

# Notice of Meeting



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## Eastern Area Planning Committee Wednesday 26 June 2019 at 6.30pm in the Calcot Centre, Highview (off Royal Avenue), Calcot, RG31 4XD

### Members Interests

Note: If you consider you may have an interest in any Planning Application included on this agenda then please seek early advice from the appropriate officers.

Date of despatch of Agenda: Tuesday, 18 June 2019

### FURTHER INFORMATION FOR MEMBERS OF THE PUBLIC

**Note:** The Council broadcasts some of its meetings on the internet, known as webcasting. If this meeting is webcast, please note that any speakers addressing this meeting could be filmed. If you are speaking at a meeting and do not wish to be filmed, please notify the Chairman before the meeting takes place. Please note however that you will be audio-recorded. Those taking part in Public Speaking are reminded that speakers in each representation category are grouped and each group will have a maximum of 5 minutes to present its case.

Plans relating to the Planning Applications to be considered at the meeting can be viewed in the Calcot Centre between 5.30pm and 6.30pm on the day of the meeting.

No new information may be produced to Committee on the night (this does not prevent applicants or objectors raising new points verbally). If objectors or applicants wish to introduce new additional material they must provide such material to planning officers at least 5 clear working days before the meeting (in line with the Local Authorities (Access to Meetings and Documents) (Period of Notice) (England) Order 2002).

For further information about this Agenda, or to inspect any background documents referred to in Part I reports, please contact the Planning Team on (01635) 519148

Email: [planapps@westberks.gov.uk](mailto:planapps@westberks.gov.uk)

Further information, Planning Applications and Minutes are also available on the Council's website at [www.westberks.gov.uk](http://www.westberks.gov.uk)



**Agenda - Eastern Area Planning Committee to be held on Wednesday, 26 June 2019**  
*(continued)*

Any queries relating to the Committee should be directed to Stephen Chard on (01635) 519462  
Email: [stephen.chard@westberks.gov.uk](mailto:stephen.chard@westberks.gov.uk)

**Agenda - Eastern Area Planning Committee to be held on Wednesday, 26 June 2019**  
(continued)

- To:** Councillors Peter Argyle, Jeremy Cottam, Alan Law (Chairman), Royce Longton (Vice Chairman), Alan Macro, Geoff Mayes, Graham Pask, Jo Stewart and Andrew Williamson
- Substitutes:** Councillors Gareth Hurley, Owen Jeffery, Nassar Kessell, Tony Linden, Ross Mackinnon and Keith Woodhams
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# Agenda

## Part I

**Page No.**

1. **Apologies**  
To receive apologies for inability to attend the meeting.
2. **Minutes** 5 - 28  
To approve as a correct record the Minutes of the meetings of this Committee held on 10 April 2019, 21 May 2019 and 5 June 2019.
3. **Declarations of Interest**  
To remind Members of the need to record the existence and nature of any personal, disclosable pecuniary or other registrable interests in items on the agenda, in accordance with the Members' [Code of Conduct](#).
4. **Schedule of Planning Applications**  
(Note: The Chairman, with the consent of the Committee, reserves the right to alter the order of business on this agenda based on public interest and participation in individual applications.)
  - (1) **Application No. & Parish: 18/02975/FUL - The Swan at Streatley, High Street, Streatley** 29 - 68

**Proposal:** Application for planning permission for the formation of overflow car parking area and associated landscaping at The Swan at Streatley.

**Location:** The Swan at Streatley, High Street, Streatley, Berkshire

**Applicant:** CCO Cygnet Ltd

**Recommendation:** The Head of Development and Planning be authorised to refuse planning permission.



**Agenda - Eastern Area Planning Committee to be held on Wednesday, 26 June 2019**  
(continued)

- (2) **Application No. & Parish: 18/03400/FULD - Saffron House, Stanford Dingley** 69 - 92
- Proposal:** Demolition of existing barn and replace with new 4-bed dwelling with 2 cart sheds, alterations to existing access detail on land adjacent to Saffron House.
- Location:** Saffron House, Stanford Dingley, Berkshire.
- Applicant:** Day Tanner Limited
- Recommendation:** The Head of Development and Planning be authorise to approve planning permission.

**Background Papers**

- (a) The West Berkshire Core Strategy 2006-2026.
- (b) The West Berkshire District Local Plan (Saved Policies September 2007), the Replacement Minerals Local Plan for Berkshire, the Waste Local Plan for Berkshire and relevant Supplementary Planning Guidance and Documents.
- (c) Any previous planning applications for the site, together with correspondence and report(s) on those applications.
- (d) The case file for the current application comprising plans, application forms, correspondence and case officer's notes.
- (e) The Human Rights Act.

Sarah Clarke  
Head of Legal and Strategic Support

If you require this information in a different format or translation, please contact  
Moira Fraser on telephone (01635) 519045.



## DRAFT

Note: These Minutes will remain DRAFT until approved at the next meeting of the Committee

### **EASTERN AREA PLANNING COMMITTEE**

#### **MINUTES OF THE MEETING HELD ON WEDNESDAY, 10 APRIL 2019**

**Councillors Present:** Peter Argyle, Graham Bridgman, Rob Denton-Powell (Substitute) (In place of Richard Crumly), Sheila Ellison (Substitute) (In place of Pamela Bale), Marigold Jaques, Tim Metcalfe, Graham Pask (Chairman), Richard Somner, Quentin Webb (Substitute) (In place of Keith Chopping) and Emma Webster

**Also Present:** Gareth Dowding (Senior Engineer), Bob Dray (Development Control Team Leader), Gemma Kirk (Planning Officer), Sarah Melton (Senior Planning Officer) and Linda Pye (Principal Policy Officer)

**Apologies for inability to attend the meeting:** Councillor Pamela Bale, Councillor Keith Chopping, Councillor Richard Crumly and Councillor Alan Law

#### **PART I**

##### **65. Minutes**

The Minutes of the meeting held on 20<sup>th</sup> March 2019 were approved as a true and correct record and signed by the Chairman subject to the following amendments:

**Page 7, Questions from Members, First Sentence to read** – ‘Councillor Graham Bridgman noted that the application was in the name of Springs Farm Limited however, according to his research no company under this name existed at Companies House in England and Wales’.

**Page 20, Member Questions to Ward Members should be amended to read** – ‘Members Questions to Officers’.

##### **66. Declarations of Interest**

Councillor Quentin Webb declared an interest in Agenda Item 4(1) but reported that, as his interest was a personal interest, but not a disclosable pecuniary interest, he determined to remain to take part in the debate and vote on the matter.

##### **67. Schedule of Planning Applications**

###### **(1) Application No. & Parish: 19/00221/FULD - Glenvale Nurseries, Hungerford Lane, Bradfield Southend**

*(Councillor Quentin Webb declared a personal interest in Agenda Item 4(1) by virtue of the fact that he had been lobbied on the item and had met with the applicants. As his interest was personal and not prejudicial or a disclosable pecuniary interest, he determined to remain to take part in the debate and vote on the matter.)*

The Committee considered a report (Agenda Item 4(1)) concerning Planning Application No. 19/00221/FULD in respect of the demolition of Glenvale Garden Centre and replacement with one dwelling, retaining the existing entrance onto Hungerford Lane.

Sarah Melton introduced the item and noted that the site was located in the AONB and outside of a defined settlement boundary and as such it was located within the open

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countryside. Policy ADPP1 stated that most development would be within or adjacent to the settlements included in the settlement hierarchy and the proposal site was neither within or adjacent to a settlement included within the hierarchy.

The proposed scheme did not achieve all of the criteria required by Policy C1 whereby residential development outside of a defined settlement boundary might be acceptable.

Policy ADPP5 allowed for a limited amount of infill development within the AONB. The proposed scheme did not constitute an infill development and the Inspector found the conflict with this policy in determining a previous appeal and the case officer had not be presented with any evidence which suggested that the Inspector was wrong to find conflict with policy ADPP5 nor had there been any material changes in policy that would make that finding invalid.

The report concluded that the principle of residential development on this site was wholly unacceptable and clearly contrary to policies ADPP1, ADPP5 and C1 and the Inspector's decision was a material consideration in determining this application. It also did not constitute a sustainable form of development and the environmental impact would outweigh any minor economic or social benefit from the proposal.

In accordance with the Council's Constitution, Councillor John Brims, Parish Council representative, Mr Jim Forrester, objector, Helen and Duncan Varley, supporters, and Joe Atkinson, applicant/agent, addressed the Committee on this application.

### **Parish Council Representation:**

Mr John Brims in addressing the Committee raised the following points:

- Mr Brims stated that Bradfield Parish Council supported the proposal and felt that the reasons for refusal were open to interpretation.
- He accepted that the proposed development would not respect the linear road frontage but he was of the opinion that there would be no detrimental effect on the AONB. There was a cluster of houses both close by and in the distance.
- Questions had been raised as to whether the site was acceptable as a development site. The applicants had lived in the area for many years and had run a small garden centre on the site. The Parish Council was usually against building homes in the AONB but it was felt that the proposed development would actually enhance the AONB.
- Questions had also been raised as to whether the development would be sustainable but public transport was available and there was a local school in the area.
- The applicants had put a lot of effort into making the business successful over the last 14 years but retail was in decline and there was a significant amount of competition in the local area which made it almost impossible for a small garden centre to flourish in the current environment. Any alternative business use on the site would involve the demolition of the current buildings and redevelopment of the site. The Travellers Rest site was well screened and it was necessary to consider what an alternative development might look like.

There were no questions raised by Members.

### **Objector Representations:**

Mr Jim Forrester in addressing the Committee raised the following points:

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- Mr Forrester stated that West Berkshire Council had a responsibility to protect the AONB which was backed up by national and local planning rules and to allow the development would undermine and weaken the local planning strategy.
- An explanation had been set out in the Officer's report as to why this site was not suitable for a development of this size and the new issues raised by the applicant had been refuted.
- Mr. Forrester stated that the site was not brownfield as the agricultural constraint was still active.
- The site did not qualify for infill and was outside the Settlement Boundary and sites such as this were only considered suitable for development outside of the Settlement Boundary in exceptional circumstances – this was not an exceptional circumstance.
- The key issue was around viability of the retail business which seemed to be failing. However, the garden centre was only open two days a week for three months of the year. The distribution business seemed to be doing much better. The documents did not seem to assess the viability issue.
- This site had a significant planning history which seemed to have gone on for years. Local residents were anxious when a planning application or planning appeal was considered and if planning permission were to be granted then it could act as a stimulus for other land owners nearby to put in similar applications.
- Paragraph 7.9 of the Officer report which stated that the principle of residential development on this site was wholly unacceptable gave some reassurance to local residents.

### **Member Questions to the Objector:**

Councillor Graham Bridgman referred to the statement made by Mr Forrester in relation to the impact of repeated applications on others. However, the applicants were entitled to submit repeated planning applications provided that they paid the relevant fees. Mr. Forrester responded that there seemed to be little wriggle room and it was frustrating that the applicants continued to submit similar applications with an expectation of obtaining planning permission. People should be reasonable on both sides.

### **Supporter Representations:**

Mr & Mrs Varley in addressing the Committee raised the following points:

- Mr Varley stated that he had owned Glendale for 15 years. The business was not viable and it was not possible to use savings any more to prop it up. It was therefore necessary to look at other options. Newer houses did not have such big gardens and online shopping had affected the business. Consideration had been given to diversification but the set up costs were too expensive. It was not possible to compete locally with other garden centres as there was insufficient space to expand and he also did not have the finances to do so.
- Policy TRANS 1 accepted that the use of the car was acceptable where the local authority had reduced public transport to rural areas.
- Mr. Varley had walked along the lanes in the local area for many years and he referred to the 11 new homes in nearby Stretton Close where it would also be necessary to use cars. In terms of being unsustainable it was 2019 and people would use cars and he felt that the TRANS 1 policy should be applied with more flexibility.

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- The neighbours had suggested that the site should be demolished and a new dwelling erected. Those who had attended the site visit would have noticed that the site was surrounded by houses and therefore an application for a residential dwelling was acceptable. The replacement of the ugly buildings currently on the site would be an improvement. He queried whether Glendale was less sustainable than adjacent properties such as Bracken House and if there was some doubt then it should be accepted that the use of cars was a way of village life.

### **Member Questions to the Supporters:**

Councillor Tim Metcalfe had read that the property had an agricultural tag. Mr Varley responded that the agricultural tie was not connected to Glendale or the business.

Councillor Graham Bridgman noted that Mr Varley had mentioned Stretton Close and he asked if Mr Varley was in agreement that that site had been put forward as part of the Development Plan process and therefore it was within the plan for housing. Mr Varley said that the residents had to walk the same distance to the bus stop as he did and therefore he could not see why that development was sustainable and the proposed development on his site was not.

Councillor Bridgman noted that mention had been made to policy TRANS 1 but that the other policies had not been mentioned. The Planning Inspector had made clear on a recent appeal that this site conflicted with those policies set out in the Officer's report. Mr Varley responded that local residents did not think that the current site was attractive and in particular he referred to the ugly breeze block buildings.

Councillor Marigold Jacques asked whether consideration would be given to continuing with the poly tunnels as had been mentioned at the site visit. Mr Varley was not sure and that would be dependent on the outcome of the determination of the planning application that night.

### **Agent's Representations:**

Mr Joe Atkinson in addressing the Committee raised the following points:

- Mr Atkinson stated that in 2018 a Certificate of Lawfulness had been granted. Two further planning applications for the demolition of the garden centre and replacement dwellings had been dismissed by the Planning Inspector at Appeal largely around development in the AONB and outside of the Settlement Boundary. There was no suggestion that the plot would not be suitable for housing. Both of the planning appeals had been determined under an older version of the NPPF. He specifically referred to paragraphs 68 and 84 which were both relevant to this application in respect of sites under one hectare and previously developed land.
- Mr Atkinson read out TRANS 1 Policy which stated that *'The transportation needs of new development should be met through the provision of a range of facilities associated with different transport modes including public transport, walking, cycling and parking provision. The level of parking provision will depend on the availability of alternative modes, having regard to the maximum standards adopted by West Berkshire Council. Standards below the maximum level may be applied in more accessible locations.'* The Case Officer made reference to other cases but none of these were on previously developed land, unlit roads or with similar transport links. He felt that granting planning permission would not weaken Policy C1. Policy C1 was not out of date but had reduced weight due to changes to the NPPF and therefore the harm to C1 would be minimal.
- No objections had been raised by the Highways Department and it was considered that traffic levels would actually reduce.



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- The current application was for a smaller house which had been repositioned to reflect the layout of other dwellings along the lane.
- A new family dwelling on the site would be a visual improvement and 23 letters of support had been received for the proposal.

### **Member Questions to the Agent:**

Councillor Emma Webster noted the additions to paragraphs 68 and 84 of the updated NPPF. She referred specifically to paragraph 84 which was in relation to businesses and promoting strong business development. Paragraph 84 stated that *'Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.'* Mr Atkinson stated that this paragraph was not limited to businesses.

Councillor Graham Bridgman read out part of paragraph 68 of the revised NPPF which stated that *'... (a) identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this 10% target cannot be achieved.'* He stated that this was a Planning Policy process and that it was not for Planning Committees to pluck out certain parts of the policy to justify certain statements. Mr Atkinson said that he had viewed the brownfield register and there were a lot of sites included on it which were over one hectare. If the Policy Team were not finding sufficient suitable sites then the authority would not hit its target.

### **Ward Member Representation:**

Councillor Quentin Webb in addressing the Sub-Committee made the following points:

- Councillor Webb confirmed that the agricultural tie was not related to the garden centre but purely to the dwelling. The house was temporary accommodation for someone who worked on the land. That was re-applied to get a permanent dwelling and the agricultural tie applied. The Planning Officer confirmed that the agricultural tie did not relate specifically to this site, and was not a determinative material consideration for the current application. Councillor Tim Metcalfe disagreed and said that if it was proposed to do away with the business then it was not agricultural use any more and therefore it might be necessary to knock down the existing dwelling
- It was noted that the application site was in the AONB and that the business was struggling. The report made a strong case that the development site was in open countryside and not in a cluster or a linear pattern.
- There were questions around whether the site was in a sustainable location. There was also a commercial site on Travellers Rest which was close by.
- The design of the proposed dwelling was not good but was acceptable.

There were no questions raised by Members.

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### Members Questions to Officers:

Councillor Graham Bridgman referred to the Update Sheet and in particular to the Appeal Decision APP/W0340/W/16/3166113 paragraph 11 that the proposed development outside a settlement boundary, within the AONB would conflict with Policies ADPP1 and ADDP5. In addition, it would conflict with a number of criteria within Policy C1 of the HSA DPD. He asked how it could be argued that the view of the Inspector was the view of the Council's own policies. It was noted that it was a correct view but in certain cases it should not be restricted.

Councillor Graham Pask noted that there had been much talk made about clusters of houses and he asked for an explanation of the policy outside the Settlement Boundary. The Planning Officer referred to Policy C1 and the four criteria under which residential development outside of a defined Settlement Boundary might be acceptable as follows:

- (i) It was within a closely knit cluster of 10 or more existing dwellings adjacent to, or fronting an existing highway; and
- (ii) The scale of development consisted of infilling a small undeveloped plot commensurate with the scale and character of existing dwellings within an otherwise built up frontage; and
- (iii) It did not extend the existing frontage; and
- (iv) The plot size and spacing between dwellings was similar to adjacent properties and respected the rural character and street scene of the locality.

The Planning Officer referred to a number of recent appeal decisions which had been determined using this policy and the judgement made by Inspectors as to what constituted a closely knit cluster of dwellings fronting the highway.

Councillor Graham Bridgman stated that the applicant/agent referred to the Certificate of Lawfulness and queried whether it was previously development land and whether that made a difference. The Planning Officer responded that the Council had taken the view that it was not previously development land, but that this determination made no difference to the interpretation of Policy C1. The Planning Officer's view was that it was clearly a preference to develop brownfield land before greenfield land, but the main issue in this instance was the compliance with the housing supply policies.

In terms of the weight given to Policy C1 the Planning Officer confirmed that it did still carry full weight and was not affected by any changes to the NPPF..

### Debate:

Councillor Emma Webster also referred to paragraph 84 of the updated NPPF which stated that '*The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.*' She felt that the current application was not an on balance decision – it was clear that if it was a plan-led decision then it was contrary to several policies.

Councillor Graham Bridgman recalled that at an earlier planning meeting the application was strongly supported by the Parish Council and that had also flown in the face of policy – this application was the same. He made reference to paragraph 11 of the Inspector's report and felt that it was essential that the Council's policies were adhered to.

Councillor Quentin Webb had hoped that this application would support the business and he proposed that the application should be approved. This was seconded by Councillor Sheila Ellison. Councillor Ellison had heard the discussion which had taken place but she felt that a house would improve the appearance of the site and there would be less traffic

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on the road. Rules were designed to be broken and policies were often not sympathetic on how the countryside was treated.

Councillor Marigold Jacques confirmed that she had read the Inspectors' reports on the previous applications which had gone to appeal. She agreed with Councillor Graham Bridgman that the site consisted of a lot of derelict buildings but it would be difficult for Planning Committees to decide what applications to support and what not unless the local authority stuck to its policies.

Councillor Tim Metcalfe said that the issue was that it was in the AONB which had defined rules. He referred to a previous application where those rules had to be accepted and therefore he could not support the current application.

Councillor Richard Somner did not disagree with the statement made by Councillor Jacques in respect of the authority being plan led. Any application which came to Committee was worth consideration by exception and on occasion Members had gone against Officer recommendation. Councillor Graham Pask asked Members to consider whether there was any justification for an exception to policy.

Bob Dray, the Planning Officer, asked that if the application was approved then it should be delegated to Officers to determine the necessary planning conditions. He clarified that this was a strong Officer recommendation for refusal because of the precedent in relation to policies and in particular Policy C1. The local authority had appeal decisions on the site and they had to carry weight in respect of any decision. If the Committee approved the application then it would need to be referred up to the District Planning Committee to determine as it would conflict with policies that would undermine the Development Plan.

The motion to approve the application was put to the vote and lost. Councillor Emma Webster then proposed refusal as per the Officer recommendation and this was seconded by Councillor Graham Bridgman. This counter motion was put to the vote and was carried.

**RESOLVED** that the Head of Development and Planning be authorised to refuse planning permission for the following reasons:

1. The site is an existing rural enterprise located outside of any defined settlement boundary and within the North Wessex Downs Area of Outstanding Natural Beauty. The application is proposing a substantial new two storey dwelling house. The site is not an infill site and does not constitute an exceptions site as would be considered favourably under policy C1 of the Housing Site Allocation DPD (2017), nor does the site achieve the required four criteria of new residential development outside of a defined settlement boundary:
  - i. It is within a closely knit cluster of 10 or more existing dwellings adjacent to, or fronting an existing highway; and*
  - ii. The scale of development consists of infilling a small undeveloped plot commensurate with the scale and character of existing dwellings within an otherwise built up frontage; and*
  - iii. It does not extend the existing frontage; and*
  - iv. The plot size and spacing between dwellings is similar to adjacent properties and respects the rural character and street scene of the locality.*

The proposal would result in a new dwelling in a remote and unsustainable location, where occupants will be heavily reliant on the private car for access to employment opportunities and local services within the North Wessex Downs Area of Outstanding Natural Beauty. The proposal scheme is thus contrary to the guidance contained

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within the NPPF (2019) and policies ADPP1, ADPP5, CS1 and CS13 of the West Berkshire Core Strategy (2006 – 2026) and policy C1 of the Housing Site Allocation DPD (2006 – 2026).

2. The application site is located within the North Wessex Downs AONB, a statutory designation under the Countryside and Rights of Way Act 2000. Section 82 confirms that the primary purpose of the AONB designation is conserving and enhancing the natural beauty of the area. The Countryside and Rights of Way Act 2000 places a general duty on Local Planning Authorities to have regard to the objectives of conserving and enhancing the natural beauty of the AONB. The NPPF states that great weight should be given to conserving landscape and scenic beauty in the AONB, which has the highest status of protection in relation to landscape and scenic beauty.

The design of the new dwelling has been assessed against Policy C1: Location of new housing in the countryside and Policy C3: Design of Housing in the Countryside of the Housing Site Allocations Development Plan Document (2017). Owing to its large size, siting and design, the proposed dwelling would result in a detrimental and harmful visual impact upon the character and appearance of the area, and the landscape character of the AONB area which is sensitive to change. This assessment is based on the existing pattern of residential development on the site and the wider area. It can be seen on the submitted plans that the proposed dwelling would have a larger footprint than the existing adjacent dwelling. Additionally, with the retention of the existing structures to the rear of the site (outside the red line), the proposal would result in additional built form in this sensitive location. The application therefore conflicts with the National Planning Framework, the North Wessex Downs AONB Management Plan 2014-19, Policies ADPP1, ADPP5, CS14 and CS19 of the West Berkshire Core Strategy 2006 - 2026, Policies C1 and C3 of the West Berkshire Council Housing Site Allocations Development Plan Document 2006-2026 and the Quality Design SPD (2006).

