue line area). Submission and approval of full details of the ecological enhancements for this area, and a timetable for implementation and future management, are proposed to be secured by way of condition.
- 7.40 It is considered that securing the above enhancements and management arrangements for the banks of this part of the Holy Brook would ensure the requirements to protect and enhance the LWS are satisfied in respect of Policy EN12. It is noted that similar enhancement works were undertaken to the bank of the Holy Brook to the west of the site as part of the recent Starbucks development (ref. 220737) on the opposite side of Rose Kiln Lane where the brook becomes un-culverted again after passing under the road. It is considered that, in combination with the works undertaken as part of the Starbucks development, the proposals would result in significant improvements to the un-culverted sections of these parts of the Holy Brook and LWS.
- 7.41 Whilst the application submission date precedes mandatory requirements for all development to achieve a 10% net gain in biodiversity net gain (BNG), the application is accompanied by a BNG metric calculation, and the development overall is predicted to achieve a 25% net gain in biodiversity on the site. This would accord with Policy EN12 which requires all development to demonstrate a net gain in biodiversity. The RBC Ecology Adviser has reviewed the metric and is stratified that BNG projection has been carried out to an appropriate standard and is achievable. A condition is required to ensure submission and approval of a final BNG metric calculation prior to commencement of development.
- 7.42 Given the proximity of the development to the Holy Brook, which is classified as a main river, the Environment Agency (EA) are statutory consultee for the application to ensure it meets their ecological and physical standards for development within close proximity to watercourses. The EA have reviewed

the proposals and advised that they have no objection subject to conditions to secure the proposed ecological mitigation measures, a construction environmental management plan and a scheme for management and maintenance of the 8m wide riparian buffer zone proposed between the Holy Brook channel and the proposed development.

#### *Other Impacts on Holy Brook*

- 7.43 As discussed above the relationship of the proposed development with the adjacent watercourse is considered to be acceptable, in respect of ecology, biodiversity, tree and landscape matters, subject to the recommended conditions, which satisfies many of the requirements of Policy EN11. However, this Policy also places additional requirements upon such development in terms of also providing appropriate uses and buildings that enhance the relationship with and make positive contributions to the appearance and character Reading's watercourses, as well as, where practical and consistent with its biodiversity role, providing good level access to the waterside for all those who want to use it.
- 7.44 It is considered that the proposed development would enhance the visual relationship of the site with the adjacent watercourse. The existing presents a continuous two storey elevation of 72m in length location within 9m of the bank of the brook with no visual break or relief, which results in a dominant visual relationship with the Holy Brook. Whilst the proposed buildings are of similar overall scale to existing, the replacement of a single large building with two separate buildings set 20m apart and further away from the Holy Brook channel (10m) is considered to breaks up the mass of built form and would result in greater visual permeability and less dominant relationship. This is in addition to the landscaping and biodiversity enhancements proposed to this part of the site that are discussed above and are to be secured by way of conditions. The proposals through retention of a 10m/8m buffer zone adjacent to the Holy Brook do not seek to erode or impose upon the existing undeveloped and wild character of the adjacent bank of the brook which would be retained and enhanced as part of the proposed development.
- 7.45 The proposed industrial style buildings are utilitarian in appearance, but this is in keeping with the wider character of the area and not significantly different to the existing situation and the close relationship of the large office building with the Holy Brook. The existing bank of willow trees along the north boundary of the site with the Holy Brook, which are to be retained, also provide a dense natural screen between the site and the watercourse. These trees are significant in height and exceed the height of the existing and proposed buildings, providing significant screening of any intervisibility between the application site and the Holy Brook.
- 7.46 The proposed removal of the existing large single building and replacement within two separate buildings within a notable gap between them is also considered beneficial in terms of reducing levels of overshadowing and removing obstacles to natural light reaching the bank and channel of this

section of the Holy Brook; which is one the issues identified within the river condition assessment that currently contribute to the poor condition of habitats to this part of the watercourse.

7.47 There is already public access along both sides of this part of the Holy Brook connecting Rose Kiln Lane to the A33, including a pedestrian bridge providing access to the other side of the channel and Laud Close. The proposed works to the land adjacent to the Holy Brook, through removal of litter and thinning of overgrown vegetation together with securing future management and maintenance of this area would improve the quality of this existing pedestrian access. The proposals are considered to comply with the requirements of Policy EN11 and subject to the recommended conditions would meet the overall aim of the policy, which is to ensure that waterspaces are protected and enhanced.

#### Impact on Residential Amenity

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

7.49 Whilst surrounding uses to the application site are predominantly commercial, the closest neighbouring building is that located to the south at Cadogan House which is in residential use having undergone conversion from offices to 24 flats under prior approval consent ref. 210388. Block C of the proposed development would be closest to Cadogan House, but at 17m away at the closest point, the development is not considered to result in any adverse impacts upon residential occupiers at Cadogan House in terms of receipt of daylight or overshadowing. The other residential properties in the vicinity of the application site to Laud Close to the north are over 29m away from the proposed development and similarly no adverse daylight or overshadowing impacts are identified to these properties.

7.50 The nature of the uses proposed and associated vehicle movements has the potential to result in disturbance to the closest residential occupiers to the site at Cadogan House. The application is accompanied by a noise assessment and mitigation scheme which has been reviewed by RBC Environmental Protection Officers who recommend that activities at the site would have to be limited to daytime hours only in order to ensure no unacceptable noise impacts on the adjacent residential occupiers. This is given background noise levels are lower at night-time so noise from the proposed development would be more audible and this is the times when residents are more likely to be at home. Therefore, a condition is recommended which stipulates that there are to be no deliveries to all units and no activities taking place externally anywhere within the site outside of the hours of 0700 to 2100 hours Monday to Saturdays and 0700 to 1300 hours on Sundays or Bank Holidays, with all activities outside of these hours being internal only with all shutters closed. A condition is also recommended to require all vehicle using the site to be fitted with a white noise

reversing alarm rather than a tonal alarm. Subject to these recommended conditions RBC Environmental Protection Officers are satisfied that the proposal would not result in unacceptable noise disturbance to nearby residential occupiers.

- 7.51 The application is accompanied by an air quality assessment. This identifies that the proposed development is anticipated to result in a reduction in vehicle trips to and from the site compared to the existing office use and therefore the proposals would not worsen air quality conditions at the site. RBC Environmental Protection Officers have reviewed the air quality assessment, are satisfied with its findings and advise that no air quality mitigation is required as part of the proposed development.
- 7.52 A condition is recommended to secure that no external lighting is installed within the development until an external lighting scheme has been submitted to and approved by the Local Planning Authority to ensure that lighting is designed to a specification that does not result in undue light spill to nearby residential dwellings.
- 7.53 A contamination assessment of the site has also been submitted with the application. This has been reviewed by RBC Environmental Protection Officers who note the assessment identifies the presence of land gas ingress on the site and as such a condition is recommended to secure submission, approval and implementation of a contamination remediation strategy prior to commencement of the development.
- 7.54 The proposals are considered to comply with Policies CC8, EN15 and EN16.

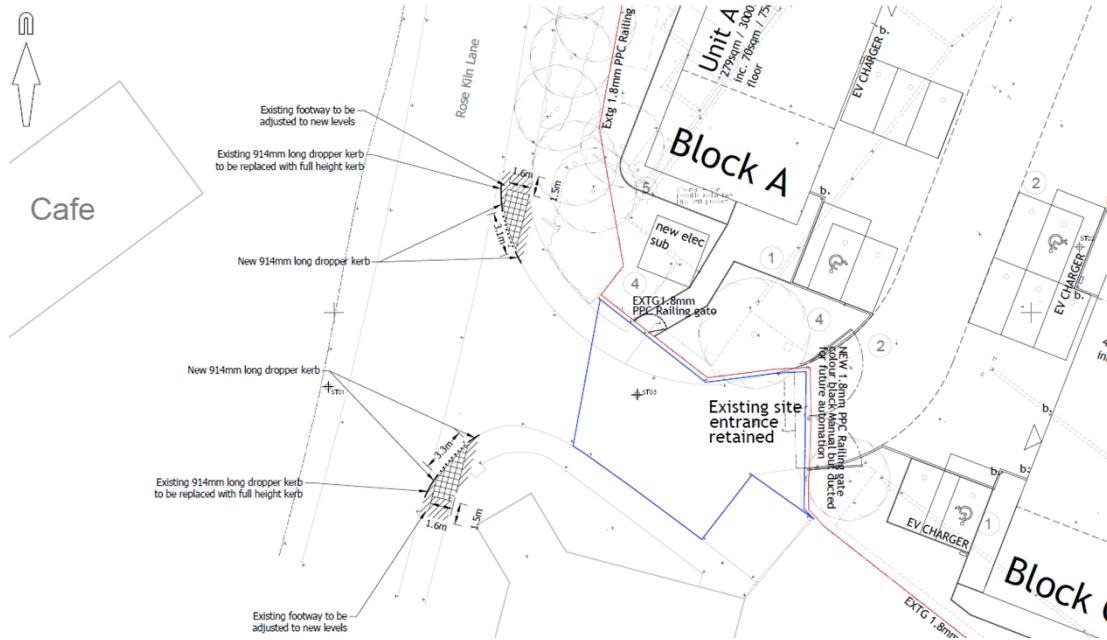
#### Transport

- 7.55 Policies TR3 (Access, Traffic and Highway related matters), TR1 (Achieving the Transport Strategy) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking related matters relating to development.

#### *Access and Servicing*

- 7.56 The application site is located in a strategic position, adjacent to the A33 which is a major arterial route between Reading town centre to the north and M4 to the south. Access to the site is via an existing T-junction off Rose Kiln Lane, which provides shared access to the adjacent Cadogan House. The proposals will retain the existing access arrangements from Rose Kiln Lane. The application is accompanied by a Transport Statement.
- 7.57 As part of the application proposals, highway works are proposed to improve the existing access point from Rose Kiln Lane for pedestrians through introduction of appropriate dropped kerbs and tactile paving to enhance access and movement when crossing the T-junction access from the public footways on Rose Kiln Lane for disabled and visually impaired persons. The highway

works are required to improve the safety of pedestrian crossing over the site access, given the proposals would result in larger vehicles accessing the site compared to the existing office use. RBC Transport Officers recommend that the highway improvement works are secured via a Highway Works Agreement, implementation of which would be secured as part of a section 106 legal agreement, and this has been accepted by the Applicant.



*Proposed Highway Works Plan*

7.58 A separate pedestrian access will be provided at the site access, as well as a new pedestrian access on the eastern boundary of the site directly onto the footway running along the western side of the A33. RBC Transport Officers raise no objection to the proposed pedestrian access, subject to a condition to ensure that any gates must open into the site only, away from the highway.

7.59 The application propose that all servicing activities associated with the development will take place within the site boundary. Tracking drawings have been submitted as part of the Transport Statement which demonstrate that the site access can accommodate HGVs up to 16.5m in length which RBC Transport Officers consider to be acceptable. Tracking drawings have also been submitted to demonstrate that rigid goods vehicles can be accommodated in the proposed loading bays at each unit. Each unit within the development would have their own internal refuse store from where collection can take place. Implementation of the proposed access arrangements and refuse stores prior to first occupation of the development are recommended to be secured by conditions.

#### *Parking*

7.60 The Council's adopted Parking Standards and Design Supplementary Planning Document (SPD), includes different parking standards in four different zones according to the accessibility of those zones. The site is located in Zone 2, known as the Primary Core Area, where the Class E(g)(iii) and B2

parking standards are 1 per 125m<sup>2</sup> (24 spaces) and the B8 parking standards are 1 per 200m<sup>2</sup> (15 spaces). However, given that a flexible use is being applied for covering the E(g)(iii), B2 and B8 use classes, RBC Transport Officers consider the required parking provision for the development should be based on the higher parking standard of 1 space per 125 m<sup>2</sup> to ensure the parking provision meets the highest possible demand for parking.

7.61 The development proposes to provide a total of 33 parking spaces evenly distributed within the site adjacent to each unit. Whilst this exceeds the required parking provision in line with the Council's adopted standards, it does represent a significant reduction in parking spaces on the site compared to the existing 136 parking spaces serving the current office use of the site which far exceeds the required provision for that use. On this basis RBC Transport Officers are satisfied that parking provision for the development is more in line with the Council's adopted parking standards than the existing situation and has been set at a reasonable and required level to support the operational needs of the site. The development would also provide 1 no. disabled parking space for each unit, (8 accessible spaces in total) located close to the building entrances which is also considered acceptable in line with adopted standards.

7.62 In addition and in line with Policy TR5 (Car and Cycle Parking and Electric Vehicle Charging), a total of 8 spaces (24%) will have access to active electric vehicle charging facilities, with all remaining spaces having infrastructure in place to rapidly add more charging facilities if staff demand warrants it. Provision of all parking spaces and associated facilities prior to occupation of each of the units, is recommended to be secured by conditions.

#### *Cycle Parking*

7.63 Given the flexible nature of the uses proposed a similar approach to cycle parking provision is taken as for vehicle parking with the highest possible provision requirements being applied based upon the uses proposed. This equates to a demand of 12 spaces for the proposed development. The development is compliant in this respect with 12 cycle parking spaces proposed which would be provided within a covered and secure cycle store located within the site in front of block B. Furthermore, in addition, two cycle hoops will be provided within each of the 8 individual units within the development providing an additional 32 cycle spaces. This is in excess of the required minimum provision and is welcomed to encourage access to the site via bicycle. Provision of the cycle parking facilities would be secured prior to first occupation of the development.

#### *Traffic Generation*

7.64 The development proposes a net reduction of 103 car parking spaces and generates much lower demand for parking compared to the existing office use. Therefore, it is reasonable to assume that the proposed development would generate less vehicle movements throughout the course of the day than the existing use of the site. A net traffic assessment has been undertaken as part

of the submitted Transport Statement which concludes that the proposals will result in a significant reduction in the site's peak hour traffic generation. RBC Transport Officers accept these results and consider that the proposals are unlikely to have any significant negative material impacts upon the existing operation and capacity of the local highway network.

#### *Construction Activities*

- 7.65 A condition is recommended to secure submission, approval and implementation of a construction method statement prior to commencement of development on site to ensure that demolition and construction activities would not have a detrimental impact on the surrounding highway network.
- 7.66 The proposals are considered to comply with Policies TR1, TR3 and TR5.

#### Sustainability

- 7.67 Policy CC2 (Sustainable Design and Construction) requires that the development should meet a BREEAM Excellent standard, where possible. A sustainability statement has been submitted within the application which includes a BREEAM pre-assessment report that projects that the proposed development will achieve a BREEAM Excellent standard, with a BREEAM index score of 75.54%. In order to achieve BREEAM Excellent standard a minimum score of 70% is required and therefore the proposed development is considered to have demonstrated compliance with Policy CC2. Submission and approval of a final, 'as built' BREEAM assessment, prior to first occupation of the development, is recommended to be secured by way of condition to demonstrate that when constructed the development meets the required BREEAM standard.
- 7.68 Policy CC3 (Adaption to Climate Change) seeks that proposals should incorporate measures which take account of climate change. The development proposes a number of energy efficient design measures which contribute to the development's projected BREEAM score of Excellent. These measures include, internal layouts and orientations of the buildings designed to ensure good access to natural light, reduce reliance of artificial lighting, high performance roof lights and building insulation to reduce heat loss and limit excessive solar gains and a combination of use of natural and mechanical ventilation.
- 7.69 A sustainable drainage strategy (SuDS) for the development is also proposed in the form of an attenuation tank which would discharge surface water into the adjacent Holy Brook. The Lead Local Flood Authority Officer (Transport Development Control Manager) has reviewed the submitted SuDS details and is satisfied that this demonstrates that surface water would be discharged into the Holy Brook at a reduced rate when compared to the existing situation on site and therefore this complies with the requirements of Policy EN18 (Flooding and Sustainable Drainage Systems) and is considered to be acceptable. A condition is recommended to secure submission and approval of full detail of the SuDS strategy, including maintenance and management details, prior to

commencement of development on site and a further condition to require implementation of the SuDS prior to first occupation of the development and future maintenance and management in accordance with the approved details is also recommended. The SuDS strategy is required to include details of oil interceptors to be fitted to throughout the site to ensure contaminants do not reach the Holy Brook.

7.70 Policy CC4 (Decentralised Energy) also requires development to demonstrate how consideration has been given to securing energy for the development from decentralised sources. The submitted Sustainability Statement explores decentralised energy options for the development. The statement identifies that the site is located outside of the areas of the Borough that are identified as having potential for creation/connection to district heating networks within the Council's adopted Sustainable Design and Construction SPD (2019). Furthermore, given the nature of the uses proposed based around large internal warehouse spaces it would only be the small ancillary office spaces to each of the units that would be served by heating and hot water and therefore given the minimal heating demand of the development connection or creation of a district heating network is not considered to be justified for the proposed development.

7.71 Notwithstanding the above, the development does propose to provide an on-site source of decentralised energy provision in the form of solar panels to the roofs of the buildings, taking advantage of the large flat surfaces and therefore this complies with Policy CC4. A condition is recommended to secure submission, approval and implementation of the layout and specifications of the proposed solar panels prior to first occupation of the development.

7.72 The proposals are considered to comply with Policies CC2, CC3, CC4 and EN18.

#### Other Matters

##### *Archaeology*

7.73 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.

7.74 A desk based archaeological assessment report has been submitted with the application. Berkshire Archaeology have reviewed this report and advise that the site has been subject to severe truncation with the deposition of 0.3m of made ground in places and that the report sets out that foundations for the proposed buildings would be unlikely to penetrate the made ground except where piling is used. Based on the above Berkshire Archaeology's advice is that any archaeological relevant layers are very likely to have already been removed from the site or would not be impact by the proposed development and that no further archaeological investigation is required as part of the proposed development.

### *Employment Skills and Training*

7.75 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 mixed-use proposal and in line with the adopted Employment Skills and Training SPD, the development would be expected to provide both a construction and end user phase employment and skills plan to demonstrate how it would benefit the local employment market. This would be secured by way of a section 106 legal agreement and would include provision for an alternate financial contribution towards local skills and training in the event that plans are not to be provided.

### **Equalities Impact**

5.59 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.

## **6. CONCLUSION**

8.1 The proposed development would provide employment generating industrial type uses in an appropriate location within the Borough, along the A33 corridor. The proposed buildings are considered to be of an appropriate scale and design for the location of the site, which is predominantly surrounded by similar utilitarian warehouse style structures. Subject to the recommended conditions and s106 obligations it is considered that the development could be managed such as to not result in unacceptable impacts upon existing surrounding residential occupiers or the surrounding highway network. Similarly, it is considered that the development has demonstrated that impacts upon trees, ecology, biodiversity and the adjacent Holy Brook can be managed during construction and that these features on and adjacent to the site would be suitably preserved and enhanced during subsequent operation of the development.

8.2 The proposals have been designed to meet relevant requirements in terms of sustainability and energy efficiency in the form of a development which would meet BREEAM excellent standards, provision of appropriate SuDS and incorporation of on-site decentralised energy in the form of solar panels. The proposals would also contribute towards construction and end user phase employment skills and training within the Borough.

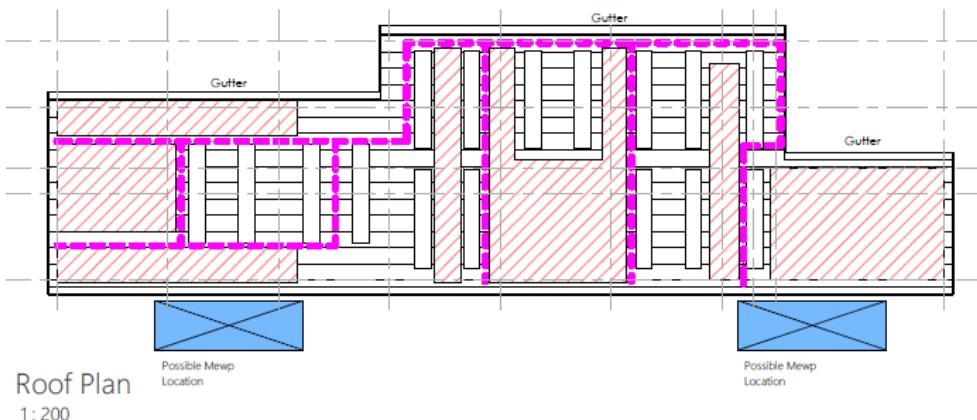
8.3 The proposals have been carefully considered in the context of the Reading Borough Local Plan 2019 and supplementary planning documents and

recommendation is to grant full planning permission subject to the recommended conditions and section 106 obligations.

