

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 7 October 2020

Ward: Kentwood

App No.: 201108/FUL

Address: Unit 1-2, Stadium Way, Reading

Proposal: Proposed industrial unit to replace existing fire damaged industrial unit. The new building will consist of 4 smaller base build units suitable for class use B1(C), B2 or B8 with flexibility for trade counter fit out (B8). Note, Demolition of existing building has been covered under separate Prior Approval - Demolition of Building Application.

Applicant: Hathaway Opportunity Fund General Partner Ltd

Determination Date: 3 November 2020

RECOMMENDATION:

Subject to no objection from the Environment Agency being received, GRANT full planning permission subject to the following conditions:

1. Time limit - standard three years for implementation
2. In accordance with the approved Plans
3. Materials to be as proposed
4. Pre-commencement submission of construction method statement to be approved (including noise and dust control)
5. Pre-commencement submission of employment, skills and training plan to be approved
6. Pre-commencement SUDS Drainage strategy details
7. Details of external lighting prior to installation of any external lighting
8. Pre-occupation vehicle parking as specified
9. Pre-occupation electric vehicle charging points as specified
10. No plant equipment to be installed until noise report submitted and approved
11. Constructed in accordance with flood risk assessment recommendations
12. Constructed in accordance with energy and sustainability report
13. Construction/Hours of Working (standard hours)
14. Use restriction to B1(c); B2; or B8 (including any ancillary trade counters) (notwithstanding UCO amendments on 31 August 2020) and no other uses, including that the use after 10 years becomes the lawful use.
15. No additional mezzanine without prior approval of the LPA

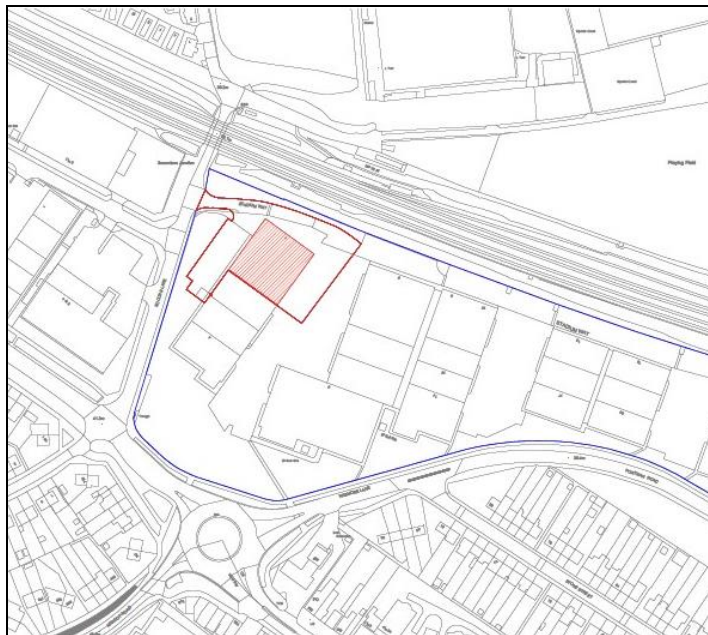
Informatives

1. Terms and Conditions
2. Building Regulations
3. Highways
4. Pre-Commencement Conditions
5. Complaints about Construction
6. Positive & Proactive

1. INTRODUCTION

- 1.1 The application site comprises the now demolished fire damaged unit 'Unit 1' Stadium Way and adjacent land as illustrated below. The site backs on to Scours Lane to the west and is accessed from Stadium Way to the north.
- 1.2 The site is located within the identified 'Core Employment Area' on the Local Plan proposals map and is also located adjacent to an identified wildlife corridor which relates the TPO trees running along the West of the site and Scours Lane.
- 1.3 As stated above, the building on the site was recently demolished under prior approval application 200790 and as such the land is currently vacant.