3. The application site includes the majority of the existing Glenvale Nurseries premises, but excludes a strip of land to the rear (enclosed by the blue line on the Local Plan). It has been confirmed that it is intended to retain the existing structures on this land outside the application site. Accordingly, there would be an intensification of uses on the wider Glenvale Nurseries premises: increasing from one dwelling associated to the existing business, to include an additional substantive dwelling alongside the existing dwelling and residual mixed-use business on the land outside the application site. This would result in an unacceptable level of intensification across the wider premises. It has not been demonstrated that the continuation of existing lawful use on the residual land in addition to the proposed development, on a highly constrained site and within close proximity of three dwellings, would have an acceptable impact on local amenity such as in terms of noise and disturbance, access and parking for customers and deliveries. The application is therefore contrary to the National Planning Policy Framework, Policies ADPP1, ADPP5, CS9, CS10, CS13, CS14, CS19 of the West Berkshire Core Strategy 2006-2026, and Policies OVS.6 and TRANS.1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

### **(2) Application No. & Parish: 18/03268/FULD - Clairewood, Hampstead Norreys Road, Hermitage**

The Committee considered a report (Agenda Item 4(2)) concerning Planning Application No. 18/03268/FULD in respect of the demolition of the existing single storey dwelling and garage and replacement with two semi-detached dwellings and also to lift and thin the crown of a TPO within the garden.

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The Planning Officer stated that this application was for the construction of a pair of semi-detached properties over the footprint of the existing dwelling. It was noted that Clairewood was set back from the highway due to a long front garden. The proposal included the creation of a new vehicular access and parking area with both hard and soft landscaping at the front. The oak tree, protected by a Tree Preservation Order, would be lifted and thinned as part of the proposal and would be entirely located within the garden space for Plot 1.

The proposed dwellings would be two storey, 5 bed dwellings. The front elevation would be have two bay windows with gable ends that would be oak framed. Windows on the rear elevation would be larger to allow for daylight to enter the dwellings. Officers had had concerns about the height and building line and subsequently amended plans had been received to show an alteration to the room form alongside setting back the dwellings in line with the established building line and additional landscaping within the front garden.

The site was within the Settlement Boundary and was within the AONB but it was felt that the principle of development was acceptable. Concerns had been raised by neighbours in respect of overlooking from the second floor windows in the side elevation of both dwellings. However, these would be obscure glazed and the Planning Officer felt that they would not be overbearing. The parking allocation complied with new residential parking standards and Highways had raised no objections.

The Update Report set out the Parish Council's response to the amended plans and the fact that two further letters of objection had been received. It was noted that there had been no reported accidents in the vicinity of this site over the last five years. The Officer recommendation was therefore for approval of the application.

The Chairman of the Committee, Councillor Graham Pask, advised that the Chair of the Parish Council had thought that she had been registered to speak on this application. He therefore proposed to suspend Standing Orders to allow Mrs Ruth Cottingham to speak with the normal five minute time limit to apply. This was agreed by the Committee.

In accordance with the Council's Constitution, Mrs Ruth Cottingham, Parish Council representative, Mr Phil Stride, objector, and Mr Roger Scully, applicant/agent, addressed the Committee on this application.

### **Parish Representation:**

Mrs Ruth Cottingham in addressing the Committee raised the following points:

- Mrs Cottingham stated that the Parish Council objected to this application as it was felt to be over ambitious and out of keeping with the immediate neighbourhood. The Village Design Statement discouraged the building of three storey dwellings as being out of keeping with the general neighbourhood.
- The two demi-detached three storey dwellings would be higher than both the two storey neighbouring houses.
- The proposed development would not harmonise with the existing spacious layout in this part of the village and would therefore constitute over development. It would also block views of the wood from the street scene.
- In respect of parking and highway safety the houses could possibly mean that there would be up to ten additional vehicles when the number of bedrooms within the dwellings were taken into account. She therefore felt that six car parking spaces were insufficient and would not allow for visitor parking. There was a risk

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that this would force vehicles to park on the bend of the road which would be dangerous.

- Mrs Cottingham felt that the window on the first floor in the ensuite bathroom should be non-opening as well as obscured glass.
- Hermitage Parish Council would like to see the full protection of the TOP oak tree.

### **Member Questions to the Parish Council:**

Councillor Graham Pask asked if the Village Design Statement had been approved by West Berkshire Council. Mrs. Cottingham confirmed that it had been approved some time ago.

Councillor Graham Bridgman noted that concerns had been raised about the less than desirable garden space for Plot 1 due to the oak tree and woodland to the rear of the plot. However, there was reference in the report to amenity space and that for Plot 1 the amendments at the rear of the garden created sufficient quality amenity space which could accommodate garden features such as a washing line or sitting area and this would therefore not warrant refusal. Mrs. Cottingham responded that children needed a place to play and sufficient space was required to hang out washing etc. This could be limited if a shed was placed in the garden.

Councillor Bridgman queried what was meant by full protection for the TPO. Mrs. Cottingham said that the Parish Council had wanted ownership of the trees but the Tree Officer would not allow that.

### **Objector Representation:**

Mr Phil Stride in addressing the Committee raised the following points:

- Mr Stride was representing all of the objectors. Those who had made representations did not object to the development of the site as such but they were against a bungalow being replaced by two three-storey dwellings. This would constitute a cramped overdevelopment of the plot and intensification of the use.
- There were no other semi-detached dwellings in the vicinity of the site and the massing and height was an issue as it would mean that there would be a loss of the woodland views.
- Two dwellings with five bedrooms in each property would mean that there would be more people than in a single dwelling. This would also increase the number of cars using the site and cars would regularly have to park on the road. Indeed on the day of the site visit when cars had been parked on the road this had demonstrated what could possibly happen in relation to parking. Members had only been on site for 30 minutes but this could be a daily occurrence.
- The report stated that the overall design was considered on balance to comply with policy but the design was contrary to the Village Design Statement.
- The rear elevation of the properties had been designed with large areas of glass (47%) and consequently there would be significant overlooking of adjacent properties and gardens.
- The letter dated 28<sup>th</sup> January 2019 had not included reasons why a recommendation for refusal had been changed to one of approval when considering the current application and in particular the comments made by the Tree Officer.

## **EASTERN AREA PLANNING COMMITTEE - 10 APRIL 2019 - MINUTES**

### **Member Questions to the Objector:**

Councillor Marigold Jacques noted that mention had been made that a large area of the rear elevation of the properties would be glazed. However, she had noted at the site visit that the adjacent property had a balcony at the second floor level which was glazed and she questioned whether this could also be construed as being intrusive. Mr Stride responded that his area of glazing was only 27% which was significantly different than that which was proposed at 47%.

### **Applicant/Agent Representation:**

Mr Roger Skully in addressing the Committee raised the following points:

- Mr Skully had confirmed that he had reviewed the report and was pleased to see that the recommendation was one of approval as he had worked closely with Officers to ensure that the proposed development was acceptable. He did recognise the concerns raised by the objectors.
- In respect of the design and in particular the height and width and the effect on woodland views Mr Skully confirmed that the footprint had been reduced which would enable views of the woodland area. There was a mix of designs in the surrounding area and he said that whilst the proposed dwellings were high the roof form had been changed to a hip ridge so that it was not out of character. The site was within the AONB and therefore the design of the dwellings had been considered in order that it was sensitive to the immediate area.
- The single side window was a bathroom window and would therefore be obscure glazed to reduce overlooking.
- The rear garden space was well in excess of the minimum requirement for amenity space.
- In respect of the oak tree and the TPO a shadow survey had been undertaken and it was proposed to lift and thin the tree which would reduce the need for future pruning work.
- Any loss of privacy would be minimised by boundary fencing.
- In terms of parking this met the standard of three spaces per dwelling and there would be a soft on site turning space which would mean that there would be little difference from the current situation.
- Soft landscaping would be provided at the front of the site.
- Mr Skully confirmed that he had worked closely with Officers to alleviate any concerns which had been raised by the local authority, parish council and local residents.

### **Member Questions to the Agent:**

Councillor Graham Bridgman referred to the location plan and he assumed that the red line ended at the edge of the pavement. Mr Skully confirmed that that was the case. Councillor Bridgman referred to the Village Design Statement and the fact that the Parish Council had stated that it discouraged three storey dwellings. He noted that Mr Skully had mentioned that it complied with the VDS and that the design minimised the impact of the three storey element due to the fact that the eaves were at a two storey level but the fact was that this was an habitable space in the roof. The properties either side could also convert their roof space but the roof line would not be so high. Mr Skully responded that the constraints of the site dictated the design. The footprint was square which led to the natural height of the roof.

## **EASTERN AREA PLANNING COMMITTEE - 10 APRIL 2019 - MINUTES**

### **Ward Member Representation:**

Councillor Quentin Webb in addressing the Committee made the following comments:

- Councillor Webb had not called in the application to the Committee but he did have reservations as it was not in keeping with the street scene. He was not keen on the velux windows and he felt that the redesign did not work as it was too wide and bulky and would compromise the view to the woodland.

### **Member Questions to Officers:**

Councillor Graham Bridgman asked the Highways Officer to comment on the concerns raised in relation to parking. Gareth Dowding confirmed that the development fully complied with policy in relation to parking which included visitor parking. There were no restrictions on the road in relation to parking and if that did become a regular occurrence then that could be looked at separately. The Planning Officer confirmed that the parking standards were fairly new and the proposed application was in compliance with the NPPF.

Councillor Graham Bridgman noted that the Officer report stated that a three bedroom dwelling was expected to provide a minimum of 100sq.m. of amenity space. He therefore queried what the relationship was between the number of bedrooms and the amenity space. The Planning Officer clarified that one or two bedroom properties required a minimum of 70sq.m. amenity space and three bedrooms or more required a minimum of 100sq.m.

Councillor Tim Metcalfe asked whether the footprint had been reduced and whether the floor height was higher than the existing. Also how much steeper was the pitch of the roof to neighbouring properties. The Planning Officer confirmed that the footprint was pretty much identical to the existing. The ground levels had not been a particular concern but it was noted that there was a gentle slope to the land. He did not know the exact angle of the pitch of the roof but he felt that it would be in the region of 45°.

Councillor Marigold Jacques referred to the top of page 55 of the agenda and the overshadowing of the oak tree. The amenity space in Plot 1 would be reduced and she queried whether the condition to restrict permitted development rights would apply to both plots. The Planning Officer confirmed that the condition would apply to both properties but it was necessary to give reasons to withdraw Permitted Development Rights. Permitted Development Rights for a garden was up to 50% ground coverage but the condition did give the local authority an element of control.

### **Debate:**

Councillor Graham Bridgman confirmed that he had no issues with the amenity space, the width of the building, parking or the TPO but he did have concerns in respect of the height of the properties. They would be too tall in relation to the surrounding plots and would be contrary to the Village Design Statement. The properties would be 0.8m higher than the neighbouring property on one side and 1.5m higher than that on the other side.

Councillor Emma Webster felt that the hip design brought character to the design and it would sit well within the area. She proposed support of the Officer Recommendation for approval and this was seconded by Councillor Rob Denton-Powell.

Councillor Rob Denton-Powell stated that he had been raised in a village and it was necessary to have a diversity of housing, particularly to support large families.

Councillor Tim Metcalfe felt that this proposal was more acceptable than the previous one. However, he agreed that the height was a concern and it seemed out of character with the adjacent properties but there was a diversity of housing along the road.



## EASTERN AREA PLANNING COMMITTEE - 10 APRIL 2019 - MINUTES

Councillor Sheila Ellison referred to the view from the front of the site where there did not seem to be much grassed area. The Planning Officer confirmed that it was proposed that there would be an element of tree planting to the front of the site. He confirmed that there was a condition in respect of landscaping which included hard surfacing.

Councillor Richard Somner felt that the height of the roof had been dictated by the fact that it was designed for living accommodation. He felt that it was not necessary to cram in extra bedrooms as it made the development too tall.

The proposal to accept the Officer Recommendation for approval was put to the vote and there were four votes for and four votes against. The Chairman had the casting vote and proposed refusal of the application due to the height of the building and this was seconded by Councillor Quentin Webb.

Councillor Emma Webster said that if the issue was the additional 1.5m in height she asked if there was anything that could be done to bring it down e.g. build it lower and whether that could be covered off in a condition. The Planning Officer advised that that would constitute a change to the application and it would need to come back to Committee for a decision.

The motion to refuse the application was put to the vote and agreed with the Chairman's casting vote.

**RESOLVED** that the Head of Planning and Countryside be authorised to refuse planning permission for the following reasons:

1. Clairewood is located within the defined settlement boundary of Hermitage, a Service Village within the North Wessex Downs Area of Outstanding Natural Beauty (AONB), which according to Core Strategy Policy ADPP1 has some limited development potential. According to the NPPF, great weight should be given to conserving and enhancing landscape and scenic beauty in AONBs, of which settlement character plays an important role. Core Strategy Policy CS14 states that new development must demonstrate high quality design that respects and enhances the character and appearance of the area. Policy CS19 states that particular regard will be given to the sensitivity of the area to change, and to ensuring new development is appropriate in terms of its location, scale and design in context to the existing settlement form, pattern and character. According to Policy C1 of the HSA DPD, planning permission will not be granted where a proposal harms or undermines the existing relationship of the settlement with open countryside, and where it does not contribute to the character and distinctiveness of a rural area, including the natural beauty of the AONB.

The existing dwellings along this section of Hampstead Norreys Road are predominately of two storey scale, set within sizeable plots, following an established building line with properties fronting onto the highway and set back from it. The existing pattern of development with spacious layouts contributes to the semi-rural character of Hermitage. There are currently views from the street to the woodland of the countryside beyond.

The proposed semi-detached pair would appear as one large dwelling within the plot fronting the highway. The semi-detached pair would be approximately 14.5 metres wide, 12.5 metres deep and 9.1 metres high. The ridge line would be higher than both its immediate neighbours; its three storey scale would be apparent from the street, and appear out of scale with neighbouring properties. Overall, the scale, height, mass/bulk, and design of the proposed dwellings is such that the development would be an incongruous addition to the street scene, would detract from the

**EASTERN AREA PLANNING COMMITTEE - 10 APRIL 2019 - MINUTES**

spacious character of the area, and thereby harm the character and appearance of the area.

2. The application therefore conflicts with the National Planning Policy Framework (February 2019), Policies ADPP1, ADPP5, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026, Policies C1 and C3 of the Housing Site Allocations DPD 2006-2026, the North Wessex Downs AONB Management Plan 2014-19, the Council's adopted Quality Design SPD (2006), and the Hermitage Village Design Statement (2004).

*(The meeting commenced at 6.30 pm and closed at 8.32 pm)*

**CHAIRMAN** .....

**Date of Signature** .....

# DRAFT

Note: These Minutes will remain DRAFT until approved at the next meeting of the Committee

## EASTERN AREA PLANNING COMMITTEE

### MINUTES OF THE MEETING HELD ON TUESDAY, 21 MAY 2019

**Councillors Present:** Peter Argyle, Owen Jeffery (Substitute) (In place of Jeremy Cottam), Alan Law, Royce Longton, Alan Macro, Geoff Mayes, Graham Pask, Joanne Stewart and Andrew Williamson

**Apologies for inability to attend the meeting:** Councillor Jeremy Cottam

#### PART I

**1. Apologies**

An apology for inability to attend the meeting was received from Councillor Jeremy Cottam. Councillor Owen Jeffery acted as substitute.

**2. Election of Chairman**

**RESOLVED that** Councillor Alan Law be elected Chairman of the Eastern Area Planning Committee for the 2019/20 Municipal Year.

**3. Appointment of Vice-Chairman**

**RESOLVED that** Councillor Royce Longton be appointed as Vice-Chairman of the Eastern Area Planning Committee for the 2019/20 Municipal Year.

*(The meeting commenced at 8.48 pm and closed at 8.50 pm)*

**CHAIRMAN** .....

**Date of Signature** .....

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# DRAFT

Note: These Minutes will remain DRAFT until approved at the next meeting of the Committee

## EASTERN AREA PLANNING COMMITTEE

### MINUTES OF THE MEETING HELD ON WEDNESDAY, 5 JUNE 2019

**Councillors Present:** Peter Argyle, Tony Linden (Substitute) (In place of Alan Law), Royce Longton (Vice-Chair, in the Chair), Alan Macro, Geoff Mayes, Joanne Stewart, Andrew Williamson and Keith Woodhams (Substitute) (In place of Graham Pask)

**Also Present:** Stephen Chard (Principal Policy Officer), Gareth Dowding (Senior Engineer), Sarah Melton (Senior Planning Officer) and David Pearson (Development Control Team Leader)

**Apologies for inability to attend the meeting:** Councillor Alan Law and Councillor Graham Pask

*(Councillor Royce Longton in the Chair)*

#### PART I

#### 4. Minutes

The Minutes of the meetings held on 10 April 2019 and 21 May 2019 would be considered at the next Eastern Area Planning Committee on 26 June 2019.

#### 5. Declarations of Interest

There were no declarations of interest received.

#### 6. Schedule of Planning Applications

##### (1) **Application No. & Parish: 18/03400/FULD Saffron House, Stanford Dingley, Reading, Berkshire, RG7 6LS**

Agenda Item 4(1) concerning Planning Application 18/03400/FULD in respect of the demolition of the existing barn and its replacement with a new 4 bed dwelling with 2 cart sheds and alterations to existing access detail on land adjacent to Saffron House, was deferred for consideration at a later Committee meeting.

##### (2) **Application No. & Parish: 18/03287/FULD Land rear of 42-48 Long Lane, Tilehurst, Reading**

The Committee considered a report (Agenda Item 4(2)) concerning Planning Application 18/03287/FULD in respect of the proposed erection of four detached dwellings including garages, new vehicular access and accommodation works.

Sarah Melton, Senior Planning Officer, introduced the report to Members. Following the introduction, Members had questions of clarity for Officers.

Councillor Geoff Mayes queried if the proposal for the road access to be unadopted was a decision of the developer or West Berkshire Council. The Planning Officer explained that the developer had not put forward the adoption of the access, however added that the Council would not seek to adopt this particular access road.

## **EASTERN AREA PLANNING COMMITTEE - 5 JUNE 2019 - MINUTES**

Councillor Alan Macro noted the amended conditions in the update report and sought confirmation that a landscape plan would be provided which detailed boundary treatment. The Planning Officer confirmed this was the case.

The Planning Officer then responded to points highlighted at the site visit in relation to issues of overbearing/overlooking. She explained that while there was some impact caused by the different ground levels of the housing plots, it was not significant and would not be considered sufficient grounds on which to refuse the planning application as the 45 degree requirement would be adhered to, i.e. the proposed dwellings were not within a 45 degree line of the nearest window (centre) of the neighbouring dwellings.

In response to a question from Councillor Tony Linden, the Planning Officer advised that the design of the proposed dwellings was for brickwork and cladding.

Councillor Mayes sought confirmation of the ridge height, which was a point of concern for objectors. The Planning Officer advised that this had been reduced by 1.2m and had been achieved by design alterations and reduced dwelling heights.

In accordance with the Council's Constitution, Mr Tony Thorpe, agent, addressed the Committee on this application.

### **Agent Representation**

Mr Thorpe in addressing the Committee raised the following points:

- He had worked closely with Officers on this proposal. This had led to improvements being made to the scheme, with height reductions as already explained. The appearance of the dwellings would be predominantly in line with existing properties in the area.
- No objections had been received to the proposal from consultees and it was recommended for approval by Officers.
- At the site visit, Members were able to observe that issues raised by objectors, in particular overlooking, would not be an issue. Mr Thorpe felt that principal concerns had been overcome.
- The retention of the beech hedge to the rear of the site had been carefully considered. Due to factors including the poor quality of some sections of the hedge and the loss of leaves in the winter, it had been agreed that the hedge would be replaced with a 2 metre high wood panel fence. This would be covered within conditions and this solution would be in keeping with nearby fencing.
- Mr Thorpe requested approval of the application in line with the Officer recommendation.

### **Member Questions**

Councillor Mayes queried whether drainage plans had been agreed with the Council, i.e. a Sustainable Drainage System (SuDS). Mr Thorpe advised that a SuDS scheme was not required. This was with the Council's agreement as the land was chalk based and water would therefore drain from the site via a soakaway.

In relation to this point, David Pearson, Development Control Team Leader, referred Members to proposed condition 13 which stated that 'No development shall take place until details of sustainable drainage measures to manage surface water within the site have been submitted to and approved in writing by the Local Planning Authority'.

## EASTERN AREA PLANNING COMMITTEE - 5 JUNE 2019 - MINUTES

### Member Questions to Officers

Councillor Macro queried whether sight lines were considered sufficient as he felt that visibility to the left was limited when exiting the site. He also asked if the traffic calming measure already in place would be retained. Gareth Dowding, Senior Engineer, was confident that the required visibility was in place when leaving the site from either direction. The traffic calming improved visibility, however it would present no problems if it was removed.

Councillor Mayes noted that a turning space was indicated near plots 2 and 3. He therefore queried if this would enable larger lorries/vehicles to access the site, for example to unload furniture or make deliveries. Mr Dowding explained that the turning space would be able to accommodate larger vehicles, i.e. supermarket delivery vans. However, waste collections would need to be made from the designated point near the entrance to the site.

Mr Dowding added that the access road was not offered or required for adoption as the proposed development was for less than 5 dwellings.

### Debate

Councillor Peter Argyle viewed this proposal as similar to many developments on Long Lane. The land was available for development and he had no issues with the application. He was supportive of the Officer recommendation.

Councillor Linden proposed acceptance of the Officer recommendation to grant planning permission. This was seconded by Councillor Keith Woodhams.

**RESOLVED that** the Head of Development and Planning be authorised to grant planning permission subject to the following conditions:

### Conditions

1. The development shall be started within three years from the date of this permission.

Reason: To enable the Local Planning Authority to review the desirability of the development to comply with Section 91 of the Town and Country Planning Act (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004) should it not be started within a reasonable time.

2. The development hereby permitted, shall be carried out in accordance with the below documents and plans:

Location Plan, reference DRN 1970, received 25/05/2019

Block Plan, reference; DRN 1972 B, received on 24/04/2019

Swept Path Analysis for Service Vehicles, reference; DRN 1974 received on 05/03/2019

Site Sections A/B, reference DRN 1980 B, received on 23/04/2019

Visibility Splays, reference DRN 1971, received on 05/03/2019

Floor Plans – Plot 1, reference DRN 1962 B, received on 23/04/2019

Elevations – Plot 1, reference DRN 1961 B, received on 23/04/2019

Plot 1 – Cross Section, reference DRN 1976 B, received on 23/04/2019

Elevations – Plot 2 & 3, reference DRN 1963 B, received on 23/04/2019

Floor Plans – Plot 2 & 3, reference DRN 1964 B, received on 23/04/2019

Plot 3 – Cross Section, reference DRN1978 B, received on 23/04/2019

## EASTERN AREA PLANNING COMMITTEE - 5 JUNE 2019 - MINUTES

Elevations – Plot 4, reference DRN 1967 B, received on 23/04/2019

Floor Plans – Plot 4, reference 1968 B, received on 23/04/2019

Plot 4 – Cross Section, reference DRN 1979 B, received on 23/04/2019

Cycle Shed Elevations, reference DRN 1973 received on 05/03/2019

Garages – Plot 1 & 4, reference DRN 1969, received on 05/03/2019

Reason: For the avoidance of doubt and in the interest of proper planning.