**Selection of Proposed Plans:**



Proposed Site Plan

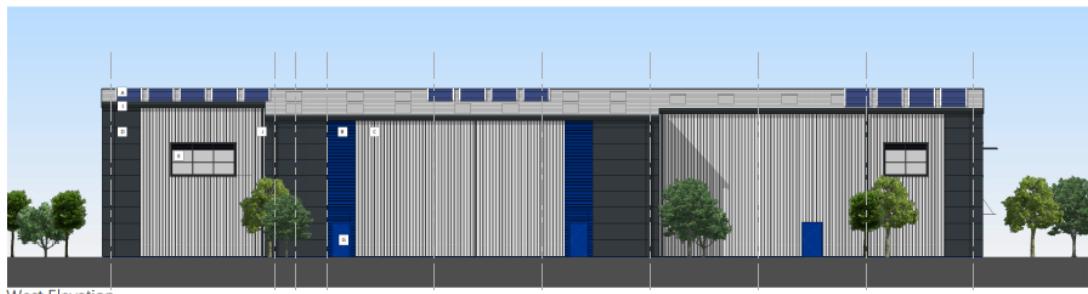


Block A – Proposed Floor Plans



East Elevation

1:125



West Elevation

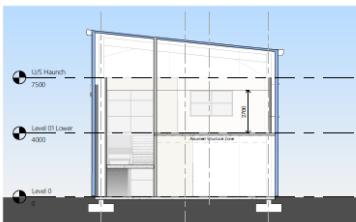
1:125



North Elevation



South Elevation



General Section 01

1:100



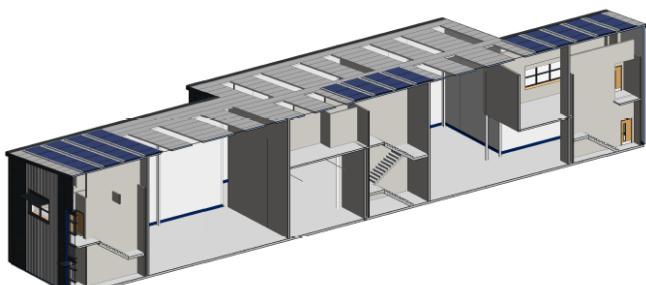
General Section 02

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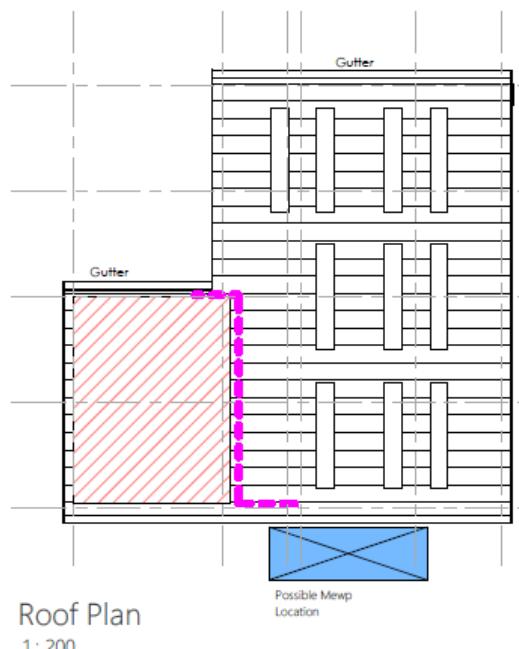
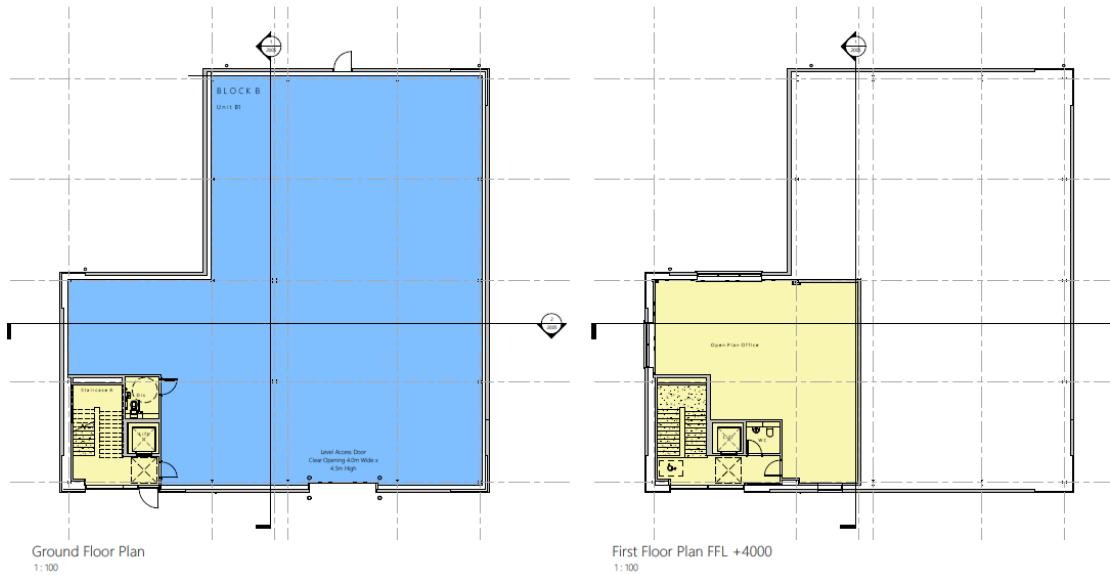


General Section 03

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Block A – Proposed Elevations and Sections



Block B – Proposed Floor Plans



South Elevation  
1:100

West Elevation  
1:100

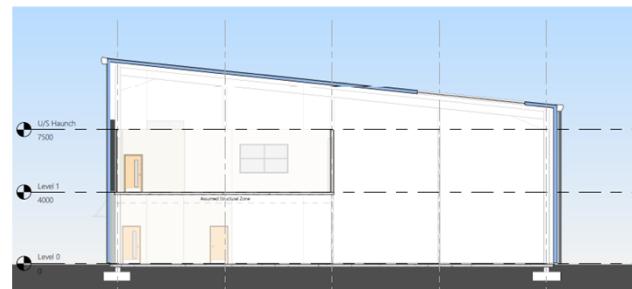


North Elevation  
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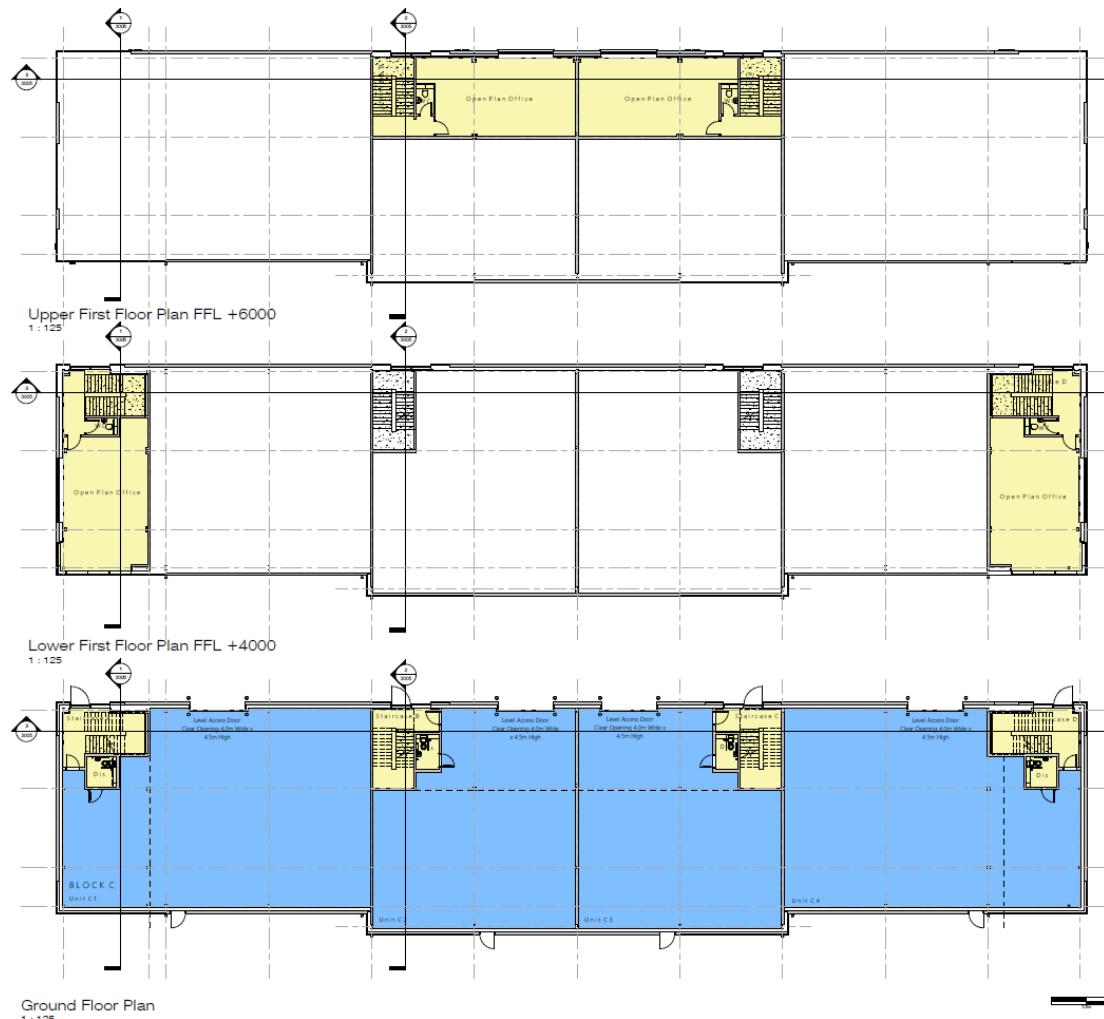
East Elevation  
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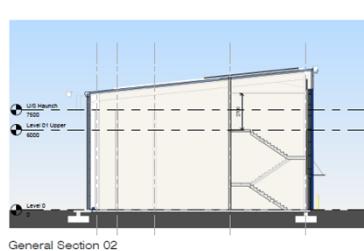
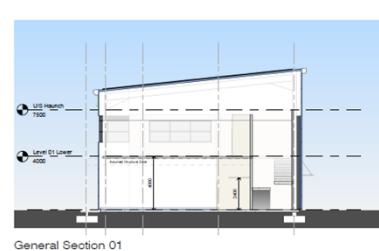
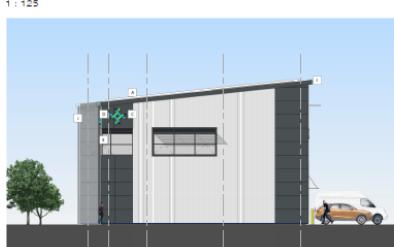
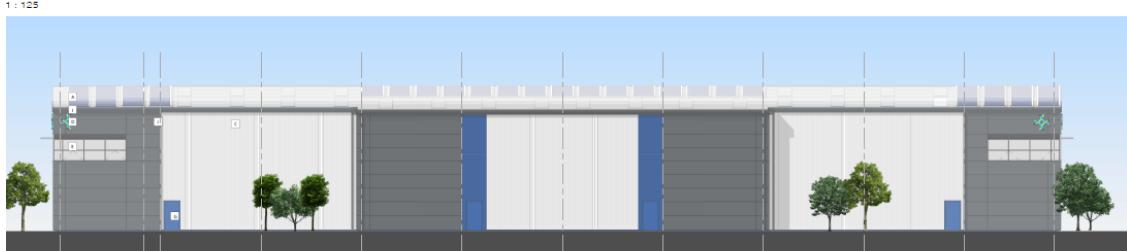
General Section 01  
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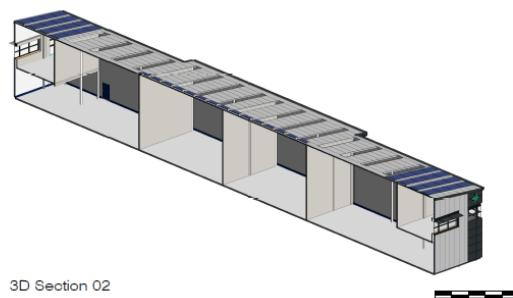
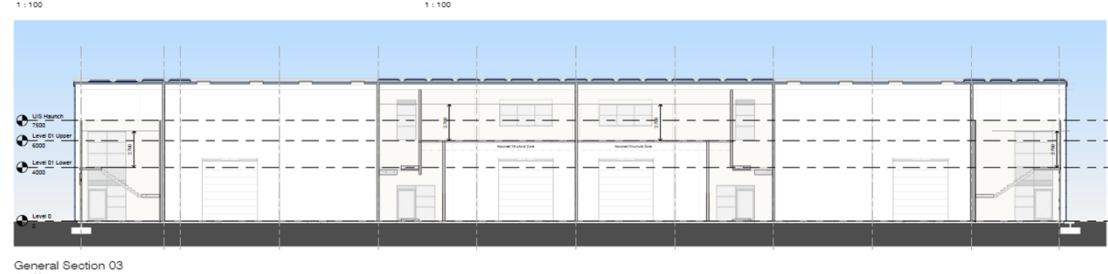
## Block B – Proposed Elevations and Sections



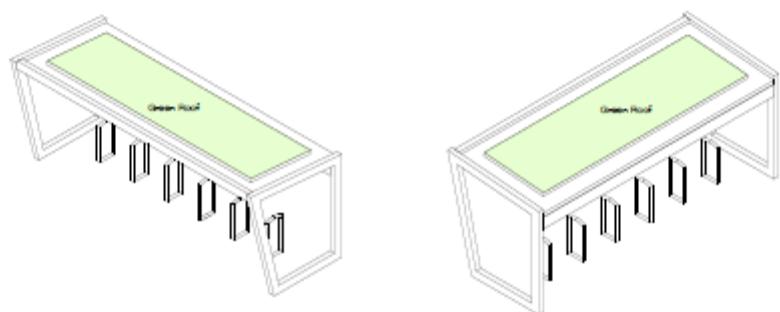
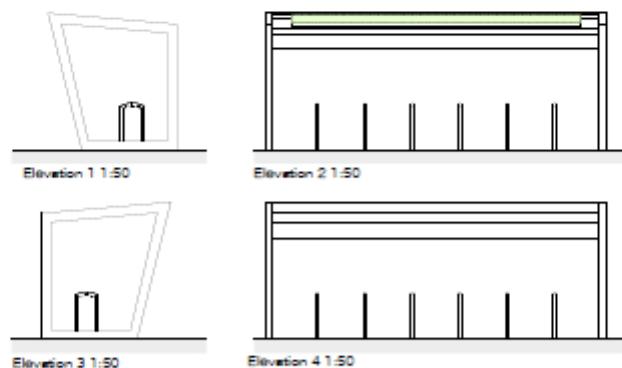
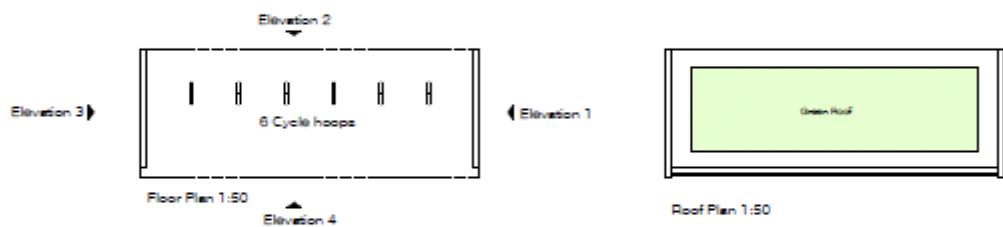
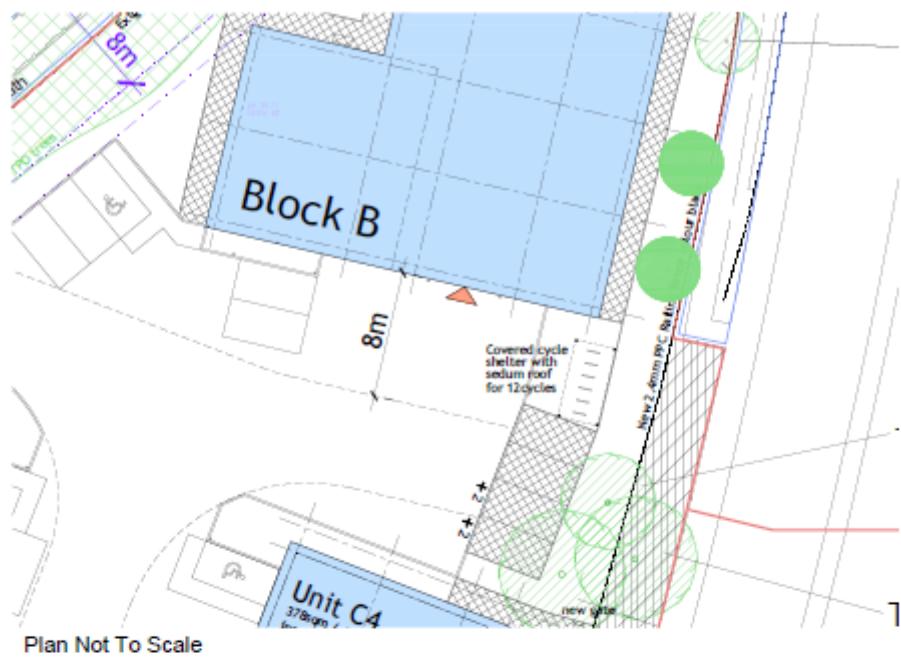
Block C – Proposed Floor Plans



