

# Notice of Meeting



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## Eastern Area Planning Committee

**Wednesday 30th October 2019 at 6.30pm**

**At 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, 22 October 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 webcasted, 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, 30 October 2019**  
*(continued)*

Any queries relating to the Committee should be directed to Stephen Chard / Jessica Bailiss on  
(01635) 519462/503124 Email: [stephen.chard@westberks.gov.uk](mailto:stephen.chard@westberks.gov.uk) /  
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**Agenda - Eastern Area Planning Committee to be held on Wednesday, 30 October 2019**  
(continued)

**To:** Councillors Peter Argyle, Jeremy Cottam, Alan Law (Chairman), Royce Longton, Alan Macro, Geoff Mayes, Graham Pask, Joanne 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 - 40  
To approve as a correct record the Minutes of the meeting of this Committee held on 18<sup>th</sup> September 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: 18/02472/FUL - Bradfield Village Hall, Southend Road, Bradfield, Southend, Reading** 41 - 76  
**Proposal:** Demolition of existing village hall and garages and construction of new village hall (D1/D2 mixed use) and associated parking and access, removal of existing recreational facilities, creation of new multi-games area, relocation of children's play area, new boundary treatment, landscaping and ancillary works.  
**Location:** Bradfield Village Hall, Southend Road  
Bradfield, Southend, Reading  
Berkshire, RG7 6EY  
**Applicant:** The Trustees Of Bradfield Village Hall  
**Recommendation:** Delegate to the Head of Development and Planning to GRANT planning permission.



**Agenda - Eastern Area Planning Committee to be held on Wednesday, 30 October 2019**  
(continued)

- (2) **Application No. & Parish: 19/01803/FUL - Murdochs, Bath Road, Calcot, Reading** 77 - 88
- Proposal:** Demolition of derelict public house and construction of surface car park, including associated fencing and security control.
- Location:** Murdochs, Bath Road, Calcot, Reading  
Berkshire, RG31 7QJ
- Applicant:** Pureday Limited
- Recommendation:** The Head of Development and Planning be authorised to REFUSE 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.

# Agenda Item 2.

## 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, 18 SEPTEMBER 2019**

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

**Also Present:** Sharon Armour (Solicitor), Jessica Bailiss (Policy Officer (Executive Support)), Michael Butler (Principal Planning Officer), Gareth Dowding (Senior Engineer), Bob Dray (Senior Planning Officer), Bryan Lyttle (Planning & Transport Policy Manager) and Lydia Mather (Senior Planning Officer)

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

*(Councillor Royce Longton in the Chair)*

#### **PART I**

#### **20. Minutes**

The Minutes of the meeting held on 28 August 2019 were approved as a true and correct record and signed by the Chairman.

#### **21. Declarations of Interest**

Councillors Graham Pask, Joanne Stewart, Ross Mackinnon and Peter Argyle declared an interest in Agenda Item 4 (1), but reported that, as their interest was a personal or an other registrable interest, but not a disclosable pecuniary interest, they determined to remain to take part in the debate and vote on the matter.

Councillor Geoff Mayes declared an interest in Agenda Item 4 (2), and reported that, as his interest was a disclosable pecuniary interest or an other registrable interest, he would be leaving the meeting during the course of consideration of the matter.

#### **22. Schedule of Planning Applications**

##### **(1) Application No. & Parish: 18/02485/OUTMAJ - Land North Of Dauntless Road and South Of Pondhouse Farm, Clayhill Road, Burghfield Common**

*(Councillors Graham Pask and Peter Argyle declared a personal interest in Agenda Item 4(1) by virtue of the fact that the Member of Parliament (MP) Richard Benyon was a director of Englefield Estate and both Councillor Pask and Argyle lived within his constituency. As their interest was personal and not prejudicial or a disclosable pecuniary interest, they determined to remain to take part in the debate and vote on the matter.)*

*(Councillor Joanne Stewart declared a personal interest in Agenda Item 4(1) by virtue of the fact that she was a member of Holybrook Parish Council's Festival Committee, which obtained services, such as marquee hire, from Englefield Estate. As her interest was personal and not prejudicial or a disclosable pecuniary interest, she determined to remain to take part in the debate and vote on the matter.)*

## **EASTERN AREA PLANNING COMMITTEE - 18 SEPTEMBER 2019 - MINUTES**

*(Councillor Ross Mackinnon declared a personal interest in Agenda Item 4(1) by virtue of the fact that the wife and mother of Richard Benyon MP, Director at Englefield Estate, had signed his nomination forms when becoming a Councillor for West Berkshire Council.)*

As the Chairman had given his apologies for this meeting and Councillor Royce Longton (who was Ward Member for items 4(1) and (3)) felt it inappropriate, on this occasion, to chair items 4(1) and (3) it was necessary to appoint a Member to Chair both items. Councillor Andrew Williamson proposed Councillor Graham Pask and this was seconded by Councillor Peter Argyle and agreed by the Committee.

