

10 January 2024



Reading
Borough Council
Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Redlands
Planning Application Reference:	230974/FUL
Site Address:	19 Newcastle Road, Reading RG2 7TN
Proposed Development	Proposed demolition of no. 19 Newcastle Road and erection of 9 new dwellings with associated landscaping and parking on land to rear of no.s 17-29 Newcastle Road
Applicant	Brett Property Developments Ltd
Report author	Marcie Rejwerska
Deadline:	6 September 2023
Recommendation	Delegate to the Assistant Director for Planning, Transport and Public Protection Services (AD PTPPS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement or (ii) to REFUSE permission should the Section 106 legal agreement not be completed and satisfactory SuDS strategy not be received by the 29 February 2024 (unless officers on behalf of the AD PTPPS agree to a later date for completion of the legal agreement).
S106 Terms	AFFORDABLE HOUSING – to secure the sum of £267,250.00 towards the provision of affordable housing elsewhere in Reading Borough, payable on first occupation of the development and index linked from the date of permission. BIODIVERSITY NET GAIN – to secure an off-site provision equivalent to 0.87 credits (and any additional credits which may result from any future revisions to landscaping)
Conditions	<ol style="list-style-type: none">1. Time Limit (Standard)2. Approved Plans3. Materials (To Be Approved)4. Construction Method Statement (pre-commencement)5. Vehicle Parking (As Specified)6. Vehicular Access (As Specified)7. Cycle Parking (As Specified)8. Refuse and Recycling (As Specified)9. Roads To Be Provided (As Specified)10. EV Charging Points11. SAP Assessment Minor – Design Stage12. SAP Assessment Minor – As Built

	<ol style="list-style-type: none"> 13. Landscaping Large Scale to include all proposed biodiversity measures (pre-commencement) 14. Boundary Treatment (pre-commencement) 15. Arboricultural Method Statement (pre-commencement) 16. PD Rights Removed (relating to enlargement, alteration or improvement, and outbuildings) 17. Habitat Enhancement Scheme (pre-commencement) 18. Noise Assessment (pre-commencement) to include assessment of impact of sports courts and any mitigation required to buildings and associated mechanical ventilation where appropriate, and acoustic fencing to rear gardens as necessary. 19. Remediation Scheme (Implement and Verification) 20. Unidentified Contamination 21. Hours of Construction/Demolition 22. No Bonfires 23. Archaeology – To secure Written Scheme of Investigation (pre commencement)
Informatives	<ol style="list-style-type: none"> 1. Terms 2. Pre-commencement conditions 3. Building Control 4. Complaints about construction 5. Encroachment 6. CIL 7. S106 8. Noise between residential buildings 9. Highways 10. Access construction 11. Advice to adhere to approved Arboricultural Method Statement 12. Positive and Proactive - Approval

1. Executive summary

- 1.1. This report explains the proposal submitted by Brett Property Developments Ltd for demolition of no. 19 Newcastle Road to be replaced with a new access road to 9 new properties at the rear of nos. 17-29 (odd) Newcastle Road, which is a site allocated in the Local Plan for housing. The proposed new properties form two short terraces and are comprised of 5x 4-bedroom properties and 4x 2-bedroom properties. The proposal includes parking provision of 2x off road spaces per property and associated landscaping including new trees. The main concerns discussed within this report relate to the land-use principles, design, amenity impact, transport and biodiversity implications, and the agreed affordable housing contribution.

2. Introduction and site description

- 2.1. The application is referred to Committee at the request of Cllr McElroy.
- 2.2. The application site is located at the rear of nos. 17-29 Newcastle Road which front the north side of the road. The site is bounded by Cintra Park to the north and allotment gardens to the east. The site slopes north to south and contains mature vegetation and trees.

- 2.3. The surrounding area is predominately residential with the exception of the parade of shops west of the site at Northumberland Road. Newcastle Road is comprised of a varied mix of detached and semi-detached properties and short terraces. Although heights of properties vary, the dominant form is two-storey brick-facing or render finish.
- 2.4. The site is allocated for residential development within the Reading Local Plan 2019 under policy SR4b.