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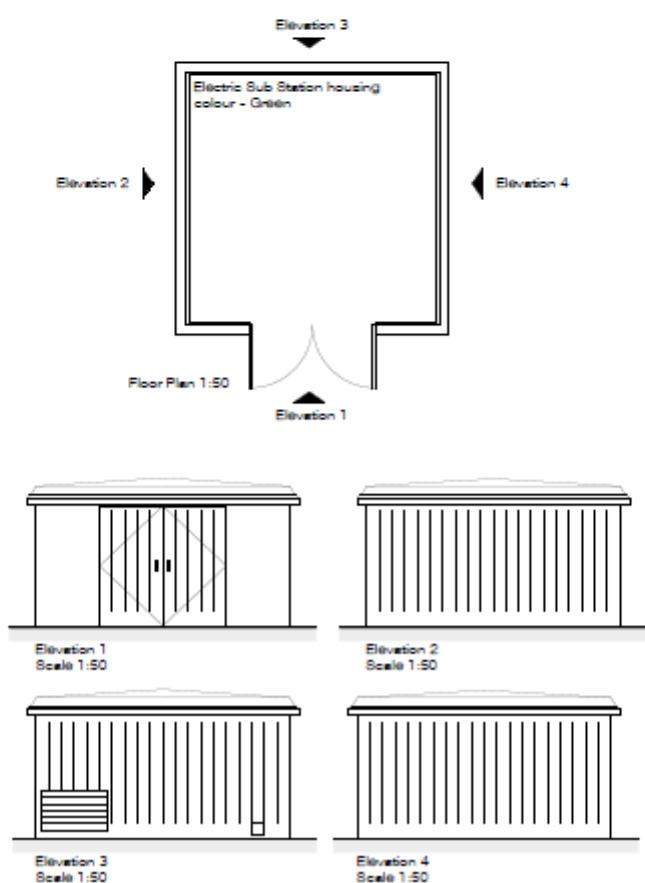
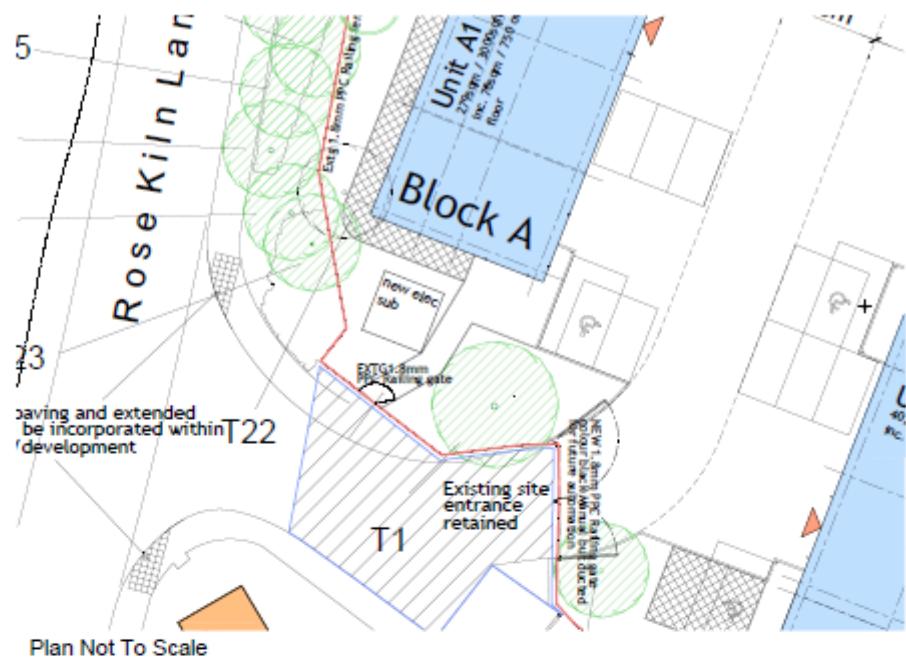


## Block C – Proposed Elevations and Sections

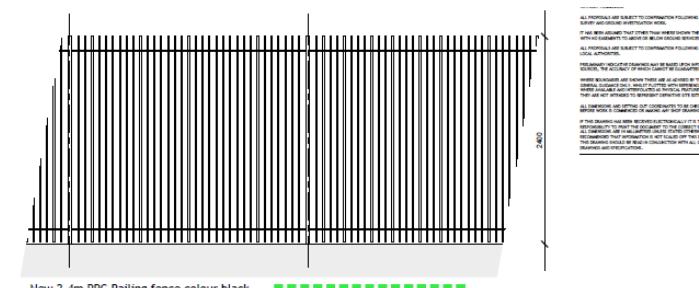
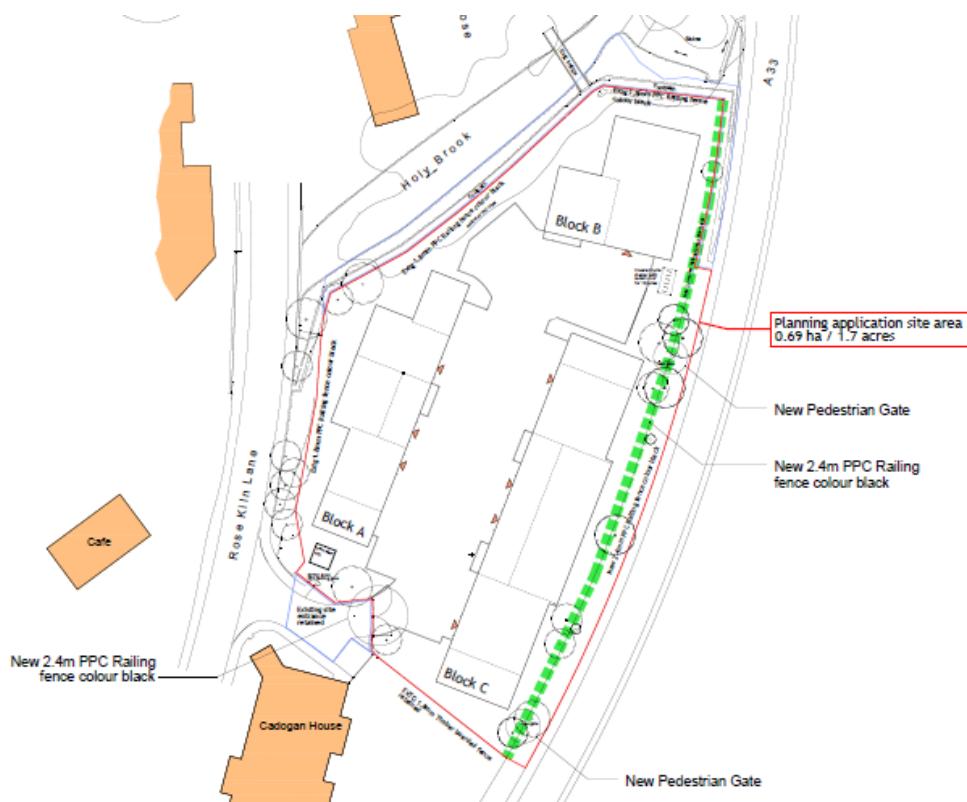


DRAWING

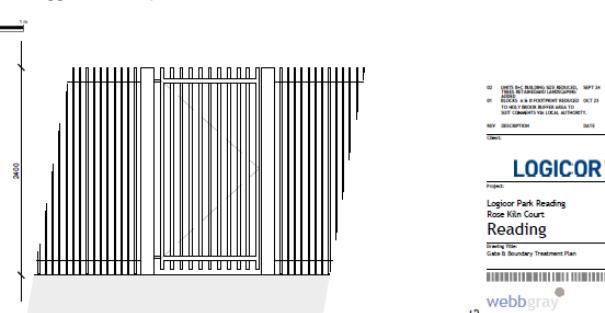
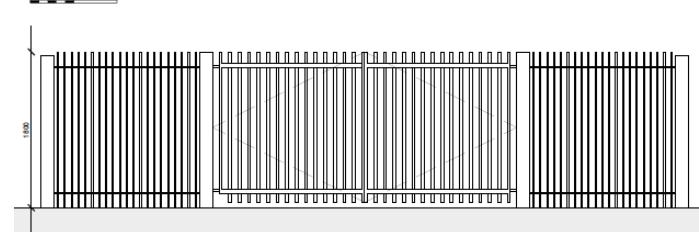
Proposed Cycle Store



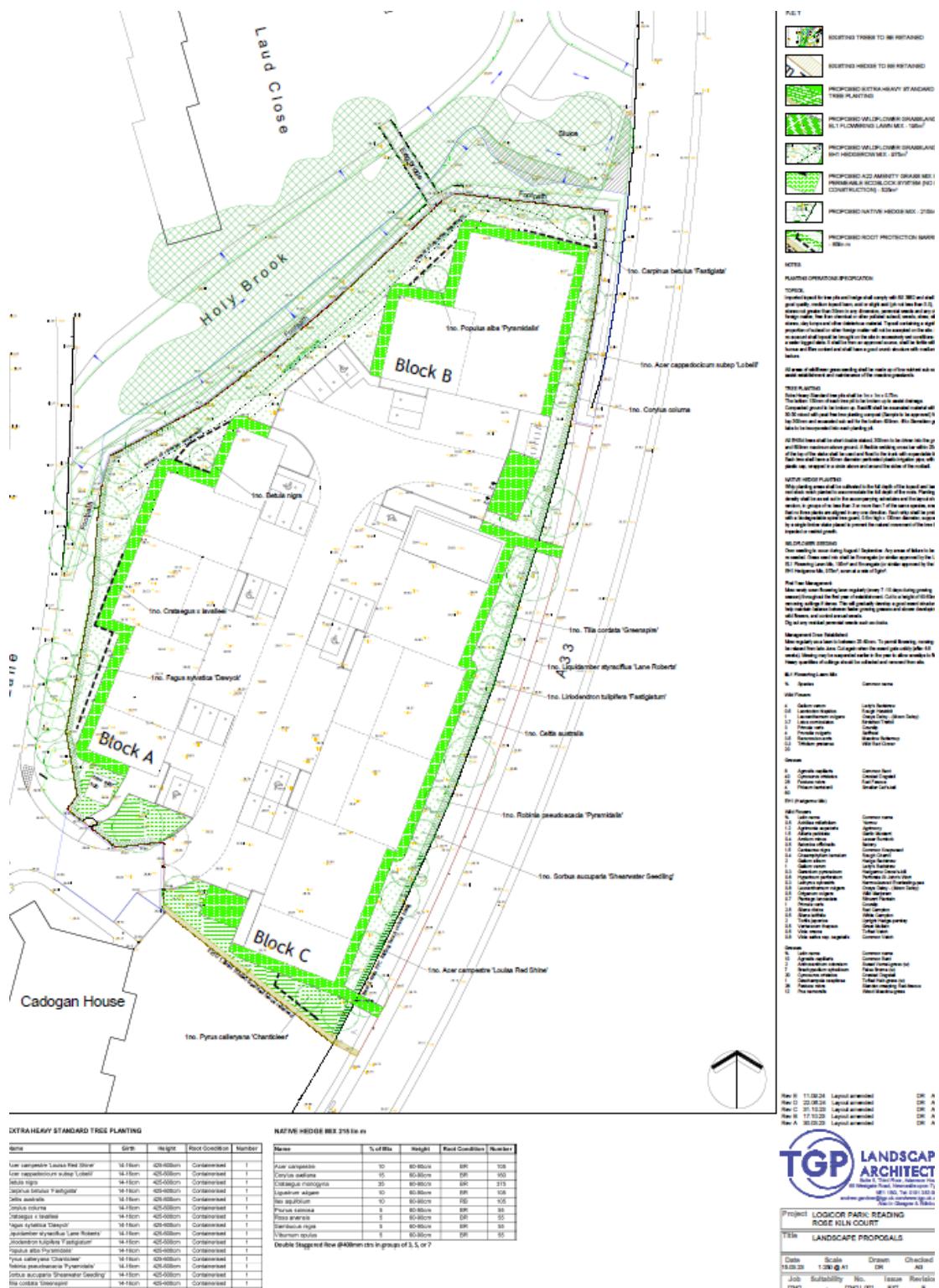
Proposed Sub Station



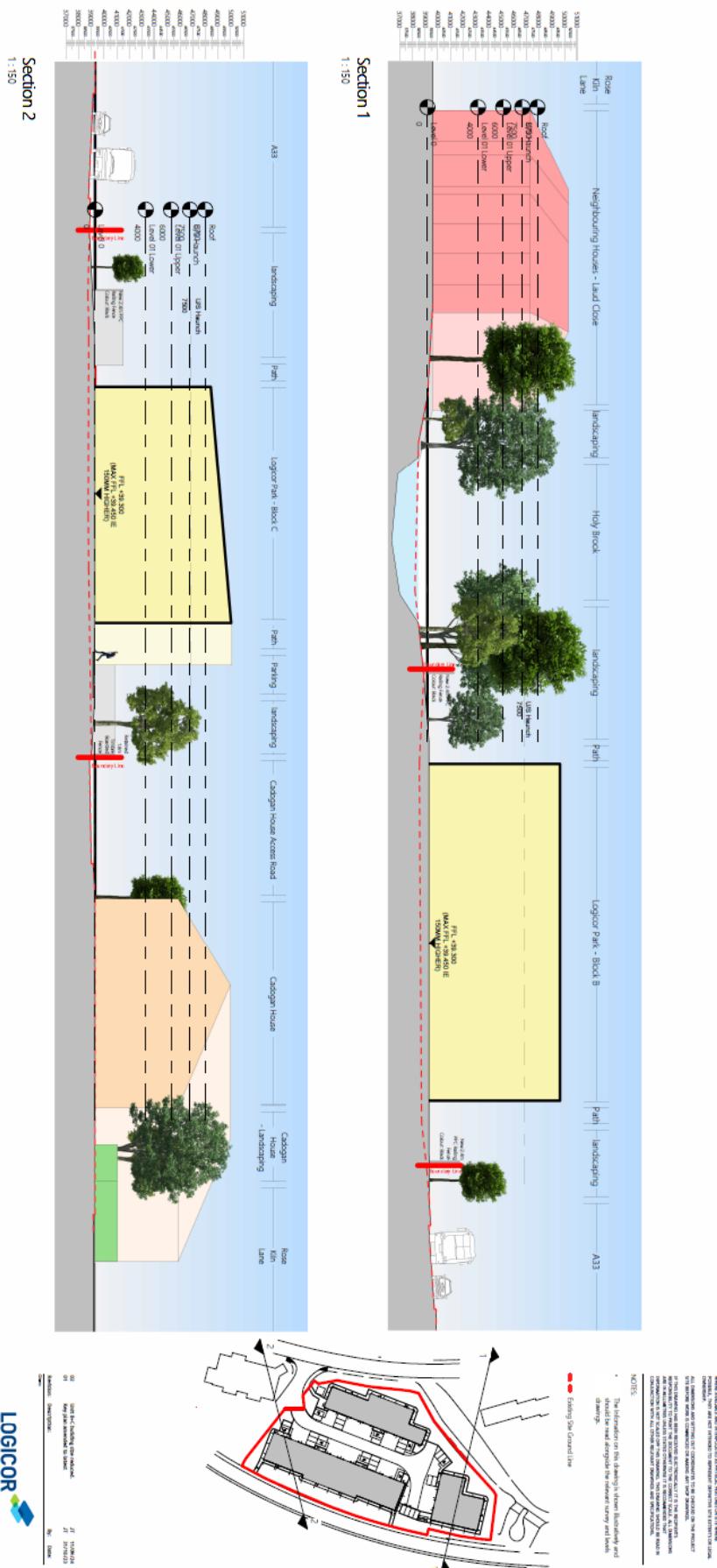
ALL PROPOSALS ARE SUBJECT TO CONSIDERATION FOLLOWING DRAFT  
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NOTIFICATION. IT IS NOT ASSUMED THAT OTHER PLANS HAVE BEEN MADE  
FOR THE SITE. THIS DRAWING IS FOR INFORMATION ONLY.  
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FOR THE SITE. THIS DRAWING IS FOR INFORMATION ONLY.  
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NOTIFICATION. IT IS NOT ASSUMED THAT OTHER PLANS HAVE BEEN MADE  
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WHERE REQUIREMENTS ARE FURNISHED THESE ARE AS ADVISED BY THE CLC  
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IN CONSTRUCTION WITH ALL OTHER  
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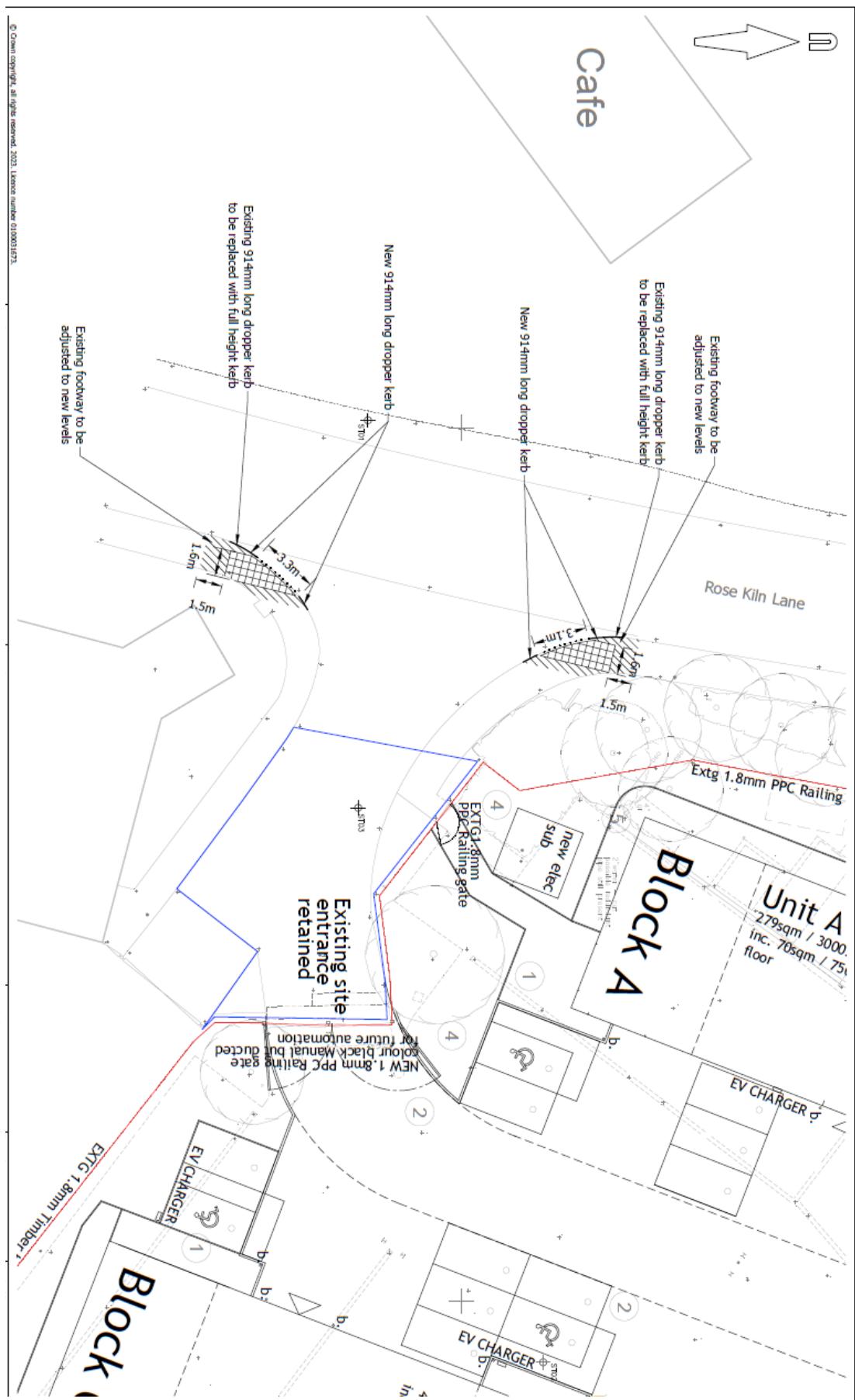
## Proposed Boundary Treatment Plan



## Proposed Soft Landscaping Plan



## Proposed Site Sections



02 October 2024



<b>PLANNING APPLICATION REPORT</b>	
<b>Ward</b>	Emmer Green
<b>Planning Application Reference:</b>	PL/23/1733
<b>Site Address:</b>	7 Hawthorne Road, Caversham, Reading RG4 6LY
<b>Proposed Development</b>	Proposed replacement dwellings comprising a pair of semi-detached 2-storey 3-bedroom houses with rooms in loft space
<b>Report author</b>	Marcie Rejwerska
<b>Applicant</b>	Rosegold Estates Ltd
<b>Deadline:</b>	5 <sup>th</sup> February 2024 (extension of time to be agreed)
<b>Recommendations</b>	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (ADPTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement and delegate to ADPTPPS to make such minor changes to the conditions, Heads of Terms and details of the legal agreement as may be reasonably required to issue the permission or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by 31 <sup>st</sup> January 2025 (unless officers on behalf of the ADPTPPS agree to a later date for completion of the legal agreement).
<b>S106 Planning Obligation</b>	To secure the sum of £75,000 towards the provision of Affordable Housing within the Borough of Reading. Index-linked from the date of permission and payable prior to first occupation of any part of the development.
<b>Conditions</b>	<ol style="list-style-type: none"> <li>1. Time Limit Standard</li> <li>2. Approved Plans</li> <li>3. Materials – schedule and samples to be submitted prior to commencement</li> <li>4. SAP Assessment Design Stage – to be submitted prior to commencement</li> <li>5. SAP Assessment As Built – pre-occupation</li> <li>6. Habitat Enhancement Scheme – to be submitted prior to commencement</li> <li>7. Landscaping Details – to be submitted prior to commencement</li> <li>8. Tree Protection Measures – including Arboricultural Method Statement and Tree Protection Plan – to be submitted prior to commencement</li> <li>9. Vehicular Access As Specified</li> <li>10. Vehicle Parking As Specified</li> </ol>

	11. Cycle Parking As Specified 12. Refuse Storage As Specified 13. EV Charging 14. Construction Method Statement – to be submitted prior to commencement 15. Hours of Construction 16. No Bonfires
<b>Informatics</b>	1. Terms 2. Pre-commencement conditions 3. S106 4. Building Control 5. Complaints About Construction 6. Encroachment 7. Highways 8. Access Construction 9. Advice about installation of underground services 10. CIL 11. Positive and Proactive - approval

## **1. Executive summary**

1.1. This report explains the proposal for erection of a pair of semi-detached dwellings on a vacant plot on Hawthorne Road in Emmer Green. The application site is currently vacant following demolition of one dwelling on the site sometime in 2016, under a previously granted planning permission for a single replacement dwelling which was not completed. The proposed semi-detached dwellings would have a gravel driveway frontage with landscaping to the front and rear of the site. The dwellings themselves would have one entrance at the front elevation and one at the side to maintain the dominant appearance of a detached dwelling.