*(Councillor Graham Pask in the Chair)*

The Committee considered a report (Agenda Item 4(1)) concerning Planning Application 18/02485/OUTMAJ in respect of an outline application for residential development of up to 100 dwellings with new cycle pedestrian access onto Coltsfoot Way and two vehicular access points onto Clayhill Road. The matter to be considered was access.

Mr Michael Butler, Principal Planning Officer, introduced the report and highlighted the following points:

- The application was seeking planning permission for a residential development of up to 100 dwellings and the only matter for consideration was access. All other matters including appearance, landscaping, layout and scale were to be considered at a later stage under reserved matters applications.
- The Council had received in excess of 10 letters objecting to the application.
- Approval was recommended, subject to the completion of a Section 106 Agreement.
- The site lay within the settlement boundary, which was agreed in May 2018 as part of the Housing Sites Allocation Development Plan Document (HSA DPD).
- The applicant had agreed to accept a S106 planning obligation, which would secure 40% of the homes as affordable, which equated to 40 units. The applicant would also provide a sum of £22k towards the public open space and £4k towards the construction of the new off-site footpath link to Coltsfoot Close.
- Mr Butler ran through the consultation responses, which were summarised under section 4.3 of the report.
- It was confirmed that the applicant had carried out a range of in-depth studies including a Habitat Ecology Assessment.
- Regarding Policy HSA15, the Highways Officer and Case Officer (Mr Butler) had been involved in considerable negotiation with the applicant's agent about the creation of the new footpath and cycleway link between the application site and Coltsfoot Close. It was concluded by the Highways Officer and Case Officer that as matters of access were to be agreed, it was the appropriate time to consider this matter, which was also a requirement under Policy HSA15.
- Mr Butler confirmed that there would be no vehicle access through Coltsfoot Close if the application was approved.
- It was understood by Officers that there would be a degree of visual impact if the application was approved however, this was outweighed by the benefit of the additional housing that would be provided on the site.

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- Regarding ecology, a number of objections had identified specific concerns regarding West Berkshire Council's intention to approve the application with the new footpath/cycleway link, which would pass through a small section of woodland from Pond House Copse, which had been identified as ancient woodland. Officers considered that that the minimal loss of the section of woodland was outweighed by the substantial future public benefits if the access was agreed.
- Two further objections had been received and were detailed in the update sheet. Mr Butler confirmed that 15 metres was the minimum buffer required and not 50 metres as stated by one of the objectors.
- The update sheet also detailed comments from the Woodland Trust, plus updates to conditions 7, 19, 20, 21, 22, 24 and 25.

In accordance with the Council's Constitution, Mr Paul Lawrence, Parish Council representative, Ms Alison May, objector, Mr Phil Brown, applicant/agent and Councillor Graham Bridgman, Ward Member, addressed the Committee on this application.

### **Parish Council Representation:**

Mr Lawrence in addressing the Committee raised the following points:

- Burghfield Parish Council had objected to the original application due to its concerns about access to the site and had asked for a second vehicle access to be considered. This was now included within the current application however, the Parish Council still had concerns.
- The site could bring a further 220 vehicles to the area and there was concern about visibility when exiting the site.
- The Clayhill Road junction with Sulhampstead Road was particularly busy and the development would further impact on the road system.
- The Parish Council wanted to see further imagination applied to how the site could be accessed. Alternative access options that resolved concerns about further traffic congestion and avoided an existing pinch point in the road would be preferable.

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

Councillor Andrew Williamson asked to see a map of the area and subsequently the areas that Mr Lawrence was particularly concerned about with regards to traffic. Mr Lawrence highlighted that to the left hand corner of the site there was a width restriction and the maximum speed limit reduced from 40mph to 30mph. He stated that this area was particularly busy in peak times and additional traffic would cause a real problem. This was also an area that parents used for walking children to and from school. Speeding vehicles was also a current problem. If the application was approved and caused an increase in traffic, then, in Mr Lawrence's view, traffic calming measures were required.