Site Location Plan



Aerial View of Site before fire



2. PROPOSAL

- 2.1 Full planning permission is sought for the erection of a replacement building of an identical scale and appearance to what previously stood on the site, being 8.5m at ridge height, with an internal height of 5.8m, and containing some 1,330m² of internal floor space (as shown on the above “aerial image photograph”), with the exception of providing additional entrances to the rear (Western end near Scours Lane). The proposed building would contain 4 units with two larger units (444m²) facing inward of the site and two smaller (223m²) units facing Scours Lane.
- 2.2 The proposed development seeks approval for flexible uses Class B1(c) (any industrial process capable of being undertaken within a residential area as long as it would not be of detriment to the amenity of that area); B2 (light industrial); B8 (storage and distribution) and seek to provide where necessary ancillary trade counters (generally considered ancillary to a B8 use) (see note below).
- 2.3 The proposal includes provision of on-site parking, van/loading areas, accessible parking spaces, and provision of three electric vehicle charging points, and cycle parking/bin storage on existing hardstanding areas.
- 2.4 Drawings submitted:
- Drawing No: 20-078-SGP-02-oo-DR-A-P006 Rev A - Location plan
 - Drawing No: 20-078-SGP-02-oo-DR-A-P008 Rev E - Proposed site plan
 - Drawing No: 20-078-SGP-02-oo-DR-A-P009 Rev D - Floor plans
 - Drawing No: 20-078-SGP-02-oo-DR-A-P013 - Roof plan
 - Drawing No: 20-078-SGP-02-oo-DR-A-P0014 - Block plan
 - Drawing No: 20-078-SGP-02-oo-DR-A-P010 Rev D - Proposed elevations
Received 5/8/2020
 - Drawing No: 20-078-SGP-02-00-DR-A-P008 - Proposed site plan
Received 11/9/2020
- 2.5 Supporting information submitted with the application includes:
- Design and access statement - Prepared by SGP Architects dated July 2020
 - Transport statement - Prepared by Steer, dated July 2020
 - Amended Transport statement - Prepared by Steer, dated September 2020
 - CIL form
 - Application form
 - Energy and sustainability assessment, prepared by SVM and dated 17 September 2020
 - Ref: 220115-MNP-XX-XX-RP-C-0001 - Flood risk assessment and surface water drainage strategy, prepared by Mason Navarro Pledge and dated September 2020
 - Additional swept path analyses
 - Drawing No: 220115-MNP-XX-XX-DR-C-1800 - Drainage layout, as received 17 September 2020
 - Drawing No: 20-078-P008 Rev G - Proposed site plan, as received 18 September 2020
 - Energy and sustainability assessment Rev v4, prepared by SVM and dated 23 September 2020, as received 24 September 2020
- 2.6 The CIL requirement for industrial/office development (outside the central core) is nil under the Council’s adopted CIL Charging Schedule.

- 2.7 This application is being reported to your meeting because it is classified as a major development based on proposed floor space.

3. PLANNING LEGISLATION UPDATE

- 3.1 The recent amendments to the Use Classes Order (UCO) included a number of use class changes including changes to A class (removal thereof), and some B class uses (among other things). Within the UCO 2020, it states:

“the material period” means the period beginning with 1st September 2020 and ending with 31st July 2021, and “a relevant planning application” means an application for—

*(a) planning permission or permission in principle, or
(b) approval of a matter reserved under an outline planning permission within the meaning of section 92 of the 1990 Act.”*

And goes on to state:

“If prior to the commencement of the material period, a relevant planning application was submitted, or was deemed to be submitted, to the local planning authority which referred to uses or use classes which applied in relation to England and were specified in the Schedule to the Use Classes Order on 31st August 2020, that application must be determined by reference to those uses or use classes”

- 3.2 Therefore, in accordance with the above, the application is required to be determined in accordance with the Use Classes Order as existed prior to 31 August 2020.