Site location plan:



3. The Proposal

- 3.1. Planning permission is sought for demolition of no. 19 Newcastle Road to create an access road to the site at the rear and erection of 9 new dwellings and associated landscaping and parking.
- 3.2. The proposed housing mix is 5x 4-bedroom dwellings and 4x 2-bedroom dwellings with rear and front gardens. The houses would be 2 storey in height with additional accommodation in the roof.
- 3.3. Submitted plans and documentation:
 - PSD-NEWCASTLERD-P-001 – Location Plan, dated September 2022, received 13 November 2023
 - 22-NEWCASTLERD-002 Rev.1 – Site Plan, dated January 2023, received 13 November 2023
 - P210317 Rev P01 – Existing Plan, dated 8 April 2021, received 12 July 2023

TR22-4038_RUR_CEL_v1 – Existing Sections, dated 2 August 2022, received 12 July 2023

22-NEWCASTLERD-004 Rev.1 – Elevations Plots 1-9, dated January 2023, received 12 July 2023

22-NEWCASTLERD-006B – CGI Streetscenes, dated July 2023, received 12 July 2023

22-NEWCASTLERD-003 Rev.1 – Floor Plans Plots 1-9, dated January 2023, received 12 July 2023

1529-C-6000-P6 – Below Ground Drainage, dated 15 July 2022, received 12 July 2023

Written Scheme of Investigation for Archaeological Evaluation [ECUS Ltd], dated September 2022, received 12 July 2023

Preliminary Bat Roost Assessment and Nocturnal Surveys [ECUS Ltd], dated September 2022, received 15 September 2023

Preliminary Ecological Appraisal and Baseline Biodiversity Assessment V4.4 [ECUS Ltd], dated 1 November 2023, received 1 November 2023

BNG Metric 4.0 Calculations, received 1 November 2023

PEA Site Photographs [ECUS Ltd], received 15 September 2023

Reptile Survey [Chase Ecological Consultancy], dated 14 June 2023, received 12 July 2023

Daylight and Sunlight Assessment Issue No.4 [T16 Design], dated 2 August 2023, received 4 August 2023

Technical Recommendation 11 RUR-CEL [Geosynthetics], dated 2 August 2022, received 12 July 2023

1529-HYDM-220808 P1 - Hydraulic Model [Spillways], dated 8 August 2022, received 12 July 2023

Phase I & II Geo-Environmental Assessment Issue 4 [EPS], dated 11 October 2022, received 12 July 2023

18762-LD-02 – Soft Landscape Proposals, Outline Specification and Maintenance Schedule, dated July 2022, received 12 July 2023

18762-LD-01 – Soft Landscape Proposals, dated July 2022, received 12 July 2023

Planning Statement Rev. 4 [Union 4 Planning], dated July 2023, received 12 July 2023

Transport Statement Rev.C [RGP Consulting Engineers Ltd], dated 11 July 2023, received 12 July 2023

221-1695 Arboricultural Impact Assessment, Protection Plan and Method Statement [Harrison Arboriculture], dated 5 August 2022, received 12 July 2023

27743.NIA.01 Noise Impact Assessment Report [KP Acoustics], dated 20 December 2023, received 21 December 2023

4. Planning history

- 4.1. 040581 – Demolition of 11 and 13 Newcastle Road and proposed development of 2x4 bed semidetached, 3x3 bed terraces and 8x4 bed terrace properties on land to rear of 3-17 Newcastle Road – Outline permission granted by Planning Applications Committee in 2005.
- 4.2. 221585 – Proposed demolition of no. 19 Newcastle Road and erection of 9 new dwellings with associated landscaping and parking on land to rear of nos. 17-29 Newcastle Road – Application withdrawn in February 2023

5. Consultations

5.1. Non-Statutory

- 5.1.1. RBC Natural Environment – The development is supported subject to conditions.
- 5.1.2. Ecology – No objections to submitted bat and reptile surveys. BNG 4.0 metric calculation fails on 'trading rules' and therefore off-site credits should be secured.
- 5.1.3. RBC Environmental Health – Revised AMS and landscaping plans requested.
- 5.1.4. RBC Transport Development – No objections subject to conditions.
- 5.1.5. Berkshire Archaeology – No objections subject to condition.
- 5.1.6. RBC Waste Operations – No comments received.

