

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 3rd April 2019

Ward: Caversham

Application No: 182031/REG3

Address: Land adjoining 5 Ian Mikardo Way, Reading, RG4 5BZ

Proposal: Construction of new three-bed dwelling and associated parking and access.

Applicant: Reading Borough Council

Date Valid: 19/11/2018

Application target decision date: Originally 14/02/19, but an extension of time has been agreed until 12/04/19

26 week date: 20/06/19

RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a unilateral undertaking legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by the 12th April 2019 (unless the assessing officer on behalf of the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the legal agreement). The legal agreement to secure the following:

- 1 residential unit as an affordable rent housing unit in perpetuity, or the provision of 10% GDV toward the provision of affordable housing elsewhere in the Borough.

And the following conditions to include:

1. Time Limit - 3 years
2. Approved plans
3. Pre-commencement details (samples and manufacturer details) of all external materials (including brickwork, roof slate, glazing, window frames/cills/surrounds, doors, guttering and downpipes)
4. Pre-commencement construction method statement (including noise & dust)
5. Pre-occupation submission of bin storage facility details
6. Pre-occupation implementation of cycle parking details provided
7. Pre-occupation implementation of vehicle parking
8. Construction hours
9. Pre-commencement hard and soft landscaping details (including biodiversity enhancements)
10. Implementation of approved hard and soft landscaping details
11. Landscaping maintenance for five years
12. Protection of wildlife during site clearance
13. No burning of waste on site
14. Pre-commencement interim BREEAM certificate for 'Very Good' rating
15. Pre-occupation BREEAM certificate
16. Implementation and maintenance of specific windows as obscure glazed

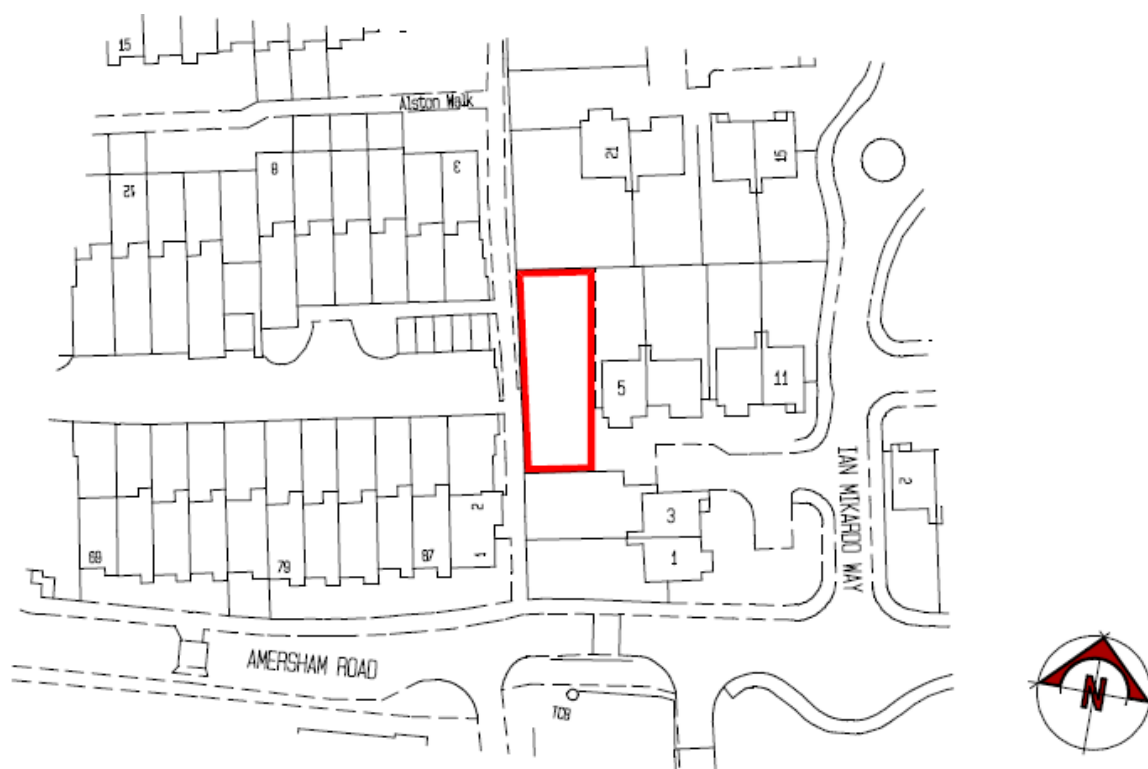
Informatives:

1. Positive and Proactive Statement
2. Highways works
3. Terms and conditions

4. Building Control
5. Party Wall Act
6. CIL
7. No burning of waste on site
8. Unilateral Undertaking Legal Agreement

1. INTRODUCTION

- 1.1 The application site comprises a plot of land, which is vacant and overgrown, located at the western end of a private carriageway serving no's 1,3,5,7,9 and 11 Ian Mikardo Way. Based on the Council's records, it is understood that the site was developed as part of the wider Ian Mikardo Way development circa 1987 (87-TP-910). To the west, is a public footpath constructed as part of the adjoining Council housing estate. The predominant dwelling type within the area is semi-detached dwellings within Ian Mikardo Way, with terraced dwellings within Charles Evans Way. The site is located within flood zone 2, and is not located within a conservation area.
- 1.2 The proposals are being considered at Planning Applications Committee by virtue of being the Council's own (regulation 3) application. The site in relation to the wider urban area is shown below, together with a site photograph and aerial view.



Site Location Plan (application site edged in red)



Site photograph from the adjoining Charles Evans Way estate (West of the application site)



Aerial view looking north

2. PROPOSALS

- 2.1 Full planning permission is sought for the erection of a three bedroom affordable housing residential unit. This will comprise a two storey detached dwelling with a small front porch, provision of two car parking spaces, relocation of two existing car parking spaces bin storage, cycle parking, and associated landscaping.
- 2.2 Reading Borough Council is the landowner and applicant in this instance, with this being one of a series of sites being brought forward to deliver affordable housing in the Borough.
- 2.3 In relation to the community infrastructure levy, the applicant has duly completed a CIL liability form with the submission. As per the CIL charging schedule this proposal will attract a charge of £14,675.76 (99 x the 2019 CIL rate for residential developments). However, the CIL form suggests that the applicant will be seeking social housing relief, which would result in the CIL charge being £0.

3. PLANNING HISTORY

- 3.1 180568/PREAPP - Conversion of existing residential space to flats for the homeless/erection of new dwelling and associated parking for homeless families (six separate addresses) Observations sent 22/06/18

4. CONSULTATIONS

i) RBC Transport

- 4.1 The Transport Development Control section advises that the site is located within Zone 2, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. In accordance with the adopted SPD, the development would be required to provide a parking provision of 2 spaces for a 3 bedroom dwelling whilst retaining provision for the existing dwelling at No5.
- 4.2 The originally submitted plans and the planning statement confirm that 2 off road parking spaces are to be provided for the new dwelling and 2 to be re- provided for the existing dwelling. A dedicated parking space on a shared private carriageway area is proposed which could obstruct access / egress of service / delivery vehicles; hence this is likely to result in vehicles having to reverse out onto the Public Highway, this would be worsened by the car parking space being located 1m away from the kerb edge, albeit the private road is being widened to the north (outside N0.5), as such a tracking diagram was required to demonstrate that refuse collection vehicle could manoeuvre into and out of the site in forward gear. Following correspondence with the agent, the tracking diagram was provided demonstrating that a refuse collection vehicle could access the site in the proposed arrangement.
- 4.3 The parking for No. 5 are a cross between parallel and tandem formation but they would still require the driver to turn around to exit the site. I would be happy to accept the 5m length in the knowledge that the car behind would have to move before the other car could leave in the same way as a standard driveway would work.
- 4.4 In accordance with the adopted Parking SPD, the development is required to provide a minimum of 0.5 cycle parking spaces for each dwelling which should be in a conveniently located, lockable Sheffield type, covered store. Plans indicate that

cycle and bin storage will be provided to the side of the dwelling. 2 cycle storage spaces are to be provided in the rear garden this is therefore deemed acceptable.