### **Objector Representations:**

Ms May in addressing the Committee raised the following points:

- Ms May referred to the ancient woodlands within the local landscape and confirmed that there had once been three areas of ancient woodland, which had been reduced to two.
- The copse and farm area had once been referred to as the 'great copse of Burghfield'.

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- Pondhouse Farm dated back 400 years.
- An Ancient Woodland Sensitivity Survey had not been carried out.
- Ms May was aware that there were five protected wildlife species inhabiting the site. Dormice lived in area where the proposed access was to be located.
- West Berkshire Council did not employ their own Ecology Officer.
- Organisations including The Woodland Trust and Natural England were of the view that a buffer should be larger than 15 metres. This had been completely disregarded.
- Locally, Spitfire Homes had been refused permission to build 40 homes in the area however, the Pondhouse application was over double the size, with associated wildlife sensitivities.
- Ms May did not believe that SuDs should be located within the ancient woodland buffer zones.
- Members had a choice in Ms May's view. They could continue to be part of the problem that was destroying natural woodland or they could be part of the solution for future generations.
- Ms May referred to the declaration by Councillor Mackinnon that Richard Benyon's wife and mother had signed his nomination forms and stated that this was misleading.

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

At this stage Councillor Ross Mackinnon attempted to ask Ms May a question however, Ms May disregarded his question and returned to the audience.

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

Mr Brown in addressing the Committee raised the following points:

- He was one of the Directors at Savills Planning Division. .
- The Planning Officer's report in his view, was well balanced and addressed all issues raised by the consultees.
- There were still concerns being raised regarding the ancient woodland and therefore Mr Brown stated that he would concentrate on this point.
- Some of the site fell onto an area of ancient woodland and some of this area would therefore be affected if the application was approved.
- Every care would be taken to minimise the impact on the ancient woodland including the implementation of a 15 metre buffer.
- The proposed SuDs feature would be provided within the buffer to the ancient woodland and Government guidance allowed for this.
- The proposal would not negatively impact upon the water table.
- A tree survey had been carried out and concluded that only shrubs would be affected rather than mature trees. Felling of trees would not be required to make way for the proposed footpath and cycleway link.
- Regarding Ms May's point about identified species on the site, an ecology report had been submitted and did not identify any species to be inhabiting the site.



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- Regarding concerns about the access onto Clayhill Road, a Road Safety Audit had been carried out to ensure the proposed second access would be a safe option. It was predicted that there would be 47 extra traffic movements generated by the site [in peak hour] and it had been concluded by the Highway's Officer that there were no highway safety issues.
- If approved the application would benefit the area through the development of 100 homes, which complimented policies for affordable housing. The site would also bring social and economic benefits to the area.
- The proposed buffer would provide an extra area of copse in addition to Pondhouse Copse and Clayhill Copse.

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

Councillor Alan Macro asked Mr Brown to confirm that no trees would need to be cut down when constructing the footpath/cycleway link. Mr Brown did not believe that any trees would be affected however, there were also measures in place to deal with any sensitive issues that might arise.

Councillor Geoff Mayes noted that the SuDs would be located within the buffer zone and queried how this would not affect ground water levels. Mr Brown confirmed that the water would be able to drain away at greenfield rate. The site was covered by a layer of clay and therefore the water would not infiltrate, but would flow off the site into a brook via the ancient woodland at no greater than greenfield run-off rates.

Councillor Mayes still felt unclear and further queried if the pond would be located in the forested area. Mr Brown confirmed that the pond Councillor Mayes was referring to would be located within the buffer.

Councillor Williamson referred to the expected level of traffic movements from the site and felt that the figure of 47 was low. He queried how this was calculated. Mr Brown stated that the same query had been raised at one of the public exhibitions on the plans for the site. He stated that people assumed that because there were 100 dwellings proposed there should be 100 traffic movements however, in recent times this was not the case, due to increased home working and shared school runs. A model was used to calculate the expected traffic movements from the site.

Councillor Royce Longton noted, in the two additional objections included with the update sheet, that Hazel Dormice has been identified in the site and queried if this was the case. Mr Brown confirmed that a detailed ecology survey had been carried out and no Hazel Dormice had been identified.