## **2. Introduction and site description**

2.1. The application is referred to Committee at the request of Cllr Robinson and Cllr Yeo.

2.2. The application site is located on the north-eastern side of Hawthorne Road, adjacent to a public footpath connecting Hawthorne Road and Lowfield Green. The site at present is vacant and overgrown following demolition of a bungalow on site around 2016. The surrounding area is residential, characterised by detached dwellings of various design.

2.3. Site location plan:



### 3. The proposal

3.1. Planning permission is sought to erect 2x semi-detached two-storey, 3-bedroom properties on the north-eastern side of Hawthorne Road. The proposed dwellings will measure:

#### Unit 1

Gross Internal Area: 177m<sup>2</sup>

Bedroom 1: 14.65m<sup>2</sup>

Bedroom 2: 16.11m<sup>2</sup>

Bedroom 3: 20.86m<sup>2</sup>

Rear garden: 105.11m<sup>2</sup>

#### Unit 2

Gross Internal Area: 184.9m<sup>2</sup>

Bedroom 1: 14.77m<sup>2</sup>

Bedroom 2: 16.11m<sup>2</sup>

Bedroom 3: 21m<sup>2</sup>

Rear garden: 184.42m<sup>2</sup>

3.2. The proposed frontage will comprise a gravel bonded driveway to provide off-road parking and landscaped with hedging.

3.3. Submitted plans and documentation:

HRC07-001 Block and Location Plan, received 30/11/2023

READ2301 Site Survey, received 30/11/2023

Landscape Maintenance Schedule, Adams Habermehl, dated 23/11/23, received 30/11/2023

0894 1.1B Soft Landscaping, received 09/04/2024

0891 1.2B Hard Landscaping, received 09/04/2024

HRC07-006 Rev P2 Proposed Floor Plans, received 09/04/2024

HRC07-007 Rev P3 Proposed Elevations, received 09/04/2024

BNG Metric Calculations, received 13/03/2024

Biodiversity Statement – Mitigation Hierarchy, received 13/03/2024

Viability Report, Dr A. Golland, dated May 2024, received 30/05/2024

HRC07-100 Site Plan, dated September 2024, received 19/09/2024

#### **4. Planning history**

- 4.1. PL/08/0151 - Demolition of an existing dwelling and the construction of a pair of two-storey semi-detached dwellings with associated car parking and amenity spaces. – Outline Application Permitted on 07/10/2008
- 4.2. PL/15/1114 - Replace existing residential dwelling with new build residential home – Application permitted on 25/08/2016
- 4.3. PL/16/1484 - Discharge of condition nos 3 (Materials), 6 (CMS), 7 (Noise and Dust) and 10 (Landscaping) of planning permission ref. 151114 – Conditions Discharged
- 4.4. PL/21/1923 - Erection of a pair of semi detached houses and a detached garage – Application Refused on 14/02/2022 for reasons relating to:
  - Excessive scale of proposed garage and associated turning area;
  - Inadequate landscaping and tree planting;
  - Insufficient outdoor amenity space due to proposed outbuildings;
  - Failure to demonstrate acceptable visibility splays and electric charging vehicle points;
  - Absence of completed legal agreement to secure an acceptable contribution to affordable housing.

#### **5. Consultations**

- 5.1. RBC Transport Development Control – No objections to amended plans, subject to conditions.
- 5.2. RBC Natural Environment - the application is supported in terms of trees and landscaping subject to conditions L2 to secure landscaping details and L7 to secure tree protection measures. Please also add the soil informative.
- 5.3. RBC Environmental Protection – No comments to make.
- 5.4. Ecology – Net loss on site not supported unless the developer can sufficiently mitigate the loss and justify the public benefit of the proposal. Conditions recommended to secure habitat enhancements.

5.5. The following addresses were consulted via letter:

5 Hawthorne Road, Caversham, Reading RG4 6LY

6 Hawthorne Road, Caversham, Reading RG4 5LY

9 Hawthorne Road, Caversham, Reading

8 Woods Road, Caversham, Reading RG4 6NA

10 Woods Road, Caversham, Reading RG4 6NA

27 Woods Road, Caversham, Reading RG4 6NA

April Ridge, Woods Road, Caversham, Reading RG4 6NA  
48 Orchard Grove, Caversham, Reading RG4 6NF  
10c Woods Road, Caversham, Reading RG4 6NA  
20a Woods Road, Caversham, Reading RG4 6NA  
24 Woods Road, Caversham, Reading RG4 6NA  
15a Woods Road, Caversham, Reading RG4 6NA  
12a Woods Road, Caversham, Reading RG4 6NA  
17 Woods Road, Caversham, Reading RG4 6NA  
19 Lowfield Green, Caversham, Reading RG4 6NZ  
18a Hawthorne Road, Caversham, Reading  
16 Woods Road, Caversham, Reading RG4 6NA  
Hawthorne Road, Caversham, Reading  
22 Woods Road, Caversham, Reading RG4 6NA

5.6. Letters of representation received as follows:

18 objections citing concerns relating to:

- Overdevelopment of the site
- Will set a precedent for future application to subdivide existing detached dwellings.
- Pressure on existing utilities.
- Land covenant on the site for detached properties only.
- Proposed dwellings will be out of character.
- Proposal will lower the value of surrounding dwellings.
- Construction traffic will conflict with school traffic from Micklands Primary School causing risk to children using the adjacent footpath.
- The ridge height would be out of character.
- Overshadowing to no. 9 Hawthorne Road.
- Insufficient off-road parking provision will lead to increased on-street parking.
- Proposal should be limited to a single replacement dwelling.
- Inaccuracies on plans.

1 letter of support received.

5.7. Site notices were also displayed on site.

**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 (2023)

Reading Borough Local Plan 2019

Policies:

- CC1 Presumption in Favour of Sustainable Development
- CC2 Sustainable Design and Construction
- CC5 Waste Minimisation and Storage
- CC7 Design and the Public Realm
- CC8 Safeguarding Amenity
- EN12 Biodiversity and the Green Network
- EN14 Trees, Hedges and Woodland
- 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

SPD

Affordable Housing 2021

Revised Parking Standards and Design 2011

Sustainable Design and Construction 2019

## 7. Appraisal

- 7.1. The main considerations are:
  - I) Land Use Matters
  - II) Design and Character
  - III) Residential Amenity
  - IV) Biodiversity and Landscaping
  - V) Transport and Parking
  - VI) Affordable Housing & CIL

Land Use Matters

7.2. The NPPF (2023) states that LPAs should “encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value”. The NPPF definition of ‘previously developed land’ excludes private residential gardens in built up areas. Therefore, it is clear that the priority for development should be on previously developed land, in particular vacant and derelict sites and buildings. As such, the principle of development on this site is accepted, subject to compliance with other relevant and material considerations.

#### Design and Character

7.3. The Policy CC7 (Design and the Public Realm) seeks that all development must be of high design quality that maintains and enhances the character and appearance of the area within which it is located, in terms of layout, landscaping, density, scale, height and massing and architectural detail and materials. The policy also seeks that developments respond positively to their local context and create or reinforce local character and distinctiveness, create safe and accessible environments and are visually attractive.

7.4. The surrounding area is characterised by detached properties in varying character, many with varied roof forms. The proposed character of the property reflects this with a staggered principal elevation and a half-hipped roof. The properties would have a connected front porch with Unit 1's entrance located to the side of the porch to create the appearance of a single dwelling. This was a revision to the design made by the applicant in response to the objections received.

7.5. The proposed roof would be marginally taller than the neighbouring no. 5 and 9 Hawthorne Road. However, this is not considered harmful to the wider character of the street as the height difference is minimal, measuring 0.6m above the ridge of no. 9 Hawthorne Road. There are a number of different roof forms in the immediately surrounding area, such as nos. 6 Hawthorne Road, 1 Hawthorne Road and Dante, Hawthorne Road.

7.6. The proposed materials including facing brickwork and concrete roof tiles are considered in keeping with the wider character of the area. A condition is recommended to secure a schedule of materials and samples prior to commencement of works on site.

#### Residential Amenity

7.7. Policy CC8 seeks to protect the amenity of existing nearby residents as well as future occupiers of the proposed development from risks of harm relating to matters such as overshadowing, overlooking and loss of privacy, visual dominance and overbearing development, noise, and artificial lighting.

7.8. Policy H10 is also relevant and seeks to secure private outdoor amenity areas on all new residential developments. The policy requires private outdoor space to not measure less than the measured gross internal area of the dwelling which it serves, but also takes into consideration the proximity of the site to quality public open spaces as a guide.

7.9. For future occupiers, there are no significant risks to amenity identified. The proposed fenestration layout will allow for an acceptable access to natural sunlight/daylight and adequate ventilation. Bedrooms contained within the loft space will not benefit from any meaningful outlook, however, this is a typical arrangement and not considered to pose any harm.

7.10. Both proposed dwellings will have an acceptable amount of private outdoor amenity space at the rear. Although slightly below the size requirement as recommended for new residential developments, the proposed garden spaces are considered adequate to provide meaningful amenity space for future occupiers.

7.11. In respect of impact to amenity for existing neighbouring properties, there are also no identified risks to amenity. The proposed dwellings follow the prevailing building line at

the front elevation, preventing any overshadowing and visual dominance. At the rear, the proposed single storey element extends has a minimal impact on the neighbouring properties as there is sufficient separation distance to side plot boundaries at an appropriate height and scale. This therefore does not raise any concern with relation to overshadowing from the rear. The proposed fenestration layout creates typical views one would expect from a residential property on this site, and none that would pose a risk of overlooking or loss of privacy to any neighbouring properties.

- 7.12. Overall, there would be no significant harm to residential amenity either for future occupiers of the proposed dwellings, nor any neighbouring properties.

#### Biodiversity and Landscaping

- 7.13. Policy EN12 requires that on all sites development should not result in a net loss of biodiversity and provide a net gain in biodiversity where possible. The mandatory biodiversity net gain under Schedule 7A of the TCPA 1990 does not apply to this site.
- 7.14. The proposal results in a small biodiversity net loss on site (7.76%) relating to the scrub habitat which has resulted from the land being cleared and left to become overgrown over the years. The site was previously occupied by a dwelling, and it is considered reasonable to expect its ongoing residential use which limits the extent to which the site can be left vegetated due to the need to accommodate the building and open garden areas. The proposal involves a 77.2% net gain of hedgerow units and sufficient soft landscaping, as demonstrated in the submitted plans and officers consider that the marginal loss on site has been sufficiently mitigated to prevent significant harm to the environment and biodiversity on site.
- 7.15. Policy EN14 seeks that individual trees, groups of trees and hedges will be protected from damage or removal where they are of importance, that Reading's tree cover is extended, and that new development shall make provision for tree retention and planting to provide for biodiversity, and to contribute to measures to reduce carbon and adapt to climate change.
- 7.16. There is an existing Silver birch tree within the site and several trees which overhang onto the site from the north-west and south-east. There are no direct impacts on trees apparent in the proposals. Building works could impact on these trees however and an Arboricultural Method Statement and Tree Protection Plan is recommended to be secured by condition to ensure appropriate tree protection measures are provided.
- 7.17. Overall, the minimal biodiversity net loss on site is considered appropriately mitigated with the proposed soft landscaping, and the net loss is not considered sufficient to require an off-site compensation. Conditions are recommended to secure details of tree protection and landscaping prior to commencement of works on site.

#### Transport and Parking

- 7.18. The application site is in Zone 3, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. Typically, these areas are within 400m of a Reading Buses high frequency 'Premier Route', which provides high quality bus routes to and from Reading town centre and other local centre facilities. In accordance with the Council's current adopted Parking Standards and Design SPD each dwelling would require 2 off-road parking spaces.
- 7.19. The submitted plans demonstrate that each dwelling will be provided with the required provision of off-road parking. There is therefore no identified risk to pressure for on-street parking. The visibility splays have been demonstrated on the submitted site plan and are considered acceptable.
- 7.20. Overall, the proposal is considered acceptable on transport and highways grounds.

#### Affordable Housing & CIL

- 7.21. Policy H3 requires all resident development to make appropriate contributions towards affordable housing to meet the needs of Reading. On sites of 1-4 dwellings, a financial contribution is required that will enable the equivalent of 10% of the housing to be provided as affordable housing elsewhere in the Borough.
- 7.22. Council's Valuer advises the policy-compliant contribution is 'viable' and the applicant has agreed to enter into a S106 legal agreement to secure this.
- 7.23. The proposal will also be CIL liable. Both dwellings have a cumulative gross internal area of 365m<sup>2</sup>, chargeable at a rate of £179.29/m<sup>2</sup> (as per RBC CIL Schedule of Rates 2024).

### **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.

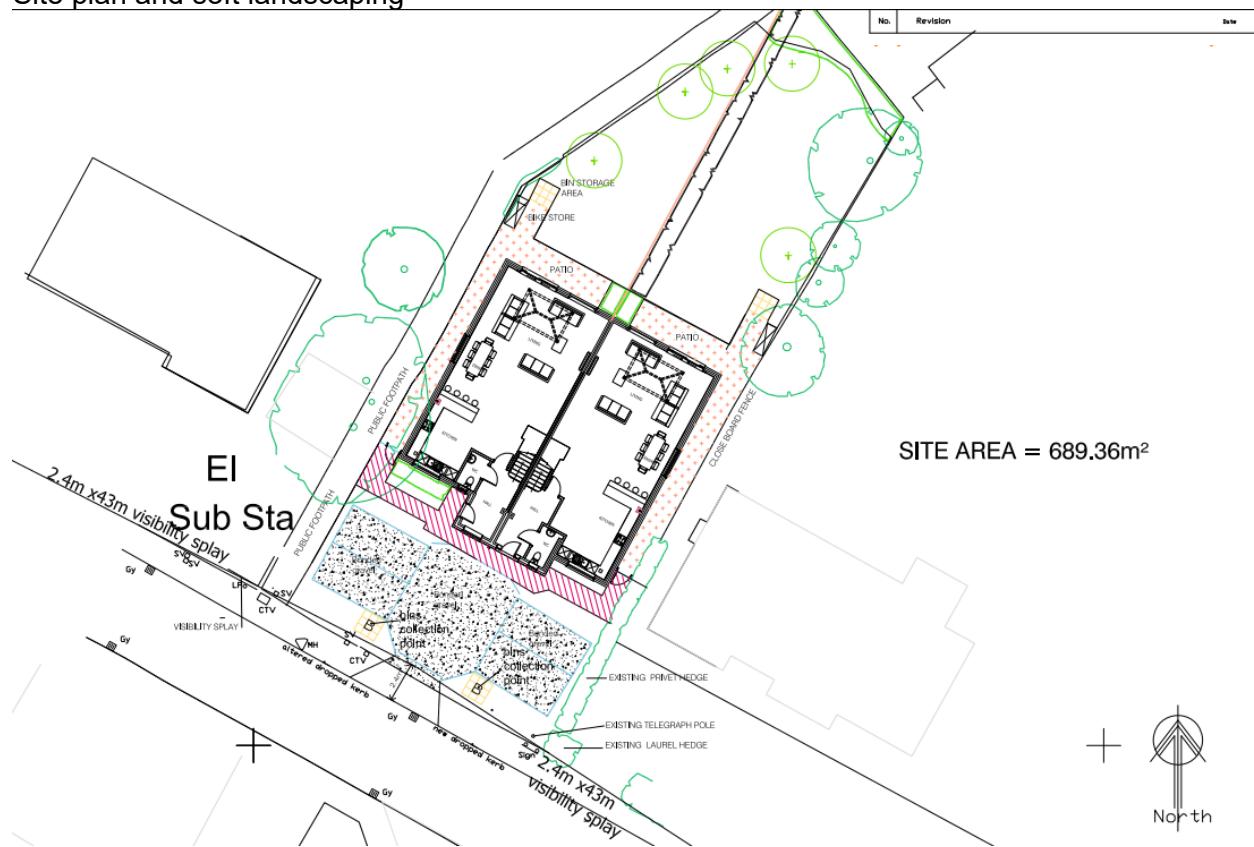
### **9. Conclusion & planning balance**

- 9.1 The proposal is considered acceptable in terms of its design, scale, and layout. It is not considered harmful to the character of the wider area. The minimal biodiversity net loss on site is not considered to outweigh the benefit provided from high quality landscaping on site. The recommendation is therefore made to grant planning permission subject to completion of the legal agreement to secure affordable housing contributions.