4.5 There are consequently no transport objections to this application, subject to the following conditions:

- Pre-commencement construction method statement
- Pre-occupation submission of bin storage facility details
- Pre-occupation implementation of cycle parking details provided
- Pre-occupation implementation of vehicle parking

ii) RBC Environmental Health - Environmental Protection (EP)

4.6 From an EP perspective, there are concerns regarding potential noise, dust, and bonfires associated with the construction and demolition phase.

4.7 Finally, in terms of the construction and demolition phases, the EP team commonly receives complaints about noise and dust caused by construction and demolition works, particularly working outside reasonable hours and about smoke from bonfires associated with the burning of waste on site of minor developments. As such, standard construction hours and details of noise/dust reduction measures will be secured via condition and an informative stating that there should be no burning of waste on the site.

iii) RBC Ecology Consultant

4.8 The site comprises a disused garden space with amenity grassland, tall ruderal vegetation, and a single early mature hawthorn tree bordered by wire and wooden fencing. The report states that the hawthorn tree and the adjacent vegetation in the south-western corner will be removed to facilitate the works. The report states that the hawthorn tree on site and the adjacent young sycamore trees have been assessed as having “negligible” potential to support roosting bats. Nevertheless, any vegetation clearance should be undertaken outside the bird nesting season (March - August inclusive) to ensure that birds are not disturbed or harmed during the proposed works. This should be secured via a planning condition, wording is given below. The report concludes that the site is of limited value to wildlife.

4.9 However, as per the recommendations given in the report and in accordance with paragraph 175 of the NPPF, which states that “opportunities to incorporate biodiversity in and around developments should be encouraged” a condition should be set to ensure that enhancements for wildlife are provided within the new development.

4.10 Subject to the recommended conditions referenced above, there are no objections to the application on ecological grounds.

iv) Natural environment (trees)

4.11 The site is predominantly cleared, with only one ‘tree’ to be removed. The tree is not of any particular merit although visible from Amersham Road. No objection to the proposed development subject to conditions.

v) Thames Water

4.12 A response was received from Thames water identifying that the site potentially has minor public sewers within three metres of the proposed building work. As

Thames Water do not have confirmation of the exact drainage arrangements for this property, we'll contact the applicant or agent for further information. We'll ask them to enter into a build over agreement if the work is within three metres of a public sewer or one metre of a lateral drain. This could be an approved build over agreement or, if the property owner meets all of the criteria required in our online questionnaire, a self-certified agreement.

vii) Public consultation

- 4.13 Notification letters were sent to nearby occupiers on 21/12/18, expiring on 18/01/2018. No comments received.

5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. The application has been assessed against the following policies:

5.2 National

National Planning Policy Framework (2018)
National Planning Policy Guidance (2014 onwards)

5.3 RBC Local Development Framework - Core Strategy (2008) (Altered 2015)

CS1 Sustainable Construction and Design
CS2 Waste Minimisation
CS7 Design and the Public Realm
CS9 Infrastructure, Services, Resources and Amenities
CS14 Provision of housing
CS15 Location, Accessibility, Density and Housing Mix
CS24 Car / Cycle Parking
CS34 Pollution and Water Resources
CS36 Biodiversity and Geology
CS38 Trees, Hedges and Woodlands

5.4 Sites and Detailed Policies Document (2012) (Altered 2015)

SD1 Presumption in Favour of Sustainable Development
DM1 Adaptation to Climate Change
DM4 Safeguarding Amenity
DM5 Housing Mix
DM6 Affordable Housing
DM10 Private and Communal Outdoor Space
DM12 Access, Traffic and Highway Related Matters
DM18 Tree Planting