4. PLANNING HISTORY

200790/DEM - Application for prior notification of proposed demolition. PRIOR APPROVAL GRANTED 31/7/2020

90-00298-FUL (900952) Extension of unit 2 to form ancillary light industrial use. WITHDRAWN

91-00984-FUL (910259) Change of use to form vehicle repair workshop with bodywork repair and paint spraying. APPROVED 28/10/1991

96-00298-FUL (960825) Open storage for scaffolding. Terrapin office, storage container APPROVED 23/04/1996

98-00804-FUL (980424) Change of use from yard to storage and siting of 19 metal containers APPROVED 11/09/1998

01-00395-FUL (11149) of detached single storey building to house electrical intake room and CCTV monitoring position APPROVED 22/03/2001

02-00232-FUL (21011) Change of use from Offices (B1) TO B8 (Storage/Distribution) APPROVED 26/02/2002

77/00118/00 - Warehouses in 3 phases (outline) APPROVED 1/04/1977

5. CONSULTATIONS

Internal

- 5.1 RBC Ecologist - The site is located adjacent to the railway which is an important corridor for wildlife. As such, as long as a condition is applied to ensure that any new lighting is approved by the LPA, there will be no objection to this application on ecology grounds.
- 5.2 RBC Natural Environment Officer - No objection on the basis that no additional hardstanding is proposed. Therefore, no impact on TPO trees. Condition recommended that if any trenching/ground works near TPO trees is required, an Arboricultural method statement shall be submitted and approved prior to any trenching/ground works.
- 5.3 RBC Environmental Protection Officer - No comments have been received at the time of writing. Comments will be provided within an update report.
- 5.4 RBC Transport Officer - Generally acceptable, with concern over conflict between LGV in loading bays and parking spaces, more details are required and will be clarified in update report.

External

- 5.5 Environment agency - The EA have been consulted, subject to no objection from the EA being received the recommendation is to grant.

Public consultation

- 5.6 A site notice was placed on a lamp post nearby on Scours Lane. No objections have been received at the time of writing.

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) which states at Paragraph 11 "Plans and decisions should apply a 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. In this case the development plan consists of the Reading Borough Local Plan 2019.
- 6.2 Accordingly, the following local and national planning policy and guidance is relevant to this application:

National Planning Policy Framework (2019)

National Planning Policy Guidance (2014 onwards)

Town and Country Planning Use Classes Order as at 30 August 2020

Reading Borough Local Plan 2019:

CC1: Presumption in Favour of Sustainable Development

CC2: Sustainable Design and Construction

CC3: Adaptation to Climate Change
 CC4: Decentralised Energy
 CC5: Waste Minimisation and Storage
 CC6: Accessibility and the Intensity of Development
 CC7: Design and the Public Realm
 CC8: Safeguarding Amenity
 CC9: Securing Infrastructure
 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 Sustainable Drainage Systems
 TR1: Achieving the Transport Strategy
 TR3: Access, Traffic and Highway-Related Matters
 TR5: Car and Cycle Parking and Electric Vehicle Charging

Relevant Reading Borough Council Supplementary Planning Documents (SPD):

Revised Parking Standards and Design (2011)
 Planning Obligations Under Section 106 (2015)
 Employment, Skills and Training (April 2013)
 Tree Strategy (2010)
 Draft Tree Strategy (currently out for consultation)
 Draft Biodiversity Action Plan (currently out for consultation)
 Draft Climate Change Strategy (currently out for consultation)

7. APPRAISAL

The main issues to be considered are:

- Principle of Development
- Use Considerations
- Design Considerations
- Transport Matters
- Employment skills and training
- Sustainability
- Other Matters

Principle of Development

- 7.1 The application site is located within an identified Core Employment Area as per the proposals maps (EM2h - Portman Road). The application would not seek to introduce a non-employment use within this core employment area, and would provide 4 units of varying size, compared to the previous unit, which would aid in the provision of a variety of premises in line with Policy EM4 (Maintaining a Variety of Premises). The layout of the building would also enable the units to be integrated in future should an occupier seek to occupy more than one unit. As such, the principle of a flexible commercial/industrial use B1(c) (other industrial); B2 (light industrial); B8 (storage and distribution) is considered acceptable subject to a condition to ensure that the use as existing after 10 years becomes the established lawful use of the premise.