### **Ward Member Representation:**

Councillor Graham Bridgman in addressing the Committee raised the following points:

- He had not intended to speak on the application as Burghfield had not formed part of his ward prior to May 2019 however, he had received an email from a resident overlooking the proposed pathway and he raised the following points on their behalf:
- There was little detail published in that area of the plan and the detail that existed was vague.
- The notice in the resident's road still referred to vehicular access and a change of road name from "Close" to "Way" which was felt to be significant. It had been confirmed verbally that this was a mistake, but it was felt that it needed to be rectified in writing/with a new planning notice.

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- There was fear that a vehicular access could be created retrospectively, particularly as the proposed path seemed rather wide for pedestrians and cycles only.
- The resident also objected to the woodland being carved up unnecessarily. It was felt that the area was an asset to the whole community as well as needing environmental protection and should be left for future generations.

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

The Chairman referred to the apparent change of road name and asked for comments from Officers. Mr Butler confirmed that reference was being made to the site notice address as Coltsfoot Way, and this was an error, but made no difference to the merits of the case. He confirmed that there would be no vehicular access through Coltsfoot Close.

Councillor Longton asked the Highways Officer, Mr Gareth Dowding, to respond to concerns raised by the Parish Council regarding access. Mr Dowding stated that Highway's Officers had looked at the number of vehicle movements expected. He stated that he would assume that 61 would be the maximum number of movements in peak hour, however, the agent had used a TRICS System and generated the figure of 47 traffic movements. Mr Dowding added that there were three direction options when turning out of Clayhill Road, so in the worst case scenario this could mean up to 20 traffic movements in each direction, which would have a minimal impact on the area.

Councillor Longton asked Mr Dowding if he was satisfied with the junction at Clayhill Road and Sulhampstead Road and Mr Dowding confirmed that he was satisfied with this junction. The sight lines were 43 metres in each direction. Overgrown vegetation was sometimes an issue at the location in question however, this was not a planning consideration.

Councillor Mayes asked Mr Dowding if he had any information on traffic flow and Mr Dowding stated that the information was available but he did not have it to hand. The site had formed part of the Housing Site Allocation process and therefore traffic had been assessed and was deemed to be acceptable.

Councillor Mayes asked if the £4k allocated for the footpath at Coltsfoot Close was an adequate amount and further queried how far the footpath would stretch. Mr Butler confirmed that the pathway would be 20 metres long by 2.5 metres wide. Mr Butler confirmed that the sum of £4k was adequate for the length of footpath identified as agreed with the Transport and Countryside Service. Councillor Mayes did not feel that the amount was enough.

Councillor Mackinnon noted that Ms May had highlighted two reports that had not been provided including a Landscape Sensitivity Report and Planning Ecology Report and queried if these should have been provided. Mr Butler confirmed that Policy GS1 of the DPD was clear that any application must provide a Phase One Ecology Survey and Officers were satisfied with what had been provided as part of the application. Mr Butler was not aware of the reference to a Landscape Sensitivity Report however, confirmed that the required Landscape Visual Impact Assessment had been carried out accordingly.

Bryan Lyttle confirmed that the Policy HSA15 set out what should be included as part of a Landscape Visual Impact Assessment and the necessary information had been provided.

Councillor Williamson was concerned about vehicle movements. He noted that the level of traffic movements for the 100 dwellings would be 47 to 61. Councillor Williamson asked what the impact would be if all 61 vehicles travelled in the same direction. Mr Dowding stated that it would be very unusual for all vehicles to travel in the same direction when leaving a site however, if this did occur the route used would be busier

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than expected. It was likely that a queue would form however, this would probably only happen once, when drivers realised there were other route options available.

Councillor Joanne Stewart noted that the application was for up to 100 homes and therefore highlighted that this figure could be fewer at the full application stage. This would impact upon the amount of traffic expected. Mr Butler concurred with this point and explained that any subsequent reserved matters application could be for [eg] 90 or 95 homes, due to the physical constraints of the site. If a reserved matters application was submitted with [eg] 102 homes then a whole new planning application would be required.

Councillor Stewart asked for clarification about the width of the buffer zone as a number of figures had been mentioned including 15, 30 and 50 metres. Mr Lyttle referred to Policy HSA15 which required a buffer zone of 15 metres to the ancient woodland consistent with government policy. The proposed buffer zone would extend further than required creating an improved wildlife corridor.