5.5 Reading Borough Council Supplementary Planning Documents

Affordable Housing SPD (2013)
Revised Parking Standards and Design SPD (2011)
Revised SPD on Planning Obligations under Section 106 (2015)
Sustainable Design and Construction SPD (2011)

5.6 Other relevant documentation

DCLG Technical housing standards - nationally described space standard (2015)

6. APPRAISAL

6.1 The main issues are considered to be:

- i) Principle of development
- ii) Design considerations
- iii) Residential amenity
- iv) Transport
- v) Trees, landscaping and ecology
- vi) Other matters

i) **Principle of development**

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

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

6.4 The Council’s LDF SDPD Policy DM11 Development of Private Residential Gardens requires that new residential development that involves land within the curtilage or the former curtilage of private residential gardens will be acceptable where:

- a) It makes a positive contribution to the character of the area;
- b) The site is of an adequate size to accommodate the development;
- c) The proposal has a suitable access;
- d) The proposal would not lead to an unacceptable tandem development;
- e) The design minimises the exposure of existing private boundaries to public areas;
- f) It does not cause detrimental impact on residential amenities;
- g) The emphasis is on the provision of family housing;
- h) There is no adverse impact on biodiversity, and
- i) The proposal does not prejudice the development of a wider area.

6.5 The application site is located within flood zone 2 as per the environmental agency flood mapping. The NPPF (2019) (157) outlines that development should apply a sequential, risk-based approach to development to ensure that development is appropriately located with regard to flood risk. The sequential test is designed to steer development toward areas of the lowest risk.

6.6 The Council’s latest ‘Housing and Economic Land Availability Assessment’ (May 2017) notes that ‘there are not sufficient sites to meet the objectively assessed need for housing in Reading on sites in Flood Zones 1 and 2’. Therefore, subject to a detailed sequential test assessment being submitted as part of any application it may be possible to demonstrate that an application for additional residential development on the site could pass the sequential test. However, the onus is on the applicant to present a detailed sequential test for this particular development and demonstrate the case to the Council. In this specific instance, the applicant has provided a sufficient sequential test identifying that there are not currently

any sites available for the proposed development in flood zone 1 or elsewhere in flood zone 2.

- 6.7 Therefore, the redevelopment of the site for further residential development is acceptable in principle, subject to meeting the above DM11 criteria and the following material planning considerations.

ii) **Design considerations**

- 6.8 The proposed development has been setback from the front elevation of the adjoining no.5, and sensitively designed so that it would make a positive contribution to the appearance of the surrounding dwellings. This has been achieved by borrowing a number of architectural features of the adjoining dwellings including: a simple gable end wall, an attached mono-pitch porch, and a similar spacing and number of windows to the front elevation. The proposal, although being a single detached dwelling while surrounded by semi-detached dwellings, would respect the rhythm of dwellings within the private road where it sits. The site is of a similar size to the adjoining semi-detached dwelling plots providing for a sufficient amount of outdoor amenity space.

iii) **Residential amenity**

- 6.9 The internal layout of the proposed unit is arranged so as to create a high standard of living accommodation for future occupiers, with the overall floorspace comfortably exceeding the national space standards. First floor windows in the proposed dwelling would overlook adjoining properties 1-3 Alston Walk and 21 Ian Mikardo Way to the rear and 3 Ian Mikardo Way to the front. In relation to the property at no.21, the back to back distance from the proposed dwelling would exceed 20m, and be a similar relationship to the existing dwellings.
- 6.10 To the north-western corner of the site is no.3 Alston Walk. The distance between the nearest windows is 18.5m so 1.5m short of the recommended back to back distance. However, it would be an angled view between the two properties and a detailed assessment has been undertaken as to the likelihood of any unacceptable window to window overlooking occurring by making use of a scaled drawing showing the internal arrangements and vision splays between the first floor bed room of no.3 and the first floor bedroom on the proposed dwelling. The alternative of relocating the new bedroom to the front could have a negative on other adjoining properties. Therefore, on balance the proposed layout is considered acceptable in this regard.
- 6.12 All rooms will be regular in size and shape, providing suitable access to outlook, natural day/sunlight and ventilation. Conveniently located cycle and waste storage facilities are incorporated within the scheme. The distance from the waste storage area to the waste collection point will need to be managed by the future occupants, and is considered acceptable from the Council's waste department. Finally, from an access perspective, level access is possible from the footway, and parking proposed with the scheme is considered acceptable.
- 6.13 In relation to all nearby occupiers in the area, amenity during the implementation of the permission will be protected via the construction method statement measures recommended to be secured by a pre-commencement condition. In overall terms the proposals are therefore considered to comply with policy DM4.