3. The development shall not commence until the visibility splays at the site accesses have been provided in accordance with drawing number 3544/211 received on February 18th 2019. The land within these visibility splays shall thereafter be kept free of all obstructions to visibility over a height of 0.6 metres above the carriageway level.

Reason: In the interests of road safety. This condition is imposed in accordance with the National Planning Policy Framework (February 2019) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

4. No demolition or construction works shall take place outside the following hours:

7:30am to 6:00pm Mondays to Fridays;

8:30am to 1:00pm Saturdays;

or at any time on Sundays or Bank Holidays.

Reason: To safeguard the amenities of adjoining land uses and occupiers. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), and Policy CS14 of the West Berkshire Core Strategy (2006-2026), and Policies OVS5 and OVS6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

5. Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) (or any order revoking, re-enacting or modifying that Order), no windows/dormer windows/roof lights (other than those expressly authorised by this permission) which would otherwise be permitted by Schedule 2, Part 1, Classes A, B or C of that Order shall be constructed on the north, south, west, and east elevations of the dwelling, without planning permission being granted by the Local Planning Authority in respect of an application made for that purpose.

Reason: In the interests of respecting the character and appearance of the surrounding AONB area. This condition is imposed in accordance with the National Planning Policy Framework (February 2019) and Policies CS14 and CS19 of the West Berkshire Core Strategy 2006-2026.

6. Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) (or any order revoking, re-enacting or modifying that Order), no extensions, alterations, outbuildings or other development which would otherwise be permitted by Schedule 2, Part 1, Classes A, B, C, D, E and F of that Order shall be constructed, without planning permission being granted by the Local Planning Authority in respect of an application made for that purpose.

Reason: To prevent the overdevelopment of the site and in the interests of respecting the character and appearance of the surrounding AONB area. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS14



## EASTERN AREA PLANNING COMMITTEE - 5 JUNE 2019 - MINUTES

and CS19 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (June 2006).

7. The dwellings shall not be occupied until the vehicle parking and turning space have been surfaced, marked out and provided in accordance with the approved plans. The parking and/or turning space shall thereafter be kept available for parking (of private motor cars and/or light goods vehicles) at all times.

Reason: To ensure the development is provided with adequate parking facilities, in order to reduce the likelihood of roadside parking that would adversely affect road safety and the flow of traffic. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policy CS13 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

8. No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall provide for:
  - (a) The parking of vehicles of site operatives and visitors;
  - (b) Loading and unloading of plant and materials;
  - (c) Storage of plant and materials used in constructing the development;
  - (d) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing;
  - (e) Wheel washing facilities;
  - (f) Measures to control the emission of dust and dirt during construction;
  - (g) A scheme for recycling/disposing of waste resulting from demolition and construction works;

Thereafter the demolition and construction works shall incorporate and be undertaken in accordance with the approved statement.

Reason: To safeguard the amenity of adjoining land uses and occupiers, and in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Policies OVS5 and OVS6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

9. The dwellings shall not be occupied until an electric vehicle charging point has been provided in accordance with the approved drawings, the area of the site designated for the parking and charging of electric vehicles on the approved plan shall thereafter be kept available for this use all times.

Reason: To promote the use of electric vehicle. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), Policy P1 of the Housing Site Allocation DPD and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

10. The dwellings shall not be occupied until the cycle parking and storage space has been provided in accordance with the approved details and retained for this purpose at all times.

Reason: To promote cycling by providing convenient and safe bicycle storage. This condition is imposed in accordance with the National Planning Policy Framework

## EASTERN AREA PLANNING COMMITTEE - 5 JUNE 2019 - MINUTES

(February 2019), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007), and Supplementary Planning Document Quality Design (June 2006).

11. No development shall take place until details of sustainable drainage measures to manage surface water within the site have been submitted to and approved in writing by the Local Planning Authority. These details shall:
  - a) Incorporate the implementation of Sustainable Drainage methods (SuDS) in accordance with the Non-Statutory Technical Standards for SuDS (March 2015), the SuDS Manual C753 (2015) and West Berkshire Council local standards;
  - b) Include and be informed by a ground investigation survey over winter which confirms the groundwater levels;
  - c) Include construction drawings, cross-sections and specifications of all proposed SuDS measures within the site;
  - d) Include run-off calculations, discharge rates, infiltration and storage capacity calculations for the proposed SuDS measures based on a 1 in 100 year storm + 40% for climate change;
  - e) Include pre-treatment methods to prevent any pollution or silt entering SuDS features or causing any contamination to the soil or groundwater;
  - f) Include details of how the SuDS measures will be maintained and managed after completion. These details shall be provided as part of a handover pack for subsequent purchasers and owners of the property/premises; and

The above sustainable drainage measures shall be implemented in accordance with the approved details before the dwellings are first occupied or in accordance with a timetable to be submitted and agreed in writing with the Local Planning Authority as part of the details submitted for this condition. The sustainable drainage measures shall be maintained and managed in accordance with the approved details thereafter.

Reason: To ensure that surface water will be managed in a sustainable manner; to prevent the increased risk of flooding; to improve and protect water quality, habitat and amenity and ensure future maintenance of the surface water drainage system can be, and is carried out in an appropriate and efficient manner. This condition is applied in accordance with the National Planning Policy Framework, Policy CS16 of the West Berkshire Core Strategy (2006-2026), and Part 4 of Supplementary Planning Document Quality Design (June 2006). A pre-condition is necessary because insufficient detailed information accompanies the application and so it is necessary to approve these details before any development takes place.

12. No development shall take place until details, and an accompanying schedule, of the materials to be used in the construction of the external surfaces of the dwelling and hard surfaced areas hereby permitted, have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved materials.

Reason: To ensure that the external materials are visually attractive and respond to local character. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and Supplementary Planning Document Quality Design (June 2006).

13. No development shall take place until details, to include a plan, indicating the positions, design, materials and type of boundary treatment to be erected and a

**EASTERN AREA PLANNING COMMITTEE - 5 JUNE 2019 - MINUTES**

full landscape plan have been submitted to and approved in writing by the Local Planning Authority. The boundary treatment shall be completed in accordance with the approved scheme before the buildings hereby permitted are occupied. The approved boundary treatments shall thereafter be retained.

Reason: The boundary treatment is an essential element in the detailed design of this development and the application is not accompanied by sufficient details to enable the Local Planning Authority to give proper consideration to these matters. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (June 2006).

**7. Site Visits**

A date of 19 June 2019 at 9.30am was agreed for site visits if necessary. This was in advance of the next Eastern Area Planning Committee scheduled for 26 June 2019.

Councillor Andrew Williamson gave his apologies for the site visits.

*(The meeting commenced at 6.30pm and closed at 6.55pm)*

**CHAIRMAN** .....

**Date of Signature** .....

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# Agenda Item 4.(1)

Item No.	Application and Parish	No.	8/13 Week Date	Proposal, Location and Applicant
(1)	18/02975/FUL Streatley Parish Council		22 <sup>nd</sup> January 2019	The Swan at Streatley High Street Streatley Berkshire  Application for planning permission for the formation of overflow car parking area and associated landscaping at The Swan at Streatley.  CCO Cygnet Ltd

To view the plans and drawings relating to this application click the following link:

<http://planning.westberks.gov.uk/rpp/index.asp?caseref=18/02975/FUL>

**Ward Member(s):**

Cllr Alan Law

**Reason for  
Committee determination:**

The application has been called to Eastern Area Planning Committee regardless of Case Officer recommendation

**Committee Site Visit:**

13<sup>th</sup> March 2019.

**Recommendation.**

**The Head of Development and Planning be authorised to REFUSE planning permission.**

## Contact Officer Details

**Name:**

Mr. Matthew Shepherd

**Job Title:**

Senior Planning Officer

**Tel No:**

(01635) 519111

**E-mail Address:**

[Matthew.Shepherd@westberks.gov.uk](mailto:Matthew.Shepherd@westberks.gov.uk)

## 1. Relevant Site History

- 1.1. 16/02364/FUL. Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 21.10.2016
- 1.2. 16/02366/LBC2. Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 21.10.2016.
- 1.3. 17/00014/COND1. Approval of details reserved by Conditions 3: Samples and Schedule of Materials, 4: Window details, 9: Dust Mitigation and 10: Construction Method Statement of planning permission 16/02364/FUL: Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 14.03.2017.
- 1.4. 17/00016/COND1. Approval of details reserved by conditions 3: Samples and materials, 4: Schedule of works, and 6: Window details, of planning permission 16/02366/LBC2: Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 06.03.2017.
- 1.5. 17/00018/COND2. Approval of details reserved by condition 5: Details of awning, and 6: Dormer details, of planning permission 16/02364/FUL: Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 23.02.2017.
- 1.6. 17/00020/COND2. Approval of details reserved by Conditions 5: Details of services, 7: Retractable awnings, 8: Signage, 9: Dormer details of planning permission 16/02366/LBC2: Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 06.03.2017.
- 1.7. 17/01562/FUL. Section 73A: Variation of condition 2: Approved plans, of planning permission 16/02364/FUL: Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 15.08.2017.
- 1.8. 17/01572/LBC2. Proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms. Approved 15.08.2017.
- 1.9. 18/00241/COMIND. Reconfiguration of existing car parking area and new additional overflow car parking area to provide up to 106 additional car parking spaces (including disabled car parking provision) and associated landscaping at The Swan. Refused 11.09.2018.
- 1.10. 18/00969/FUL. Erection of single-storey porch extension to hotel bar entrance with associated alterations to existing facade treatment and landscaping enhancements. Approved 29.08.2018.
- 1.11. 18/00970/LBC2. Erection of single-storey porch extension to hotel bar entrance with associated alterations to existing facade treatment and landscaping enhancements. Approved 29.08.2018.
- 1.12. Planning History quote from the remodel. Full planning history available on file.

## 2. Publicity of Application

2.1. This application was advertised by way of a site notice which was posted at the front entrance of the site on 19<sup>th</sup> December 2018 and expired on 9<sup>th</sup> January 2019. The application was advertised in the Newbury Weekly News on the 13<sup>th</sup> December 2018.

## 3. Consultations and Representations

### Consultations

<b>Streatley Parish Council</b>	<p>Following debate about the risk of creating a precedent to breaching the settlement boundary and the benefits of the proposal to the village, Council resolved that: The Swan has adequately addressed the issues from the previous application therefore Streatley Parish Council SUPPORT this application, in the following terms:</p> <p><i>“Streatley Parish Council would normally object to any breach of the settlement boundary, for fear of creating a precedent. Exceptionally in this case, Council does not object to the application, as it is recognised that the development would accommodate the additional parking generated by the enlarged hotel, which would otherwise be displaced onto the already crowded High Street, and the depth of feeling from residents in favour of this development.</i></p> <p><i>“However, Streatley Parish Council would urge West Berkshire Council forcefully to express the view that approval does not set a precedent for further development on the car park site, that is, no further expansion or building of housing or hotel structures, nor for any alternative access to or egress from the hotel car park.”</i></p> <p>Streatley Parish Council would also request that this application is considered in open Committee.</p>
<b>Highways</b>	<p>This planning application follows from planning application 18/00241/COMIND. This previous application was assessed by Highways officers who raised no issues with the proposal.</p> <p>According to the Transport Assessment the proposal will not increase traffic generation from what already takes place but should lead to less on street parking in Streatley in a location that can be congested.</p> <p>Therefore no objections are raised to the planning application however amended plans were requested showing the proposed gate to the overspill car park to line up with the existing car park aisle.</p> <p>The gate alignment issue was queried with the highways officer as the current proposed arrangement avoided a conflict with the bin store present on site. Officers noted that an improved alignment would allow two cars to pass much easier thus avoiding any congestion within the car park.</p> <p>Some of the issues in regards to Highways were raised by a local councillor and the Highways Officer was asked to provide an additional response. This is as follows</p>

	<p>In response to the email from Councillor Alan Law the following response is provided:</p> <p><i>One or two local Streatley residents have asked me why no comprehensive / full traffic study has been requested by the Council's Highways dept. They also comment that such a study was not asked for with the earlier applications that significantly increased the usage of the hotel, particularly the 5 fold increase in covers for the restaurant / Coppa Club.</i></p> <p>The current planning application and the previous 18/00241/COMIND has a Transport Statement (TS) submitted by consultants Glanville. From viewing the TS, no objections were raised to the previous planning application, and now with what seems to be an identical planning application, it would be difficult to take a contrary view. Also it is understood that the restaurant extension, etc, are already approved. As such this application is assessed on the basis of an overspill car part only.</p> <p><i>A number of supporters have commented on the problems / impact of parking on the High Street and the general lack of parking in the village.</i></p> <p>That is correct, parking can be limited in Streatley, which is the purpose of the proposed overspill car park.</p> <p>It is understood that the restaurant extension, etc has been approved. This planning application is for an overspill car park that will be used by the existing and already consented facilities. The current TS is therefore correct when its states that the car park "will not increase the facilities that will be available at the hotel or how intensively the facilities are used"</p> <p>It would seem that the <i>"proposed alterations and redevelopment works, including remodelling and extensions to the existing hotel reception, bar, restaurant, function rooms and guest rooms"</i> were all approved with planning application 16/02364/FUL in October 2016 and from viewing the representations not many seemed to have any issues with it, including the Parish Council</p> <p>It is officers opinion that it would be difficult to ask for a TS on uses that already have consent. It also could be mentioned that the highway authority also had no objection to planning application 16/02364/FUL as the uses being expanded were generally uses that occurred outside peak travel hours.</p>
<p><b>Sustainable Drainage Team</b></p>	<p>The proposals can avoid changing the topography of the site overall and hence not adversely affect flood storage. For this reason the development could be approved with conditions..</p> <p>The Applicant's Flood Risk Assessment (FRA) deals with flood risk to the site (albeit not to the satisfaction of the EA) and it acknowledges that much of the area is vulnerable to be inundated as would be expected for a FZ3b area (FRA paras 3.4.3-3.4.6). However the layout plan and FRA state that there will be no net increase in ground levels</p>



	<p>(FRA para 5.1.3), thus there will be no overall loss of flood storage. However, design details so far submitted do not fully show that this will be achieved so provision of further information such as site-specific cross sections and cut/fill maps should be conditioned.</p> <p>The FRA also states that use of the new development (the car park) will be limited to use outside of periods of flood which are advised by the EA, with the car park cleared and gate locked when flood is expected or in progress. Furthermore, the car park is only proposed as an overflow car park for special events at the hotel when hotel usage is expected to be high (FRA para 5.4.2). Limiting the periods on which the car park can be used can be conditioned to restrict overall use not only to times outside of expected flood or flood risk, but also from a planning point of view as well if desirable.</p> <p>In order to protect water quality, porous surfacing is proposed for the car park using 'no fines' gravel and French drains with no outlets (Portus Whitton drawing 1550/A/4/C) to encourage infiltration of surface water run-off into the ground much as that which occurs currently. Again, conditions to ensure construction in accordance with these principles can be imposed.</p>
<p><b>Environmental Health</b></p>	<p>The submitted Lighting Equipment Schedule report C7361-LES-0001 dated 2nd November 2018 is acceptable provided the lighting schedule is carried out in strict accordance with the details stated on this report.</p>
<p><b>Conservation Officer</b></p>	<p>The application seeks consent for the reconfiguration of the existing car park and a new additional overflow car park to provide 91 spaces. The over flow car park is to be located to the north of the existing car park in an area which is currently an open field. The site is not located within the Conservation Area but does sit adjacent to its boundary.</p> <p>The NPPF defines the setting of a heritage asset as the surroundings in which it is experienced. In essence, if the development proposed could be seen from, or in conjunction with, any of the heritage assets that surround the application site, then there would be an impact on their setting</p> <p>The application follows the recent refusal for a similar application (18/00241/COMIND). The differences between the 2 applications are as follows:</p> <ul style="list-style-type: none"> <li>• Reduction in the proposed parking spaces from 112 to 94</li> <li>• Provision of additional tree planting along south east boundary (I note that this planting has recently been carried out)</li> <li>• Removal of timber bollards with lighting</li> <li>• Inclusion of a management and lighting strategy, lighting to be ground recessed 'drive over' lights and floor mounted lighting</li> <li>• Heritage Statement</li> </ul> <p>Having taken the above into account my comments are as follows:</p>

### **Impact on the Significance of Streatley Conservation Area**

Paragraphs 189 and 190 of the Framework require an assessment of the significance of heritage assets that might be affected by a development proposal, including any contribution to their significance made by the setting of those assets. Paragraph 194 adds that heritage assets can be harmed or lost through development within their setting, it states that 'Any harm to, or loss of, the significance of a designated heritage asset (from alteration or destruction, or from development within its setting), should require clear and convincing justification'.

The Conservation Area's significance is derived from the interaction or interrelationship between the river, the surrounding open countryside, the linear pattern of historic development, and the open spaces and vegetation within the Conservation Area. There are frequent views throughout the Conservation Area into the surrounding countryside. This constant visual link with the countryside makes a significant contribution to, and is an important component of the character and appearance of the Conservation Area. Whilst some of these views are limited to narrow glimpses, they are nevertheless part of the cumulative appreciation of the way in which the village has developed and how it remains linked to its countryside hinterland. Indeed, the village's character owes much to the mix of buildings and open spaces, and the soft boundary between the village and its rural surroundings.

The Streatley Conservation Area Appraisal (SCAA) classifies the application site as a water meadow and notes how it forms part of the setting of the Conservation Area (Appendix VIII). Indeed, the SCAA comments that notable views out of the conservation area, include views from the grounds of The Swan Hotel to the river, water meadows and Goring (para. 4.3).

The applicant's Heritage Statement agrees that the site makes a positive contribution to the riparian setting of the Grade II listed hotel and the Streatley Conservation Area, however, it argues that this contribution is minor, because it only makes up a small part of a more extensive setting of the Conservation Area. I do not accept this argument. The size of the site in relation to the rest of the setting of the Conservation Area is irrelevant, as the significance of a Conservation Area, or listed building, can be harmed by the cumulative impact of smaller developments within in its setting.

The proposed overspill parking area would be visible from the Streatley and Goring Bridge to the south, and from the vicinity of Goring Lock to the east. It would have a harmful urbanising impact on the character of the site, both from the visual impact of the cars, as well as the noise and light associated with the cars. The Heritage Statement argues that the use of the use of 'softer' surfacing materials (grassed gravel), and screen planting would help mitigate this urbanising impact. Officers do not agree with this assessment. When the area is filled with cars, the surfacing material is irrelevant, as the overriding visual impact would be from the cars.

Moreover, the additional planting (which has already been carried out) would take at least 15 years to mature. It is not considered to be

appropriate to rely on new planting, which will take many years to mature, to screen a harmful proposal. Furthermore, during the winter months, when the trees have lost their foliage (not all the trees are native evergreens), the car park will be visible. Historic England's guidance entitled '*The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning: 3*' advises that the permanence and longevity of the screening needs to be taken into account, in this case the screening on site would only be seasonal.

The proposal would result in the urbanisation of this water meadow which would have a harmful impact on the setting of the Conservation Area. The proposal therefore conflicts with the NPPF and Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), which seeks to protect the setting of heritage assets.

### **Impact on the Significance of Grade II Listed Swan Hotel**

The existing site makes a positive contribution to the rural and riparian setting of the Grade II listed Swan Hotel. When viewing The Swan and its environs from the Streatley and Goring bridge one is fully aware of the open space, and the contribution it makes to the rural spatial quality of the buildings' setting. The setting of this Grade II listed building owes much to the harmony produced by the buildings and the river, and the quality of space created between, and around them. Whilst the site is separated from the listed hotel by modern extensions and the existing customer car park, wider views over the river from the south and the east, would take in both the Swan and the application site. The proposal would result in the urbanisation of this water meadow which would have a harmful impact on the setting of the listed building. In terms of the proposed mitigation measures (screen planting, grassed gravel etc), the above comments apply.

The proposal therefore conflicts with the statutory requirements of the Planning (Listed Buildings and conservation Areas) Act 1990, the NPPF and Policy CS19 of the West Berkshire Core Strategy (2006-2026), which seeks to protect the setting of heritage assets.

### **Weighing the balance**

Paragraphs 194 – 196 of the revised NPPF have retained the distinction between substantial and less than substantial harm to a heritage asset, however, significantly, paragraph 193 (previously para. 132) includes additional text confirming that when considering the impact of development on the significance of a designated heritage asset, 'great weight should be given to the asset's conservation .....irrespective of the degree of potential harm to its significance'.

The guidance makes it clear that the more important the asset, the greater the weight should be. This is all irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm. This emphasises the position that when considering the impact of development, great weight should be given to the asset's conservation regardless of the degree of harm that will be involved. This now brings the NPPF in line with statute which does not refer to

	<p>varying levels of harm.</p> <p>In this instance, the degree of harm would be less than substantial in the context of paragraph 196. This is due to the fact that the impact of the proposal would be localised in relation to the whole of the Conservation Area. However, though less than substantial, there would, nevertheless, be real and serious harm which requires clear and convincing justification for it to be overcome in my view. Furthermore, paragraph 193 of the NPPF clearly states that irrespective of the level of harm, great weight should be given to the heritage asset's conservation.</p> <p>Having considered the benefits of the proposal as outlined in the Heritage Statement, namely that the proposal will help remove parking from surrounding roads, thereby improving the visual appearance of the area these public benefits are at best modest, particularly as restrictions on the ability of the public to park in the Swan could easily come into force in the future. It is therefore considered that the limited (and mostly private) benefits of the proposal do not outweigh the harm to the designated heritage assets.</p>
<p><b>Public Rights of Way Officer</b></p>	<p>Streatley Byway 12/1, Footpath 5/1 and 5/3 and Streatley Footpath 25/3 - this latter section is not named on the map but it is the section of footpath running immediately alongside the River Thames. These rights of way comprise part of the Thames Path National Trail, a very well used, and nationally important route. Footpath 5/1 and 5/3 run immediately adjacent to the western and northern edges of the proposed development site.</p> <p>There has been substantial vegetation clearance next to the part of Footpath 5/1 closest to the hotel accommodation buildings in recent times.</p> <p>Streatley Byway 12/1 is currently being used as a vehicular access to the hotel whilst extensive building work is carried out and there are traffic lights in place</p> <p>Comments are made particularly in the context of the NPPF paragraph 98:  Planning policies and decisions should protect and enhance public rights of way and access.</p> <p>Impression from footpath walking south to north east.  As one walks along the footpath from the south, one's eye is first drawn across the site though the recent significant vegetation clearance, and the view from this angle is pleasant and unspoilt, across a meadow, with the trees of the River Thames area as a backdrop.</p> <p>As one walks further, the site is less visible due to different sorts of vegetation appearing, including a wide belt of vegetation, a line of trees, a tall bramble thicket and an evergreen hedge. The eye is therefore drawn much more to the north and west, over the adjacent meadow and Wildlife Heritage Site wetland, and straight on to the river.</p> <p>Impression from footpath walking north east to south.</p>

From this direction, the eye is drawn to the Riverside and also to the west for the reasons described above. The site is, however, visible from the east-west section (Footpath 5/3), but this view is dominated by the buildings of the hotel, and the meadow appears only as a section of grass, very much subservient to the feeling of a built up area.