Case Officer: Marcie Rejwerska

## Appendix 1: Plans

### 1. Site plan and soft landscaping



### 2. Proposed front elevations



02 October 2024



<b>Title</b>	<b>PLANNING APPLICATION REPORT</b>
<b>Ward</b>	Katesgrove
<b>Planning Application Reference:</b>	221364
<b>Site Address:</b>	Central Club, 36-42 London Street, Reading, RG1 4SQ
<b>Proposed Development</b>	Partial demolition of existing building, construction of new building to accommodate a community hall (Use Class F2) and 17 no. residential flats (Use Class C3), with associated works and landscaping (Amended Scheme)
<b>Applicant</b>	Red Line Land Ltd
<b>Report author</b>	Tom Bradfield
<b>Deadline:</b>	19/07/2023
<b>Recommendations</b>	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (ADPTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement and delegate to ADPTPPS to make such minor changes to the conditions, Heads of Terms and details of the legal agreement as may be reasonably required to issue the permission or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 31 <sup>st</sup> October 2024 (unless officers on behalf of the AD PTPPS agree to a later date for completion of the legal agreement).
<b>S106 Terms</b>	<p>To secure <b>affordable housing on site</b> consisting of five units (30% provision), to be 3 no. one-bedroom units and 2 no. 2 bedroom units. One x one bedroom and two x two bedroom units at Reading Affordable Rent (RAR) tenure, capped at 70% of market rent as per published RAR levels. The remaining one bedroom unit and two bedroom unit would be within the 'First Homes' tenure .</p> <p>The following Heads of Terms are unchanged from the previous agreement, other than the removal of the Deferred Payment Mechanism, as policy compliant, on-site units are proposed.</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</p>

	<p>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>To secure a <b>Zero Carbon Offset contribution of £12,240</b> as per the Sustainable Design and Construction SPD 2019 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.</p> <p>Secure an <b>employment and skills contribution of £2,192.60</b>. As calculated in the Council's Employment Skills and Training SPD (2013) – payable on commencement of the development.</p> <p><b>The rental charge for the community facility to be capped at a 'peppercorn rent' per annum for at least 25 years.</b></p>
<b>Conditions</b>	<ol style="list-style-type: none"> <li>1. TL1 - Full - time limit - three years</li> <li>2. Approved Plans</li> <li>3. Materials (samples to be approved)</li> <li>4. Historic England – Mural Conservation and Restoration</li> <li>5. Cycle Parking (pre-commencement)</li> <li>6. Refuse Storage</li> <li>7. Refuse Collection (to be approved)</li> <li>8. Parking Permits 1 (notification to LPA)</li> <li>9. Parking Permits 2 (notification to occupants)</li> <li>10. Construction Method Statement (pre-commencement)</li> <li>11. Noise Assessment &amp; Mitigation</li> <li>12. Noise Mitigation Scheme (as specified)</li> <li>13. Mechanical Plant (Noise Assessment required)</li> <li>14. Noise Mitigation Scheme (Internal)</li> <li>15. Air Quality Mechanical Ventilation (as specified)</li> <li>16. Hours of construction/demolition</li> <li>17. No burning on site</li> <li>18. Contaminated Land Remediation Scheme (pre-commencement)</li> <li>19. Contaminated Land Remediation Scheme (implement and verification)</li> <li>20. Unidentified Contamination</li> <li>21. Archaeological Investigation (pre-commencement)</li> <li>22. Biodiversity Enhancements (Swift Bricks)</li> <li>23. Sustainable Drainage (pre-commencement)</li> <li>24. Sustainable Drainage (as specified)</li> <li>25. Submission and approval of hard and soft landscaping (pre-commencement)</li> <li>26. Landscaping Implementation</li> <li>27. SAP Assessment – Major - design stage</li> <li>28. SAP Assessment – Major – As Built</li> <li>29. Community use control</li> <li>30. Obscure Glazing</li> <li>31. Restriction of Hours of Use (Community Centre)</li> </ol>
<b>Informatics</b>	<ul style="list-style-type: none"> <li>• Positive and Proactive</li> <li>• Pre-commencement conditions</li> </ul>

	<ul style="list-style-type: none"> <li>• Highways</li> <li>• S106</li> <li>• Terms and Conditions</li> <li>• Building Regulations</li> <li>• Complaints about construction</li> <li>• Encroachment</li> <li>• Contamination</li> <li>• Noise between residential properties</li> <li>• CIL</li> <li>• Parking Permits</li> <li>• Thames Water</li> </ul>
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## 1. Executive summary

- 1.1. The proposal is recommended for approval subject to a legal agreement and conditions as set out above.
- 1.2. Planning Applications Committee Resolved to grant planning permission for this development at its meeting on 19 July 2023. Since then, complications in the sale process, affordable housing provider requirements and legal agreement negotiations have necessitated some amendments to the proposals.
- 1.3. The proposals are broadly the same as those considered previously. The changes are as follows, and are explained in detail later in the report:
  - Amendment of unit mix
  - An increase in affordable housing, to now provide policy compliant levels of affordable housing on site and removal of the need for a deferred payment mechanism
  - Creation of second residential entrance to the building on the western elevation
  - Minor rearrangement of ground, first, second and third floors
- 1.4. This report will address only the above changes to the scheme since it was last presented to Planning Applications Committee in July 2023. The Committee Report and Update report from the previous committee are attached as appendices.
- 1.5. The changes to the scheme improve the affordable housing officer to the level of a full policy compliant level of affordable housing on site, which is a significant benefit to the scheme. The external changes are limited to the creation of a new entrance on the western elevation, and would not have any adverse impacts on the design. The internal arrangements improve the quality of the proposed units in terms of outlook, privacy and light. The change in unit mix does result in a reduction in three bedroom units, but the mix would remain broadly policy compliant, with an acceptable level of family accommodation. The application is therefore recommended to you for approval.

## 2. Introduction and Site Description

- 2.1. Please refer to the appended previous officer report.

## 3. The proposal

- 3.1. This application has been amended since it was last presented to Planning Applications Committee, as explained above. The details of the changes are as follows.
- 3.2. The proposed residential unit mix would be as follows:

Type	Market	Affordable	Total
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<b>1 bedroom flat</b>	4 (previously 6)	3 (previously 1)	7 (previously 7)
<b>2 bedroom flat</b>	7 (previously 7)	2 (previously 0)	9 (previously 7)
<b>3 bedroom flat</b>	1 (previously 2)	0 (previously 1)	1 (previously 3)
<b>Total</b>	12 (previously 15)	5 (previously 2)	17

- 3.3. The applicant has increased the amount of affordable housing provided on site from two units to five units. The five units would comprise of three Reading Affordable Rent (RAR) units (2 two bedroom and 1 one bedroom unit) and two First Homes (1 one bedroom and 1 two bedroom unit). These units would be secured by the legal agreement.
- 3.4. In order to facilitate the changes to the mix, an additional entrance to the building is proposed on the western elevation to allow access to the units at that end of the building. This door replaces a window as proposed previously. Some changes to the floorplans to provide a new core, cycle and bin storage have also been made.
- 3.5. Community Infrastructure Levy (CIL): the applicant has duly completed a CIL liability form with the submission. The proposed C3 use is CIL liable and the estimated amount of CIL chargeable from the proposed scheme would be £99,743.62 based on £156.24 (2022 indexed figure) per sqm of Gross Internal Area (GIA). There will be a reduction for the affordable housing units.
- 3.6. The applicant has submitted a set of amended plans and an amended Affordable Housing Statement for consideration of these amendments.

#### **4. Planning history**

- 4.1. There have been no relevant planning applications made at the site, although pre-application advice has been supplied before submission of this planning application.

#### **5. Consultations**

- 5.1. The amendments to the scheme did not necessitate a full re-consultation. Please see the appended report for original comments on the proposals. Some additional comments from the RBC Housing Team have been received:

##### ***RBC Housing Development***

The improvement in affordable housing provision on site is welcomed, and would be policy compliant in terms of unit mix and tenure.

#### **6. Appraisal**

- 6.1. For a full assessment of the proposals, please refer to the appended officer report from the previous PAC. The main considerations relating to the amendments are:
  - Affordable Housing
  - Unit Mix, Housing Quality and Future Residents Amenity
  - Design
  - S106 Legal Agreement

##### ***Affordable Housing***

- 6.2. 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.
- 6.3. The original application, which was given a resolution to grant by the Committee, included two affordable housing units (11.8%) on site, with a Deferred Payment Mechanism. This

was considered acceptable due following a viability assessment and when considering the unique circumstances surrounding the retention of the mural and the provision of the community facility as part of the proposals.

- 6.4. Following the resolution to grant, the applicant has amended the scheme due to complications in the sale process due to the presence of the Deferred Payment Mechanism, affordable housing provider requirements and legal agreement negotiations have necessitated some amendments to the proposals. The outcome has been to provide a policy compliant level of affordable housing on site, including three units of Reading Affordable Rent and two units of First Homes.
- 6.5. First Homes are a specific type of discounted market sale housing which meet the definition of affordable housing. Specifically, First Homes are discounted market sale units which must be discounted by a minimum of 30% against the market value, are sold to a person or persons who meet the eligibility criteria, upon their first sale have a restriction registered on the title to ensure that the discount is passed on at each subsequent title transfer and the first sale must be at a price no higher than £250,000 after the discount has been applied. First Homes have been identified by Central Government as their preferred discounted market tenure. Reading consider First Homes to be an acceptable type of Affordable Housing.
- 6.6. This affordable housing offer would represent a significant improvement on the previous scheme, and would therefore be considered acceptable.
- 6.7. The other benefits of the scheme, including the community space and the retention and restoration of the mural still form part of the proposals.
- 6.8. The proposal is considered to be acceptable and complies with policies H3, CC9 and the Affordable Housing SPD.

#### ***Unit Mix, Housing Quality and Future Residents' Amenity***

- 6.9. Local Plan Policy CR6 sets out requirements for residential developments within the central area of Reading. These include a unit mix ratio of a maximum of 40% one bedroom units and a minimum of 5% of three bedroom units.
- 6.10. Local Plan Policy H5 states that new build housing will need to comply with the nationally prescribed space standards. Policy H10 requires dwellings to be provide with functional private or communal open space where possible. Homes should also have adequate natural light, outlook and privacy.
- 6.11. The proposal would provide a different mix to the previously acceptable proposal. There would be a reduction in the number of three bedroom units (from 3 to 1) and an increase in the number of two bedroom units (from 7 to 9). The number of one bedroom units would remain the same. Although there has been a reduction in the number of family sized three bedroom units, this would still remain above the minimum requirements within Policy CR6 for a development of this type. The number of one bedroom units would remain the same as the previously acceptable scheme.
- 6.12. The proposed units would be in a different layout to those previously submitted, however, this would actually represent an improvement, especially at ground floor level because two studio units with a worse outlook have been replaced as part of the layout changes, and now all units are full one bedroom units or greater, with no studio units provided. The amendments would ensure that the proposed units would be acceptable in terms of daylight, sunlight, outlook and privacy.
- 6.13. Overall, the proposed changes would result in an acceptable mix, with an improved quality of accommodation for future occupants.

6.14. Policy CC7 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)”.

6.15. The design of the scheme would remain broadly the same as the previous scheme, with the only external change being the introduction of a door on the western elevation in place of a window. This is required as part of the Registered Provider’s needs to take on the three Reading Affordable Rented units. Without a separate entrance, it is highly unlikely that an RP would take these units on. This is considered to be an appropriate change, and would not result in any harm.

## 7. Conclusion & planning balance

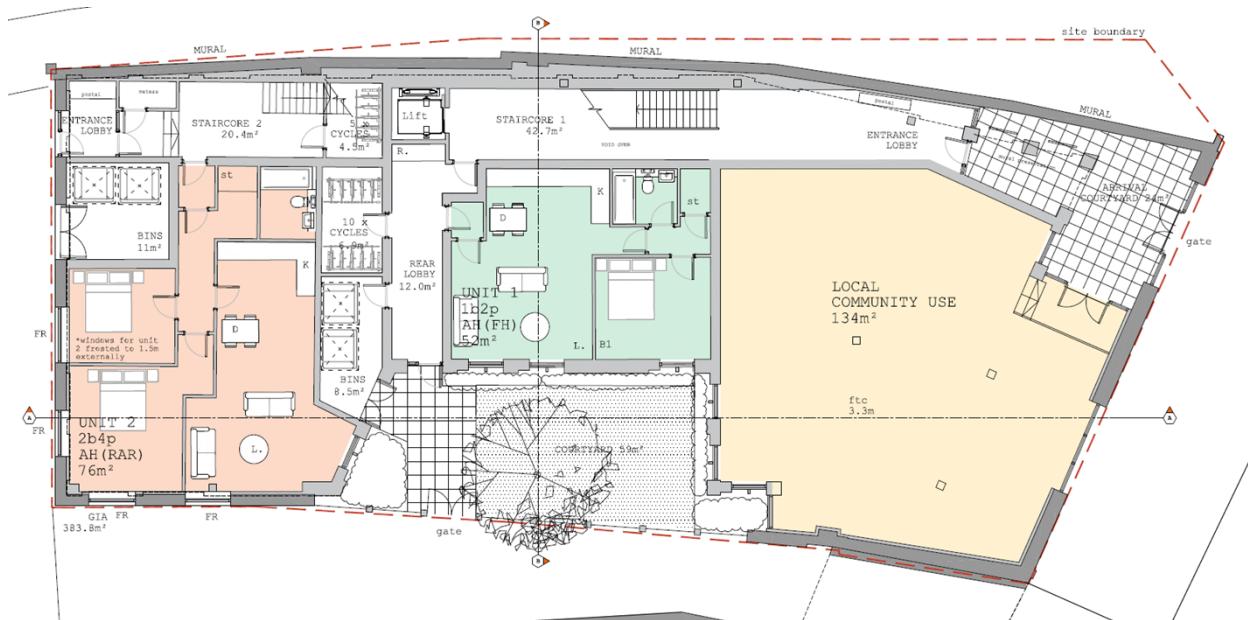
9.1 As with all applications considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.

9.2 Overall, the amendments to the scheme would represent an improvement in terms of affordable housing provision compared to the previously considered scheme. The amendments to facilitate this in terms of unit mix, the rearrangement of floorplans and the external change to provide an entrance on the western elevation would be acceptable.

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.

## Plans:

### Ground Floor Plan



### First Floor Plan



# Planning Applications Committee

19 July 2023



<b>PLANNING APPLICATION REPORT</b>	
<b>Ward</b>	Katesgrove
<b>Planning Application Reference:</b>	221364
<b>Site Address:</b>	Central Club, 36-42 London Street, Reading, RG1 4SQ
<b>Proposed Development</b>	Partial demolition of existing building, construction of new building to accommodate a community hall (Use Class F2) and 17 no. residential flats (Use Class C3), with associated works and landscaping
<b>Applicant</b>	Red Line Land Ltd
<b>Report author</b>	Tom Bradfield
<b>Deadline:</b>	19/07/2023
<b>Recommendations</b>	Grant planning permission, subject to S106 (terms as follows) & conditions as follows
<b>S106 Terms</b>	<p>To secure <b>affordable housing on site</b> consisting of two units (11.8% provision), to be 1 no. one-bedroom unit and 1 no. 3 bedroom units. Both would be Reading Affordable Rent (RAR) tenure, capped at 70% of market rent as per published RAR levels.</p> <p>A (1) pre-implementation review and (2) a late stage review to be included, to re-visit the viability assessment [further details to be confirmed in the Update Report].</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>To secure a <b>Zero Carbon Offset contribution</b> to be confirmed in the update report as per the Sustainable Design and Construction SPD 2019 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</p>

	<p>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.</p> <p>Secure an <b>employment and skills contribution</b> of £2,192.60. As calculated in the Council's Employment Skills and Training SPD (2013) – payable on commencement of the development.</p> <p><b>The rental charge for the community facility to be capped at a 'peppercorn rent' per annum for at least 25 years.</b></p>
<b>Conditions</b>	32. TL1 - Full - time limit - three years 33. Approved Plans 34. Materials (samples to be approved) 35. Historic England – Mural Conservation and Restoration 36. Cycle Parking (pre-commencement) 37. Refuse Storage 38. Refuse Collection (to be approved) 39. Parking Permits 1 (notification to LPA) 40. Parking Permits 2 (notification to occupants) 41. Construction Method Statement (pre-commencement) 42. Noise Assessment & Mitigation 43. Noise Mitigation Scheme (as specified) 44. Mechanical Plant (Noise Assessment required) 45. Noise Mitigation Scheme (Internal) 46. Air Quality Mechanical Ventilation (as specified) 47. Hours of construction/demolition 48. No burning on site 49. Contaminated Land Remediation Scheme (pre-commencement) 50. Contaminated Land Remediation Scheme (implement and verification) 51. Unidentified Contamination 52. Archaeological Investigation (pre-commencement) 53. Biodiversity Enhancements (Swift Bricks) 54. Sustainable Drainage (pre-commencement) 55. Sustainable Drainage (as specified) 56. Submission and approval of hard and soft landscaping (pre-commencement) 57. Landscaping Implementation 58. SAP Assessment – Major - design stage 59. SAP Assessment – Major – As Built 60. Community use control 61. Obscure Glazing
<b>Informatics</b>	<ul style="list-style-type: none"> <li>• Positive and Proactive</li> <li>• Pre-commencement conditions</li> <li>• Highways</li> <li>• S106</li> <li>• Terms and Conditions</li> <li>• Building Regulations</li> <li>• Complaints about construction</li> <li>• Encroachment</li> <li>• Contamination</li> <li>• Noise between residential properties</li> <li>• CIL</li> </ul>

	<ul style="list-style-type: none"> <li>• Parking Permits</li> <li>• Thames Water</li> </ul>
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## 8. Executive summary

- 8.1. The proposal is recommended for approval subject to a legal agreement and conditions as set out above.
- 8.2. The proposal would successfully redevelop an allocated Local Plan site within the town centre which has been vacant for fifteen years. It would provide housing, a community facility and restore and preserve the Black History Mural. 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 minor adverse impact on the setting of heritage assets would be mitigated by the significant public benefits as outlined above. The application is therefore recommended to you for approval.

## 9. Introduction and Site Description

- 9.1. The site is on the corner of London Street and Mill Lane. It currently comprises a part single, part two storey building which has been vacant for over 15 years. The previous use of the site was as a community facility (the Central Club, a community hall). There is a locally significant Black History Mural on the northern elevation of the site which runs the length of the site and has been identified as an Asset of Community Value.
- 9.2. The front elevation faces east onto London Street and comprises of the historic element of the Central Club. The southern elevation adjoins number 44 London Street, the western elevation faces onto Crosslands Road. The northern elevation comprises of the Black History Mural, and faces onto Mill Lane, with the A329 beyond and the Oracle shopping centre on the opposite side of the road.
- 9.3. The site is within the Market Place/London Street Conservation Area, and there are numerous Listed Buildings nearby, although the site itself does not contain any Listed or Locally Listed Buildings. Immediately to the south of the site on the western side of London Street is a row of Listed Buildings which extends up to the junction with London Road (approximately 275m away). The closest Listed Buildings on this side of London Street are 44 and 46 London Street, 48-52 London Street, 54-58 London Street and 62-66 London Street, which are all Grade II Listed. Opposite the site there are several further Grade II Listed Buildings – 33 London Street, 35 London Street, 37 and 39 London Street, 41 London Street and 49-53 London Street.
- 9.4. The site is within the Air Quality Management Area and an Area of Archaeological Potential.
- 9.5. The site is allocated in the Local Plan as site CR14h:

### **CR14h CENTRAL CLUB, LONDON STREET**

***Development for residential with potential for ground floor community provision.***

***Development should:***

- ***Make a positive contribution to the Conservation Area and the setting of nearby listed buildings;***
- ***Retain the iconic mural on the northern frontage;***
- ***Take account of potential archaeological significance;***
- ***Address noise impacts on residential use; and***
- ***Address air quality impacts on residential use.***

***Site size: 0.05 ha 8-12 dwellings with community use provision***

9.6. The site location plan is below:



## 10. The proposal

- 10.1. This application seeks to partially demolish the existing building and construct a four storey building which would contain a community facility and 17 residential units. The Black History Mural on the southern elevation of the building would be retained and restored as part of the proposals. The front section of the existing Central Club building facing onto London Street would also be retained.
- 10.2. The proposal would include a landscaped residents' courtyard on the southern side of the site and an arrival courtyard on the north-eastern corner. The community space would be towards the London Street frontage and would be 134sqm in area. Cycle and bin storage would be within the central core of the site, with visitor cycle parking in the arrival courtyard. No car parking is proposed.
- 10.3. The proposed residential unit mix would be as follows:

Type	Market	Affordable	Total
<b>1 bedroom flat</b>	6	1	7
<b>2 bedroom flat</b>	7	0	7
<b>3 bedroom flat</b>	2	1	3
<b>Total</b>	15	2	17

- 10.4. Community Infrastructure Levy (CIL): the applicant has duly completed a CIL liability form with the submission. The proposed C3 use is CIL liable and the estimated amount of CIL chargeable from the proposed scheme would be £99,743.62 based on £156.24 (2022 indexed figure) per sqm of Gross Internal Area (GIA).

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

- Affordable Housing Statement
- Air Quality Assessment
- Contaminated Land Statement
- Ecology Statement
- Noise Assessment
- Acoustic Design Review
- SUDS Strategy
- Energy Statement
- Mural Risk Assessment
- Heritage Impact Assessment
- Art Condition Survey
- Art Protection Proposal
- Planning Statement
- Daylight/Sunlight Assessment
- Viability Report
- Design & Access Statement
- Existing Plans and Elevations
- Proposed Plans and Elevations

## **11. Planning history**

11.1. There have been no relevant planning applications made at the site, although pre-application advice has been supplied before submission of this planning application.