Councillor Williamson raised a further question about whether the SuDS basin should or indeed would be located in the buffer zone. Mr Butler confirmed that this flowed back to the answer that he had provided to Councillor Stewart in that if the application was approved there would be a subsequent reserved matters application. There was uncertainty as to whether the SuDS basin would be placed in the buffer zone. Layout was not a consideration at this stage.

### **Debate:**

Councillor Macro felt that for the benefit of the public it would be helpful for Officers to state acronyms in full. HSA DPD stood for Housing Site Allocations Development Plan Document and SuDs stood for Sustainable Urban Drainage System.

Councillor Macro stated that he had been very concerned about the footpath and cycle link that would encroach onto the ancient woodland however, he felt assured that the trees would not be affected. He therefore was minded to vote in favour of the application.

Councillor Royce Longton noted that the item had been discussed as part of the Council's Housing Allocations process. Councillor Longton stated that he had listened to the comments from Officers regarding concerns he had on highway matters and felt reassured. Councillor Longton therefore proposed that Members' support the Officer recommendation to grant planning permission. This was seconded by Councillor Macro.

Councillor Williamson was concerned about traffic projections for the site as he felt it would be higher than suggested. He however noted that there had been an impact assessment carried out by Highways Officers and the agent. Councillor Williamson voiced his concerns about the proposed buffer. For the reasons he had outlined, Councillor Williamson stated that he was reluctant to support the application.

The Chairman invited Members of the Committee to vote on the proposal by Councillor Longton, seconded by Councillor Macro. At the vote the motion was carried.

**RESOLVED that** provided that a Section 106 Agreement has been completed within three months from the date of the committee resolution (or such longer period that may be authorised by the Head of Development and Planning, in consultation with the Chairman or Vice Chairman of the Eastern Area Planning Committee), to delegate to the Head of Development and Planning to **GRANT PLANNING PERMISSION** subject to the conditions listed below.

**OR**, if a Section 106 Agreement is not completed, to **REFUSE PLANNING PERMISSION** for the reasons listed below.

### **Conditions**

## **EASTERN AREA PLANNING COMMITTEE - 18 SEPTEMBER 2019 - MINUTES**

### **1. Reserved matters**

Details of the appearance, landscaping, layout and scale (hereinafter called “the reserved matters”) shall be submitted to and approved in writing by the Local Planning Authority before any development is commenced.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

### **2. Approval of reserved matters**

Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

### **3. Reserved matters time limit**

The development to which this permission relates shall be begun before the expiration of five years from the date of this permission or before the expiration of two years from the date of approval of the last of the approved matters to be approved, whichever is the later.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

### **4. Approved plans**

The development hereby permitted shall be carried out in accordance with the following approved plans: Drawing numbers 6027B/01C, 12A, 03C, and 02C; drawing numbers 60555664.001 Rev A, and 002 Rev A (all received on the 24th June 2019); and drawing number 6027/B14 (received on the 5th September 2019).

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

### **5. Layout and design standards**

The detailed layout of the site shall comply with the Local Planning Authority's standards in respect of road and footpath design and vehicle parking and turning provision. The road and footpath design shall be to a standard that is adoptable as public highway. This condition shall apply notwithstanding any indications to these matters which have been given in the current application.

Reason: In the interest of providing adoptable infrastructure, road safety and flow of traffic. This condition is applied in accordance with the National Planning Policy Framework, 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).

### **6. Details of accesses**

No development shall take place until details of the two accesses into the site from Clayhill Road have been submitted to and approved in writing by the

## **EASTERN AREA PLANNING COMMITTEE - 18 SEPTEMBER 2019 - MINUTES**

Local Planning Authority. This shall include pedestrian routes with crossing points over Clayhill Road consisting of dropped kerbs and tactile paving. No dwelling served by the relevant access shall be first occupied until that access has been provided in accordance with the approved details.

Reason: In the interest of road safety to ensure safe and suitable access for all to the development. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS13 of the West Berkshire Core Strategy (2006-2026). A pre-commencement condition is required because safe and suitable access must be provided early to avoid adverse impacts on highways safety.

### **7. Footpath/cycle link to Coltsfoot Close**

No development shall take place until details of a 2.5 metre wide footway / cycleway to be constructed to the south-west from the application site into Coltsfoot Close have been submitted to and approved in writing by the Local Planning Authority. No more than 30 dwellings shall be first occupied until the footway/cycleway on land in the applicant's control has been provided in accordance with the approved details and any statutory undertaker's equipment or street furniture located in the position of the footway/cycleway has been re-sited to provide an unobstructed footway/cycleway.