Use Considerations

- 7.2 The application proposes a flexible use approval for B1(c); B2 (light industrial), and B8 (Storage and distribution). In accordance with the amended UCO (see Part 3 above) a condition is recommended to restrict the use to the uses applied for. This is because the new E use class for light industrial would allow a change to retail or uses not combatable with the policy objectives for our core employment areas.

Design Considerations

- 7.3 Policy CC7 of the Local Plan (2019) states that: *“All development must be of high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located.”* The proposed development includes a built form to replicate the now demolished unit, and materials for the main east facing façade to match that of the adjoining units. To the rear (facing Scours Lane), and the north side, the proposed development includes metallic sheeting in contrast to brick as used on the adjoining building. The industrial nature of the development would suit a variation of material from that originally built, and due to the tree cover from Scours Lane would not harm the character and appearance of the area by virtue of this change in appearance. Similarly, the introduction of entrances to the rear of the building would not be considered harmful and would provide some more activation of the rear area, and Scours Lane.
- 7.4 The previous use of the rear of the unit, facing Scours Lane, resulted in a large amount of storage (pallets, lorry trailers etc.). The proposed use of the hardstanding to the rear for car parking, bin storage, loading etc. would be a positive change for the appearance of Scours Lane. As such, the proposal is considered acceptable in terms of policy CC7.

Transport Matters

- 7.5 Transport officers are satisfied that the conclusions of the supporting transport statement in terms of traffic generation being the same as the previous use, the on-site manoeuvring areas, provision of suitable parking, cycle parking, and EV charging points are acceptable, and that the proposal would not result in any highway safety concerns. The Council's transport officers have requested an additional tracking diagram and information to demonstrate that there would be no conflict between LGV's and parking spaces. An update report will be provided to clarify this.

Employment skills and training

- 7.6 As the scheme falls within the Major category it would be required to provide an Employment Skills and Training Plan for the 'Construction Phase', or equivalent financial contribution. In this instance the applicant has specified their intention to provide a site specific ESP. The exact form is, at the time of writing, under discussion with Reading UK CIC (who delivers ESPs on the behalf of the Borough Council). It is proposed in this instance, as it will not require a financial contribution to be secured, for this to be secured by a suitably worded condition rather than secured through s106 legal agreement.
- 7.7 The project is expected to have a relatively short construction phase, and as such the ESP terms will include:

Notifying of

- all apprentices on site
- skills delivery during time on site
- numbers and details of local employees

Delivery of

- work experience for 1 young person (18+) currently out of work
- work experience for 1 adult on the local CSCS course

Sustainability

- 7.8 Policy CC2 of the Local Plan (2019) states that: *“All major non-residential developments or conversions to residential are required to meet the most up-to-date BREEAM 'Excellent' standards, where possible”*. The supporting text of the policy (4.1.4) states: *“some types of development, such as industrial uses,*

warehouses and schools might find it more difficult to meet these standards. In these cases, developments must demonstrate that the standard to be achieved is the highest possible for the development, and at a minimum meets the BREEAM 'Very Good' standard."

- 7.9 The applicant has explained that a BREEAM 'Excellent' standard may not be possible due to the recent site history and the commercial nature and location within a dated employment area. The applicant has provided an energy and sustainability statement in support of this application. The sustainability statement includes a number of design considerations, and industrial unit specific measures for reducing the energy usage of the building including: building fabric specifications, energy efficient lighting etc., energy efficient fixtures/fittings (water heating); extraction and ventilation details. The alternative approach is considered to respond to and provide a suitable alternative to a full BREEAM assessment in this specific instance relative to the scale of the site and specific constraints (i.e. large void/ceilings). As such, the proposal would comply with policy CC2. A condition is recommended to ensure that the sustainable construction measures that can be achieved are delivered.