5.2. Public

- 5.2.1. The following neighbouring properties were consulted by letter on 25 July 2023 and reconsulted again on 2 November 2023:

- 2-22 (even) Newcastle Road
- 3-29 (odd) Newcastle Road
- 17 Warwick Road
- 24 Warwick Road
- 59 Northumberland Road

5.2.2. Letters of representation received:

Consultation round 1:

5 letters received. Objections relating to:

- Increased pressure to on-street parking
- No visitor parking provision
- Increased congestion and pedestrian safety
- Impact on drainage
- Overdevelopment of the site
- Negative impact on Cintra Park and associated trees
- Increased pressure to prune trees
- Development should be focused on brownfield sites elsewhere in the Borough.

Consultation round 2:

2 letters received. Objections relating to:

- Increased pressure to on-street parking
- Increased congestion
- Harm to existing trees and wildlife habitats 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:

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
- CC9 Securing Infrastructure
- EN7 Local Green Space and Public Open Space
- EN12 Biodiversity and the Green Network
- EN14 Trees, Hedges and Woodland
- EN16 Pollution and Water Resources
- H1 Provision of Housing
- H2 Density and Mix
- H3 Affordable Housing
- H5 Standards for New Housing
- H10 Private and Communal Outdoor Space
- H11 Development of Private Residential Gardens
- TR1 Achieving the Transport Strategy
- TR3 Access, Traffic and Highway-Related Matters
- TR5 Car and Cycle Parking and Electric Vehicle Charging
- SR4 Other Sites for Development in South Reading

Supplementary Planning Documents:

- Affordable Housing SPD 2021
- Revised Parking Standards and Design SPD 2011
- Planning Obligations under Section 106 SPD 2015
- Sustainable Design and Construction SPD 2019

Appraisal

6.4. The main considerations are:

- I. Principle of development
- II. Design and appearance
- III. Amenity
- IV. Transport
- V. Biodiversity
- VI. Affordable housing

I) Principle of development

- 6.5. Paragraph 119 of the NPPF states that “Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or ‘brownfield’ land.”
- 6.6. The NPPF defines brownfield land as “land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.”
- 6.7. The application site forms part of the rear gardens of nos. 17-29 Newcastle Road as well as no. 19 Newcastle Road itself. The proposal would therefore constitute development of rear garden land.
- 6.8. Despite the principle of the use for housing being established with site being allocated within the Reading Borough Local Plan as a site for residential development, the proposal must still be assessed for its suitability in terms of the design criteria within Policy H11 for the development of private residential gardens.
- 6.9. Policy H10 seeks to ensure that adequate private and communal outdoor space is retained in terms of development proposals. The properties in the immediate surrounding area on the north side of Newcastle Road are characterised by deep rear gardens. The overall length of the existing gardens measures approx. 60m and this subdivision set at 10m will leave an overall development site depth of around 50m. It is noted however, that garden sizes vary widely across Newcastle Road.
- 6.10. Policy H10 provides the following guidance for outdoor private amenity space: “Useable private outdoor space should be no less than the gross floor area of the dwelling to which it relates (measured externally and including storage space).”
- 6.11. The gardens of the dwellings to be developed have already been fenced off from the land to the rear which forms the development site. The subdivision of the gardens is considered to result in plot sizes that are capable of accommodating and providing adequate garden amenity space to the existing dwellings as well as the proposed dwellings.

- 6.12. Policy H11 states that proposal should make a positive contribution to the character of the area, and the layout and scale should integrate with the surrounding area. The proposed dwellings are comprised of two short terraces of two-storey dwellings in similar character to properties on Newcastle Road.
- 6.13. The proposal will also contribute to the supply of housing in the area, particularly family-sized homes. The Reading Borough Local Plan 2019 sets out a target of 15,847 homes over the period 2013-2036 (an average of 689 homes per annum) and so therefore accords with Policy H1.
- 6.14. Overall, the proposal is considered in accordance with Policies H11, H10 and H1 of the Reading Borough Local Plan 2019.

II) Design and appearance

- 6.15. Policy CC7 of the Reading Borough Local Plan 2019 states “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.”
- 6.16. The proposed dwellings would form part of a new road set behind existing houses with no frontages onto Newcastle Road. The proposals will not follow the existing street pattern and will establish a new character for the site.
- 6.17. Newcastle Road is comprised of two-storey properties in varying character and material finishes. The proposed dwellings would respect the two-storey scale which is characteristic of the area.
- 6.18. The proposed properties form two short terraces of two-storey dwellings finished in facing brick in two contrasting colours, with front gables and porches, creating visually attractive dwellings.
- 6.19. Further in-depth detail of the proposed materials is required before the dwellings are constructed, and therefore a pre-commencement condition is recommended to secure this.
- 6.20. 5 out of the proposed 9 properties will have modest single storey rear extensions, and all properties will have a paved patio in the rear garden. The proposed rear gardens of the proposed properties will be in similar size to some existing properties on Newcastle Road, measuring approx. 10m in depth.
- 6.21. An access footpath is proposed between the two terraces to enable access to the rear gardens.
- 6.22. An extensive schedule of soft landscaping has also been submitted by the applicant which demonstrates green verges and extensive tree planting, which is discussed in more detail below.