## **12. Consultations**

12.1. The following consultation responses were received:

### ***Historic England***

12.2. Historic England is a Statutory Consultee where a major proposal involves demolition on land owned by a Local Authority in a conservation area. Historic England welcomes the retention of the mural and façade of the existing building. Several conditions were suggested to ensure that the conservation and restoration of the mural is undertaken appropriately. No objections to the built form of the proposed building or its impact on the setting of the nearby Listed Buildings or the Conservation Area. A response was not received from the Council's Conservation Officer.

### ***Thames Water***

12.3. Thames Water raised no objections and suggested an informative related to nearby waste water assets.

### ***RBC Transport***

12.4. The Transport team raised no objection to the proposals. The car free nature of the scheme is considered acceptable given the accessible location. Further information relating to waste and recycling, cycle parking and access rights was requested and received. Conditions relating to the restriction of residents parking permits, servicing, waste and recycling collection and a construction management plan were suggested.

### ***RBC Housing Development***

The Housing Development Team appreciate the complicated nature of the site and that viability constraints result in an 11% affordable housing offer. A larger unit than the studio being offered would be preferable, but given the complex nature of the site and development, it would be acceptable. It is unlikely that a Registered Provider would take the two units on, so a cascade clause should be included in the legal agreement to ensure that the units are first offered to the Council for purchase before seeking the financial contribution agreed as a last resort.

### ***RBC Waste & Recycling***

12.5. Further information was requested relating to the collection of waste and recycling, which was provided. Waste management would be secured by suggested condition.

### ***RBC Environmental Protection***

12.6. 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***

12.7. The proposals would have no impact on protected species or priority habitats, therefore no objection to the proposals. Conditions relating to landscaping and biodiversity enhancements was suggested.

### ***Berkshire Archaeology***

12.8. No objection subject to condition relating to archaeological investigations.

### ***Resident Groups***

12.9. The Reading Conservation Area Advisory Committee objects to the proposal as follows:

- Design of the residential accommodation
- Unacceptable amenity for future occupiers
- Useability of the community hall and arrival courtyard

### ***Public/local consultation and comments received***

12.10. 40 neighbouring properties were consulted by letter and two site notices were displayed at the application site.

12.11. Although no letters of objection were received, a petition from neighbouring properties was received, with eight signatures attached. It highlighted the below concerns:

- Impact on heritage assets is unacceptable
- Impact on the street scene is unacceptable
- Loss of privacy to 44 and 46 London Street
- Unacceptable design
- Lack of information relating to final use of community space

## **13. Legal context**

13.1. 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.

13.2. 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).

13.3. 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).

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

### **National Policy – National Planning Policy Framework (NPPF) 2021**

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 7 - Ensuring the vitality of town centres  
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  
Section 15 - Conserving and enhancing the natural environment  
Section 16 - Conserving and enhancing the historic environment

### **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  
EN1: Protection and Enhancement of the Historic Environment  
EN2: Areas of Archaeological Significance  
EN3: Enhancement of Conservation Areas  
EN4: Locally Important Heritage Assets  
EN5: Protection of Significant Views with Heritage Interest  
EN6: New Development in a Historic Context  
EN7: Local Green Space and Public Open Space  
EN9: Provision of Open Space  
EN10: Access to Open Space  
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  
TR1 Achieving the Transport Strategy  
TR3: Access, Traffic and Highway-Related Matters  
TR5: Car and Cycle Parking and Electric Vehicle Charging  
OU1: New and Existing Community Facilities  
CR1: Definition of Central Reading  
CR2: Design in Central Reading  
CR3: Public Realm in Central Reading  
CR14: Other Sites for Development in Central Reading

### 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)

Other relevant documents:

Conservation Area Appraisal – Market Place/London Street

## **14. Appraisal**

14.1. The main considerations are:

- Principle of Development
- Design, Heritage and Archaeology
- Affordable Housing
- Unit Mix, Housing Quality and Future Residents Amenity
- Neighbour Amenity
- Transport
- Ecology
- Sustainability
- S106 Legal Agreement

### ***Principle of Development***

14.2. Local Plan Policy OU1 seeks to protect community facilities. New facilities should be located where there is a choice of travel options, and proposals involving the redevelopment of existing facilities should re-provide community use on site where possible.

14.3. Local Plan Policy H1 sets out the pressing need for housing in Reading and the surrounding area. It goes on to identify that the appropriate use of previously developed land is an important way of meeting the housing needs in Reading.

14.4. The site is allocated in the Local Plan as CR14h. It is described as a site with potential for development for residential with ground floor community provision. It identifies that 8-12 residential units on site would be suitable.

14.5. The proposals would replace the majority of the existing building with a new building containing 17 flats and a community facility. The proposal exceeds the allocation suggestion, however, providing this is achieved in a manner that would not result in any unacceptable impact on other material considerations, this is considered acceptable.

14.6. Although the community floorspace would be reduced from the current 596sqm to 134sqm. The applicant has demonstrated that the facility in its current state is not fit for purpose and that the proposal would restore a useable community facility to a site which has not offered this for over 15 years. The use falls within use class F2 and opening hours would be secured by condition. Provision of community floorspace on site would meet the requirements of Policy OU1 and would be in accordance with the site allocation.

14.7. The site constitutes an underused brownfield site in Central Reading. The allocation in the Local Plan identifies it as an appropriate location for residential development, providing any proposal:

- Makes a positive contribution to the Conservation Area and the setting of nearby Listed Buildings
- Retains the iconic mural on the northern frontage
- Takes account of potential archaeological significance
- Addresses noise impacts on residential use
- Addresses air quality impacts on residential use

14.8. The following sections will discuss these criteria, and, providing the proposals meet them, development of the site for residential use is considered acceptable in principle.

### ***Design, Heritage and Archaeology***

14.9. Policy EN1 of the Local Plan seeks to protect heritage assets and their settings and where possible, enhance them. Proposals which affect heritage assets and their settings should seek to avoid harm in the first instance. Any harm identified requires clear and convincing justification, usually in the form of public benefits. Policies EN3 and EN6 of the Local Plan seek to ensure that the special interest, character and architecture of Conservation Areas is conserved and enhanced. Development proposals in conservation areas should make a positive contribution to the historic townscape and be sensitive to the historic context.

14.10. Policy EN2 of the Local Plan requires development to carry out appropriate assessments of archaeological impacts to ensure that adequate identification and investigation takes place.

14.11. Policy CC7 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)”.

14.12. The site is in an area of significant heritage value, given the number of nearby Listed Buildings and its position within the Market Square/London Street Conservation Area. The Conservation Area Character Appraisal identifies London Street as one of four character areas within the Conservation Area. The Appraisal identifies a variety of features which have a positive and negative impact on the historic character of the area. The positive features include the width of the street, the high concentration of historic buildings, the mix of architectural styles, the well proportioned relationship between taller buildings and the wide street, the predominance of brick and the strong vertical rhythm created by aligned windows and doors. Negative features include the proximity to the IDR, noise and fumes, lack of enclosure at the northern end of London Street, garish shopfronts and modern developments which detract from the historic appearance of the area.

14.13. The proposal would retain the existing building on the eastern elevation which faces onto London Street, where the majority of heritage assets are located and the views within the Conservation Area are most important. The retention of this part of the existing building would ensure continuity at street scene level, and a human scale retained. In particular, the existing façade is well constructed of brick, with Flemish bond, chamfered edges and a stone fascia, all of which is being retained. This is identified as a positive contributor to the historic character of the Conservation Area.



14.14. The new building would be set back from the front elevation of the retained ground floor façade by 3.5m. The setback would ensure that the gable end of the adjacent Grade II Listed number 44 London Street would remain visible in views looking southwards. The set back from the street frontage serves to disconnect the new building from the historic aspects of the street, and it would read as a separate entity in the street scene. Furthermore, the Character Appraisal discusses the lack of enclosure at the northern end of London Street as a negative feature. The proposal would help to create an enclosed end point to this section of the Conservation Area, shielding it somewhat from the impacts of the IDR and larger scale Oracle shopping centre beyond.

14.15. The scale of the building would be larger than most buildings on the western side of London Street, but would be of a similar scale to those on the eastern side. The Character Appraisal identifies that well-proportioned taller buildings and their relationship with the wide London Street constitutes a positive feature of this part of the Conservation Area. The Appraisal also discusses the importance of brick as a material in this location and the strong vertical rhythm of the street. The proposal would be of brick construction and would maintain a pronounced verticality which would be juxtaposed with the existing horizontal appearance of the retained mural and façade of the Central Club. The proposed building would be similar in scale to many of the larger buildings on London Street, in particular on the eastern side. The scale of the building, combined with its set back from the front elevation, materials and design would ensure that the character of the Conservation Area is preserved.

14.16. The proposed building would be visible in the setting of many of the Listed Buildings, especially when looking north towards the IDR. When viewing the Listed Buildings on the western side of London Street in their current context, the Oracle shopping centre is highly visible behind them. The proposal would sit between the Listed Buildings and the Oracle and would be a more appropriate backdrop when viewing the setting of these Listed Buildings given the proposed materials (brick) when compared to the grey cladding of the shopping centre. Whilst the proposal would have an impact on the setting of several Listed Buildings, as well as the Conservation Area, it is considered that this impact would be moderate, and would result in less than substantial harm.

14.17. The Local Plan requires proposals which cause harm to heritage assets to provide adequate justification to overcome this harm, usually through public benefits. The proposal would restore and preserve the Black History Mural on the northern side of the site. Whilst not Listed, the mural is of significant interest and its retention, restoration and preservation would be beneficial to Reading. Several conditions are proposed to ensure that the preservation of the mural is appropriate and secured. Other benefits of the scheme include the provision of housing including affordable housing, the re-use of a long-vacant town centre site and the reintroduction of a community use.

14.18. Berkshire Archaeology were consulted as part of the application, who identifies the site as of archaeological interest. A condition for site investigation has been recommended.

14.19. Overall, it is considered that the proposal would provide adequate mitigation to overcome the less than substantial harm to the heritage assets, and would be of a design that would ensure that the character of the Conservation Area is preserved. The proposal would therefore comply with Local Plan policies.

#### ***Affordable Housing***

14.20. 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.

14.21. The proposal would provide two affordable housing units on site, a one bedroom unit and a three bedroom unit, which equates to 11.8%. They would both be Affordable Rented

units. This % falls short of the policy requirement, and so the applicants have submitted a viability assessment to justify the shortfall.

14.22. The viability assessment has been reviewed by BPS Surveyors on behalf of RBC Valuation, and found to be robust, and Valuation accepts that no additional on-site provision or financial contribution could be justified at this point. However, the applicant has further agreed to both a pre-implementation and late stage review to re-check the viability of the scheme. This would ensure that at these future points, if any positive gains were made in viability due to lower construction costs and/or an expected uplift in values, the developer would pay an enhanced further contribution. The Update Report shall set out the precise points for these reassessments and the nature of calculation of the costings and therefore how any additional contribution(s), as relevant, would be achieved. The 'cap' for these contributions would be equivalent to the Gross Development Value derived maximum contribution for the development which could mean that the equivalent financial contribution of 30% affordable housing could be achieved. The mechanism for this will be set out in the legal agreement to ensure that the viability can be re-assessed at these stages.

14.23. The Housing Development team were consulted as part of the application and have identified that given the complex nature of the site the offer above is acceptable. It is suggested by Housing Development that it may be difficult to secure a Registered Provider who would take on two units, so a robust 'cascade' clause is proposed to be included within the legal agreement to ensure that if Registered Providers are not interested in managing them, the units would be offered to the Council in the first instance, with a further option of a commuted sum in lieu of on-site provision.

14.24. Given the above package, the proposal is considered to be acceptable and complies with policies H3, CC9 and the Affordable Housing SPD.

#### ***Unit Mix, Housing Quality and Future Residents' Amenity***

14.25. 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.

14.26. Local Plan Policy H5 states that new build housing will need to comply with the nationally prescribed space standards. Policy H10 requires dwellings to be provide with functional private or communal open space where possible. Homes should also have adequate natural light, outlook and privacy.

14.27. The proposal would provide 17 units at the following mix:

Type	Market	Affordable	Total
<b>1 bedroom flat</b>	6	1	7
<b>2 bedroom flat</b>	7	0	7
<b>3 bedroom flat</b>	2	1	3
<b>Total</b>	15	2	17

14.28. Ten family sized units would be provided (59%), with the remainder of the mix being one bedroom units. Provision of this level of family housing significantly exceeds the policy requirements.

14.29. Each new unit would meet or exceed the relevant internal space standards. Some of the units would be single aspect, mainly due to the need to retain the mural on the northern elevation. Two of the units benefit from private balconies, and a communal courtyard space is provided at ground floor level. Given the constrained nature of the site and its central location, this arrangement is considered acceptable.

- 14.30. Within the site, there would be no overlooking between flats, and the orientation of the windows, introduction of the courtyard and position in relation to number 44 London Street would ensure that there would be no direct overlooking. The ground floor units would have frosted windows to 1.5m in height to ensure that their privacy is retained (to be the subject of a condition). Every unit within the scheme would achieve daylight and sunlight levels in excess of the British Standards recommendations.
- 14.31. The proposal would include adequate mitigation, with regard to air quality, through the implementation of an appropriate ventilation arrangement. Conditions are recommended to ensure that this is secured.
- 14.32. The proposal includes adequate noise mitigation to ensure that there would be no impact on future residents from external noise. Further mitigation is proposed to ensure that there would be no adverse impact as a result of noise between the two uses or from mechanical plant. Conditions securing these are recommended.
- 14.33. Overall, officers consider that the proposal would provide suitable future living conditions for residents on a constrained site in the town centre and is therefore considered to comply with the Local Plan policies above.

#### ***Neighbour Amenity***

- 14.34. 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.
- 14.35. The closest residential use is at first floor level at number 44 London Street. Given the existing relationship between the two buildings, the set off from the boundary and the inclusion of the courtyard, the proposal would not have any increased impact on the living conditions at this property. There would be no direct overlooking between the two sites due to the position of windows. Furthermore, the site is located to the north which ensures that there would be no unacceptable loss of sunlight, as identified within the submitted daylight and sunlight report. No other properties are considered to be adversely affected.

#### ***Transport***

- 14.36. 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.
- 14.37. The proposed development would be car free, which falls below the Council's car parking standards. Given the sustainable location of the site as well as its constrained nature, the proposed change of use would not have a significant impact on trips generated. Parking nearby is restricted, therefore any increase in parking demand would not be accommodated on street. Parking permits would be restricted for future residents. Given the excellent pedestrian, cycling and bus routes nearby, a car free development is considered acceptable in this instance.
- 14.38. Adequate levels of cycle parking have been provided, both for the residential units and the community facility, with visitor spaces being provided in the arrival courtyard.
- 14.39. Waste and recycling storage has been provided in an appropriate location, but would need to be brought to the kerb on collection day. A condition requiring a waste management plan to secure this has been recommended.
- 14.40. Overall, the proposals would represent an appropriate development in transport terms, and it would comply with the Local Plan.

#### ***Ecology***

- 14.41. 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.
- 14.42. The proposal is accompanied by an ecological survey which demonstrates that there would be no impact on existing species at the site. Several conditions are recommended to ensure that the proposals would provide landscaping details and the installation of swift bricks is carried out to ensure adequate biodiversity net gain on site.

### ***Sustainability***

- 14.43. 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.
- 14.44. 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 circa 35% carbon reduction through higher fabric standards and the low carbon and renewable energy systems, namely photovoltaic panels and air source heat pumps. These would be positioned behind the parapet at roof level and would not be readily visible from views within the Conservation Area.
- 14.45. 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.)"
- 14.46. 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 will be confirmed in the update report, and would be secured in the legal agreement.
- 14.47. Given the significant parts of the building which are being retained, achieving zero carbon on this site would be difficult. The retention of existing building fabric at the front of the site and along the northern side would be a positive benefit in terms of waste minimisation (Policy CC5 is relevant). 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.
- 14.48. 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***

- 14.49. 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 two units (11.8% provision) on site, to be 1 no. one-bedroom unit and 1 no. 3 bedroom units. Both would be Reading

Affordable Rent (RAR) tenure, capped at 70% of market rent as per published RAR levels. Although the offer is below the policy requirements, this has been confirmed as the maximum offer achievable through assessing the viability information submitted. The Housing Development team have confirmed that the offer is acceptable.

- 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.
- A pre-implementation review and a late stage review would be included to ensure that the viability can be assessed as the development moves forwards to ensure that a maximum amount of affordable housing is provided as part of the proposals.
- Zero carbon offset financial contribution will be calculated and reported in the update report based on the Sustainable Design and Construction SPD formula
- Employment, Skills and Training and Construction financial contribution of £2,192.60.
- A clause to ensure that the rent of the community facility would not exceed a peppercorn rent per annum for at least 25 years. This would ensure that the community use is retained as such, at minimal cost to future users.

## **15. Equality implications**

- 15.1. 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.
- 15.2. 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

## **16. 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 impacts of the scheme on the heritage assets nearby would be outweighed by the benefits of the

scheme in providing housing, affordable housing, restoring the mural and providing a community facility on a vacant brownfield site.

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 completion of a legal agreement and relevant conditions.

## Ground floor plan



## Proposed north elevation

Page Navigation | Current Zoom | Documentation | Stamp | Uvenay

Current Zoom

View

Snow/Hide

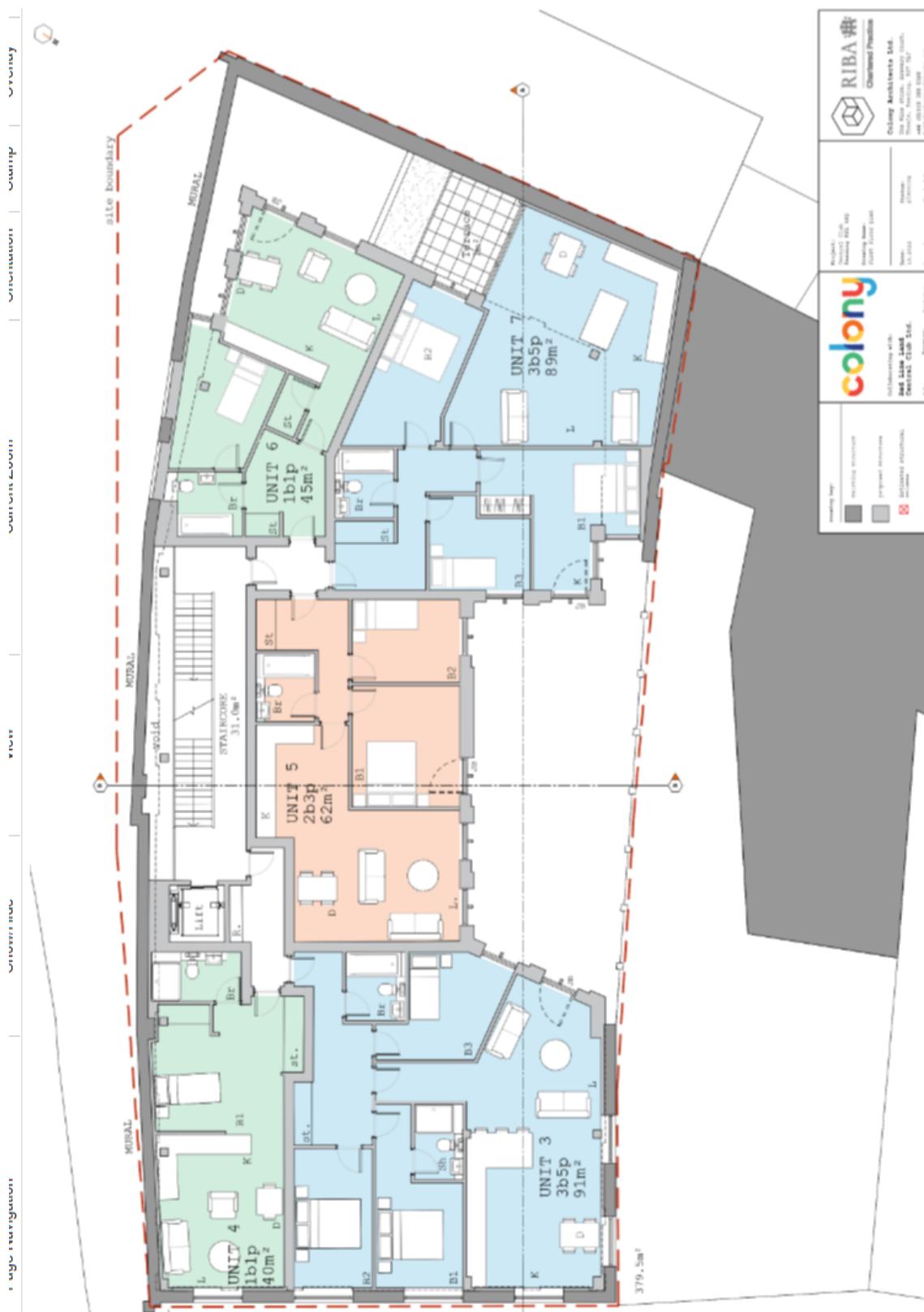
Page Navigation

Uvenay Stamp

Unionization



## Proposed first floor plan



## Appendix 2 – Officer Update Report for PAC July 2023

### UPDATE REPORT

**BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES**  
**READING BOROUGH COUNCIL**  
**PLANNING APPLICATIONS COMMITTEE: 19 July 2023**

**ITEM NO. 10**

**Ward:** Katesgrove

**Application No.:** 221364

Address: Central Club, 36-42 London Street, RG1 4SQ

**Proposals:** Partial demolition of existing building, construction of new building to accommodate a community hall (Use Class F2) and 17 no. residential flats (Use Class C3), with associated works and landscaping

**Applicant:** Red Line Land Ltd

#### **RECOMMENDATION:**

**As per the main agenda report.**

Additional condition 31:

31. hours of use of the community centre: 8am – 11pm Monday – Saturday and 9am – 10pm on Sundays and Bank Holidays.