Reason In the interest of road safety and to ensure adequate and unobstructed provision for pedestrians and/or cyclists. This condition is applied in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy (2006-2026), and Policies GS1 and HSA15 of the Housing Site Allocations DPD (2006-2026). A pre-commencement condition is required because this access must be provided early to provide suitable pedestrian and cycle access to the site.

### **8. Archaeology**

No development shall take place until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has first been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall incorporate and be undertaken in accordance with the approved details.

Reason: To ensure that any significant archaeological remains that are found are adequately recorded. This condition is applied In accordance with the National Planning Policy Framework, and Policy CS19 of the West Berkshire Core Strategy (2006-2026). A pre-commencement condition is required because any development may have an impact on archaeological interests.

### **9. Sustainable drainage**

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

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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 flood water exceedance routes, both on and off site; Include flow routes such as low flow, overflow and exceedance routes;
- f) Include pre-treatment methods to prevent any pollution or silt entering SuDS features or causing any contamination to the soil or groundwater;
- g) Ensure any permeable paved areas are designed and constructed in accordance with manufacturers guidelines.
- h) 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;
- i) Include a management and maintenance plan for the lifetime of the development. This plan shall incorporate arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a residents' management company or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime;
- j) Attenuation storage measures must have a 300mm freeboard above maximum design water level. Surface conveyance features must have a 150mm freeboard above maximum design water level; and
- k) Any design calculations should take into account an allowance of an additional 10% increase of paved areas over the lifetime of the development.

No dwelling shall be first occupied until the sustainable drainage measures shall be provided in accordance with the approved details. Thereafter the sustainable drainage measures shall be maintained and managed in accordance with the approved details.

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), the Sustainable Drainage Systems SPD (2018), and Part 4 of Supplementary Planning Document Quality Design (June 2006). A pre-commencement condition is required because sustainable drainage measures are likely to require implementation early in the construction process.

### **10. Construction Environmental Management Plan**

No development shall commence until a Construction Environmental Management Plan has been submitted to the Local Planning Authority. The development shall be carried out in accordance with the approved details. As a minimum the plan shall provide for:

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- a) Phasing of construction
- b) Temporary construction site access including visibility splays
- c) The parking of vehicles of site operatives and visitors
- d) Loading and unloading of plant and materials
- e) Storage of plant and materials used in constructing the development
- f) The erection and maintenance of security hoarding including decorative displays and facilities for public viewing
- g) Wheel washing facilities
- h) Temporary construction lighting
- i) Types of any piling rigs and earth moving machinery
- j) Measures to control the emission of dust and dirt during construction
- k) A scheme for recycling/disposing of waste resulting from demolition and construction works
- l) Lorry routing
- m) Delivery times to avoid conflicts with the opening and closing times of local schools

Reason: To ensure the proper management of the environmental effects of the development during the construction phase. This condition is applied in accordance with the National Planning Policy Framework, Policies CS13, CS14, CS17 and CS18 of the West Berkshire Core Strategy (2006-2026), and Policies OVS.5, OVS.6 and TRANS.1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007). A pre-commencement condition is required because the CEMP is required to be adhered to during construction.

### 11. **Tree protection**

No development (including site clearance and any other preparatory works) shall take place until a scheme for the protection of trees to be retained has been submitted to and approved in writing by the Local Planning Authority. Such a scheme shall include a plan showing the location of the protective fencing, and shall specify the type of protective fencing. All such fencing shall be erected prior to any development works taking place and at least 2 working days' notice shall be given to the Local Planning Authority that it has been erected. It shall be maintained and retained for the full duration of works or until such time as agreed in writing with the Local Planning Authority. No activities or storage of materials whatsoever shall take place within the protected areas without the prior written agreement of the Local Planning Authority. Note: The protective fencing should be as specified at Chapter 6 and detailed in figure 2 of B.S.5837:2012.

Reason: To ensure the enhancement of the development by the retention of existing trees and the protection of trees during the construction phase. In addition it is necessary to protect the adjacent ancient woodland in Pondhouse Copse. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14, CS18 and CS19 of West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the trees require protection throughout the construction process.