Other Matters

Amenity of nearby occupants

- 7.10 The proposed development is located within an industrial complex, with the closest dwellings being on the Southern side of Oxford Road approximately 140m from the nearest end of the site. The application will not result in any additional impacts as the use of the building will be similar to that of the previous unit. However, the noise and dust caused by construction may impact neighbours. As such, conditions will require details of noise and dust control measures to be in place during construction, and control over construction hours will also be implemented.

Flood risk assessment

- 7.11 The application site is located partially within flood zones 2 and 3 as identified on the environmental agency mapping. The applicant has provided a detailed flood risk assessment. The proposed use is considered a 'less vulnerable' use which, in accordance with EA advice, is an acceptable development within the flood zone.
- 7.12 The EA has been consulted and an update report will provide any response.
- 7.13 The proposal would replace the now demolished building, and the flood risk assessment includes measures to address the vulnerability of the location. A condition is recommended to ensure the development is carried out in accordance with the recommendations of the flood risk assessment.

Natural Environment

- 7.14 The Council's natural environment officer has been consulted. It has been confirmed that with conditions attached to ensure no ground works are undertaken without an arboricultural method statement (near the TPO trees) the development would be acceptable in terms of policy EN14 (Trees, hedges and woodland).

Ecology

- 7.15 The Council's Ecologist consultant has been consulted. The proposal may require external lighting around the premise. As the site is adjacent to a green link and the railway, which is also an important wildlife corridor, it has been advised that any new external lighting should require approval from the LPA. A condition is recommended to secure full details of any external lighting to be approved prior to occupation of the units to ensure the scheme is acceptable in terms of policy EN12

(Biodiversity and the green network).

Sustainable urban Drainage (SUDs)

- 7.16 The applicant has submitted a drainage strategy, this is currently insufficient and would need to be amended. However, a suitably worded condition could be attached to the permission.

CIL

- 7.17 CIL would apply to the proposals, subject to the usual reliefs or exemptions set out in the CIL Regulations. In this respect, although the proposed scheme would be CIL liable development, because industrial premises attract a zero CIL charge in the Borough there would be no CIL payable for this scheme.

Equalities Impact

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

8. CONCLUSION

- 8.1 The proposed development would provide a range of units of varying size within the existing established and identified core employment area. Subject to the conditions mentioned above, the replacement units are considered acceptable and the recommendation is to grant.

Case Officer: Anthony Scholes

Plans:

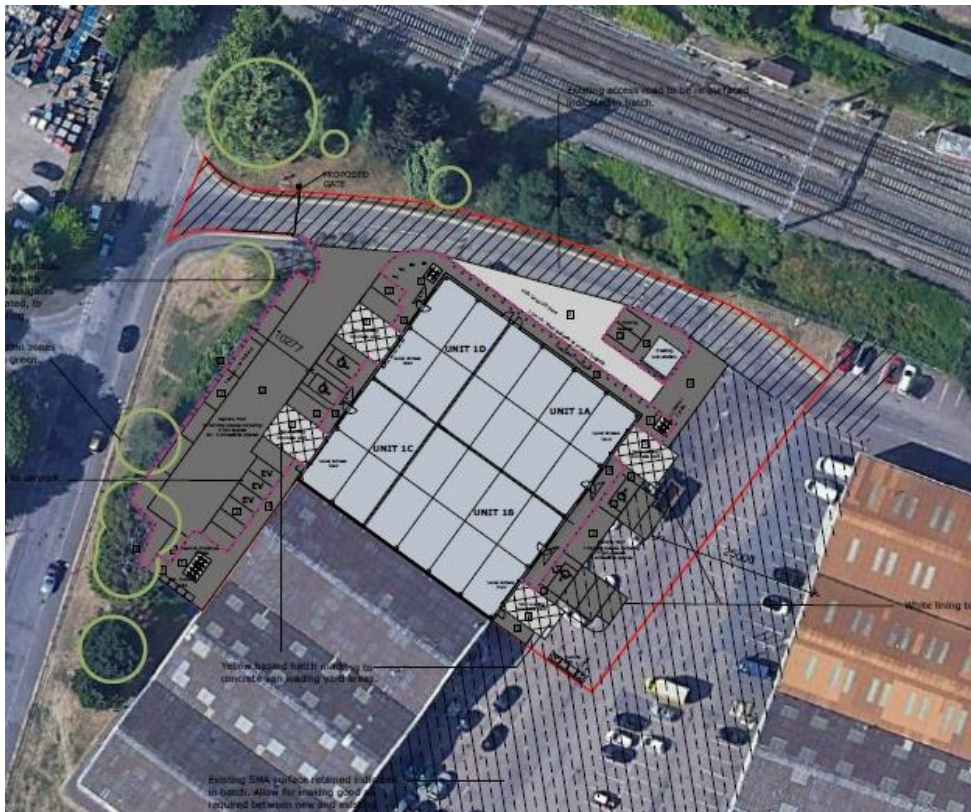


Figure 1 - Site Plan

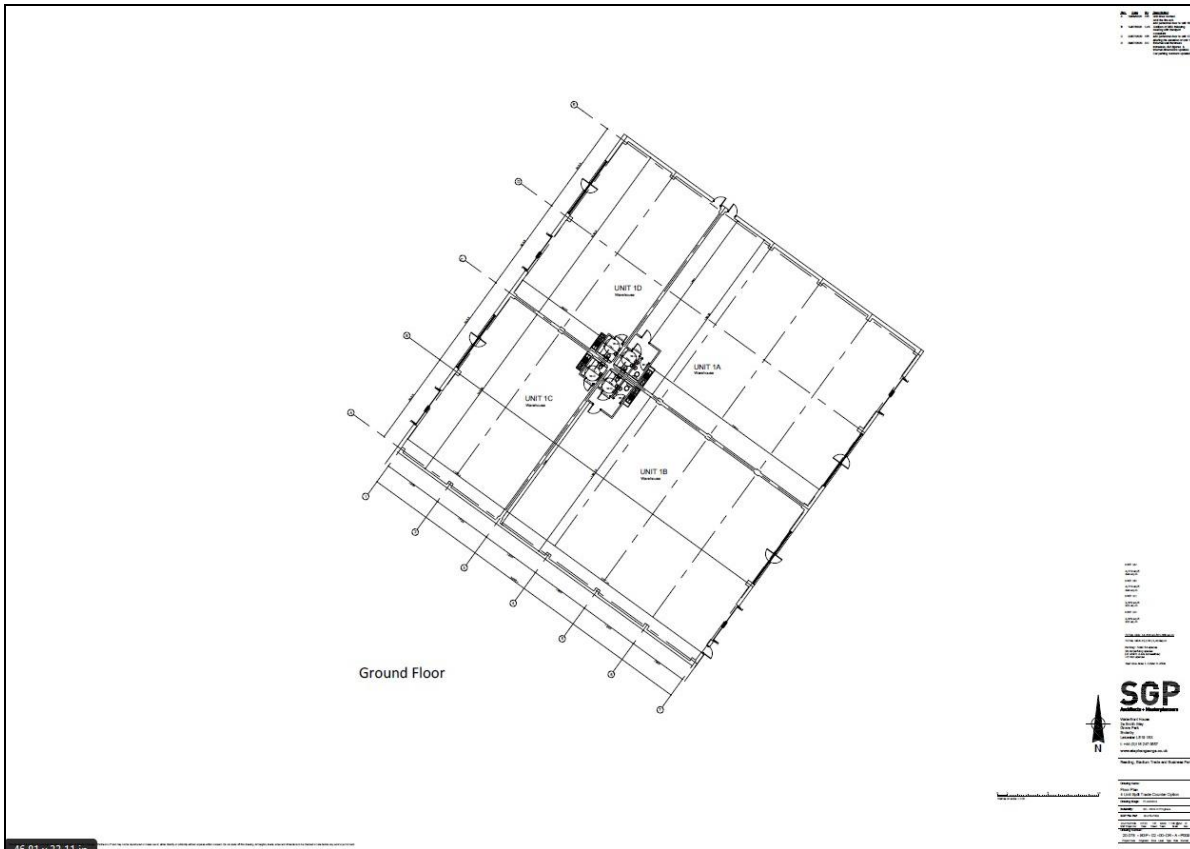