#### **1. Reading Conservation Area Advisory Committee Comments**

1.1 Since the publication of the main Agenda report, the CAAC have contacted officers to confirm that many of their comments on the application have been addressed through amendments to the scheme and that they do not object in principle to the redevelopment of the site.

#### **2. Plaque Retention**

2.1 There is an existing plaque below the mural on the northern elevation of the site which explains the history behind the mural and lists the artists and contributors. As part of the proposals, this will be restored and retained during the redevelopment. This is shown on the plans and included in the conditions which require the restoration and retention of the mural as a whole.

#### **3. Use of the Community Space**

3.1 The proposed use class for the community space would be F2(b), which is described as “a hall or meeting place for the principal use of the local community”. The applicant has been in discussions with several local groups who have registered an interest in using the space.

3.2 Conditions relating to noise mitigation between the community use and the residential units are proposed. A condition also restricts the use to uses which fall within Use Class F2(b). An additional condition is recommended to restrict the hours of use.

#### **4. Sustainability**

4.1 Since the publication of the main Agenda report, the carbon offsetting payment amount as referred to in paragraph 7.46 of the report has been confirmed. The applicant would pay **£12,240**, secured via a legal agreement.

## **5. Affordable Housing Review Mechanisms**

5.1 Paragraph 7.22 of the main Agenda report states that the applicant will agree to a pre-implementation and late-stage review of the viability of the scheme. The pre-implementation review will take place following the discharge of pre-commencement conditions but prior to construction or demolition occurring on site. The late-stage review will take place prior to occupation of the units on site. Additional financial contributions would be required where the developer has gained financially through lower construction costs, an uplift in values or any other matter which affects the viability of the scheme.

## **6. Conditions**

6.1 An additional condition (number 31) is proposed to restrict the hours of use of the community centre to 8am – 11pm Monday – Saturday and 9am – 10pm on Sundays and Bank Holidays.

6.2 Councillors have requested some clarity regarding the conditions relating to the retention and restoration of the mural. There are two conditions related to the conservation and restoration of the mural. The first is the requirement for a Construction Method Statement, which is a standard condition requirement (condition 10). The second has been requested by Historic England (condition 4), the wording of which is:

*Prior to commencement of development, the mural shall be surveyed and recorded in its current context. This should follow the Historic England guidance for a Level 2 Survey as set out in the published Understanding Historic Buildings Guidance (Understanding Historic Buildings: A Guide to Good Recording Practice ([historicengland.org.uk](http://historicengland.org.uk))). The record shall be submitted and approved by the Local Planning Authority. Following this, it shall be deposited with the Berkshire Records Office and made available to the public.*

*Following the preliminary assessment as set out in the first part of this condition, a qualified conservator or specialist shall be agreed upon by the developer and the Local Planning Authority. This qualified person shall carry out a detailed condition assessment, which will inform the creation of a detailed methodology and schedule for the conservation of the mural, including its protection during the redevelopment (which expands upon the information submitted as part of this application). This shall be submitted and approved by the Local Planning Authority prior to commencement of development.*

## **7. Legal Agreement**

7.1 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.

**Case Officer:** Thomas Bradfield

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02 October 2024



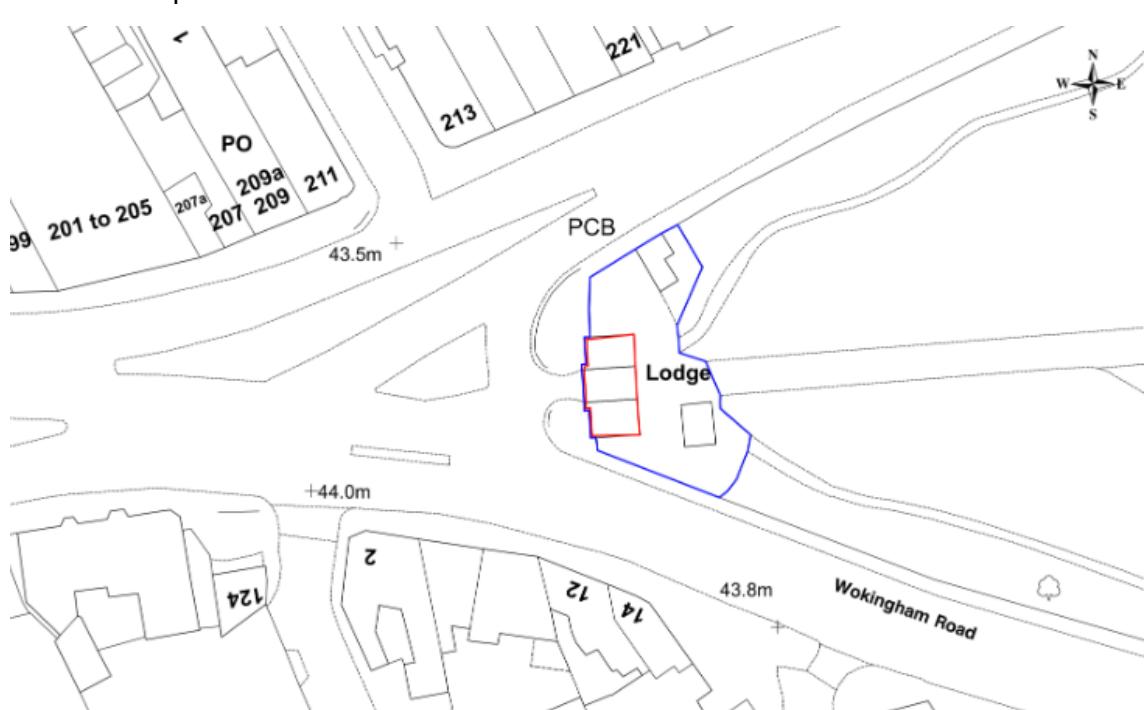
<b>Title</b>	<b>PLANNING APPLICATION REPORT</b>
<b>Ward</b>	Park
<b>Planning Application Reference:</b>	PL/24/0868
<b>Site Address:</b>	Reading Cemetery Arch, London Road, Reading
<b>Proposed Development</b>	Structural and fabric improvement following a Structural Engineer's surveys and following recent damage.
<b>Report author</b>	Marcie Rejwerska
<b>Applicant</b>	Reading Borough Council
<b>Deadline:</b>	4 <sup>th</sup> October 2024 (Extension of Time)
<b>Recommendations</b>	Grant Listed Building Consent, subject to conditions as follows:
<b>Conditions</b>	<ol style="list-style-type: none"> <li>1. Time Limit Standard three years (LBC)</li> <li>2. Approved Plans</li> <li>3. Schedule of works to be submitted prior to commencement to include details of fixing and renewal of stonework which must match the existing stonework.</li> <li>4. Prior to commencement of gate repair work, detailed recording of their appearance and damage to be submitted for record keeping ensuring the repairs are carried out in a sympathetic manner.</li> <li>5. Testing of the proposed cleaning method to be carried out in inconspicuous but relevant location and results submitted to LPA before proceeding to assess whether the method proposed is appropriate.</li> </ol>
<b>Informatics</b>	<ol style="list-style-type: none"> <li>1. Terms</li> <li>2. Complaints about construction</li> <li>3. Positive and proactive - approval</li> </ol>

## 1. Executive summary

1.1. This report explains the proposal for remedial structural work and fabric improvements to the western (front) façade of the Reading Cemetery Arch, including the iron entrance gates. The proposed works are to comprise the first phase of remedial works to the Arch lodges, as a result of a structural inspection completed recently which identifies a number of structural and non-structural concerns. The proposed works will address the most significant issue identified, the leaning pediment at the front elevation and the works are considered to be both urgent and appropriate and approval of consent is recommended.

## 2. Introduction and site description

- 2.1. The application is referred to Committee due to being a Council-own application.
- 2.2. The application site is at Cemetery Junction and comprises two entrance lodges attached via an arched gateway on the west entrance to Reading Cemetery, which are Grade II Listed. Reading Cemetery is also listed as a Grade II historic park and garden, including Grade II listed Andrews and Barrett family monuments. The site is also in close vicinity to the South Park Conservation Area.
- 2.3. The listing for the entrance lodges reads as follows: "*LONDON ROAD 1. 5128 (South Side) Entrance Lodges and gates to Cemetery (Formerly listed under Cemetery) SU 7373 8/77 22.3.57. II 2. Circa 1840 by William Brown (local architect). (Attributed to Nathaniel Briant however). 2 storeys. Bath stone. Arched entry with moulded architrave and keystone in centre of rectangular block with Doric pilasters with moulded entablature and pediment over. Flanking lodges with entablature and blocking course. Hipped slate roof with flanking chimneys. Each lodge 1 window, glazing bar sashes, with architrave surround. Rear: parapet; recessed centre; sides have shallow pediments to parapets. Contemporary gates, cast iron with a row of roses below spearhead rails. Listing NGR: SU7318873187*"
- 2.4. Site location plan:



## 3. The proposal

- 3.1. Listed building consent is sought for urgent structural repairs and limited fabric improvements, as identified within a structural inspection assessment carried out specialist conservators for the applicant, which identifies a number of concerns on site and makes recommendations for remedial works and additional assessments required. This proposal for consent includes remedial works to the west (front) façade only at this stage, due to limited financial resources.

- 3.2. Submitted plans and documentation:

Design and Access Statement, dated July 2024

Structural Inspection, Clive Hudson Associates Ltd, dated Nov. 2023

Heritage Statement, dated 30/05/2024

Location Plan, dated 06/06/2024

0109-001-M Existing Floor Plan, dated 05/03/2010

Received by the LPA on 09/07/2024

3959-202B – Roof Plan and Internal Elevations, dated Sept. 24

3959-201B – External Elevations, dated Sept. 24

Received by the LPA on 10/09/2024

#### **4. Planning history**

- 4.1. 970504 - Alterations and change of use of cemetery Lodge to Community / Police use – Application permitted
- 4.2. 970899 - Refurbishment and alterations including new rear window. – Application withdrawn
- 4.3. 980050 - Two free standing, non-illuminated, aluminium signs 3.05m x 1.52m displaying art work advertising a new police facility – Advert consent granted
- 4.4. 991948 - Erection of detached single storey building accommodating disabled toilet, changing room and shower room – Application permitted by Planning Applications Committee
- 4.5. 020368 - Building to house equipment for the continuous monitoring of ambient air pollutants – Application permitted
- 4.6. 231435/LBC – Alterations comprising internal reconfiguration, redecoration and recommissioning works. – Listed building consent granted on 8 January 2024 but not implemented.

#### **5. Consultations**

- 5.1. RBC Conservation Officer – No objections raised subject to conditions.
- 5.2. RBC Building Control – No comments received.
- 5.3. Site notices were also displayed on site.

#### **6. Legal context**

- 6.1. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the LPA to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.
- 6.2. Section 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 Planning Policy Framework (Section 16. Conserving and enhancing the historic environment)

Reading Borough Local Plan 2019

Policies:

CC1 Presumption in Favour of Sustainable Development

CC7 Design and the Public Realm

EN1 Protection and Enhancement of the Historic Environment

## **7. Appraisal**

- 7.1. The inspection assessment identifies a number structural and non-structural defects of which the majority appear to be resulting from long-standing issues which have not been addressed, such as significant structural cracking as a result of a movement issue as a result of the structure's proximity to a busy highway, identified in 2016.
- 7.2. The proposed works would comprise the first phase of remedial work to the Cemetery Arch including addressing the most significant concern which is the leaning pediment at the front elevation (see area circled on the photograph below).
- 7.3. The works will include:
  - Repair of the cast iron gates, repair gate fixings and cracks internally within the archway.
  - Cleaning of the entire western façade.
  - Dismantling the south end of the pediment to enable fixing of the stone and re-pointing.
  - Fixing of various cracks on the stonework on the western elevation.
  - Replacement and repair of damaged jambs around ground floor right-side window at west elevation.
- 7.4. Overall, whilst the listed building has structural problems and needs further work, the proposal is described as the first phase of a more comprehensive structural improvement to be continued. The cleaning would inevitably result in very minor damage to the external surface appearance, and the details for the gate repairs would be necessary; however, the proposed works overall would preserve the significance of this Grade II Listed building.

## **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 The proposed works are considered necessary to ensure the longevity of the heritage asset and to ensure that the west elevation pediment is made safe and does not pose a risk to the public. The works methodology is considered appropriate and reasonable to address the immediate concerns and issues identified in the structural survey undertaken. The application is therefore recommended for approval, subject to conditions, as set out in the recommendation above.

Case Officer: Marcie Rejwerska

## Plans

1. Site photo taken by case officer in November 2023 (Pediment to be repaired circled in red)



2. Proposed western elevation plan



02 October 2024



<b>Title</b>	<b>PLANNING APPLICATION REPORT</b>
<b>Ward</b>	Thames
<b>Planning Application Reference:</b>	240898/FUL
<b>Site Address:</b>	Hills Meadow Car Park, George Street, Caversham, Reading, RG4 8DH
<b>Proposed Development</b>	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 12 October 2024 and not to extend beyond 19 January 2025 for a period of 1 year.
<b>Applicant</b>	Premier Winter Wonderland Events Limited
<b>Report author</b>	Anthony Scholes
<b>Deadline:</b>	06/10/2024
<b>Recommendations</b>	Grant planning permission, subject to conditions as follows
<b>Conditions</b>	<ol style="list-style-type: none"> <li>1. Temporary Planning Permission</li> <li>2. Approved Plans</li> <li>3. Opening Hours</li> <li>4. In accordance with the Event Management Plan</li> <li>5. External Lighting</li> <li>6. Flood Risk Measures As Specified</li> <li>7. Location of Perimeter Fence</li> <li>8. Sound Levels (15dB below background levels)</li> <li>9. Arboricultural Method Statement</li> </ol>
<b>Informatives</b>	<ol style="list-style-type: none"> <li>1. Positive and Proactive</li> <li>2. Terms</li> <li>3. Environmental Protection License</li> <li>4. No Tree Works</li> </ol>

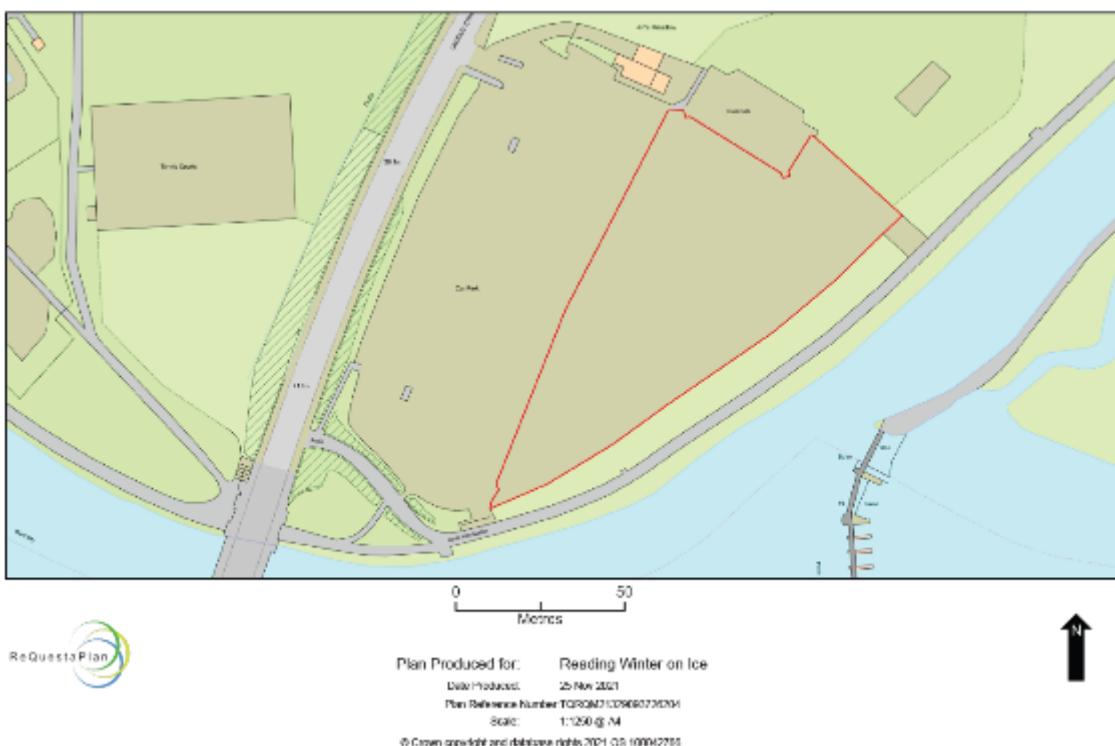
## 1. Executive summary

- 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 after 19<sup>th</sup> January 2025.
- 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 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 referred to Planning Applications Committee as the development would generate an income for Reading Borough Council through the hiring of the site to the applicant, and by virtue of the site area falling within the 'Major' applications category.
- 2.2. The proposal site is Hills Meadow Car Park in lower Caversham. The proposal site is located within Flood zone 2, and partially within Flood zone 3. The car park is owned by Reading Borough Council and is partially used as an events space on several occasions per year for traditional fairs and circus'. Space at Hills Meadow Car Park is regularly let out by Reading Borough Council Leisure & Recreation Service for short term seasonal events during school holidays.
- 2.3. Location Plan:



## 3. The Proposal

- 3.1. The proposed development is seeking planning permission for the temporary erection of an ice rink, marquee structure and ancillary side stalls in connection with Christmas festival, for a period of time not to be before 12<sup>th</sup> October 2024 and not to extend beyond 19<sup>th</sup> January 2025. The event is to be removed by 19<sup>th</sup> January 2025. The event is to be open to the public from 11:00am to 10:00pm in accordance with the Premises Licence obtained for the Event under the Licensing Act 2003.
- 3.2. 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.
- 3.3. The following plans have been received (double strikethrough denotes superseded documents):
  - Location Plan Ref: TQRQM21329093726204
  - Block Plan

- Proposed Site Plan
- Event Safety Management Plan 2024/2025
- Design and Access Statement prepared by Blandy & Blandy Solicitors – REA224/11
- Planning Statement prepared by Blandy & Blandy Solicitors – REA224/11

Received on 22/07/2024

#### **4. Planning history**

##### **4.1. Application History of Proposal Site**

231094/FUL - 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 – Application permitted on 6/10/2023

221171/FUL – Part retrospective temporary planning permission for erection of an ice rink, with marquee structure housing skate hire (and first aid) and ancillary side stalls in connection with holding a themed Christmas festival for a period of time not to be before 16th October 2022 and not extend beyond 16th January 2023 – Application Permitted on 27/10/2022

211918/FUL – Part retrospective temporary planning permission for erection of an ice rink, with marquee structure housing skate hire (and first aid) and ancillary side stalls in connection with holding a themed Christmas festival for a period of time not to be before 24 October 2021 and not extend beyond 16 January 2022 for a period of one year. – Application Permitted on 12/01/2022

##### **4.2. Forbury Gardens Application History – Events considered similar to the development proposed within this application**

191467/FUL - Temporary erection of an ice rink, with marquee structure housing skate hire and ancillary side stalls in connection with Christmas festival for a period of time not to be before 4 November and not to extend beyond 10 January for a period of one year (2019/2020). - Application Permitted on 04/11/2019

161588/VAR - Variation of conditions 2 (approved plans) and 4 (location of installations) of planning permission 151417 (for temporary Christmas festival), namely for amendments to the locations of the temporary installations. – Application Permitted on 10/11/2016

151897/APC - Approval of conditions 3 (Construction Method Statement) and 4 (Location of installations) of planning permission 151417. – Conditions Discharged on 11/12/2015

151417/FUL - 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 1 November and not extend beyond 10 January for a period of 3 years (2015/6, 2016/7 & 2017/8). – Application Permitted on 02/10/2015

#### **5. Consultations**

##### **5.1. The following consultation responses were received:**

###### ***RBC, Transport Development Control***

5.2. The site is in a central location and only a 5 minute walk from Reading Station and Bus Interchange and within 10 minutes walk of Central Reading. In NPPF terms it is in a very sustainable location. Hills Meadow public car park is located immediately adjacent to the site providing 298 Pay & Display public parking spaces. Therefore, it is not anticipated that the event would cause a detrimental impact on the local highway network.