iv) **Transport**

- 6.14 As per the Transport Planning observations provided above at section 4i above, the proposals are considered appropriate in all highways and parking regards, subject to conditions relating to: a construction method statement; cycle parking; waste storage; and vehicle parking provision.

v) **Trees, landscaping and ecology**

- 6.15 In line with observations summarised at sections 4iii and 4iv above, specialist officers have considered the proposals from a trees, landscaping and ecology perspective and are satisfied with the proposals. This is subject to a number of conditions to secure more details of the landscaping/biodiversity proposals and to protect wildlife during the construction stage.

vi) **Other matters**

- 6.16 Flood risk assessment - The site is located within flood zone 2 and has suitably demonstrated that the sequential test has been passed for the site. The supporting flood risk assessment states that the floor level for the development should be set at 37.46 AOD to achieve minimum flood height clearance.
- 6.17 Sustainability - The applicant has not provided any specific information relating to sustainable design and construction. As the proposed development is to be a new build, it is expected that a condition ensuring compliancy with policies CS1 and DM1 could be met; therefore the development is considered acceptable in this regard.
- 6.18 Legal Agreement - Given the nature of the land ownership (as specified in the introduction section above) a unilateral undertaking (rather than a Section 106) legal agreement will be drafted. This will secure the unit as socially-rented affordable housing. It is considered that the obligation would comply with the National Planning Policy Framework and Community Infrastructure Levy (CIL) in that it would be: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonably related in scale and kind to the development.
- 6.19 Equality - In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular application.
- 6.20 Community infrastructure levy (CIL) - In relation to the community infrastructure levy, the applicant has duly completed a CIL liability form with the submission. As per the CIL charging schedule this proposal will attract a charge of £14,675.76 (99 x the 2019 CIL rate for residential developments).

7. CONCLUSION

- 7.1 The proposals are considered to be acceptable within the context of national and local planning policies, as detailed in the appraisal above. As such, full planning permission is recommended for approval, subject to the recommended conditions and completion of the Legal Agreement.

Drawings & documents submitted:

Dwg No. 16/037/03 Rev A - General arrangement, as received 3 December 2018

Dwg No. 16/037/03 Rev B - General arrangement, as received 20 December 2018

Dwg No. 16/037/03 Rev C - General arrangement, as received 6 March 2018

Land adjoining No.5 Ian Mikardo Way, Caversham - Ecological appraisal, dated 6th January 2018, as received 20 November 2018

Sequential test statement - Ian Mikardo Way, Reading, RG4 5BZ, dated November 2018 (ref: P17-2366) prepared by York Associates, as received 20 November 2018

Ian Mikardo Way, Reading - Flood Risk Assessment, prepared on behalf of Reading Borough Council, ref:21704-01, dated November 2018, as received on 20 November 2018

Planning, design and access statement, Ian Mikardo Way, Reading, RG4 5BZ, prepared by Pegasus groups, dated November 2018, as received on 20 December 2018

Dwg No. P17-2366 no.001 - Vehicle swept path analysis for new dwelling, as received 6 March 2019