#### Assessment of visual effect from footpath.

The introduction of regular car parking on the meadow would amount to a significant change of character of the pleasant view as seen from the southern part of Footpath 5/1 through the recent vegetation clearance and from the footbridge on Footpath 5/3. It is not clear whether proposed planting in the north eastern corner of the site will act as a screen for the parked vehicles at this point. There is an informal link from the site onto the footpath at the moment, but I note it is proposed to close this off if the development is given permission.

I do not consider that the visual intrusion would be unduly significant from any other section of the footpath.

#### Noise.

I do have some concerns about possible noise intrusion. The footpath runs through a quiet area of countryside and the sound of the weir can be heard.

The car parking is set away from the footpath, however, and there would be the additional planting as a screen.

#### External lighting.

The new external lighting is not appropriate in this setting.

The proposed lighting is to be at a low level. However, even if sensor-controlled, the car park will be busy and there will be a glow. In my view this aspect of the application is potentially the most significant in terms of intrusion into the experience of a walker in the countryside.

#### Conclusions

On balance, I do not object to the application because I think that the worst effects can be ameliorated by conditions and alteration to the plans as follows:

- Screening of the development kept at a low level, so that views towards the tree line along the river are retained, but vehicles hidden. A condition that only cars use the area, and not larger more visually intrusive vehicles; maybe a height barrier could be added at the entrance.
- Amendments are made to the external lighting plan, preferably to remove all external lighting, but if lighting is required then all steps taken to retain the evening/night time experience of a walker along this presently dark, rural footpath.
- Consideration given to replacing the five bar gate (between the hotel site and the southern end of Footpath 5/1) with a pleasing visual screen, for instance a tall wicker fence, in order to screen the hotel bin area from the Thames Path.

I agree with all the comments made by the Pang Valley Group of the Ramblers' Association in their consultation response.

<p><b>Pang Valley Ramblers Association</b></p>	<p>This is a resubmission following refusal of Planning Application 18/00241/COMIND for the reconfiguration of the existing car parking provision and an additional 112 spaces in an overflow car park. The current application proposes a reduction in proposed parking area (from 112 to 91 spaces), provision of additional screening to public viewpoints, revised surfacing to reduce obvious visual appearance, omission of fixed parking furniture (bollards, signage, etc), omission of ambient illumination and inclusion of a management and lighting strategy to control use of car park and lighting. Previously permission was granted for alterations to the hotel following Planning Application 17/01572/LBC2 and previous to that Planning Application 17/01562/FUL sought a section 73A variation of planning permission 16/02364/FUL.</p> <p>At the time of that latter application, Streatley Parish Council commented that the roadway along the Western boundary of the site, which doubles as BOAT/STRE/12/1 and the Thames Path should be kept clear. There is no specific reason it should be used in connection with the works at The Swan but there is a vehicle gate at the bottom of the Swan Car Park and we request that a suitable condition is attached to any permission that this gateway is not used in connection with the works and that BOAT/STRE/12/1 is kept clear at all times.</p>
<p><b>North Wessex Downs AONB Board</b></p>	<p>The current application appears to have been designed to merely hide the car parking rather than to conserve or enhance the natural and scenic beauty of the AONB. The character of the water meadow will be lost as a result of the proposed development to the detriment of the local landscape character and to the experience of users of the Thames Path.</p> <p>The parking will nearly double that of the existing car park which appears excessive. Streatley benefits from its proximity to Goring station, an asset for this locality and the hotel should be utilising it and encouraging this sustainable means of travel above that of a car park.</p> <p>I have concerns over the level of works required to create the parking area which could upset the current role of the site as a water meadow (floodplain).</p> <p>There are no measures to protect the rest of the site from further encroachment of vehicles.</p> <p>Landscape buffers should not be used to make a development acceptable. Development should be appropriate in its own form and any planting proposed be for enhancement measures.</p> <p>The lighting measures follow best practice and minimise light spill upwards but will still result in a ground glow which would be visible from the local vicinity and it would also change the character of the water meadow. Sensor lighting is encouraged where lighting is appropriate but it is difficult to control as when required for safe access, lighting will need to be on during opening hours which would be worse in winter months, alternatively sensor lights to movement in</p>

	<p>a car park of this size could result in multiple triggers for when the lights are active, they would then need to be on for a sufficient amount of time to allow a member of the public to reach their vehicle. Either way lighting of the site is still an issue and would suburbanise the field and its relationship with the wider natural landscape, to the detriment of the AONB.</p> <p>I would agree with WB landscape consultant in her assessment of the LVIA and concerns raised surrounding the loss of character of the site.</p> <p>The proposed development would be contrary to para 8, 127, 170 and 172 of the NPPF and the objectives/policies of the NWD Management Plan.</p>
<b>Environments Agency</b>	<p>The site is located within Flood Zone 3b – The Functional Floodplain defined in Table 1 of the Planning Practice Guidance (PPG) to the National Planning Policy Framework (NPPF) and West Berkshire Borough Strategic Flood Risk Assessment (SFRA) as where water has to flow or be stored in times of flooding. The additional information noted in the Peter Brett letter dated 15th January does not change this.</p> <p>We consider the proposed development of a car park to be ‘Less Vulnerable’ in relation to the development types as set out in Table 2 of the PPG. In accordance with Table 3 of the PPG, ‘Less Vulnerable’ development within Flood Zone 3b should not be permitted.</p> <p>Our policy objection remains as per our previous response (7th January 2019). If you are minded to grant this planning application contrary to our advice, the following conditions are necessary and should be imposed on any planning permission granted.</p>
<b>Ecology Officer</b>	<p>Need to condition the 5m works buffer (avoidance of pollution) and the lighting (bats) as per para 4.3.1</p> <p>Enhancement – 2 bat boxes also need to be conditioned as per 5.2.3 and 2 bird boxes as per 5.2.5</p>
<b>Natural England Tree Officer</b>	<p>No comment</p>
	<p>The plans provided have identified the trees at the site as indicative circles only, and provided no further supporting information on the trees, therefore the potential impact on trees was determined during my site visit.</p> <p>The proposed changes within the existing car park area have no direct impact on trees, the area of the proposed new overspill car park contains very little vegetation, although the boundary of the site, does contain a number of trees and hedges, which would appear to not be affected by the proposed changes.</p> <p>The new surface type is a mix of grass and a gravelled access road, which is a significant distance from any trees, the site has been</p>

	<p>recently landscaped along the riverside boundary and the area adjacent to the existing car park, this landscaping will help reduce the visual impact from views across the river, there is also additional landscaping proposed along the public right of way to the north, which will benefit the site in the long term.</p> <p>Whilst the boundary trees are unaffected by the works and there is sufficient space at the site for the storage of materials within the existing parking area, the level of engineering works and movements at the site, adjacent to the trees to be retained, may inadvertently mean some encroachment in the RPA's occurs, which could easily be prevented.</p> <p>Therefore, it would be prudent to ensure the trees are provided with a suitable level of protection throughout the works, this can either be as a works exclusion zone, but the details contained within the tree informative, should be sufficient to cover this requirement.</p> <p><b><u>Conclusion</u></b> No objections raised to the application, no trees are to be lost to facilitate the works and additional landscaping is to be planted which should ensure an improved level of screening. The following tree informative should be attached to any formal consent.</p>
<b>Archaeology Officer</b>	<p>As well as the landscape and historic land-use aspects to this proposal, it is also possible that there are archaeological issues relating to groundwork. The Thames has been an important routeway throughout millennia of human history, and there are instances of prehistoric activity along its banks, as well as settlement and burials. I do not have any known records for anything on this plot of land, and possibly there may have already been some disturbance from the agricultural activities (our characterisation considers it to probably have been open land, then meadow, and then enclosed through Parliamentary act). The presence of a former channel across the site however might also mean that there is good environmental evidence.</p> <p>An Archaeological written scheme of investigation has been submitted and no further information is required.</p>
<b>South Oxfordshire District Council</b>	No response 05.03.2019.

## 1. Representations

- 1.1. The Local Planning Authority received 4 letters of objection and 46 letters of support to the proposed development.
- 1.2. The matters raised in the letters of objection (summarised by officer) are:
  - Objection raised in regards to the light pollution from both the car park lights and the car headlights at night.
  - If the projections of cars for the car park are as high as anticipated there will be near constant levels of traffic in the late evenings following events.



- The application has adverse implications in relation to the local Conservation Area, AONB, SSSI, Archaeology and flood area.
- The application is totally insensitive to its surroundings
- The present arrangement for the site, utilising the site for car parking 28 days a year as permitted, is more than adequate.
- Although documents submitted with the application would argue that the overspill car park would be rarely used and only for events days but the application proposes no way to control this.
- Those supporting the current proposal, for example gym and Morrell Room users and church-goers, comment on the shortage of parking on the site at the moment but over half the parking spaces the hotel currently benefit from are not in use because of the remodelling work
- The use of the car park by non-hotel users is used to justify the application but provides no guarantees of this use.
- Concerns that the case for increasing parking capacity is not proven. The Design and Access Statement (25.8.16) accompanying the agreed planning application for the remodelling (16/02364/FUL) says: "*It is considered that the works proposed as part of this application will not materially affect the number of visitors to the site and as such will not have any impact on the local road network.*" Nothing has changed since the remodelling and as such this overspill car park is unnecessary.
- No trip generation data is provided to support the case, but no sensible business would make a major business investment without careful thought about their capacity to manage the obvious consequences, such as traffic generation.
- This would be a major incursion into a protected landscape and would set a precedent for the future.
- There is little doubt that the gravel parking lanes will be visible all year round from the Thames Path (north and east of the site) and in longer distance views from Lardon Chase.
- The natural characteristics of the water meadow and its riparian character will be lost.
- Indeed, the Heritage Statement states: "*The harm caused by the proposals to the water meadow character would be appreciable close-up, but would not be considerable.*" As 'appreciable' and 'considerable' are synonyms, it is obvious that appreciable/considerable damage to the landscape, environment and close up views from the Thames Path is expected and acceptable to the applicant.
- The development would be against the Streatley Conservation Area Appraisal.
- Planting to mitigate visual damage has been undertaken but it will take many years to mature. Valuable views will be damaged.
- The Applicants LVIA's opinion is disagreed upon in terms of the impact and the level of change.
- The photographs in the LVIA were taken with trees in leaf, but a site visit this month will reveal the clear inter-visibility of the site to and from Streatley and Goring Bridge. Likewise, a visit to Lardon Chase will show vehicles glinting in the sun.
- This is a proposal for significant development of a water meadow within the North Wessex Downs Area of Outstanding Natural Beauty (AONB); agreement would set a precedent for development of other sites in the AONB.
- The impact on the AONB and the water meadow should be minimised by limiting the area of parking (and the number of vehicles) to one permeable grassed gravel access lane with a single grassed parking strip each side.
- More parking at The Swan will result in more trips being generated in the area
- The hotel's entrance is inadequate and too small
- The Swan's developers state in a recent public letter that if they are not granted permission for more spaces, non-customers will instead park on Streatley High Street however this already happens.
- It is not the Swan's responsibility to provide a public car park and the majority of residents can and should be able to walk to the facilities. Church services and events at the village hall are not an all-day/everyday occurrence.

- The development would be seen from surrounding area in the AONB, river, Thames path and bridges having a detrimental impact on the AONB.

1.3. The matters raised in the letters of support (summarised by officer) are:

- The parking in the village is already limited and The Swan Owners kindly allow many visitors and walkers to park there.
- The development deals with the issues previously raised with the proposal
- The new scheme is designed to blend in beautifully with the surroundings
- The planting has already protect the setting
- This will be a huge bonus to the community who needs more parking
- The opening of the Coppa club will bring lots more visitors as will the continued use of the gym.
- The development will be an improvement over the current messy field
- The number of car parking spaces has been reduced to reduce visual impact.
- Planting of native woodland trees and shrubs has been well designed to protect the view from the bridge.
- The new lighting scheme which will satisfy the safety of users and minimising any negative impact on night views.
- Visual impact and heritage statements that justify the impact of the car park.
- The attendance at Church Services will be severely affected if the application is not improved and the site is not altered.
- If the application is refused it may lead to an increase in parking on the high street of Streatley.
- The extra parking will allow users to park more easily and remove on street parking
- The plans are sympathetic to the environment and will be of great benefit to locals and visitors alike
- The parallel parking on the High Street detracts from the beauty of the village and results in regular bottle necks particularly at peak times of the day where parking is already congested and dangerous.
- A lack of parking also discourages visitors thus reducing local trade and commerce.
- The development will support the use of local facilities and attractions
- The development does not set precedent for future unwelcome developments
- The parking problem resolved from this application will be of wider public benefit
- It is difficult to understand how the future parking requirements of the Hotel can be satisfied without the addition of extra parking. The area proposed is discrete and with the trees now planted will not spoil the current views.
- The hotel management will be obliged to withdraw a vital community service which is that users of the Morrell Room, Church and YMCA, YHA, are permitted, free of charge, to park in The Swan Hotel car park if this application is refused. The proposed plans, using gravel as hardstanding and with plentiful tree planting would not seem to obtrude on the view from the bridge or the Thames Path. The end result will arguably look better rather than worse than the current situation.
- Through this development Streatley would be gaining a valuable facility for free which the council is unable to provide.
- The development will not detract from the historic nature of the site or hotel
- As local residents we are keen that any additional parking is provided in a way that is sympathetic to the beautiful setting of the hotel within an AONB.
- By not granting this application the result would be a devastating impact on the viability of The Swan.
- The development would only be acceptable with a condition that would restrict the precedent for further redevelopment on the site which could be handled by planning condition.
- The landscaping scheme would mitigate the cars parked in the AONB
- The impact on the landscape would be similar to that of the local allotments
- No objection was raised to an application in South Oxfordshire for the Goring Weir Hydro Scheme but the Conservation Officer is objecting to this application

- The refusal of this planning application will lead to significant congestion and parking on Streatley High Street
- The refusal of the application will mean that the current applicants/owners will withdraw any public parking in the Swan car park.
- The Swan has in the past provided parking for coaches using the Streatley YMCA and last summer these have been parked on the High Street, blocking both the road and the pavement and the view over Streatley Meadows, which is central to the ambience of the village.
- Providing a carpark with restrictions on future expansion is an ideal way of creating a planning buffer between the hotel and green belt. The buffer can still allow for animal migration.
- Future conditions can be put in place within the consent to restrict future development therefore protecting both the Carpark and the green belt beyond. This will act as a protective zone
- Planning Laws are put in place to ultimately serve a community and to respect the environment.
- This is desperately needed.
- The changes made by the applicants in response to the previously refused application deal effectively with the landscape and conservation issues.
- The value of this investment to the local community into an asset of this quality should not be underestimated and it creates many job opportunities in the village. The successful completion and safe long term operation of whole project will be satisfactorily achieved with the appropriate level of parking and this revised application responsibly meets all previous objections.
- The alternative of not approving this application would have consequences that would be unacceptable to the village the views and landscaping including lighting and materials have been addressed in a sensitive manor.
- This application would achieve better aesthetics by removing cars parked on Streatley High Street.

## **2. Planning Policy Considerations**

2.1. The statutory development plan comprises:

- West Berkshire Core Strategy (2006-2026)
- Housing Site Allocations DPD
- West Berkshire District Local Plan 1991-2006 (Saved Policies 2007)
- Replacement Minerals Local Plan for Berkshire (2001)
- Waste Local Plan for Berkshire (1998)

2.2. The following policies from the West Berkshire Core Strategy carry full weight and are relevant to this application:

- Area Delivery Plan Policy 1: Spatial Strategy
- Area Delivery Plan Policy 5: North Wessex Downs Area of Outstanding Natural Beauty
- CS 5: Infrastructure requirements and delivery
- CS 9: Location and Type of Business Development
- CS 10: Rural Economy
- CS 11: Hierarchy of Centres
- CS 13: Transport
- CS 14: Design Principles
- CS 16: Flooding
- CS 17: Biodiversity and Geodiversity
- CS 18: Green Infrastructure
- CS 19: Historic Environment and Landscape Character

2.3. The West Berkshire Core Strategy replaced a number of Planning Policies in the West Berkshire District Local Plan 1991-2006 Saved Policies 2007. However the following Policies remain in place until they are replaced by future development plan documents and should be given due weight according to their degree of consistency with the National Planning Policy Framework:

- TRANS1: Meeting the Transport Needs of New development.
- OVS5: Environmental Nuisance and Pollution Control.
- OVS.6: Noise Pollution
- RL.5A the River Thames

2.4. The following Housing Site Allocations Development Plan document policies carry full weight and are relevant to this application:

- 
- P1: Residential Parking for New Development

2.5. Other material considerations for this application include:

- The National Planning Policy Framework (2018), (NPPF)
  - Planning Practice Guidance (PPG)
  - Quality Design Supplementary Planning Document (SPD)
- Streatley Village Design Statement  
Streatley Parish Plan Area of Outstanding Natural Beauty Management Plan

### **3. Proposal**

3.1. The proposal will result in the replacement of a field defined as a water meadow with a car park constructed from aisles of gravel and reinforced gravel with grass seed allowing car parking for up to 87 cars. The field subject to this proposal sits to the north of the existing car park which currently serves The Swan. Access will be achieved via a new gate in the northern boundary fence thus allowing the existing parking arrangements to be retained. The site currently benefits from some recent tree planting along the site boundary which will separate the existing and proposed parking areas. This belt of planting continues eastwards and wraps around the eastern boundary. Further planting is proposed within the borders of site.

3.2. The proposal has been amended during the course of the application to reduce the size of the development from 91 spaces to 87 spaces.

3.3. The report below includes references to two appeals at the Great House (3198114 and 3198115), these have been included as appendices. Their relevance to this application is high as both hotels are run by the applicant of this application. As explained later in the report in both situations the growth of the business has outstripped the parking provision.

#### **Determining issues:**

- The Principle of Development;
- The Impact on AONB
- The Impact on the Setting of the Listed Building
- The impact on neighbouring amenity
- The Impact on Highway safety;
- The Impact on Flooding and Drainage
- Trees and Ecology of the Site;
- Archaeology of the Site;
- Community Infrastructure Levy;
- Other Matters;

#### **4. The Principle of Development**

- 4.1. The application site is situated outside of any defined settlement boundary and is within the open countryside within the AONB where, in accordance with policy ADPP1 development is strictly controlled and only appropriate limited development will be allowed, focused on addressing identified needs and maintaining a strong rural economy. Policy ADPP5 says that development will respond positively to the local context and respect identified landscape features and components of natural beauty, and that development will respect and respond to the historic environment of the AONB.
- 4.2. Small, local businesses will be supported, encouraged and protected within the AONB providing local job opportunities and maintaining the rural economy. Positive management of the AONB will take place through partnership working to ensure its continuation as a location for leisure and green tourism. The AONB will continue to play an important role in attracting visitors and investment. The landscape and recreational role of the waterways, which make a positive contribution to the character and cultural heritage of the AONB, will be strengthened as part of this.
- 4.3. The proposal constitutes development within the open countryside, and as such must be justified. New development must demonstrate that it meets an identified need. It is recognised that the proposed development would be an economic benefit to The Swan, an established local business by providing an additional parking facility to serve its customers. This benefit however needs to be weighed against, and work with the sustainable management of the AONB and the rural and historic qualities of the wider landscape.

#### **5. The Impact on AONB**

- 5.1. Paragraph 172 of the National Planning Policy Framework (2019) states  
*“Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues.”*
- 5.2. The Local Development plan policy ADPP5 North Wessex Downs AONB states that development will support appropriate and sustainable growth that conserves and enhances its special landscape qualities.
- 5.3. By recognising the area as a national landscape designation, development will conserve and enhance the local distinctiveness, sense of place and setting of the AONB whilst preserving the strong sense of remoteness, tranquillity and dark night skies, particularly on the open down land. The landscape and recreational role of the waterways, which make a positive contribution to the character and cultural heritage of the AONB, will be strengthened as part of this.
- 5.4. The Local Planning Authority has instructed a Landscape Consultant to review the landscape Visual Impact Assessment submitted as part of the application. A meeting was subsequently held on the 14<sup>th</sup> February 2019 between the two parties and amended documents were submitted to the council in response to this meeting. .
- 5.5. The LPA’s Landscape Consultant provided a number of additional document references for consideration in regards to development within the AONB
- 5.6. Streatley Village Design Statement was adopted by West Berks Council in 2006. The statement describes that *“open spaces are a dominant feature in the amenity of the village and the well-being of the local community”*. Under the section *Open spaces*, it concludes the chalk

grasslands, woodlands and meadows provide the unique setting of the village. More specifically to the site, the Village Design Statement states *“The flood meadows to the north of the Swan Hotel are abundant with wildlife and tree types sympathetic to this often-flooded landscape. These meadows are a key feature appreciated by both local residents and the many visitors who make frequent use of the Thames Path.”*

- 5.7. According to the North Wessex Downs AONB Landscape Character Assessment 2002 the site lies within the Landscape Type 6: The Vales, of the North Wessex Downs Area of Outstanding Natural Beauty. For this area the overall management objective is to conserve and enhance the Vales’ rural, agricultural character. This includes the pattern of hedgerows, streams, remnant waterside pastures and wet meadows. The site further forms part of a sub area of the Character Area 6D Thames Valley Floodplain, identified as 6D (iii) Streatley and Basildon; where key management requirements state ... *“the overall management objective is to maintain the character of these floodplain landscapes on the edge of the AONB, with their comparative remoteness and to enhance their ecological character through restoration of waterside pasture and riparian vegetation”*.
- 5.8. The site is also visible from key protected areas within the adjacent landscape. The key management requirements are to conserve the character of the Blewbury Downs with their special qualities of remoteness and openness.
- 5.9. The applicant provided 12 photographic viewpoints as part of their LVIA. The photos show the trees still in leaf and therefore still provide screening and enclosure compared to the winter months where the landscape would be more open allowing potential views towards the site. The LPA’s Landscape Consultant reviewed the viewpoints in January 2019. An additional submission in response to the LPA’s LVIA was submitted in April this included six additional winter photographs of various viewpoints.
- 5.10. The proposal will result in the replacement of an area of grass defined as water meadow with a car park constructed from aisles of gravel and reinforced gravel with grass seed allowing car parking for up to 87 cars (reduced from 91 in the amendments); although due to the design and open aspect of the layout more cars could be accommodated off the designated reinforced grass areas and across the rest of the meadow. As evidence of this reasonable consideration point 5.16 of the original planning statement would argue that the surface of the car parking areas would not appear substantially different from the existing grassland therefore making it difficult for users to stay within the relevant areas.
- 5.11. The changes proposed are considered to intrinsically change the riparian nature of the site. The site would change from a grass water meadow to one dominated by cars with an urban feel. Additionally the proposed planting will have an adverse impact on the character of the riparian vegetation by diluting its character as riparian vegetation is predominantly deciduous. The applicant has sort to argue that the car park is unlikely to ever be used to full capacity and therefore the assessment of a full car park is overly onerous. However it is argued that the car park could well be used to its full capacity and to neglect to assess the harm of 87 cars would not be appropriate.
- 5.12. The LPA’s Landscape Consultant disagrees with the submitted landscape visual impact assessment by the applicant. This document presents the harm as “slight to negligible” to which in the LPA’s consultants opinion is that, given described as a water meadow, the parking of 87 cars across this area would be a significant change of character. It is considered to have an adverse impact on the character of the existing riparian meadow in the AONB, not a slight to negligible harm.
- 5.13. The applicants intend to attempt to screen the development with landscaping but this would obscure views across the riparian meadow towards the River Thames from viewpoints. They note that the landscaping by the Thames Path is “gappy” and the proposal is to infill these gaps to reduce the impact of the car parking in the adjacent water meadow.