5.3. The event safety management plan states that the event organiser has arranged the use of Hills Meadow for all parking needs and the storage of vehicles needed for the set up and take down of the event, and for maintenance and restocking during the event.

5.4. In view of the above, there are no transport objections to the granting of the temporary planning permission.

#### ***RBC, Environmental Protection***

5.5. The event must ensure that the music does in fact remain at background levels? The level of 65 dBA at the nearest resident is mentioned as a condition on the parks agreement but this is above background level therefore the event will need to ensure that the music level is lower and not noticeable at the surrounding residents' properties.

#### ***RBC, Natural Environment***

5.6. As stated last year, whilst the submissions indicate that the proposals are entirely on the existing hard surface, which is acceptable (if this is the case), it does appear from the Proposed plan that the proposed structures impinge on the canopies.

5.7. No comment is provided on this by the applicant, e.g. necessary pruning, and should be clarified.

5.8. In addition, 8.6 of the Planning Statement says:

5.9. *'...the Applicant will be erecting close-boarded fencing around the Site which will be effective protective fencing for the trees to the south-east of the Site, as well as for security purposes. The fencing is approximately the same height as the Heras fencing used last year'.*

5.10. I assume this fencing will also prevent ANY activity relating to the proposal outside this fenced area where it may impact trees – it would be prudent to attach a condition to deal with this.

5.11. In addition, confirmation of the close boarded fence details and its erection are required. Heras fencing can be put on weighted feet to keep it in place, i.e. no intrusion into the ground, whereas close boarded fencing implies dug posts at regular intervals, i.e. within RPAs. Clarity is required.

5.12. I would suggest that a brief AMS be provided to deal with any pruning (for the proposals or fence installation), installation of fence posts into the ground (if applicable) and protection of trees, i.e. stating that no activity relating to the proposal will take place outside the fencing area (which I assume follows their red line).

5.13. Follow up correspondence from the agent was received, and confirmed that no tree pruning would be required, and that no dig fencing would be used. Conditions and an informative were recommended.

#### ***RBC, Parks***

5.14. With an active skate area owned by RBC, please can I request that the fencing for be at least 2 metres away from the perimeter skate fence for Health and Safety reasons.

#### ***RBC, Licensing***

5.15. Licensing do not have any comments for this consultation.

#### ***Public/local consultation and comments received:***

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

5.17. Two letters were received to the application, one of which was from the Caversham and District Residents' Association (CADRA). As a result, the following comments were received (as summarised):

- Concerns that the development would harm trees within and surrounding the site.
- Concerns of noise and pollution arising from the development and the harm that this would bring to local residents and concern relating to the duration of the event/permission being sought

## **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:

CC7 Design and the Public Realm

CC8 Safeguarding Amenity

EN7 Local Green Space and Public Open Space

EN12 Biodiversity and The Green Network

EN13 Major Landscape Features and Areas of Outstanding Natural Beauty

EN14 Trees, Hedges and Woodland

EN18 Flooding and Drainage

TR3 Access, Traffic and Highway-Related Matters

TR5 Car and Cycle Parking and Electric Vehicle Parking

CR1 Definition of Central Reading

CR2 Design in Central Reading

CR3 Public Realm in Central Reading

CR4 Leisure, Culture and Tourism in Central Reading

- 6.4. Supplementary Planning Documents

Revised Parking Standards and Design SPD (2011)

Tree Strategy (2021)

## **7. Appraisal**

- 7.1. The main considerations are:

- Principle of Development
- Design
- Safeguarding Amenity
- Flooding
- Natural Environment
- Transport
- Other Matters

### ***Principle of Development***

7.2. Hills Meadow is designated a Local Green Space (LGS) and Public Open Space (POS) and is therefore subject to Policy EN7 of the Reading Borough Local Plan. Policy EN7 states that any proposals that would result in the loss of these open areas, their quality, and jeopardise their enjoyment by the public will not be permitted.

7.3. The proposal site is also located within The Thames Valley Major Landscape Feature and is therefore subject to Policy EN13 of the Reading Borough Local Plan. Policy EN13 states that planning permission will not be granted for any development that would detract from the character or appearance of a Major Landscape Feature.

7.4. Whilst the above is noted, the event itself took place within the car park associated within Hills Meadow, upon hardstanding surfacing and not within the areas of Hills Meadow which contribute to the features of landscape importance. However, the event would be set against the backdrop of mature trees lining the edge of the car park.

7.5. Hills Meadow Car Park 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 Reading Borough Local Plan 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 Hills Meadow Car Park is considered to make effective use of the car park in providing a seasonal leisure event, whilst expanding the offer of Central Reading. The temporary nature of the event also means any harmful impact on the landscape would not be permanent.

7.6. The development is also subject to Policy CR4 of the Reading Borough Local Plan, which states that innovative solutions to leisure provision will be encouraged, particularly those that make best of 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 event will bring interest and additional economic activity to the town over the seasonal event period. Increased visitors may include greater trips into town, and potential secondary activities and spending associated with the main trip attending the event.

7.7. The proposed development is therefore considered in line with Policy CR4, bringing a temporary, seasonal leisure attraction to the town centre. Given the temporary context of the proposed development and the location of the development within the proposal site, it is considered that proposed temporary use of the site as an events space is appropriate.

7.8. It is considered appropriate to condition that the use of the site will cease, and all structures be removed by 23:59 on 19<sup>th</sup> January 2025. This is to ensure that the space is restored for full public access and use.

### ***Design***

7.9. The proposed development seeks the temporary erection of an ice rink, Ferris Wheel, and several attractions including traders, wooden chalets and food outlets. The fairground attractions are considered to be typical of a seasonal event of this nature.

7.10. Despite the location of the event within a hard-standing car park; the structures are considered visually jarring against the verdant backdrop of Hills Meadow. It is, however, considered by officers that due to the strictly temporary nature of the event, the development would not result in lasting damage to the character and appearance of Hills Meadow in accordance with Policies CC7, EN13 and EN14 of the Reading Borough Local Plan.

### ***Safeguarding Amenity***

7.11. As per the response from Reading Borough Council Environmental Protection; concerns have been raised regarding noise levels from music within the event, and the noise generated from rides.

- 7.12. The Event Safety Management Plan submitted for this application states that any music that is played will be for background purposes and will be kept low to avoid disturbance to the local residents. The Planning Statement states "*that for a maximum of 1 hour per evening, there may be carol singers or local bands playing and that noise levels will be monitored to ensure that the levels stay below 65dBb*".
- 7.13. The sound levels are set each day to ensure they are background level only, by means of the operator of the site, starting the sound systems prior to opening of the attractions to the public. The levels at which the music is set is below the levels of participants to the event and the organisers ensure it does not exceed the levels caused by operation of the Winter Wonderland event itself. The setting of sound levels at this point ensures that the music level is low and not noticeable at the surrounding residents' properties. The levels are set in the morning prior to opening and those levels are policed by the organisers and no individual ride is authorised to adjust the music level.
- 7.14. One of the conditions for the Premises Licence for this event states that; "The premises licence holder shall ensure that the noise level measured at least 1m from the façade of the nearest and all other noise sensitive premises (being premises where occupants are likely to suffer from excessive noise) shall not exceed 63dBA over a 15-minute period (Laeq 15 min)". It is therefore not considered reasonable to resist planning permission on the basis that breach of noise limits can be enforced against by the Environmental Protection Team.
- 7.15. A further condition for the Premises Licence requires residents of Kingfisher Place and Cardinal Close (premises that are sensitive to noise from the event) to be provided with the contact details of the Designated Premises Supervisor. This is to ensure that any issues relating to noise are reported directly to the event organisers.
- 7.16. Similar to previous years, an additional a condition is recommended in relation to sound levels from any music and other activities associated with the use.
- 7.17. This condition would state that the sound level of any music and any other activity associated within the use hereby approved shall not exceed background noise level at the façade of any residential property, when measured as LAeq (5 min) levels. This is to safeguard the living conditions of residents within the area surrounding the event, in accordance with Policy CC8 of the Reading Borough Local Plan 2019. This condition is stricter than the conditions set out regarding noise levels within the Premises Licence for the event.
- 7.18. Therefore, subject to conditions regarding opening hours, event management and external lighting, the proposal is considered to be in accordance with Policy CC8 of the Reading Borough Local Plan 2019.

#### ***Flooding***

- 7.19. Hills Meadow Car Park is located within Flood Zone 2, and partially within Flood Zone 3. The applicant has addressed flood risk within the Planning Statement submitted for this application. The statement includes an extract of the floor map, demonstrating the proposal site within flood zones 2 and 3. The statement details that each attraction is raised 600mm from ground level, with the hard-standing car park itself constructed of permeable materials. The event space would be covered in plastic temporary ground protection and carpet to ensure ease of access for those on foot and in wheelchairs. The flood risk statement goes on to say that should the site be flooded during an event, attendees will be escorted out of the site via the George Street entrance to Hills Meadow Car Park, away from the Flood Zone 3 areas to the east and south of the proposal site.
- 7.20. This flood risk statement is considered sufficient, and details enough given the temporary nature of the event and is therefore considered in accordance with Policy EN18 of the Reading Borough Local Plan. A condition will be attached requiring the event to be carried out in accordance with the details provided regarding flood risk management within the Planning Statement.

### ***Natural Environment***

- 7.21. As per paragraphs 5.7 to 5.13, clarification was requested by the Natural Environment Team regarding the potential impact that the event would have on trees surrounding the site. It was requested that details of any pruning required be provided, along with confirmation of the details for the close boarded fence to the perimeter of the event.
- 7.22. In response to this, the applicant has confirmed that no pruning or interference with the trees at Hills Meadow. The fencing will be erected using weighted feet and not dug posts.
- 7.23. It has been confirmed through discussions with the Natural Environment team that the clarification provided by the applicant suitably address their concerns. This is subject to the condition that the close-boarded fence be erected around the perimeter of the site as defined by the red line on the location plan prior to any works commencing on site and then retained until the events use has stopped; thereafter the site should be returned to its original condition.
- 7.24. Therefore, subject to condition, the development is in accordance with Policy EN14 of the Reading Borough Local Plan (2019).

### ***Transport***

- 7.25. As per the response received for this application from Transport Development Control, the site is located adjacent to a car park providing 298 pay & display vehicle parking spaces. It is not anticipated that the event would have a detrimental impact on the local highway network due to the temporary nature. The temporary development is therefore considered in accordance with Policies TR3 and TR5 of the Reading Borough Local Plan.

## **8. Equality implications**

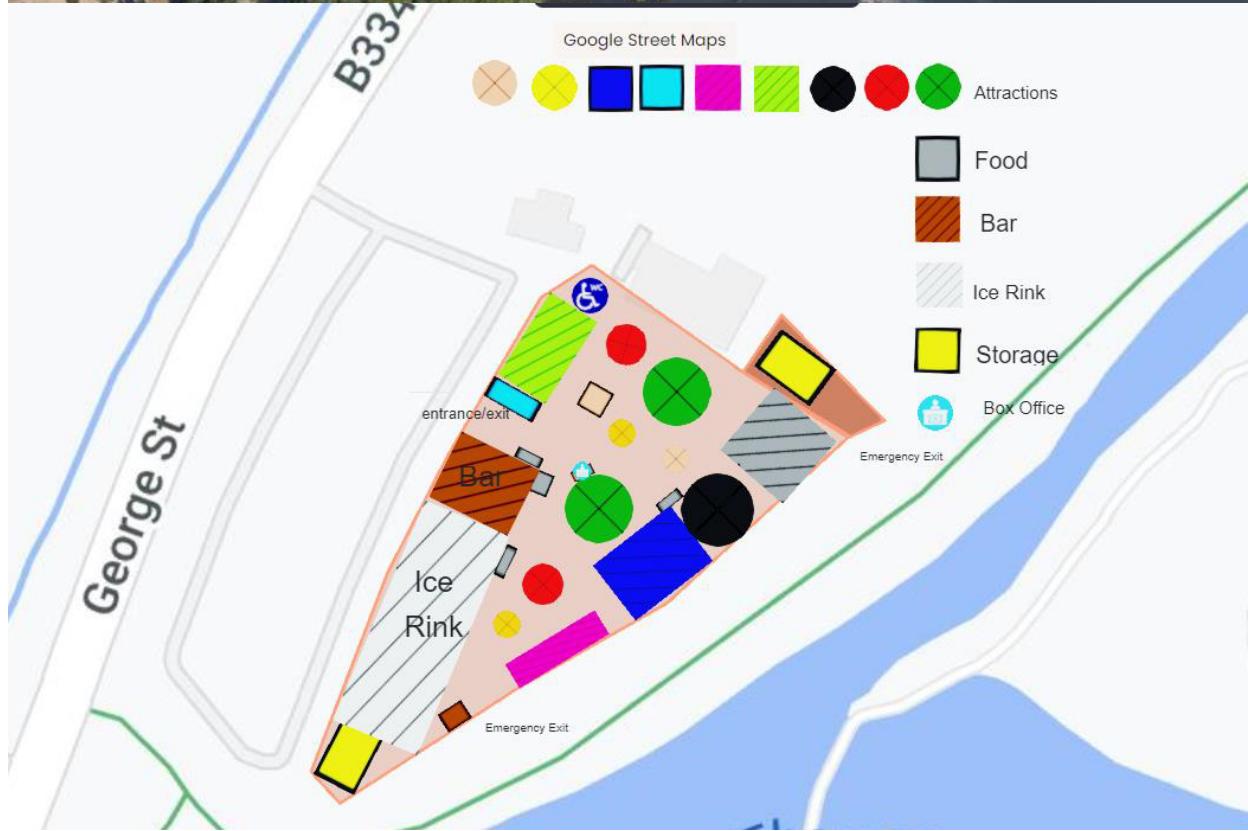
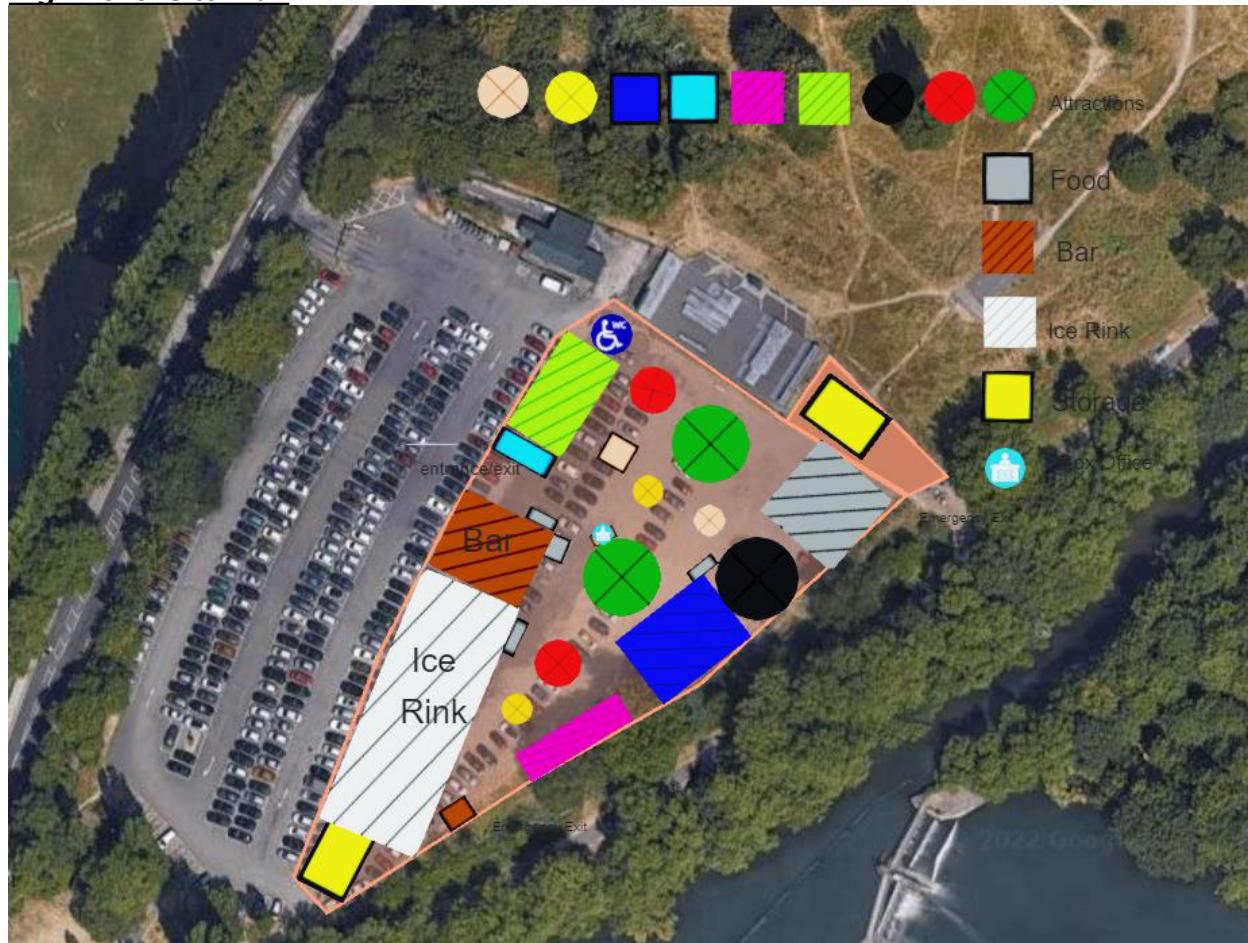
- 8.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
  - eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between 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. This 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 benefits of the event and the fact that the site will be returned to its original state after 19<sup>th</sup> January 2025.
- 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 set out above.

## **Plans & Appendices (delete appendices if none)**

## **High Level Site Plan**



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