Case Officer: Anthony Scholes



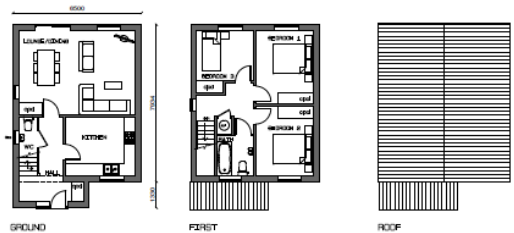
Long view Ian Mikardo Way



SOUTH - NEW DWELLING NO 5 NO 7
EXISTING/PROPOSED ELEVATIONS/STREET SCENE (1:100)



WEST NORTH EAST
PROPOSED ELEVATIONS/SECTION (1:100)



GROUND FIRST FLOOR ROOF
PROPOSED PLANS (1:100)

new detached three bedroom dwelling with gross internal floor area 91m², set within existing residential garden, including current parking spaces repositioned and new parking provided

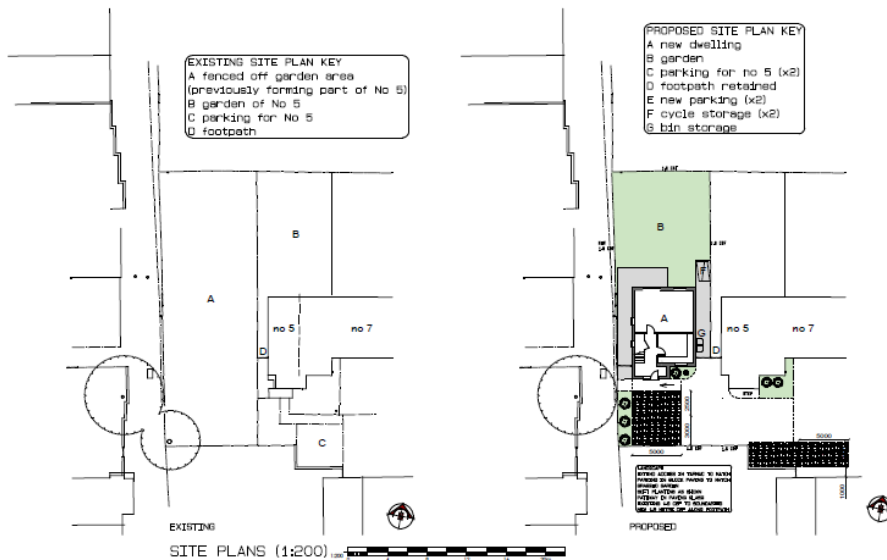
(ALL MATERIALS TO MATCH NO 5 IAN MIKARDO WAY)



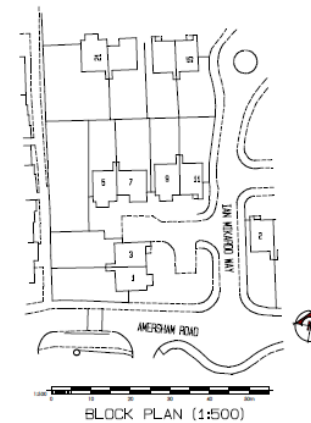
LOCATION PLAN (1:1250)



EXAMPLE OF CYCLE STORAGE



EXISTING PROPOSED
SITE PLANS (1:200)



BLOCK PLAN (1:500)

Amendments		
No.	Date	Details
1	NOV 18	SCALE SHOWN ADDED
2	DEC 18	SCALE SHOWN ADDED, T ADDED TO SITE PLAN
3	NOV 18	PLAYING AREA OF MAJOR 6 STEP REMOVED OFF TO POSITIVE TERRACE

Client
READING BOROUGH COUNCIL
Project
PROPOSED NEW DWELLING
AT
LAND ADJOINING NO 5
IAN MIKARDO WAY
CAVERHAM
READING

Drawing title
GENERAL ARRANGEMENT
Size A1 **Date** NOV 17 **Drawn by** AT

York Associates
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Project number
16/037/03C

Proposal plans