- 5.14. The North Wessex AONB who have objected to the application noting that Landscape buffers should not be used to make a development acceptable but development should be appropriate in its own form and any planting proposed be for enhancement measures. From many of the view points from the Thames Path (Viewpoints 1 to 5) as a result of the landscaping there could be glimpsed views of the proposed car parked in the meadow. This will be at the expense of the current views enjoyed by National Pathway users across the Goring Gap towards the River, the Lock and Weir, the Church and Lardon Chase. The applicant has sort to hide the development but this will change the character of the area and have a detrimental impact on the significant views of and across the site. From views further north of the site along footpaths in the AONB the LPA's Landscape Consultant comments that the area of the proposed parking as being considered a 'green lung' as referred to in local documents. The Village Design Statement and Conservation area appraisal both identify these water meadows as essential to framing Streatley's beauty. The LPA's LVIA has assessed that the loss of inter-visibility and the introduction of a car park will urbanise this area. The resultant affect is considered to be demonstrably harmful to the detriment of the setting of Streatley within the AONB and would have a significant harm to the AONB's landscape.
- 5.15. The existing view from Streatley and Goring bridge shows how the open meadow character of the site and the rest of the field provides an undeveloped setting for the adjacent island which forms part of the Conservation Area. The applicant has proposed planting along this boundary to screen any potential views of the car park. Although the planting might eventually screen the views of the proposed car park, the planting will also block views of the meadow and its role in the setting for the Conservation Area. While the applicant has sort to remove designated parking from this view point in amended plans without deterrent or a clear separation between areas that are designated parking spaces and not, cars could still park in the location detrimental of the landscape value enjoyed from the Bridge across the River Thames.
- 5.16. Where there are views of the site, the applicant has proposed to screen these views resulting in a loss of a view of meadow, the Grade II listed Church, the valley sides of the Goring Gap and the River Thames. Where views remain of the site, the parked cars will urbanise the site, the setting of the River Thames and the Conservation Area.
- 5.17. The mitigation proposals are not in line with the objectives within the Landscape character assessments. As stated for the AONB, the overall objective is to maintain the character of these floodplain landscapes and to enhance their ecological character through restoration of waterside pasture and riparian vegetation. The proposals make no reference to the AONB's objectives with the mitigation measures provided to solely screen potential views and to reduce inter-visibility between the site and surrounding area. The mitigation measures themselves will therefore also have an adverse effect on the AONB.
- 5.18. Policy CS14 considers design principles, stating that "*new development must demonstrate high quality and sustainable design that respects and enhances the character of the area*". Although the design has avoided a traditional tarmac car park by using areas of reinforced grass, it will still potentially contain parking for 87 cars, which will not enhance or conserve the site's riparian water meadow character. The proposed planting is to screen views of the site from the surrounding area; screening views of the site will erode the inter-visibility it shares with the other water meadows, the open setting it provides for the northern edge of Streatley, the grade II listed church, the River Thames and the Conservation Area, Additionally, policy CS14 states that "*Development shall contribute positively to local distinctiveness and sense of place*". This area of water meadows is a distinct area which within the village statement summarises the site "*as a key feature appreciated by both local residents and the many visitors who make frequent use of the Thames path*".
- 5.19. Policy CS19 considers the conservation and enhancement of the local Landscape Character Areas of West Berks. As stated within the North Wessex Downs AONB Landscape Character Assessment 2002 and the Berkshire Landscape Character Assessment 2003 the key

management objective is to maintain the character of this floodplain landscape, the quality of the views to the river and to the valley sides. The car parking proposals do not achieve any of these objectives, but sub-urbanise and dilute the rural character of the floodplain by permanently allowing the parking of cars.

- 5.20. As stated within the NPPF (2018), under the heading of achieving sustainable development: *an environmental objective - to contribute to protecting and enhancing our natural, built and historic environment*. As shown the proposal are not in line with the landscape character assessments main objectives.
- 5.21. The North Wessex Downs AONB boards response to the LPA's consultation was that the current application has been designed to merely hide the car parking rather than to conserve or enhance the natural and scenic beauty of the AONB. The character of the water meadow will be lost as a result of the proposed development to the detriment of the local landscape character and to the experience of users of the Thames Path. The amendments did not change this opinion.
- 5.22. The NWD AONB Officer noted that parking will nearly be double that of the existing car park which appears excessive. Streatley benefits from its proximity to Goring station, an asset for this locality and the hotel should be utilizing it and encouraging this sustainable means of travel above that of a car park. Landscape buffers should not be used to make a development acceptable. Development should be appropriate in its own form and any planting proposed be for enhancement measures. There are no measures to protect the rest of the site from further encroachment of vehicles.
- 5.23. The lighting measures follow best practice and minimise light spill upwards but will still result in a ground glow which would be visible from the local vicinity and it would also change the character of the water meadow. Sensor lighting is encouraged where lighting is appropriate but it is difficult to control as when required for safe access. Lighting of the site is an issue and would suburbanise the field and its relationship with the wider natural landscape, to the detriment of the AONB. The LPA's PROW officer raised that the lighting was a concern to them also.
- 5.24. Whilst the appearance of the parking area has been mitigated to a degree with the use of sensitive materials, there will still be harm to the character and appearance of the AONB, through the introduction of developed form into the open countryside, and harming the visual appearance of the setting of the Thames, views from the Thames, and also the views and enjoyment of the Thames National Trail within the AONB. The proposal is considered to be significantly harmful to the character and appearance of the North Wessex Downs AONB. It is considered to negatively affect the setting of the River Thames through the introduction of developed urban form. The proposal will have a negative and urbanising effect on the water meadows riparian character of the site. The development will not conserve and enhance the AONB as required by the NPPF which gives greatest weight to the conservation and enhance of the AONB. The development fails to respond to the Village design statement which actively seeks to preserve these Riparian meadows that frame Goring within the Goring Gap.
- 5.25. The proposal is therefore contrary to the NPPF. It is also contrary to local plan policies CS14, CS19 and ADPP5 as stated above. The North Wessex Downs AONB board, to which are a statutory consultee for applications in the AONB, responded to this application agreeing with the LPA's Landscape consults assessment and concerns raised in regards to the LVIA. They found the proposed development would be contrary to para 8, 127, 170 and 172 of the NPPF and the objectives/policies of the NWD Management Plan.

## **6. The Impact on the Setting of the Listed Building and Conservation Area**

- 6.1. The over flow car park is to be located to the north of the existing car park in an area which is currently an open field. The site is not located within the Conservation Area but does sit adjacent to its boundary. The NPPF defines the setting of a heritage asset as the surroundings in



which it is experienced. In essence, if the development proposed could be seen from, or in conjunction with, any of the heritage assets that surround the application site, then there would be an impact on their setting

- 6.2. Paragraphs 189 and 190 of the Framework require an assessment of the significance of heritage assets that might be affected by a development proposal, including any contribution to their significance made by the setting of those assets. Paragraph 194 adds that heritage assets can be harmed or lost through development within their setting, it states that 'any harm to, or loss of, the significance of a designated heritage asset (from alteration or destruction, or from development within its setting), should require clear and convincing justification'.
- 6.3. The Conservation Area's significance is derived from the interaction or interrelationship between the river, the surrounding open countryside, the linear pattern historic development, and the open spaces and vegetation within the Conservation Area. There are frequent views throughout the Conservation Area into the surrounding countryside. This constant visual link with the countryside makes a significant contribution to, and is an important component of the character and appearance of the Conservation Area. Whilst some of these views are limited to narrow glimpses, they are nevertheless part of the cumulative appreciation of the way in which the village has developed and how it remains linked to its countryside hinterland. Indeed, the village's character owes much to the mix of buildings and open spaces, and the soft boundary between the village and its rural surroundings.
- 6.4. The Streatley Conservation Area Appraisal (SCAA) classifies the application site as a water meadow and notes how it forms part of the setting of the Conservation Area (Appendix VIII). Indeed, the SCAA comments that notable views out of the conservation area, include views from the grounds of The Swan Hotel to the river, water meadows and Goring (para. 4.3).
- 6.5. The applicant's Heritage Statement agrees that the site makes a positive contribution to the riparian setting of the Grade II listed hotel and the Streatley Conservation Area, however, it argues that this contribution is minor, because it only makes up a small part of a more extensive setting of the Conservation Area. The Conservation Officer does not accept this argument. The size of the site in relation to the rest of the setting of the Conservation Area is irrelevant, as the significance of a Conservation Area, or listed building, can be harmed by the cumulative impact of smaller developments within in its setting.
- 6.6. The proposed overspill parking area was considered to be visible from the Streatley and Goring Bridge to the south, and from the vicinity of Goring Lock to the east. The amended plans have reduced its visibility from these areas. However the Conservation Officer has commented that the revised amendments do not overcome the original concerns raised. The Heritage Statement argues that the use of the use of 'softer' surfacing materials (grassed gravel), and screen planting would help mitigate this urbanising impact. The Conservation Officer does not agree with this assessment. When the area is filled with cars, the surfacing material is irrelevant, as the overriding visual impact would be from cars.
- 6.7. Moreover, the additional planting (which has mostly already been carried out) would take at least 15 years to mature. The Conservation Officer does not consider it appropriate to rely on new planting, which will take many years to mature, to screen a harmful proposal. Furthermore, during the winter months, when the trees have lost their foliage (not all the trees are native evergreens), the car park will be visible. Historic England's guidance entitled '*The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning: 3*' advises that the permanence and longevity of the screening needs to be taken into account, in this case the screening on site would only seasonal. This view is backed up by the LPA's Landscape Consultant and the North Wessex Downs AONB officer.
- 6.8. The proposal would result in the urbanisation of this water meadow which would have a harmful impact on the setting of the Conservation Area. The proposal therefore conflicts with the

NPPF and Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), which seeks to protect the setting of heritage assets.

- 6.9. The site makes a positive contribution to the rural and riparian setting of the Grade II listed Swan Hotel. When viewing The Swan and its environs from the Streatley and Goring bridge one is fully aware of the open space, and the contribution it makes to the rural spatial quality of the buildings' setting. The setting of this Grade II listed building owes much to the harmony produced by the buildings and the river, and the quality of space created between, and around them. Whilst the site is separated from the listed hotel by modern extensions and the existing customer car park, wider views over the river from the south and the east, would take in both the Swan and the application site. The proposal would result in the urbanisation of this water meadow which would have a harmful impact on the setting of the setting of the listed building. In terms of the proposed mitigation measures (screen planting, grassed gravel etc).
- 6.10. The proposal therefore conflicts with the statutory requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, the NPPF and Policy CS19 of the West Berkshire Core Strategy (2006-2026), which seeks to protect the setting of heritage assets.
- 6.11. Paragraphs 194 – 196 of the revised NPPF have retained the distinction between substantial and less than substantial harm to a heritage asset, however, significantly, paragraph 193 (previously para. 132) includes additional text confirming that when considering the impact of development on the significance of a designated heritage asset, "great weight should be given to the asset's conservation", Irrespective of the degree of potential harm to its significance'.
- 6.12. The guidance makes it clear that the more important the asset, the greater the weight should be. This is all irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm. This emphasise' s the position that when considering the impact of development, great weight should be given to the asset's conservation regardless of the degree of harm that will be involved. This now brings the NPPF in line with statute which does not refer to varying levels of harm.
- 6.13. In this instance, the degree of harm would be less than substantial in the context of paragraph 196. This is due to the fact that the impact of the proposal would be localised in relation to the whole of the Conservation Area. However, though less than substantial, there would, nevertheless, be real and serious harm which requires clear and convincing justification for it to be overcome in the Conservation Officers view. Furthermore, paragraph 193 of the NPPF clearly states that irrespective of the level of harm, great weight should be given to the heritage asset's conservation.
- 6.14. The conservation officer has considered the benefits of the proposal as outlined in the Heritage Statement, namely that the proposal will help remove parking from surrounding roads, thereby improving the visual appearance of the area. However the public benefits are at best modest according to the Conservation Officer's perspective, particularly as restrictions on the ability of the public to park in the Swan could easily come into force in the future. The Conservation Officer therefore does not feel that the limited (and mostly private) benefits of the proposal outweigh the harm to the designated heritage assets. This will be factored into the planning balance discussed later.

## **7. The Impact on Neighbouring Amenity**

- 7.1. The development is not expected to have a detrimental impact on the neighbouring amenity. The development is not considered to create undue overshadowing, overlooking, or an unaccepted level of noise. This is due to the distance between the development and neighbouring amenity. Letters of objection have noted the disturbance to neighbouring amenity from car head lights using the proposed development. However the neighbouring dwellings are some distance away from the development and car headlights are not permanently on therefore the disturbance will be minimal and variable. The development is not considered to have an

adverse impact on the neighbouring amenity and in that regards the development is in accordance with the SPG 'Quality Design' and CS14 of the Development Plan.

## 8. The Impact on Highway safety;

- 8.1. When the planning permission was granted for the extensions and alterations to the hotel which increased the number of hotel rooms and floor area, the impact on parking provision was considered, and it was concluded that the increase in the number of rooms, and additional floor space would not have a significant impact on highway safety or parking provision, due to the limited increases in floorspace provision. It was noted explicitly in the design and access statement for application 16/2364/FUL that "It is considered that the works proposed as part of this application will not materially affect the number of visitors to the site and as such will not have any effect on the current parking provision on site." As such the overspill car park is an addition to a development that has previously been argued has adequate parking numbers. Contrary to many of the objections raised the LPA has properly assessed previous applications and parking was adequate for what was approved. The recently proposed increase in intensity of use of the approved floorspace is a result of the applicants own, more detailed business plan for the site.
- 8.2. The applicants are now expressing how they have learnt from the example of their facilities at The Great House at Sonning, that they require extra parking. They have expressed how the 46 room hotel and restaurant will now outstrip the 117 parking spaces on site, despite previously explaining that the physical extensions to the building would not materially affect the number of visitors to the site and as such, would not have any impact on the local road network or on the parking provision on the site.. What they neglect to express is that they have introduced a gym with a 550 user membership, coffee shop, coaching in paddle boarding, yoga and open water swimming among other services and uses. An example of how the applicant has chosen to expand the business unsustainably is through the comparison of licensing numbers for the venue. The previous license that the Swan held at the time of application 16/02364/FUL and 17/01562/FUL allowed 160 people seated in a composite use, this has increased to 450 people in the 'Coppa Club Restaurant and Bar', 250 in the events space and 76 in the hotel bar. The increase in numbers of people in the license application shows how the intensification of the use of the site has been promoted by the owners regardless of the limited amount of on-site, (or even on-street) car parking provision. They have now sought to resolve the problem they have created but at the expense of the countryside.
- 8.3. A similar process has occurred at the Great House Sonning which the applicants created unauthorised development in the form of a car park to facilitate extra parking for the hotel and restaurant uses in this area. The applicants have acknowledged how the Great House at Sonning has informed their predicted level of car parking need at The Swan and as previously explained the applicants have chosen to intensify the use of the site creating this problem. This same situation occurred at the Great House Sonning and the inspector noted in appeals (3198114 and 3198115) that ;

*"Inconsiderate and uncontrolled parking has the potential to undermine the character of the surrounding area including the conservation area. But the demand for additional parking is being created by the Hotel exacerbating an existing situation. The car parking will not alleviate the existing parking situation but is responding to the extra demand being created by the Hotel. I recognise the social and economic benefits of business growth but on balance I conclude that the identified harm outweighs the benefits."*

- 8.4. The above description of the situation at The Great House at Sonning aligns very closely with the current situation at The Swan at Streatley, whereby the parking is responding to the extra demand being created by the way that the hotel itself is used. The applicant confirms that

they now conscious that the current redevelopment works will “notably increase parking demand”.

- 8.5. The Council has requested that the applicants produce a formal assessment of the expected impact on the local road network in respect to safety, flows and convenience from successful and unsuccessful attempts to park at the site. The increased intensification beyond that approved in applications 16/02364/FUL and 17/01562/FUL and the increase in vehicle trips to the site from the extra car parking needs to be assessed, however the applicant has responded to the council's requests by saying “the surveys requested are unlikely to notably further understanding, they would though mean considerable expense and delays to the application.”. The applicants are happy to accept that the Great House has helped inform their predicted need for car parking but does not wish to provide traffic surveys to back this claim up. Although the Highways officers have previously given favourable comments, the true intensity of the use of the site has slowly been revealed since their comments have been made.
- 8.6. Despite the agents arguing this proposal and the Great House appeals (3198114 and 3198115) are very different the council does not accept this argument. There are identifiable similarities between the two situations mainly that the applicant has sought to increase the intensification of the use of the site before securing adequate car parking. Then they seek to argue that the extra cars will cause parking chaos and avoiding this issue should overrule all other materials considerations.
- 8.7. The applicants have identified that should this proposal not be approved the displaced cars are likely to park on Streatley High street causing congestion. The applicants have provided an assessment of parking provision on Streatley High Street which states that there are around 10/11 free spaces at their survey times. They argue that this would be clearly insufficient to make up for the shortfall in parking on site arising from the chosen intensification of the use of hotel and restaurant that the applicants have created from such a large bar, hotel, restaurant and gym. A similar argument that a lack of parking would cause on street parking to increase was used in the Great House at Sonning Appeal (3198114 and 3198115) to which the planning inspectorate noted

*“The Appellant argues that the closure of the car park will not reduce the demand for parking created by the Hotel and that customers will park instead on the surroundings streets causing highway safety issues, a harmful impact to the conservation area and increased harm to local residents as noise is displaced towards the centre of Sonning. But this is speculative. There is no quantitative evidence before me as to the likely effect of the closure of the car park on highway issues. The availability of car parking might attract visitors who would otherwise choose an alternative venue.”*

Whilst every proposal must be, and is here assessed on its individual merits, this final comment by the Sonning Inspector does relate equally well to the same applicant's situation at The Swan.

- 8.8. The arguments presented to the LPA do not provide quantitative evidence in a similar manner to the above referenced appeal. When asked to provide traffic surveys to quantify the impact on the highways network in regards failed attempts to park at the site the applicants decline to submit the information, stating that the information would be “unlikely to notably further understanding”. Notwithstanding that response, Officers are of the view that a greater understanding of the impact of additional, permanent, on-site parking, is essential. That information may illustrate the need for different considerations to be applied by the Highway Officers and in the Planning consideration in terms of traffic generation, safety and flow in the area, and specifically related to the activity generated by that provision being made to serve the now intended (and known) combination and intensity of uses.
- 8.9. Given the information surrounding the appeals at the Great House Sonning informs the applicant of their predicted need for parking it also informs the LPA of the inspectors opinions on the similar arguments made. As a result of the predicted intensification of the use created by

choice by the applicant, officers have justifiably sought for the applicant to quantify this increase they are convinced of through traffic surveying as explained above. The applicant has declined to provide these and as such the local authority has a lack of information to judge impacts on the local highways. Additionally in line with the inspectors view in the Great House appeals (3198114 and 3198115) there is insufficient quantitative data that shows that just because the 10 available spaces on Streatley High Street are likely to fill up there is no evidence to say this will lead people to park illegally or unsocially. In conclusion there is insufficient information to come to a firm conclusion of the implications of the application on the local highway network despite requests made for documents. As such there is insufficient information in that respect, to determine the application against CS13 of the West Berkshire Local Plan 2006-2026.

## **9. The Impact on Flooding and Drainage**

- 9.1. The Core strategy describes in CS16 the local development sequential approach in accordance with the NPPF will be strictly applied across the District. Development within areas of flood risk from any source of flooding, including Critical Drainage.
- 9.2. Areas and areas with a history of groundwater or surface water flooding, will only be accepted if it is demonstrated that it is appropriate at that location, and that there are no suitable and available alternative sites at a lower flood risk. When development has to be located in flood risk areas, it should be safe and not increase flood risk elsewhere, reducing the risk where possible and taking into account climate change.
- 9.3. The Environment Agency has objected to the application as the site is located within Flood Zone 3b it would therefore be defined in Table 1 of the PPG and NPPF as Functional Floodplain. Additionally the West Berkshire Borough Strategic Flood Risk Assessment (SFRA) notes that the area of development is where water has to flow or be stored in times of flooding. The additional information noted in the Peter Brett letter dated 15th January does not change this. The Environment Agency considers the proposed development of a car park to be 'Less Vulnerable' in relation to the development types as set out in Table 2 of the PPG. In accordance with Table 3 of the PPG, 'Less Vulnerable' development within Flood Zone 3b should not be permitted. The Environment Agency in consultation with the Local Authority has suggested that the decision remain with the LPA. The Environment Agency has suggested a number of conditions that should be applied should the LPA wish to overrule the Environment Agency's objection.
- 9.4. The LPA's Land Drainage Officer is of the opinion that despite the EA's refusal reason there is no reason to refuse the Application other than the formal EA Policy Objection. This is because in practice the proposals can avoid changing the topography of the site overall and hence not adversely affect flood storage. The development could therefore be approved with planning conditions. The Land Drainage Engineer would therefore be happy to accept this approach.
- 9.5. The Applicant's FRA deals with flood risk to the site (albeit not to the satisfaction of the EA) and it acknowledges that much of the area is vulnerable to being inundated as would be expected for an FZ3b area (FRA paras 3.4.3-3.4.6). However the layout plan and FRA state that there will be no net increase in ground levels (FRA para 5.1.3), thus there will be no overall loss of flood storage. However, design details so far submitted do not fully show that this will be achieved so provision of further information such as site-specific cross sections and cut/fill maps should be conditioned.
- 9.6. The FRA also states that use of the new development (the car park) will be limited to use outside of periods of flood which are advised by the EA, with the car park cleared and gate locked when flood is expected or in progress. Furthermore, the car park is only proposed as an overflow car park for special events at the hotel when hotel usage is expected to be high (FRA para 5.4.2). Although the Land Drainage Engineer was of the view that restrictions to the use of the site could be applied outside of those times whereby high flood risk is to be expected the

case officer is of the opinion that this suggested condition would be overly onerous, difficult to enforce and imprecise.

9.7. In order to protect water quality, porous surfacing is proposed for the car park using 'no fines' gravel and French drains with no outlets (Portus Whitton drawing 1550/A/4/C) to encourage infiltration of surface water run-off into the ground much as that which occurs currently. The suggested conditions by the Land Drainage Engineer would result in a development that is in accordance with CS16 of the West Berkshire Core Strategy (2006-2026).

## **10. Trees and Ecology of the Site;**

10.1. Policy CS17 refers to the need to conserve and enhance biodiversity assets across West Berkshire. The application was submitted with an ecological assessment report, which indicates that the site, would have a negligible impact on the habitats of bats, greater crested newts, otters, and water voles, badgers, breeding birds or other reptiles. The proposal is not considered to be harmful to any habitats or species of principal importance, and accords with policy CS17 subject to conditions.