III) Amenity

- 6.23. Residential amenity has been considered for future occupiers of the proposed dwellings as well as the existing neighbouring properties.
- 6.24. For future occupiers, Policy H5 outlines the standards for new residential development. The proposed dwellings all conform with the nationally described minimum space standards, providing a good quality of housing.
- 6.25. The applicant has submitted a daylight and sunlight assessment which also concludes that the proposed fenestration and room layout of the proposed dwellings will allow access to natural daylight and sunlight in excess of the minimum requirements.
- 6.26. However, the assessment has not considered sunlight and daylight access to the proposed rear gardens, which will be shaded by the properties themselves to the south, and the trees at Cintra Park to the north.

- 6.27. The positioning of the new properties will be in close proximity to the sports courts at Cintra Park. The applicant has submitted a noise assessment, however, the assessment does not take into account levels of noise when the sports courts are in use, and therefore a revised noise assessment is required to establish whether any additional acoustic insulation is required, noting that the site has already been allocated for residential use in principle – a condition is recommended to secure the required noise mitigation details.
- 6.28. The distances between the proposed dwellings and the existing properties on Newcastle Road are in excess of 34m, which is considered adequate to prevent any concern of overlooking or loss of privacy.
- 6.29. Although the new access road would be adjacent to nos. 17 and 21 Newcastle Road, due to the scale of the development, it is not considered that the proposal would result in a harmful level of noise disturbance due to vehicle movements to and from the new properties.

IV) Transport

- 6.30. The site is located within Zone 2, Primary Core Area, of the Revised Parking Standards and Design SPD (2011). This zone directly surrounds the Central Core Area and extends to walking distance of 2km from the centre of Reading. Typically, this zone is well served by public transport, with buses continuing either into or out of the Central Core via this zone.
- 6.31. In accordance with the adopted Parking Standards and Design SPD, each 2-bedroom dwelling would require 1.5 parking spaces each, and each 4-bedroom dwelling would require 2 parking spaces each. This totals 13 parking spaces required.
- 6.32. The proposal includes 18 parking spaces (2 for each dwelling proposed), which conform with the Council's adopted standards for dimensions. The proposed parking provision is considered acceptable.
- 6.33. The design of the access road and proposed layout has considered the future potential development of this site without the need for a separate access. The Highway Development Control team has reviewed the proposed new access and consider the visibility splays acceptable.
- 6.34. In accordance with the adopted Parking Standards and Design SPD, the development is also required to provide a minimum of 2 cycle parking spaces for each dwelling; the submitted plans demonstrate that each property will be provided with storage for bikes in their rear gardens.
- 6.35. The applicant has also submitted tracking diagrams to demonstrate refuse vehicles will be able to enter and exit the development with ease.
- 6.36. Overall, the proposal is considered in accordance with Policies TR3 and TR5 of the Reading Borough Local Plan, and the adopted Parking Standards and Design SPD.

V) Biodiversity and trees

- 6.37. There are three existing mature trees north of the site within Cintra Park which are proposed to be retained and protected during the construction process. The applicant has submitted an Arboricultural Method Statement which has not been updated to show the proposed new layout of the site, and as such a pre-commencement condition is recommended to secure a revised copy of the statement.
- 6.38. At the advice of the Natural Environment team, a condition is recommended to remove Permitted Development rights relating to enlargements, alterations, and outbuildings in order to protect the root protection areas of the existing trees at Cintra Park.