Figure 2 - Floor plans

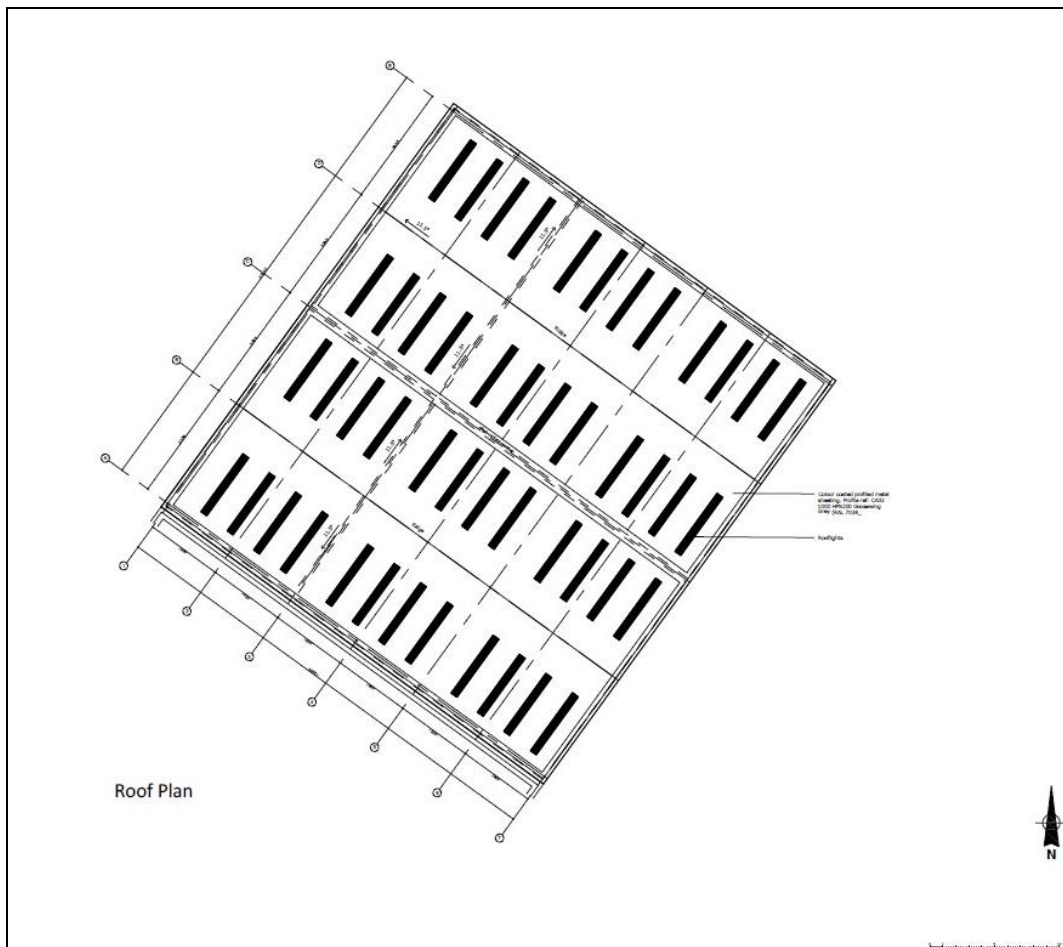