10.2. The council's ecologist notes that there is a need to condition the 5m works buffer (avoidance of pollution) and the lighting (bats) as per para 4.3.1 and additionally it is necessary to condition the enhancements. These include 2 bat boxes as per 5.2.3 and 2 bird boxes as per 5.2.5 of the submitted ecological assessment report.

10.3. The Tree Officer has noted that the plans provided have identified the trees at the site as indicative circles only, and provided no further supporting information on the trees, therefore the potential impact on trees was determined during the tree officer's site visit.

10.4. The proposed changes within the existing car park area have no direct impact on trees, the area of the proposed new overspill car park contains very little vegetation, although the boundary of the site does contain a number of trees and hedges, which would appear to not be affected by the proposed changes.

10.5. The new surface type is a mix of grass and a graveled access road, which is a significant distance from any trees, the site has been recently landscaped along the riverside boundary and the area adjacent to the existing car park. Whilst the boundary trees are unaffected by the works and there is sufficient space at the site for the storage of materials within the existing parking area, the level of engineering works and movements at the site, adjacent to the trees to be retained, may inadvertently mean some encroachment in the RPA's occurs, which could easily be prevented.

10.6. Therefore, it would be prudent to ensure the trees off the site are provided with a suitable level of protection throughout the works. The details contained within the tree informative, should be sufficient to cover this requirement.

## **11. Archaeology of the Site;**

11.1. The Archaeologist noted that there may be archaeological issues relating to groundworks and requested clarification on the degree of disturbance involved. An Archaeological written scheme of investigation was subsequently submitted alleviating the Archaeologist's concerns and removing the need for any pre commencement conditions. The application is considered to be acceptable in regards to the impact on the archaeology of the site.

## **12. Community Infrastructure Levy.**

12.1. The proposed works are not within a category of development which is liable for CIL payment.

### **13. Other Matters**

- 13.1. Paragraph 54 of the NPPF is clear that Local Planning Authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions. The NPPF goes on to state at paragraph 56 that conditions should only be imposed where they are necessary; relevant to planning and; to the development to be permitted; enforceable; precise and; reasonable in all other respects. It is also clear that whether it is appropriate for the Local Planning Authority to impose a condition on a grant of planning permission will depend on the specifics of the case.
- 13.2. A Management Plan for the car park has been suggested by the applicants but not submitted. Although this document could be conditioned for the effective management of the car park it would not overcome the refusal reason of harm to the AONB. There would still be 87 cars parked damaging the Riparian Nature of the site next to the Thames in AONB. The management of how and when the cars are park is not considered to overcome the harm to the AONB, which is afforded the highest level of protection as per paragraph 172 of the Framework. Additionally there are concerns that such a condition would not meet all the tests set out in paragraph 56 as discussed above.
- 13.3. Planning conditions cannot be used to restrict parking or allow parking only by a certain group. Advice is given with the National Planning Practice Guidance that permission runs with the land and it is rarely appropriate to provide otherwise. Additionally the PPG goes onto state that *“a condition limiting the benefit of the permission to a company is inappropriate because it shares can be transferred to other persons without affective the legal personality of the company”*.
- 13.4. In light of this the LPA cannot stipulate that the parking be retained for public benefit. The application is not personal to the applicants who currently allow the public to utilise parking at The Swan. However this could be sold, or another operator brought in who could change this arrangement as per the example given in the PPG. Given the existing parking is dedicated to the hotel and outside of the red line it cannot be restricted or stipulated that it is retained for public benefit. Given this issue the public benefits of the application as expressed by the letters of support cannot be guaranteed through planning conditions.
- 13.5. It should also be noted in response to the Parish Council’s comments that restrictions to the use of the land or any further development would not meet the six tests of the planning practice guidance. The land could, if permission is granted, be considered as previously development land in the future therefore reducing the LPA’s ability to resist future development.
- 13.6. It is therefore considered that the refusal reasons in regard to the impact on the AONB and the setting of the listed building and conservation area cannot be overcome by conditions.

### **14. The Planning Balance and Assessment of Sustainable Development**

- 14.1. The NPPF states there is a presumption in favour of sustainable development, which paragraph 197 advises should be applied in assessing and determining development proposals. The NPPF identifies three dimensions to sustainable development: economic, social and environmental.
- 14.2. Being a proposed overspill car park for a business, the scheme has economic considerations in conjunction with the short term benefit of construction and long term benefit to the community, however as discussed in the report above the identified benefit to the community in terms of providing additional parking isn’t be guaranteed or secured. The Environmental considerations have been assessed in terms of design, amenity and impact on the historic character of the area and the AONB. The social considerations overlap those of the environmental in terms of amenity.

14.3. As discussed within this report above there is clear harm to the riparian water meadow nature of the site. The consultees such as the North Wessex Downs AONB officer are concerned in regards to the harm to the AONB that this development will bring. The applicants have argued that the development will support the business at its peak times however these would coincide with the peak times of use of the Thames Path. Additionally the harm to the AONB would be constant. The applicants have expressed how there is public benefit to this application given that The Swan allows members of the public to park free of charge and without approval this benefit would be withdrawn. The development is not considered to conserve or enhance the AONB as required by both local and national policy. The public benefit is at best modest and without guarantee. As a result of this the benefit does not outweigh the permanent and tangible harm to this important part of the AONB. The Conservation Officer has noted that the development would have an adverse and urbanising impact on the setting of the Conservation area which the Village Design Statement and Conservation Area actively seek to preserve. The proposed development is within a flood plain but although the Environment Agency have concern the Lead Local Flood Authority is content that the development could be controlled in such a way as to not compromise the flood plain. The site can be conditioned to protect the ecology of the site and the trees but by doing this the landscaping compromises the nature and character of the riparian site with little securable public benefit.

14.4. The physical extensions to the hotel have already been approved with regard to a level of activity envisaged at the site and this is unaffected by the desire for overflow parking. The applicant contends that if the parking is not approved customers are likely to park on the street. With regard to relevant considerations relating to this specific application, although judged on its own merits, reference is made here to the appeal decisions attached (which relate to another of the applicant's hotels), and specifically paragraphs 16 and 17 of that Inspector's decision. The applicant has also noted that they would likely restrict the existing car park to customers of the hotel if this application is not approved. This is for the applicant to decide but displays how the public benefit claimed for this application is easily withdrawn and difficult to secure long term. This report shows how the need for car parking at the site has resulted from the applicants desire to intensify the use of the existing hotel permission beyond its parking provision capabilities. The proposal then argues that without this extra parking, congestion and parking chaos will result in the immediate vicinity. The level of parking spaces on Streatley High Street has been assessed at around 10/11 spaces. Once these have filled up there is no evidence customers will park illegally or unsocially. Given the location the opportunities to do so are minimal as well. As with the very similar appeal at the Great House in Sonning the applicant argues the harm found to the AONB and Conservation area should be outweighed by the very problem it has created itself by targeting unsustainable growth in terms of a mismatch between hotel/restaurant capacity and parking provision.

14.5. Although West Berkshire Policies support business growth it must be sustainable and balanced against the protection of the AONB and West Berkshires Conservation Areas. It would appear that the hotel intends to grow unsustainably without the necessary parking in place and its overspill parking solution, to enable this growth, would have a demonstrable negative impact on the AONB and Conservation area making it unsustainable.

14.6. In the planning balance the case officer notes the NPPF gives great weight to the conservation and enhancement of the AONB. The case officer can give only limited weight to the public benefit expressed by supporters and the applicant as this provision is uncertain in the long term. The case officer gives weight to the intended business growth, assisted by this development, and also gives weight to the need to protect the AONB, the landscape and conservation matters.

14.7. Therefore in weighing the two issues of harm to the AONB and Setting of the Conservation area against the limited public benefit and business growth benefit, it is considered that the harm to the AONB and setting of the Conservation area outweigh the benefits of the application in the planning balance. The application is therefore recommended for REFUSAL on those grounds, and also with regard to uncertainty arising from the lack of an opportunity to fully assess the



highway impacts because of the lack of information provided to allow that up to date assessment.

14.8. In light of the above and in consideration the proposed development is found to note be in accordance with of The National Planning Policy Framework (2019) and Policies ADPP1, ADPP5, CS13, CS14, and CS19 of the West Berkshire Local Plan Core Strategy (2006-2026) 2012 Policies RL5A of the West Berkshire District Local Plan 1991-2006 (Saved Polices 2007). Additionally the Streatley Conservation Area Appraisal, Streatley Village Design statement and the AONB NWD Management Plan.

**The Head of Development and Planning be authorised to REFUSE Planning Permission for the following reasons:**

### **Impact on the North Wessex Downs Area of Outstanding Natural Beauty**

In accordance with Paragraph 172 of the National Planning Policy Framework Great weight should be given to conserving and enhancing the landscape and scenic beauty in Areas of Outstanding Natural Beauty, which are afforded the highest status of protection. This objective is supported by the Core Strategy where Policies ADPP5, CS14 and CS19 similarly seek to ensure that appropriate and sustainable development conserves and enhances the special landscape qualities of the area. The application site is sensitively located and visible from a number of public vantage points to include prominent views from the Thames National Trail and other public rights of way (Streatley Byway 12/1, Footpath 5/1 and 5/3 and Streatley Footpath 25/3), the river Thames itself which is a well navigated river, its lock and wiers and Streatley and Goring Bridge. The water meadow and its riparian character is important to the setting of this part of Streatley. The loss of this field to a car park, thus allowing for up to 87 cars to be parked will have an urbanising and significantly detrimental impact on the setting and rural character of the area. Furthermore the need for external lighting, while kept to a minimum, will have an adverse impact on the dark night skies. While mitigation measures are proposed these itself would result in a reduction of inter-visibility between Thames Path users and the AONB and change the landscape character of this area.

The benefits of the proposal do not outweigh the harm to the landscape character of the area and the detrimental visual impact of the development. The proposal is therefore contrary to the NPPF, specifically para 8, 127, 170 and 172. It is also contrary to local plan policies ADPP5, CS14, and CS19 of the West Berkshire Core Strategy (2006-2026) and policy RL.5A of the West Berkshire Local Plan 1991-2006 (Saved policies 2007). Additionally the development is contrary to the objectives/policies of the AONB NWD Management Plan and the Streatley Village Design Statement (adopted 2006) which specifically recognises the meadows as a key feature appreciated by both local residents and the many visitors who make frequent use of the Thames Path.”

### **Conservation Area and Setting of the Listed Building Refusal Reason**

The Conservation Area’s significance is derived from the interaction or interrelationship between the river, the surrounding open countryside, the linear pattern historic development, and the open spaces and vegetation within the Conservation Area. There are frequent views throughout the Conservation Area into the surrounding countryside. This constant visual link with the countryside makes a significant contribution to, and is an important component of the character and appearance of the Conservation Area. Whilst some of these views are limited to narrow glimpses, they are nevertheless part of the cumulative appreciation of the way in which the village has developed and how it remains linked to its countryside hinterland. Indeed, the village’s character owes much to the mix of buildings and open spaces, and the soft boundary between the village and its rural surroundings. When the area is filled with cars the overriding visual impact would be from cars.

The proposed overspill parking area would still be visible from the vicinity of Goring Lock to the east. Although the planting might eventually screen the views of the proposed car park, the planting will also block views of the meadow and its role in the setting for the Conservation Area.

The proposed development would have a harmful urbanising impact on the character of the site, both from the visual impact of the cars, as well as the noise and light associated with the cars. The benefits of the application do not outweigh the harmful impact the proposed development would have. The proposal therefore conflicts with the statutory requirements of the Planning (Listed Buildings and conservation Areas) Act 1990, the NPPF, para 189, 190, 194 - 196 and Policy CS19 of the West Berkshire Core Strategy (2006-2026), which seeks to protect the setting of heritage assets.

### **Lack of Information on Traffic and Highway Implications**

The Council has requested that the applicants produce a formal assessment of the expected impact on the local road network in respect to safety, flows and convenience from successful and unsuccessful attempts to park at the site. The increased intensification of use beyond that revealed in the extension applications 16/02364/FUL and 17/01562/FUL, and the increase in vehicle trips to the site and the extra car parking, should be assessed. The applicants have however responded to the Council's requests by saying "the surveys requested are unlikely to notably further understanding", and have declined the opportunity to provide that additional and up to date information for due consideration.

There is therefore insufficient information to fully assess the implications of the application on the local highway network despite requests made for documents. As such there is insufficient information to satisfactorily determine the application against CS13 of the West Berkshire Local Plan 2006-2026 and the National Planning Policy Framework (2019).

**The Great House appeals (3198114 and 3198115)**



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## **Appeal Decisions**

1. Site visit made on 13 February 2019 by **Sandra Prail MBA, LLB (Hons), Solicitor (non-practising)**

**an Inspector appointed by the Secretary of State**

**Decision date: 04 March 2019**

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2. **Appeal A Ref : APP/Q3115/C/18/3198114**

**Land at Frizers Farm, Sonning Eye, Reading, Oxfordshire, RG4 6TN.**

- The appeal is made under section 174 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991.
- The appeal is made by The Great House at Sonning Ltd against an enforcement notice issued by South Oxfordshire District Council.
- The notice was issued on 1 February 2018.
- The breach of planning control as alleged in the notice is without planning permission, the construction of a car park comprising an area of hard surfacing, an earth bund, bollard lighting and a customer waiting shelter.
- The requirements of the notice are to (i) dig up and/or otherwise remove from the land all the features described in paragraph 3 of the notice above, including all materials arising therefrom, (ii) reseed with grass the areas affected by the works described in (i) above.
- The period for compliance with the requirements is three months.
- The appeal is proceeding on the grounds set out in section 174(2) (a), (c), (f) and (g) of the Town and Country Planning Act 1990 as amended.

3. **Summary of Decision: the appeal is dismissed and the enforcement notice is upheld with variation**  
**Appeal B Ref : APP/Q3115/C/18/3198115**
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**Land at Frizers Farm, Sonning Eye, Reading, Oxfordshire, RG4 6TN.**

- The appeal is made under section 174 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991.
- The appeal is made by The Great House at Sonning Ltd against an enforcement notice issued by South Oxfordshire District Council.
- The notice was issued on 1 February 2018.
- The breach of planning control as alleged in the notice is without planning permission, the material change of use of the land from agriculture to use as a car park.
- The requirements of the notice are to stop using the land as a car park.
- The period for compliance with the requirements is two months.
- The appeal is proceeding on the grounds set out in section 174(2) (a) and (g) of the Town and Country Planning Act 1990 as amended.

#### 4. **Summary of Decision: the appeal is dismissed and the enforcement notice is upheld**

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### **Appeal A**

#### 5. **Ground (c ) appeal**

1. This ground of appeal is that there has not been a breach of planning control. A breach of planning control is development without the required planning

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permission. Development is defined in section 55 of the 1990 Act to include a building, engineering, mining or other operation in, on, over or under land. Planning permission is granted for certain permitted development by virtue of the Town and Country Planning (General Permitted Development)(England) Order 2015 (as amended) (the GPDO).

2. The Appellant argues that, with the exception of the installation of the bollard lights and shelter, enforcement action cannot be taken because the works have been carried out by virtue of agricultural permitted development rights.
3. Agricultural permitted development rights are set out in Schedule 2 Part 6 Class A of the GPDO subject to certain specified conditions and limitations. Class A Part 6 applies to the carrying out on agricultural land comprised in an agricultural unit of 5 hectares or more in area of works for the erection, extension or alteration of a building or any excavation of engineering operations which are reasonably necessary for the purposes of agriculture within that unit.
4. The evidence before me is that the hard surfacing the subject of the notice has been laid for the purposes of providing a car park. There is no evidence that the hard surfacing is reasonably necessary for the purposes of agriculture. The hard surfacing does not therefore benefit from agricultural permitted development rights and requires planning permission.
5. The Appellant argues that the earth bund does not comprise development and is merely a pile of earth.
6. The earth bund forms one side of the car park and separates the car park from the agricultural yard and barns. It is significant in size and has a degree of permanence. It is more than de minimis in scale. I consider that it is reasonable on the facts of this case to consider the construction of the earth bund to comprise development being a building, engineering or other operation for the purposes of section 55 of the 1990 Act as amended. It does not enclose the car park and therefore cannot benefit from permitted development rights which apply to a means of enclosure.
7. I conclude as a matter of fact and degree that the earth bund comprises development and requires planning permission.
8. For the reasons given above I conclude that the ground (c) appeal does not succeed.

## **Ground (a) appeal and deemed planning application**

### **6. Main Issues**

9. The main issues in the determination of this appeal are the effect of the development on (i) the character and appearance of the area (ii) agricultural diversification.

### **7. Character and appearance**

10. The development plan (including the South Oxfordshire Core Strategy and the South Oxfordshire Local Plan) mirrors the National Planning Policy Framework (the Framework) in emphasising the importance of development that respects its setting. Policy C4 of the Local Plan states that development which would damage attractive landscape settings will not be permitted. The development plan reflects the legislative duty that special regard must be paid to the desirability of preserving or enhancing the character or appearance of a conservation area and the importance of the setting of listed buildings. Policy CON7 states that proposals for development outside a conservation area which would have a harmful effect on the conservation area will not be permitted. Policy CON5 states that development which would adversely affect the setting of a listed building will be refused. Policy CSEN3 provides that heritage assets and their settings should be conserved and enhanced.
11. The appeal site sits within the settlement of Sonning Eye and is adjacent and opposite the Sonning Eye Conservation Area which covers much of the wider village setting. A grade two listed building, Frizers Farm Barn, is located opposite the access to the car park. The site is bounded to the southeast by residential development, to the northeast by agricultural land and to the northwest by agricultural hardstanding and barns. It is accessed from the B478 from an existing junction to the farmyard. The site is some 500m from the Great House Hotel (the Hotel) which lies across the River Thames and is within the boundaries of the neighbouring Wokingham Borough Council.
12. The notice the subject of Appeal A concerns an area of hard surfacing, an earth bund, bollard lighting and a customer waiting shelter. Although the shelter was not in place at the time of my site visit I must consider the development at the time of the issue of the notice.
13. The site sits between the settlement edge of Sonning and the agricultural buildings of Frizers Farm. Whilst I acknowledge that the site is screened behind existing trees and vegetation it is visible from public viewpoints. I agree with the landscape and visual impact assessment presented by the Appellant that the significance of the development is highly localised confined to the immediate context of the site but I consider that the localised impact creates harm to the character and appearance of the area. It fails to conserve or enhance the setting of the Conservation Area. It introduces an urban, commercial element which is alien to its setting. The bollard lighting and waiting shelter in particular are features which are not in keeping with or characteristic of the surrounding area. They represent incongruous features which are not characteristic of the wider conservation area or the agricultural surroundings.
14. I have considered the effect of the development on the listed building nearby. The car park is not in sufficiently close proximity to affect its setting.
15. As a matter of fact and degree I conclude that the development causes harm to the character and appearance of the surrounding area and fails to conserve or enhance the setting of the conservation area. It does not accord with relevant policies in the development plan, including policy CON7 and CSEN3 of the Local Plan.
16. I have weighed this harm against the benefits of the development and other material planning considerations. There is no doubt that there is a lack of onsite parking for the continued expansion of business at The Hotel and that onstreet parking is not widely available. Inconsiderate and uncontrolled parking has the potential to undermine the character of the surrounding area including the conservation area. But the demand for additional parking is being created by the Hotel exacerbating an existing

situation. The car parking will not alleviate the existing parking situation but is responding to the extra demand

being created by the Hotel. I recognise the social and economic benefits of business growth but on balance I conclude that the identified harm outweighs the benefits.

17. The Appellant argues that the closure of the car park will not reduce the demand for parking created by the Hotel and that customers will park instead on the surrounding streets causing highway safety issues, a harmful impact to the conservation area and increased harm to local residents as noise is displaced towards the centre of Sonning. But this is speculative. There is no quantitative evidence before me as to the likely effect of the closure of the car park on highway issues. The availability of car parking might attract visitors who would otherwise choose an alternative venue.
18. The Appellant also argues that permitted development rights would allow the continued use of the car park for not more than 28 days in total in any calendar year. But I am not persuaded on the evidence before me that this is likely to be implemented as it would not meet customer needs. This reduces the weight I attach to it as a fall-back position.
19. I have considered whether conditions could overcome the identified harm. I have taken into account the Planning Practice Guidance. The Appellant proposes landscaping and hours of operation conditions or a temporary time limited consent. I do not consider that such conditions would overcome the identified harm.

## **8. Agricultural diversification**

20. Policy A3 of the Local Plan provides that proposals to diversify the agricultural industry will be permitted provided certain specified criteria are met. These criteria include that there are no overriding amenity, environmental or highway objections.
21. In this case I have found harm to the character and appearance of the area and therefore the criteria in policy A3 are not met on the facts.
22. The benefits in favour of the development do not outweigh the identified harm. There is no compelling justification before me as to why the policy should be set aside in this case. To do so without adequate justification would undermine the Council's objectives of ensuring that agricultural diversification is warranted.
23. I conclude that the development fails to accord with policy A3 of the Local Plan and material planning considerations do not indicate that the development should be permitted contrary to the development plan.

### **Conclusion**

24. For the reasons given above I conclude that the ground (a) appeal should not succeed and planning permission should not be granted on the deemed planning application for the development already carried out.

## **9. Ground (f) appeal**

25. This ground of appeal is whether having regard to the purpose for which the notice was issued, the steps exceed what is necessary to meet that purpose.
26. There are two purposes which the requirements of an enforcement notice can seek to achieve. The first is to remedy any breach of planning control that has occurred. The second is to remedy any injury to amenity which has been caused by the breach.

27. The Appellant argues that the steps required are excessive and go beyond what is required to remedy the breach of planning control. The Appellant argues that the majority of the development could have been undertaken as agricultural permitted development and that therefore it is reasonable to retain most of the stone on site for agricultural purposes either as a hardstanding in its current position or for use elsewhere on the farm. A lesser step is proposed of reducing the site's size at the north eastern end restoring to grass only that area within 25 metres of the road. The Appellant also argues that the seeding of grass will have no material impact on the reasons given for issue of the notice.
28. In this case the notice provides for removal of the unauthorised development and reseeded. Its purpose is to remedy the breach and restore the land to its condition before the breach took place. The photographic evidence before me is that the site was grass prior to the breach. No lesser steps would satisfy the purpose of the notice.
29. But an enforcement notice should not be punitive and therefore I have considered whether the lesser steps proposed by the Appellant would remedy the injury to amenity caused by the breach. I conclude that they would not.  
They would not remove the injury caused by bollard lighting or the shelter. There is no evidence before me that hardstanding is reasonably necessary for the purposes of agriculture and therefore I cannot be satisfied that the fall back position is likely to be implemented and therefore this limits the weight that I have attached to it. I consider that reseeded would return the land to its condition before the breach took place and remedy the injury to amenity.
30. I consider that the requirements of the notice are not excessive and the ground (f) appeal does not succeed.

#### **10. Ground (g) appeal**

31. This ground of appeal is that the period for compliance with the notice is unreasonably short.
32. The notice has a compliance period of three months. The Appellant argues that it would be more appropriate to wait for the optimum grass planting season (early Autumn).
33. The first requirement of the notice is not seasonally dependent. I consider three months to be a reasonable period in which to remove the operational development and there is nothing before me to suggest that this is not achievable.
34. I agree that the requirement to re-seed should reflect the planting season. I consider that varying the notice will not cause injustice to either party and I shall amend the compliance period to 6 months to align with the optimum time for reseeded. To this limited extent the ground (g) appeal succeeds.