- 6.39. Policy EN12 states “On all sites, development should not result in a net loss of biodiversity and geodiversity and should provide a net gain for biodiversity wherever possible.”
- 6.40. The applicant has submitted biodiversity net gain calculations using the new nationally described 4.0 metric, demonstrating a net gain on site. However, the calculations fail on account the existing bramble scrub is a ‘medium distinctiveness’ habitat and cannot be readily replicated on site in terms of its *quality* therefore there is an actual shortfall of 0.87 habitat units which will need to be provided for off-site through the purchase of 0.87 biodiversity credits.
- 6.41. The applicant has agreed to enter into a legal agreement to secure off-site provision equivalent to the shortfall of credits on site. The off-site provision is to be provided within the borough prior to commencement, or outside the Borough if it is demonstrated that it is not possible to provide within the Borough. The S106 should also provide for any future change to the landscaping which might occur at detailed design stage as secured by condition.

VI) Affordable housing

- 6.42. The Council’s adopted Policy H3 states “on sites of 5-9 dwellings, a financial contribution will be made that will enable the equivalent of 20% of the housing to be provided as affordable housing elsewhere in the Borough.”
- 6.43. The applicant has agreed to enter into a legal agreement to secure a financial contribution if planning permission were to be granted.
- 6.44. A Section 106 Legal Agreement has been drawn up, which secures a financial contribution of £267,250.00 for the purposes of providing affordable housing elsewhere within the Borough.
- 6.45. The figure has been calculated based on the valuations of the proposed dwellings from two independent estate agents.
- 6.46. As per Policy H3 and the Affordable Housing SPD (2021); for sites of 5-9 dwellings, where the contribution required by Policy H3 is 20%, this will equate to 10% of the GDV of the development.
- 6.47. This is considered acceptable and complies with Policy H3 of the Reading Borough Local Plan and the Affordable Housing SPD.

7. Equality implications

- 7.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.2. 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.

8. Conclusion & planning balance

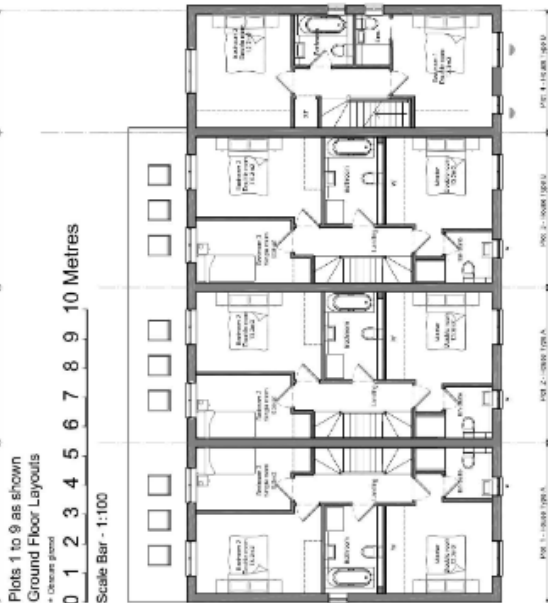
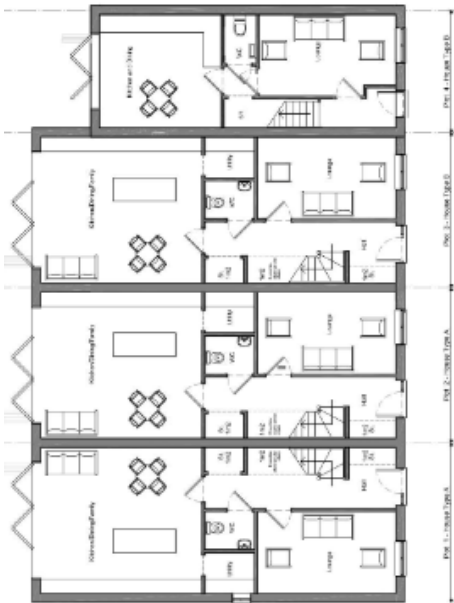
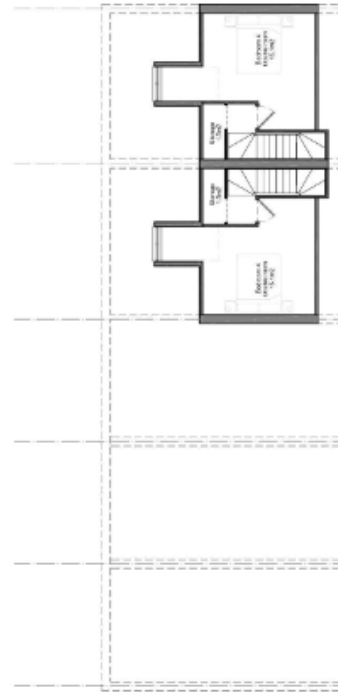
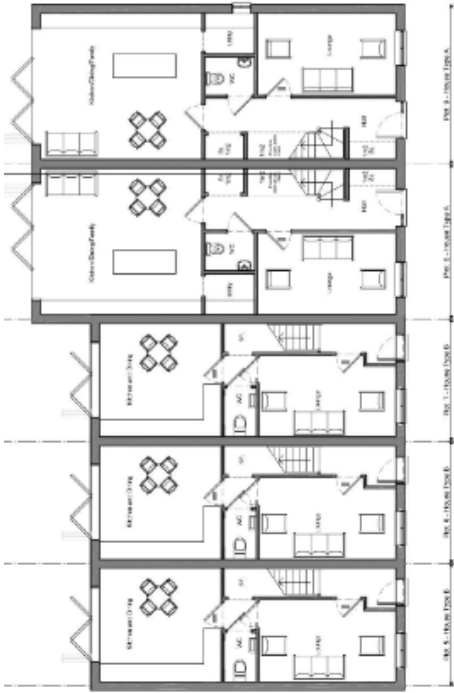
- 9.1 As with all applications considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 9.2 Any harmful impacts 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. Officers consider that the proposed works are acceptable in relation to the policies as outlined within the report. Subject to the detailed recommendation as set out in this report, the proposal is considered acceptable in terms of layout and design of the proposed properties and is not considered harmful to the surrounding area. The relatively minor shortfall in biodiversity net gain is considered reasonably resolved by way of a legal agreement to secure biodiversity improvements elsewhere in the borough.
- 9.3 The application is recommended for approval subject to successful completion of the s106 legal agreement to secure both the Affordable Housing contribution and the Biodiversity off-site credits.