Figure 3 - Roof plan

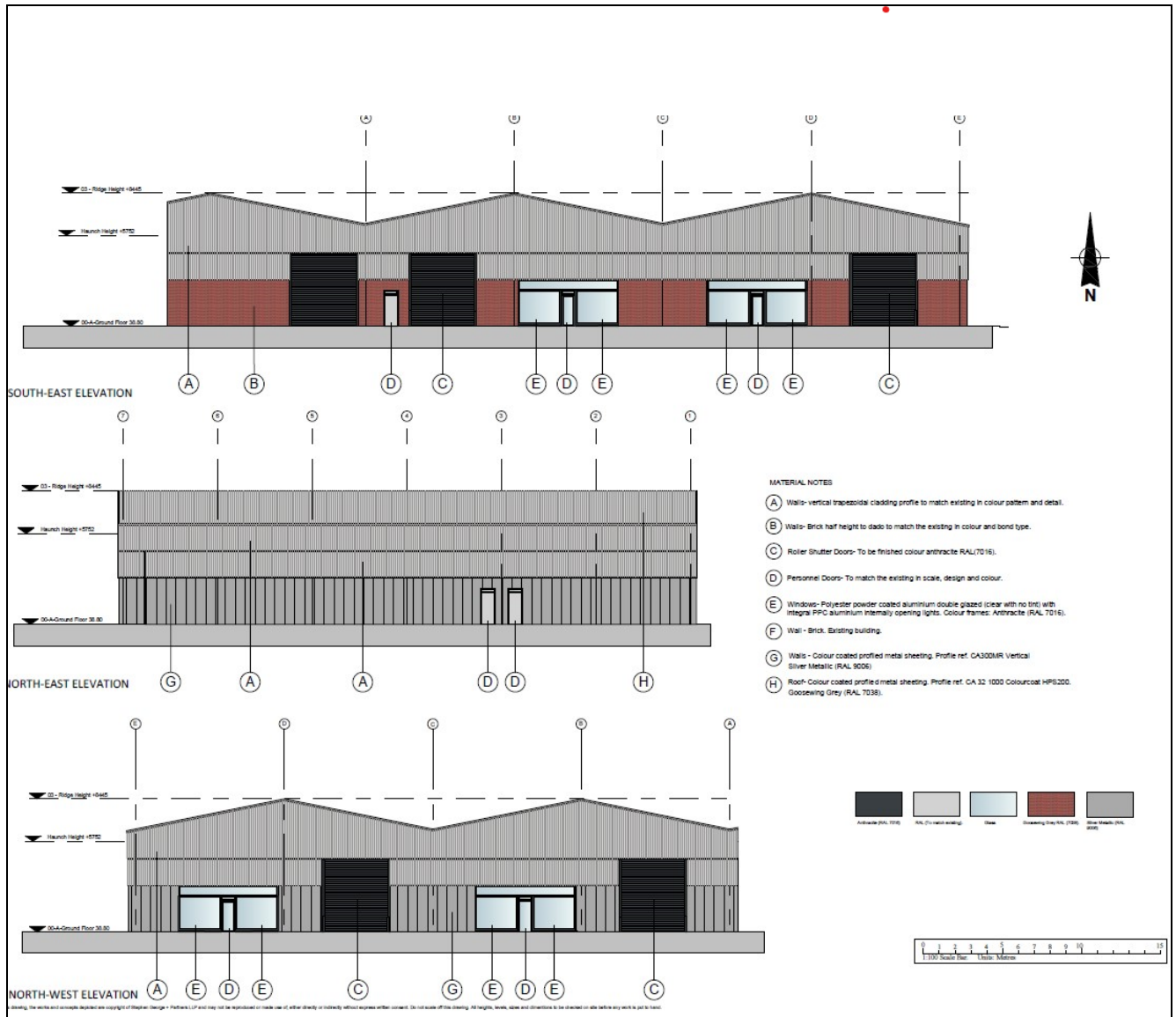


Figure 4 - Proposed elevations