### **Appeal B**

#### **Ground (a) appeal and deemed planning application**

#### **11. Main Issues**

35. The main issues in the determination of this appeal are the effect of the development on (i) highway safety, (ii) the living conditions of occupiers of nearby residential properties with particular regard to noise and disturbance, (iii) the character and appearance of the area and (iv) agricultural diversification.

## 12. Highway safety

36. The development plan mirrors the Framework in emphasising the need to maintain highway safety. Policy T1 of the Local Plan requires development where appropriate to meet specified criteria including providing safe and convenient routes for pedestrians.
37. The route between the car park and the Hotel is along the B378. This route has no street lighting and a 30 mph speed limit. A section of the route has no footpath. The road is busy and includes a bridge and sharp bend.
38. On site car parking at the Hotel is insufficient to meet business needs. The Appellant uses the unauthorised site as an overflow car park and operates a mini-bus service to transport customers between the car park and the Hotel. The mini-bus service operates every 15 minutes Wednesday to Sunday primarily when the Hotel is hosting events such as weddings. The Appellant continues to investigate other parking solutions and considers the development a temporary solution pending a permanent scheme but nevertheless argues that the service provides safe and convenient access between the car park and the hotel.
39. But I have no reason to doubt the representations from local people and the Parish Council who describe customers regularly walking in the carriageway between the car park and the Hotel. The mini-bus service cannot be enforced and there is a real likelihood of customers making the journey by foot. I agree with the Local Highway Authority that the route is unsuitable for pedestrians and comprises a risk to highway safety not only for the pedestrians but for other highway users in the vicinity. Pedestrian facilities are below current design standards in terms of width and a section of the route has no footway. The route is unlit and the inadequate footway along a busy road encourages walking in the carriageway. The car park has space for approximately 60 cars and therefore the potential for a significant volume of pedestrian activity. The route is particularly unsafe for people with mobility difficulties or with pushchairs and the risk is exacerbated by the fact that use will potentially be during hours of darkness and following the consumption of alcohol. I acknowledge that there is no evidence of accidents before me but this is not a positive argument in favour of the development and local people describe incidents where people have been hit by wing mirrors of passing cars.
40. I find the development to be contrary to policy T1 of the development plan and the Framework. It causes harm to highway safety.
41. I have taken into account the benefits of the scheme including the economic benefits and the potential for further on street parking but these factors do not outweigh my concerns.
42. I have considered whether conditions could overcome the identified harm. I have taken into account the Planning Practice Guidance and the conditions proposed by the parties in the event that the appeal is allowed. I do not consider that planning conditions could overcome the identified harm. Whilst I note that the Appellant is actively pursuing an alternative permanent solution there is no agreed scheme in place and I cannot be certain that one will be available. Planning permission should not be granted.
43. The Appellant has advised that agreement for a footpath on neighbouring land has been secured. But there is limited detail before me. I cannot be certain on the limited information before me that such a scheme would overcome the harm to highway safety. Without more certainty as to the proposed scheme it would not be reasonable to rely upon conditional planning permission to remedy the identified harm.

## 13. Living conditions

44. Policy EP2 of the Local Plan provides that development which would by reason of noise or vibrations have an adverse effect on existing or proposed occupiers will not be permitted unless effective mitigation measures will be implemented.



45. The site is located opposite and adjacent to residential dwellings. The Appellant says that there have been no complaints lodged with the Hotel during the 18 months that the car park has been in operation but there are objections before me in this appeal. Whilst I recognise that local residents can expect more noise and disturbance than would be appropriate in a wholly residential area and that there is another hotel restaurant nearby local residents express concern about noise from cars and people using the car park and the closure of the metal gates which affects the quiet enjoyment of their properties. Whilst I note that the Appellant asks its customers to leave quietly this is not a matter within its control and this disturbance often occurs late at night when it has most adverse impact on the living conditions of residential neighbours.
46. I conclude that the development causes undue harm to the living conditions of occupiers of nearby residential properties with regard to noise and disturbance contrary to policy EP2 of the Local Plan.
47. I have considered whether conditions could overcome this harm but I do not consider any would do so.

#### **14. Character and appearance**

48. The use of the site as a car park for as many as 60 cars changes the character of the land. Such a large scale expanse of vehicles is not in keeping with the character and appearance of the area. It is alien to its surroundings and causes harm to the adjoining conservation area.
49. I have considered the effect of the development on the listed building nearby. I agree with the parties that it does not as a matter of fact and degree affect its setting.
50. As a matter of fact and degree I conclude that the development causes harm to the character and appearance of the surrounding area. It does not accord with relevant policies in the development plan.
51. I have considered whether conditions could overcome the identified harm. I have taken into account the Planning Practice Guidance. The Appellant proposes landscaping and hours of operation conditions or a temporary time limited consent but I do not consider this would remedy the identified harm including the serious risk to highway safety.

#### **15. Agricultural diversification**

52. Policy A3 of the Local Plan provides that proposals to diversify the agricultural industry will be permitted provided certain specified criteria are met. These criteria include that there are no overriding amenity, environmental or highway objection.
53. In this case I have found harm to the living conditions of local people by reason of noise and disturbance, highway safety and the character and appearance of the area and therefore the criteria in policy A3 are not met on the facts.
54. There is no justification before me as to why the policy should be set aside in this case. To do so without adequate justification would undermine the Council's objectives of ensuring that agricultural diversification is warranted.
55. I conclude that the development fails to accord with policy A3 of the Local plan and there are no material planning considerations that indicate that the development should be permitted contrary to the development plan.
56. I have considered whether there are material considerations that indicate that permission should be granted. The Framework objective of building a strong competitive economy attracts considerable weight and I have taken into account the Appellant's arguments that the car park is necessary to support business expansion. But this development is not sensitive to its surroundings and does not have an acceptable impact on local roads. There is no doubt that there is a lack of onsite parking for the continued

expansion of business at The Hotel and that onstreet parking is not widely available. The car parking will not alleviate the existing parking situation but is responding to the extra demand being created by the Hotel. I recognise the social and economic benefits of business growth but on balance I conclude that the identified harm outweighs the benefits.

57. For the reasons given above I conclude that the ground (a) appeal should not succeed and planning permission should not be granted on the deemed planning application for the development already carried out.

**16. Ground (g) appeal**

58. This ground of appeal is that the period for compliance with the notice is unreasonably short.

59. The notice has a compliance period of two months. The Appellant argues that this is too short as it does not provide sufficient time to secure alternative parking arrangements and the loss of parking will severely damage the business. A period of 12 months is proposed.

60. I have balanced competing interests. The private interest of the Appellant in running a successful business and the public interest in not allowing the identified harm to continue for longer than is necessary. There is no argument before me that the Hotel is unviable without the off site car parking provision. Whilst business growth is a material consideration it does not outweigh the identified harm, in particular the serious risk to highway safety. On balance I find that a two month compliance period strikes an appropriate balance.

61. For the reasons given above the ground (g) appeal fails.

**Formal Decisions**

**17. Appeal A**

62. It is directed that the enforcement notice be varied by substituting the following for the time for compliance in paragraph 6 of the notice ' Step (i) three months; step (ii) six months after this notice takes effect'. Subject to this variation the appeal is dismissed and the enforcement notice is upheld and planning permission is refused on the application deemed to have been made under section 177(5) of the 1990 Act as amended.

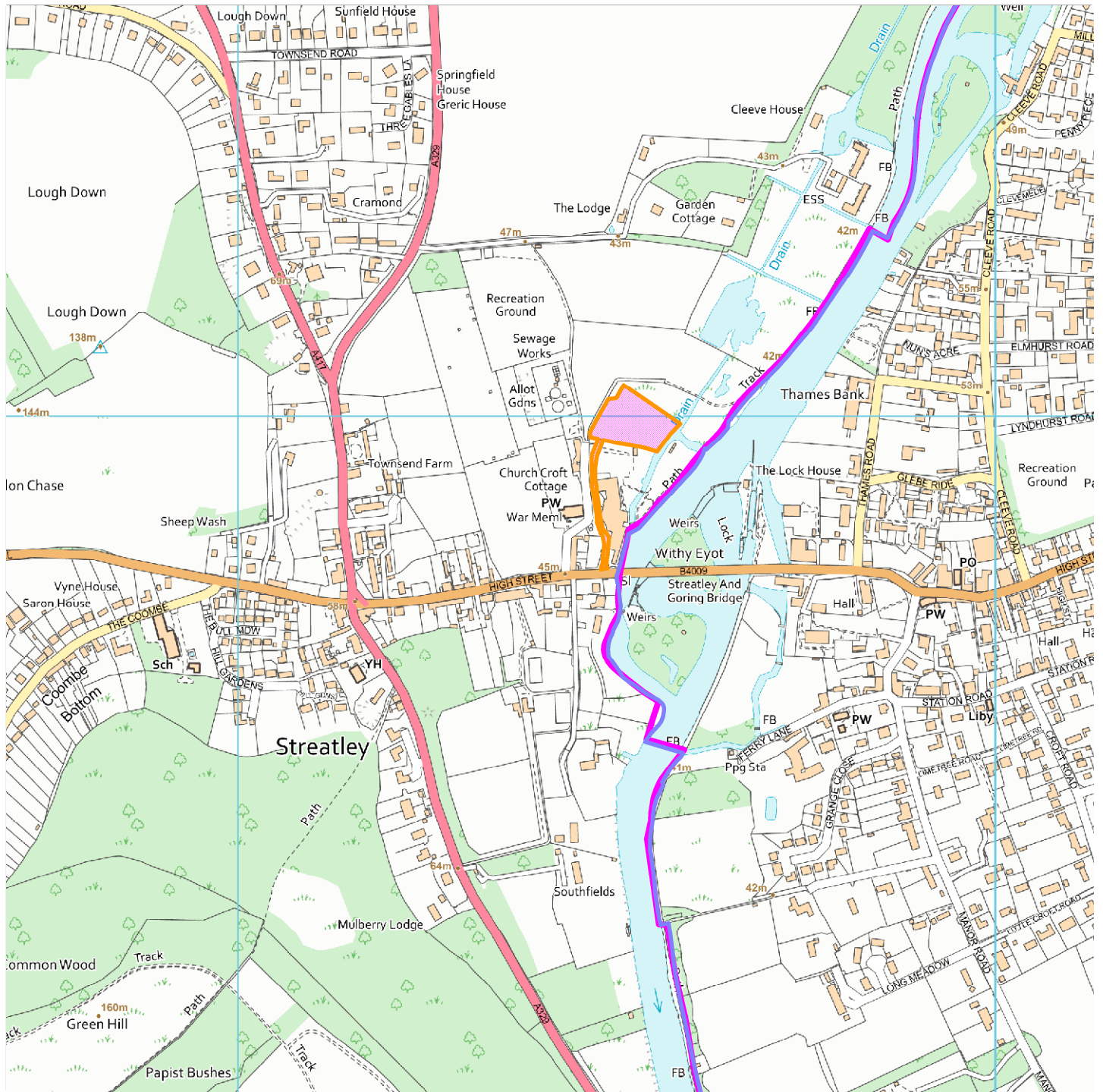
**18. Appeal B**

63. The appeal is dismissed and the enforcement notice is upheld and planning permission is refused on the application deemed to have been made under section 177(5) of the 1990 Act as amended.

*S.Prair*

**19. Inspector**

The Swan at Streatley Hight Street Streatley RG8 9HR



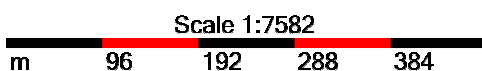
Map Centre Coordinates :

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<b>Organisation</b>	West Berkshire Council
<b>Department</b>	
<b>Comments</b>	Not Set
<b>Date</b>	13 June 2019
<b>SLA Number</b>	0100024151



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# Agenda Item 4.(2)

Item No	Application No. and Parish	8/13 week date	Proposal, Location and Applicant
(2)	18/03400/FULD	22/03/2019 (Extension of time agreed until 03/07/2019)	Demolition of existing barn and replace with new 4-bed dwelling with 2 cart sheds, alterations to existing access detail on land adjacent to Saffron House Saffron House, Stanford Dingley, Reading, Berkshire, RG7 6LS Day Tanner Limited

To view the plans and drawings relating to this application click the following link:

<http://planning.westberks.gov.uk/rpp/index.asp?caseref=18/03400/FULD>

**Recommendation Summary:**      **The Head of Development and Planning be authorise to APPROVE planning permission**

**Ward Member:**                      Cllr Graham Pask

**Reason for Committee Determination:**      Over 10 representations objecting to the proposal scheme from members of the public with officer recommendation for approval

**Committee Site Visits:**              29.05.2019 and 19.06.2019

## Contact Officer Details

**Name:**                                  Sarah Melton  
**Job Title:**                              Senior Planning Officer  
**Tel No:**                                  (01635) 519111  
**E-mail Address:**                      Sarah.Melton1@westberks.gov.uk

## 1. Site History

Extension for study

Ref. No: 75/03922/ADD | Status: Approved

Conservatory

Ref. No: 83/20480/ADD | Status: Approved

Demolition of existing barn and construction of a dwelling.

Ref. No: 16/02441/FULD | Status: Withdrawn

Demolition of barn and construction of new dwelling

Ref. No: 17/01051/FULD | Status: Approved

Multi Stemmed Conifer - Remove

Ref. No: 18/01082/TPC | Status: No Objection

T1 Willow - pollard remaining stem of collapsed willow T2 Willow - remove se  
pollarded willow T3 Conifer - remove conifer adjacent to riverbank T4 Maple -  
remove declining/dying maple T5 Willow - re-pollard small willow by road  
bridge - one stem lost in recent storms

Ref. No: 19/00725/TPC | Status: Pending Consideration

## 2. Consultations

### Parish Council

Objects based on the overall design of the proposed development.

### Highways

No objections subject to planning conditions.

### Drainage

No objections subject to planning conditions.

### Thames Water Utilities

No comments received with 21 day consultation period

### Ecology

No objections subject to planning conditions.

### Natural England

No comments to make.

### North Wessex Downs AONB

No comments received.

### Environment Agency

Do not wish to be consulted.

<b>Ramblers Society</b>	No objections in principle.
<b>Public Rights of Way Officer</b>	No comments received.
<b>Conservation Officer</b>	No objections due to extant consent 17/01051/FULD.  Repeat conditions appropriately from application 17/01051/FULD.
<b>Environmental Health</b>	No objections. Recommend conditions.

### **3. Publicity of Application and Representations**

3.1 The application was advertised by means of a site notice posted on the side of the barn, next to the village notice board on 28/01/2019, expiring on 18/02/2019. There have been 13 letters of representations received objecting to the application. The representations are summarised:

- Application does not conserve or enhance the character of the village
- Inferior to the previously approved scheme
- Road side elevation is inappropriate
- The design has a variety of 15 modern windows
- Modern design will not fit in with the village
- Outbuildings resemble new dwellings
- Contrary to Parish Design Plan
- Barn is integral to historic nature of village
- The proposed design is much larger than approved scheme
- Design should be of a reduced footprint
- Will be a single dominant shape in the centre of the village
- Design is too large, particularly height
- Garden size reduced compared to previous scheme
- Overlooking of neighbouring property
- Repair and refurbishment is an option for the barn
- Do not need a new 5 bedroom dwelling, which will not be affordable for younger people
- Agree with comments from Stafford Dingley Parish Council
- Fenestration not compatible with street scene

- New design is too urban
- No Heritage Assessment
- Object to the number of windows

## 4. Policy Considerations

4.1 The policies relevant to this application are:

The National Planning Policy Framework 2019;

Policies ADPP1, ADPP5, CS1, CS4, CS5, CS13, CS14, CS15, CS16, CS17, CS18 and CS19 of the West Berkshire Local Plan Core Strategy (2006-2026) 2012.

Policies C1, C3, C4 and P1 of West Berkshire Council's Housing Site Allocation DPD (2017).

Policies OVS.5 and TRANS.1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

Additional guidance on design is supplied in:

West Berkshire Supplementary Planning Document Series: Quality Design (SPDQD), (June 2006)

West Berkshire Supplementary Planning Document: Quality Design: Quality Design: Part 1 Achieving Quality Design

West Berkshire Supplementary Planning Document: Quality Design: Part 2 Residential Development

West Berkshire Supplementary Planning Guidance: Planning Obligation

West Berkshire Supplementary Planning Document: Community Infrastructure Levy: Charging Schedule

Stanford Dingley Parish Design Statement 2010

## 5. Description of Development

5.1 The application seeks planning consent for the demolition of the existing barn and the construction of a new four bedroom dwelling, a single cart shed (cart shed B) for the new dwelling and a double cart shed (cart shed A) for the existing dwelling (Saffron House), along with an new vehicular access.



- 5.2 The site is within a highly prominent location within Stanford Dingley, located along on the very edge of Cock Lane. The existing building sits on the T-junction in the centre of Stanford Dingley at Cock Lane and Bucklebury Road.
- 5.3 Due to the location of the existing building within Stanford Dingley and the size of the existing barn and proposed dwelling, it is an important site within the local area. The site is dominant in views from Cock Lane to the north and south, from Bucklebury Road to the west and public right of way STAN/21/1 to the east.
- 5.4 The surrounding buildings are of a mixed style, design and size. Tudor Cottage, directly adjacent the site (to the west) is large three storey pitched roof dwelling, with traditional leaded windows and a mixed façade of red brick and white cladding with timber beams. The dwelling is set back from Cock Lane, the small ancillary, single storey, pitched roof, red brick out building is sat directly opposite the proposal site.
- 5.5 Along Cock Lane, to the south of the site is a large two storey dwelling set approximately 3.8m back from the edge of the highway. The dwelling is known as Bradfield Farm, it consists of 13 large framed windows fronting Cock Lane. The boundary of Bradfield Farm along Cock Lane is a low level white wall with a concrete path to the dwelling which is lined by minimal hedging, behind the wall is white gravel. The side elevation of Bradfield Farm facing the south elevation of the proposal scheme is a flank wall.
- 5.6 The host dwelling, Saffron House is located to the north of the proposed dwelling, set far back into the site. Saffron House is of a traditional design, constructed of red brick which is used to provide detailing around the windows. The dwelling is of two storeys with a full pitched roof and built in pitched dormers. The host dwelling benefits from a substantial sized plot, of which is it located in the middle of. As part of the proposed scheme a relatively low percentage of the plot will become the residential curtilage of the new dwelling.

- 5.7 There is an existing wooden telephone post to the front of the existing barn along Cock Lane. As part of the proposed scheme the wires will be relocated underground in the existing location.
- 5.8 The existing structure on the site is a disused barn. A structural survey report has been submitted as part of this planning application which concludes that the barn is not structurally sound. The barn consists of horizontal timber cladding, two small white timber framed windows to the south, a village notice board, a small double vertical timber door and small vertical timber single door. The north section of the elevation fronting Cock Lane also includes a section of red brick, reaching from the ground to approximately a quarter of the way up the elevation. The existing building is a structure of two halves in terms of the roof. At the northern end of the building the roof is constructed of red tiles and has a half hip. The southern end has a full hip and is constructed of corrugated iron. At the point of the half hip, the roof slightly sinks into the building, this is due to the age of the building. The different style of roof at each end of the building has been incorporated into the current design.
- 5.9 The Stanford Dingley Parish Design Statement (SDPDS) refers to Saffron House, as a 'modified house built in a modern vernacular style', and states that the building, and its outbuildings stand out on the approach into the village. The outbuildings are a reminder of the previous smallholding at Saffron House.
- 5.10 The site has planning permission for the demolition of the existing barn and the development of a four bedroom house on the same footprint of the existing barn under consent reference 17/01051/FULD.
- 5.11 The proposed application exceeds the footprint of the existing barn on site and is also of a greater height. The below table provides the measurements of the existing building, the consented scheme and proposed schemes on the site.

	Height (m)	Footprint (sqm)	Length (m)	Width (m)
Existing	5.4	139	22.4	7.5
Consented (17/01051/FULD)	6.2	156	24	8.1
Proposed (18/03400/FULD)	6.7	159	23.4	8

5.12 The external amenity area of the consented scheme is 1,067sqm, the proposed external amenity space is substantially less at approximately 312sqm.

5.13 During the course of the planning application the applicant/agent has reduced the height of the cart sheds and the footprint of cart shed A.

## 6. Consideration of the Proposal

6.1 The principal matters in considering this application are:

- I. The principle of development
- II. Design and impact on the character of the surrounding area
- III. Parking and highway safety (including Public Right of Way)
- IV. Impact on neighbouring amenity
- V. Impact on ecology
- VI. Drainage and flooding

## 7. The principle of development

7.1 The site currently benefits from extant planning consent 17/01051/FULD granted 17 July 2017, this is material consideration that weighs heavily in the planning balance. It is still possible for this consent to be implemented. The principle of development was considered as part of the extant consent and was found to be acceptable, there have been no material changes in local planning policies since the issuing of consent 17/01051/FULD. This extant consent constitutes a genuine fallback position in the event that planning permission is refused.

7.2 Core Strategy policy ADPP1 states that development in West Berkshire will follow the existing settlement pattern. In accordance with policy

ADPP1, the majority of residential development will take place within the defined settlement hierarchy. The application site is not located within a defined settlement, as such is classified as the open countryside.

According to Policy ADPP1, only appropriate limited development in the countryside will be allowed.

7.3 Policy CS1 of the Core Strategy states residential development will be primarily located on previously developed land within defined settlement boundaries. Whilst the site is classified as previously developed land, it is not within a defined settlement boundary.

7.4 Policy C1 of the HSA DPD gives a presumption against new residential development in the countryside, although there are some prescribed exceptions. Residential development outside of a defined settlement boundary and within the open countryside may be permissible under policy C1 provided that (amongst other criteria) it is limited infill development that accords with the criteria below:

a) It is within a closely knit cluster of 10 or more existing dwellings adjacent to, or fronting an existing highway; and

b) The scale of development consists of infilling a small undeveloped plot commensurate with the scale and character of existing dwellings within an otherwise built up frontage; and

c) It does not extend the existing frontage; and

d) The plot size and spacing between dwellings is similar to adjacent properties and respects the rural character and street scene of the locality.

7.5 Under application 17/01051/FULD it was determined that the proposal complied with Policy C1, as the site was judged on balance as being within a close knit cluster of 10 or more existing dwellings, and permission was granted on this basis. Accordingly, the extant planning consent is a significant material consideration. Although this proposal involves an increased scale, mass, bulk and footprint in comparison to the existing barn, these elements are considered to be commensurate with the scale

of existing dwellings in the vicinity, and therefore in compliance with criteria b. of Policy C1 in terms of its scale. With reference to character, the proposal scheme is of a modern design, with elements of a barn style. It is the view of the case officer that this is an appropriate type of design for the location of the proposed development.