Plans & Appendices

Proposed Site Plan



Proposed Floor Plans

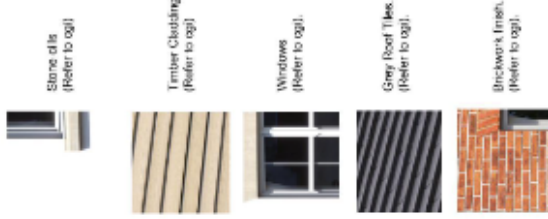


Plots 1 to 9 as shown
Ground Floor Layouts
- Overseas Offices
0 1 2 3 4 5 6 7 8 9 10 Metres
Scale Bar - 1:100

Plots 1 to 9 as shown
First Floor Layouts
- Bedrooms
0 1 2 3 4 5 6 7 8 9 10 Metres
Scale Bar - 1:100

Proposed Elevations

Typical Proposed finishes



Proposed Front Elevations

* Opaque glazed

0 1 2 3 4 5 6 7 8 9 10 Metres

Scale Bar - 1:100

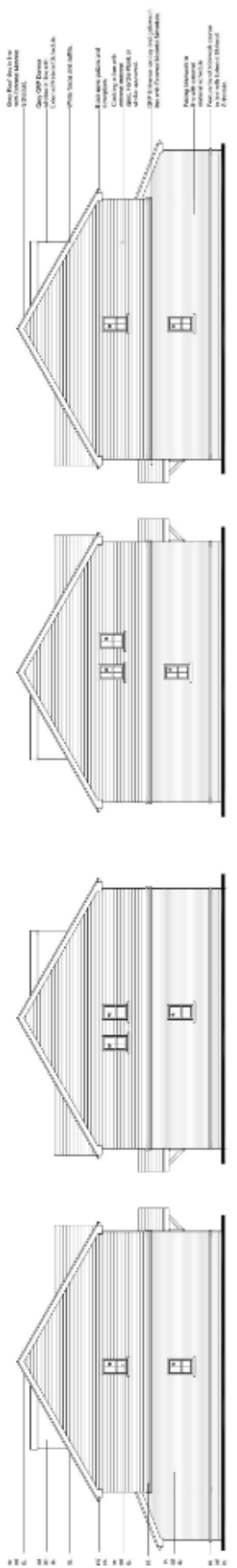


Proposed Rear Elevations

* Opaque glazed

0 1 2 3 4 5 6 7 8 9 10 Metres

Scale Bar - 1:100



Proposed Side Elevations

* Opaque glazed

0 1 2 3 4 5 6 7 8 9 10 Metres

Scale Bar - 1:100