- 7.6 The proposed development does not extend the existing frontage. The spacing and plot sizes within Stanford Dingley are varied throughout the settlement. The proposed plot size of the new dwelling is smaller than the immediate neighbours, and significantly smaller than that approved under 17/01051/FULD. The lack of consistency in plot sizes in Stanford Dingley means that the assessment of the scheme against criteria d. is a judgment for the decision maker. The case officer is, on balance, satisfied that this criteria is achieved.
- 7.7 The existing barn does have an element of historical character, this point has been raised in a number of third party representations. Policy C4 of the Housing Site Allocations DPD encourages the conversion of barns provided that they are genuinely redundant and structurally sound. From the case officers site visit it is evident that the barn is genuinely redundant, the structural survey submitted with the application concludes that the barn is not structurally sound and therefore not capable of residential conversion under the requirements of policy C4.
- 7.8 There is an existing small wooden shed and greenhouse currently on the site, both are in a poor state of repair and not fit for purpose. It is indicated that 'cart shed A' will be of a similar footprint to the existing structures. The proposed cart sheds are viewed as ancillary to the existing and proposed dwellings. In practical terms the cart sheds function as car ports, they do not have external doors such as a garage or dwellings. The cart sheds are required to meet the necessary parking requirements of the dwellings, this will be reflected in a planning condition.
- 7.9 The proposal is considered to comply with the housing supply policies of the development plan in principle, and the extant consent constitutes a

valid fallback position which also establishes that the principle of development is acceptable.

## **8. Design and impact on the character of the surrounding area**

- 8.1 Having regard to the design of the existing building, and of its extant approved replacement, it is considered that the design of the proposal scheme is acceptable in terms of layout, scale and mass. The footprint, scale and mass of the proposal scheme are an increase to that of the barn currently on site and the extant consent. Notwithstanding this, the increase is not considered as significant enough as to warrant refusal, albeit the proposed scale of development is at the upper limits of what is considered to respect the character and appearance of the area.
- 8.2 The style of the proposed scheme reflects that of a modern design which incorporates more historical features through the use of certain materials, these include; handmade clay peg tiles, handmade Flemish bond brick, feather edge oak horizontal timber boarding and soft wood timber joinery (painted).
- 8.3 There is an increase in windows along the west elevation fronting Cock Lane. It is not considered this substantially alters the character of the area, however it is not reflective of the simple elevation of the existing barn. The proposal is adjacent to Bradfield Farm, a large white dwelling along Cock Lane with a number of substantial windows fronting the highway.
- 8.4 There is some concern regarding the level of glazing along the east elevation of the proposed dwelling, particularly in terms of light spillage. However, the level of glazing is considered as comparable to that approved under 17/01051/FULD and has not been objected to by the conservation officer.
- 8.5 The Stanford Dingley Parish Design Statement provides a description of the built form within the hamlet; *“there are very few small cottages, the majority of buildings sitting detached within their own plots. The predominant character of dwellings is of steeply pitched tiled roofs with*

*straight gables and open eaves*”, it is considered that the proposed design matches the above description. The Design Statement goes on to conclude that there is no single type of built form which dominates the hamlet, and that there is a diverse mix of building forms, this variety is important to Stanford Dingley. The predominant building material in this location are orange/red brick with Flemish bond, these materials are proposed as part of the development. The prevalent roofing material within the parish is hand made plain clay tile, this material is proposed as the roof material of the new dwelling. As stated with the Parish Design document, there is a large amount of timber framed buildings in this location, again, this is incorporated within the design.

- 8.6 The Council’s Quality Design SPD recommends that new dwellings of three or more bedrooms provide a minimum of 100sqm of external amenity space, but also that amenity space in rural areas should be reflective of the surrounding properties. The proposal scheme includes approximately 312sqm of external amenity space. Whilst the proposed garden is substantially smaller than that of the host and neighbouring dwellings, it does significantly exceed the minimum garden size provided by the SPD, and so an objection on this basis cannot be sustained.
- 8.7 The proposed dwelling is not considered as substantially harmful to the landscape character and local distinctiveness of the area as to warrant refusal. It is therefore considered that the proposal is in accordance with policies C3, CS14, CS19, West Berkshire Councils Quality Design SPD and Stanford Dingley Design Statement.

## **9. Parking and highway safety (including Public Right of Way)**

- 9.1 Policy C13 of the Core Strategy aims to promote opportunities for healthy travel and reduce the need to travel overall, amongst other criteria. Whilst it is not found that the proposal scheme achieves all the criteria listed under policy C13, this is not a requirement of the policy. Additionally, the element of the proposal scheme has been previously considered under consent 17/01051/FULD.

- 9.2 Policy P1 of the Housing Site Allocations DPD requires that a minimum of three car parking spaces are provided for four bedroom dwellings in zone three. The proposed scheme includes a double cart shed for the existing dwelling on site, and a single cart shed for the proposal scheme. The design of the cart sheds and the proposed use is that of a car port, as is confirmed in the Design and Access Statement. Under policy P1 car ports are included as car parking spaces. There are two existing car parking spaces for Saffron House (which are to be retained) and further space adjacent to Saffron House (west of 0.9m wall) and space for two cars parking space within the drive of the proposed dwelling. There is sufficient space for car parking included within the red line of the development scheme to comply with policy P1.
- 9.3 The Council's Highways Officer has been consulted as part of this planning application and raised no objections to the proposal scheme subject to planning conditions.
- 9.4 Public Footpath Stanford Dingle 21/1 runs along the south east boundary of the proposal site. There are a number of trees and hedges along this boundary that shield the development from this public right of way. The impact on the footpath is not viewed as significant and has already been considered as acceptable under extant consent 17/01051/FULD, and the development will be viewed in the context of other dwellings in the vicinity.
- 9.5 Overall, it is considered that the proposed development will not impact on highway safety and that it would provide a sufficient level of car parking.

## **10. Impact on neighbouring amenity**

- 10.1 The host dwelling, Saffron House is located approximately 18m away from the north-east corner of the proposed dwelling, proposed 'cart shed B' is approximately 7m from Saffron House and 'cart shed A' approximately 10m. Given the layout and scale of these proposed buildings, it is not considered that the built form of the proposal scheme will have an overbearing impact on Saffron House.



- 10.2 The design of the proposal scheme does include large levels of glazing along the east elevation. Given the distance between the dwellings and the location of 'cart shed A', it is not considered that there will be an unacceptable level of overlooking or loss of privacy for the host dwelling.
- 10.3 The ridge height of the proposed dwelling is not significantly greater to that of the existing barn, as such there are no concerns regarding an overbearing impact of the development on the host dwelling.
- 10.4 All other dwellings in the vicinity are located of a sufficient distance as to not be impacted by the proposal scheme.

## **11. Impact on green infrastructure and biodiversity**

- 11.1 Core Strategy policy CS17 states that biodiversity and geodiversity assets across West Berkshire will be conserved and enhanced.
- 11.2 The site is not within a biodiversity area, SSSI or local wildlife area. A bat survey has been submitted with the application, the Ecology have recommended planning conditions be applied. Natural England have raised no objections to the application.
- 11.3 Bats are subject to the species protection provision of the Habitats Directive, as implemented by the Conservation (Natural Habitats etc.) Regulations 2010. This contains three 'derogation tests' which must be applied by the Local Planning Authority at the planning application stage and by Natural England when deciding whether to grant a licence to a person carrying out an activity which would harm a European Protected Species. The three tests and an assessment of the proposal is provided by the table below. It is concluded that the proposal passes the tests and so there is a reasonable likelihood that Natural England would grant a EPSM licence.

<b>Derogation test</b>	<b>Assessment of proposal</b>
The consented operation must be for 'preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment'	Consenting the operations would enable the redevelopment of the site, which is considered to constitute an imperative reason of overriding public interest in terms of making a contribution to boosting the supply of housing.
There must be 'no satisfactory alternative'	The application documents have confirmed that the existing building is not structurally sound, and so an alternative approach including the retention of the existing building would not facilitate this public benefit.
The action authorised 'will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range'	Subject to the mitigation measures recommended by the bat report, the proposal would satisfy this test.

## 12. Drainage and flooding

12.1 The NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Core Strategy Policy CS16 (Flooding) applies across the district and highlights the cumulative impacts of development on flooding within the district. The application site is located within Flood Zone 1, which has the lowest probability of flooding.

12.2 Policy CS16 states that on all development sites, surface water will be managed in a sustainable manner through the implementation of Sustainable Drainage Methods (SuDS), and this is reinforced by the recently adopted Sustainable Drainage Systems SPD. A planning condition is recommended accordingly.

### **13. Other matters**

#### **CIL**

- 13.1 Policy CS5 states that the Council will work with infrastructure providers and stakeholders to identify requirements for infrastructure provision and services for new development and will seek to co-ordinate infrastructure delivery. The Council has implemented its Community Infrastructure Levy (CIL) as from 1st April 2015.
- 13.2 Under the CIL Charging Schedule adopted by West Berkshire Council, new residential development including the creation of a new dwelling will be liable to pay the CIL.
- 13.3 This application is CIL liable.

### **14. Conclusion**

- 14.1 The principle of residential development on the site, including the demolition of the existing barn is acceptable and has already been established under extant consent 17/01051/FULD. Although the scale, massing and design of the proposal is at the upper limits of acceptability, it is considered that the proposal respects character and appearance of the area and complies with the relevant policies.

### **15. Recommendation**

- 15.1 **The Head of Development and Planning be authorised to GRANT PLANNING PERMISSION subject to the following conditions.**

1. The development shall be started within three years from the date of this permission.

Reason: To enable the Local Planning Authority to review the desirability of the development and to comply with Section 91 of the Town and Country Planning Act (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004) should it not be started within a reasonable time.

2. The development hereby permitted shall be carried out in accordance with the documents and plans listed below:

- Proposed Floor Plans 1 of 2, reference 3544/212 revision D, received on 12 March 2019
- Proposed Floor Plan 2 of 2, reference 3544/213 revision C, received on 12 March 2019
- Block and Location Plan, reference 3544/210 revision B, received on 12 March 2019
- Proposed Cart Shed B Elevations, reference 3544/216 revision C, received on 12 March 2019
- Proposed Cart Shed A Elevations, reference 3544/215 revision D, received on 12 March 2019
- Proposed Site Plan, reference 3544/211 revision E, received on 12 March 2019
- Proposed Elevations, reference 3544/214 revision A, received on 06 June 2019
- Report of the Structural Condition of Saffron House barn by Birds Associates reference 7136, received on 29 April 2019
- Bat Roost Assessment of Barn and Garage at Saffron House Stanford Dingle by GS Ecology dated 12 April 2019 received on 23 April 2019

Reason: For the avoidance of doubt and in the interest of proper planning.

3. No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall provide for:

- (a) The parking of vehicles of site operatives and visitors;
- (b) Loading and unloading of plant and materials;
- (c) Storage of plant and materials used in constructing the development;
- (d) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing;
- (e) Wheel washing facilities;
- (f) Measures to control the emission of dust and dirt during construction;
- (g) A scheme for recycling/disposing of waste resulting from demolition and construction works;

Thereafter the demolition and construction works shall incorporate and be undertaken in accordance with the approved statement.

Reason: To safeguard the amenity of adjoining land uses and occupiers, and in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Policies OVS5 and OVS6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

4. No development shall take place until details of the cycle parking and storage space have been submitted to and approved in writing by the Local Planning Authority. The dwelling shall not be occupied until the cycle parking and storage space has been provided in accordance with the approved details and retained for this purpose at all times.

Reason: To promote cycling by providing convenient and safe bicycle storage. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), Policy P1 of the Housing Site Allocations DPD 2006-2026, Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007), and Supplementary Planning Document Quality Design (June 2006).

5. No development shall take place until full details of how all spoil arising from the development and how any materials arising from the demolition of the existing barn will be used and/or disposed of have been submitted to and approved in writing by the Local Planning Authority. These details shall:
  - (a) Show where any spoil to remain on the site will be deposited;
  - (b) Show the resultant ground levels for spoil deposited on the site (compared to existing ground levels);
  - (c) Include measures to remove all spoil (not to be deposited) from the site;
  - (d) Include measures to remove any materials arising from the demolition of the existing barn from the site;
  - (e) Include timescales for the depositing/removal of spoil and removal of any materials arising from the demolition of the existing barn.

All spoil arising from the development shall be used and/or disposed of in accordance with the approved details.

Reason: To ensure appropriate disposal of spoil from the development and any materials arising from demolition, and to ensure that ground levels are not raised in order to protect the character and amenity of the area. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies ADPP5 and CS19 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (June 2006) and the Stanford Dingley Parish Design Statement 2010.

6. No development shall take place until samples, and an accompanying schedule, of the materials to be used in the construction of the external surfaces of the dwelling, cart sheds and hard surfaced areas hereby permitted and a full landscape plan, have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved materials.

Reason: To ensure that the external materials are visually attractive and respond to local character. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies ADPP5, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Policy C3 of the Housing Site Allocation DPD (2017), Supplementary Planning Document Quality Design (June 2006) and Stanford Dingley Parish Design Statement 2010.

7. No development shall take place until details of the finished floor levels of the dwelling and cart sheds hereby permitted in relation to existing and proposed ground levels have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved levels.

Reason: To ensure a satisfactory relationship between the development hereby approved and the surrounding area in accordance with National Planning Policy Framework (February 2019), Policies ADPP5, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Policy C3 of the Housing Site Allocation DPD (2017), Supplementary Planning Document Quality Design (June 2006).

8. No development shall take place until details, to include a plan, indicating the positions, design, materials and type of boundary treatment to be erected has been submitted to and approved in writing by the Local Planning Authority. The boundary treatment shall be completed in accordance with the approved scheme before the buildings hereby permitted are occupied.

Reason: The boundary treatment is an essential element in the detailed design of this development and the application is not accompanied by sufficient details to enable the Local Planning Authority to give proper consideration to these matters. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies ADPP5, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Policy C3 of the Housing Site Allocation DPD (2017), Supplementary Planning Document Quality Design (June 2006) and the Stanford Dingley Parish Design Statement for 2010.

9. No development shall take place until details of sustainable drainage measures to manage surface water within the site have been submitted to and approved in writing by the Local Planning Authority.

These details shall:

- a) Incorporate the implementation of Sustainable Drainage methods (SuDS) in accordance with the Non-Statutory Technical Standards for SuDS (March 2015), the SuDS Manual C753 (2015) and West Berkshire Council local standards, particularly the WBC SuDS Supplementary Planning Document December 2018;
- b) Include and be informed by a ground investigation survey which establishes the soil characteristics, infiltration rate and groundwater levels;
- c) Include construction drawings, cross-sections and specifications of all proposed SuDS measures within the site;
- d) Include run-off calculations, discharge rates, infiltration and storage capacity calculations for the proposed SuDS measures based on a 1 in 100 year storm +40% for climate change;
- e) Include pre-treatment methods to prevent any pollution or silt entering SuDS features or causing any contamination to the soil or groundwater;
- m) Include details of how the SuDS measures will be maintained and managed after completion, including for access arrangements. These details shall be provided as part of a handover pack for subsequent purchasers and owners of the property/premises;

Reason: To ensure that surface water will be managed in a sustainable manner; to prevent the increased risk of flooding; to improve and protect water quality, habitat and amenity and ensure future maintenance of the surface water drainage system can be, and is carried out in an appropriate and efficient manner. This condition is applied in accordance with the National Planning Policy Framework, Policy CS16 of the West Berkshire Core Strategy (2006-2026), and Part 4 of Supplementary Planning Document Quality Design (June 2006). A pre-condition is necessary because insufficient detailed information accompanies the application; sustainable drainage measures may require work to be undertaken throughout the construction phase and so it is necessary to approve these details before any development takes place.

- 10.** The dwelling shall not be occupied until the vehicle parking and/or turning space have been surfaced, marked out and provided in accordance with the approved plans. The parking and/or turning space shall thereafter be kept available for parking (of private motor cars and/or light goods vehicles) at all times.

Reason: To ensure the development is provided with adequate parking facilities, in order to reduce the likelihood of roadside parking that would adversely affect road safety and the flow of traffic. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policy CS13 of the West Berkshire Core Strategy (2006-2026), Policy P1 of the Housing Site Allocations DPD 2006-2026, and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

- 11.** The dwelling hereby approved shall not be occupied until the visibility splays at the site accesses have been provided in accordance with drawing number 3544/211 received on February 18th 2019. The land within these visibility splays shall thereafter be kept free of all obstructions to visibility over a height of 0.6 metres above the carriageway level.

Reason: In the interests of road safety. This condition is imposed in accordance with the National Planning Policy Framework (February 2019) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

- 12.** No demolition or construction works shall take place outside the following hours:

7:30am to 6:00pm Mondays to Fridays;  
8:30am to 1:00pm Saturdays;  
or at any time on Sundays or Bank Holidays.

Reason: To safeguard the amenities of adjoining land uses and occupiers. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), and Policy CS14 of the West Berkshire Core Strategy (2006-2026), and Policies OVS5 and OVS6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

- 13.** Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order revoking, re-enacting or modifying that Order), no windows/dormer windows/roof lights (other than those expressly authorised by this permission) which would otherwise be permitted by Schedule 2, Part 1, Classes A, B or C of that Order shall be constructed on the north, south, west, and east elevations of the dwelling, without planning permission being granted by the Local Planning Authority in respect of an application made for that purpose.

Reason: In the interests of respecting the character and appearance of the surrounding AONB area. This condition is imposed in accordance with the National Planning Policy Framework (February 2019) and Policies CS14 and CS19 of the West Berkshire Core Strategy 2006-2026.

- 14.** Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order revoking, re-enacting or modifying that Order), no extensions, alterations, outbuildings or other development which would otherwise be permitted by Schedule 2, Part 1, Classes A, B, C, D, E and F of that Order shall be constructed, without planning permission being granted by the Local Planning Authority in respect of an application made for that purpose.

Reason: To prevent the overdevelopment or inappropriate development of the site and in the interests of respecting the character and appearance of the surrounding AONB area. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS14 and



- 15.** The development hereby approved shall not proceed except in accordance with the ecological mitigation measures detailed within the Bat Roost Assessment of Barn and Garage at Saffron House Stanford Dingle by GS Ecology dated 12 April 2019 received on 23 April 2019 unless otherwise agreed in writing by the Local Planning Authority.

Reason: To provide ecological protection and enhancement in accordance with the Conservation Regulations 2010, Wildlife & Countryside Act 1981, NPPF, NERC Act 2006 and Policy CS 17 of the West Berkshire Core Strategy (2006 – 2026).

- 16.** The dwelling hereby approved shall not be occupied until an electric vehicle charging point has been provided in accordance with the approved drawings, the area of the site designated for the parking and charging of electric vehicles on the approved plan shall thereafter be kept available for this use all times.

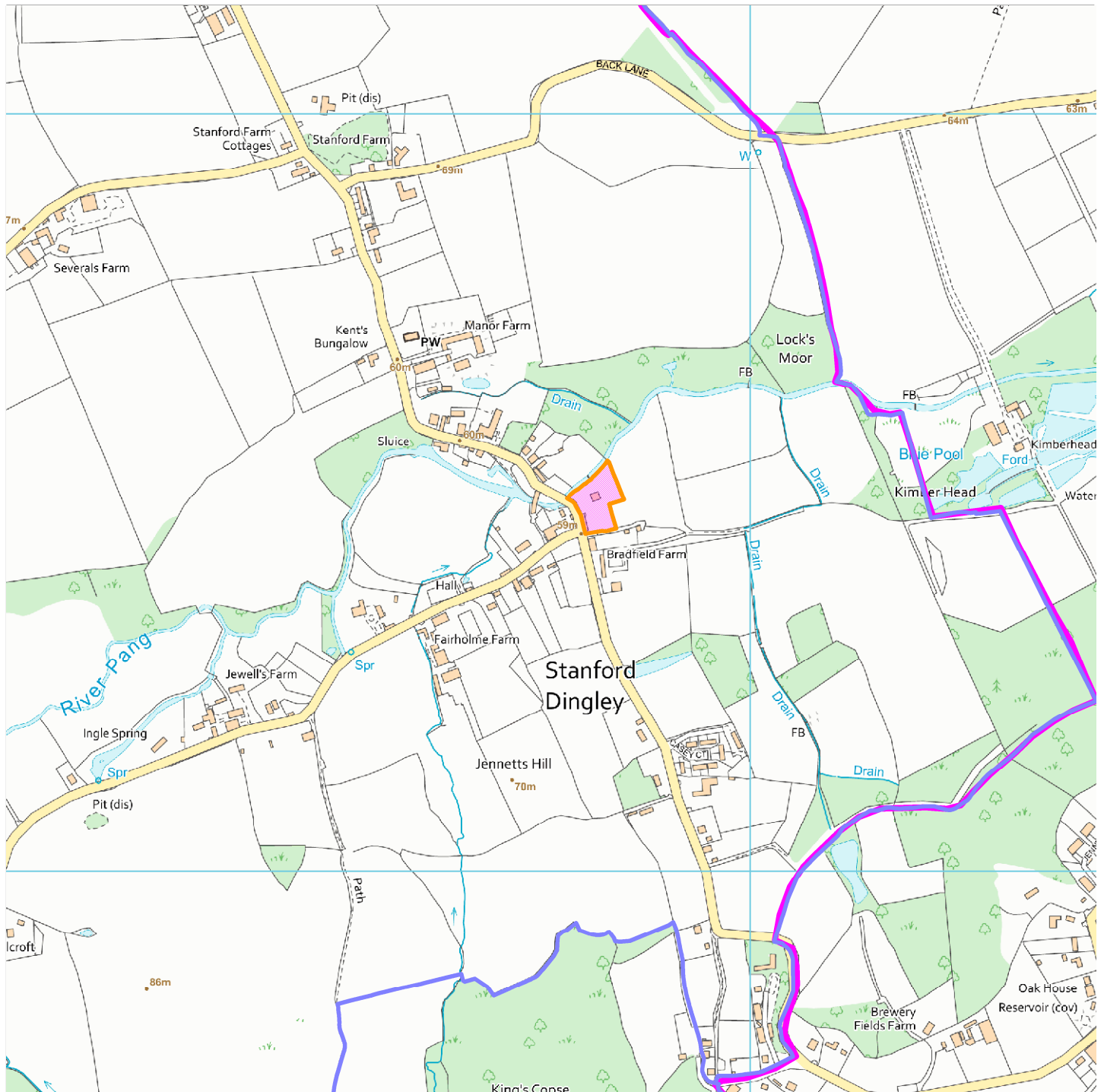
Reason: To promote the use of electric vehicle. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), Policy P1 of the Housing Site Allocation DPD and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

- 17.** Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking, re-enacting or modifying that order), Cart Shed A and Cart Shed B as labelled on the approved plans shall not be used for any purpose other than as car parking accommodation, nor shall any door, wall or other means of enclosure or stopping up of the entrances to the cart sheds be undertaken, unless permission has been granted in respect of a planning application.

Reason: To ensure that the cart sheds (car ports) are kept available for vehicle parking in the interest of road safety and in order to comply with policy P1 of the Housing Site Allocations DPD. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

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Saffron House Cock Lane Stanford Dingley RG7 6LS



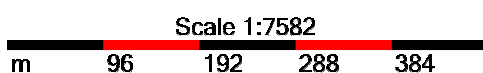
Map Centre Coordinates :

Scale : 1:7581

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<b>Organisation</b>	West Berkshire Council
<b>Department</b>	
<b>Comments</b>	Not Set
<b>Date</b>	13 June 2019
<b>SLA Number</b>	0100024151



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