### 12. **Root protection areas**

No development (including site clearance and any other preparatory works) shall take place until details of the proposed access, hard surfacing, drainage and services providing for the protection of the root zones of trees to be

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retained has been submitted and approved in writing by the Local Planning Authority. Thereafter the development shall not be carried out except in accordance with the approved details.

Reason: To ensure the enhancement of the development by the retention of existing trees and the protection of trees during the construction phase. In addition it is necessary to protect the adjacent ancient woodland in Pondhouse Copse. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14, CS18 and CS19 of West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the trees require protection throughout the construction process.

### 13. **Arboricultural method statement**

No development (including site clearance and any other preparatory works) shall take place until an arboricultural method statement has been submitted to and approved in writing by the Local Planning Authority which shall include details of the implementation, supervision and monitoring of all temporary tree protection and any special construction works within any defined tree protection area. Thereafter the development shall not be carried out except in accordance with the approved details.

Reason: To ensure the enhancement of the development by the retention of existing trees and the protection of trees during the construction phase. In addition it is necessary to protect the adjacent ancient woodland in Pondhouse Copse. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14, CS18 and CS19 of West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the trees require protection throughout the construction process.

### 14. **Arboricultural watching brief**

No development shall take place (including site clearance and any other preparatory works) until the applicant has secured the implementation of an arboricultural watching brief in accordance with a written scheme of site monitoring, which has been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall not be carried out except in accordance with the approved details.

Reason: To ensure the enhancement of the development by the retention of existing trees and the protection of trees during the construction phase. In addition it is necessary to protect the adjacent ancient woodland in Pondhouse Copse. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14, CS18 and CS19 of West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the trees require protection throughout the construction process.

### 15. **Piling**

No piling shall take place unless a piling method statement has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. The method statement shall detail the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise



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the potential for damage to subsurface water infrastructure, and the programme for the works. No piling shall take place except in accordance with the approved details.

Reason: The proposed works will be in close proximity to underground water utility infrastructure. Piling has the potential to impact on local underground water utility infrastructure. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS5 of the West Berkshire Core Strategy (2006-2026).

### **16. Visibility splays**

No development shall take place until details of vehicular visibility splays onto Clayhill Road have been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be first occupied until the visibility splays have been provided in accordance with the approved details. The visibility splays shall, thereafter, be kept free of all obstructions to visibility above a height of 0.6 metres above carriageway level.

Reason: In the interests of road safety. A pre-condition is required because changes are required to the proposed access details, and therefore the associated visibility splays will also need prior approval. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS13 of the West Berkshire Core Strategy (2006-2026). A pre-commencement condition is required because safe access must be provided early in the construction process.

### **17. Phased occupation and water supply**

No dwelling shall be occupied until confirmation has been provided that either:

- a) all water network upgrades required to accommodate the additional flows from the development have been completed; or
- b) a housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied.

Where a housing and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan.

Reason: The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS5 of the West Berkshire Core Strategy (2006-2026).

### **18. Hours of work (construction/demolition)**

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;

No work shall be carried out at any time on Sundays or Bank Holidays.

Reason: To safeguard the amenities of adjoining land uses and occupiers. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS14 of the West Berkshire Core Strategy (2006-2026).

**19. Habitat Management Plan**

No development shall take place until a Habitat Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Plan shall ensure that appropriate mitigation measures and management regimes are in place for the site and adjacent woodland post-development. No dwelling shall be first occupied until the approved plan has been implemented, and thereafter adhered to for the lifetime of the plan.

Reason To ensure that appropriate mitigation measures and management regimes are in place for the site and adjacent woodland post-development, in accordance with the recommendations of the submitted ecological report. A pre-condition is required because insufficient information accompanies the application. This condition is applied in accordance with the NPPF and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

**20. No dwelling shall be first occupied until a lighting strategy has been submitted to and approved in writing by the Local Planning Authority. The strategy shall:**

- (a) Identify those areas on the site that are particularly sensitive for bats;
- (b) Show how and where external lighting will be installed so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory;
- (c) Include an isolux diagram of the proposed lighting;
- (d) Ensure all lighting levels are designed within the limitations of Environmental Lighting Zone 1, as described by the Institute of Lighting Engineers.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy and these shall be maintained thereafter in accordance with the strategy.

Reason To ensure the conservation and enhancement of the biodiversity assets of the site, including the protection of species and habitats. A pre-condition is required because insufficient information accompanies the application. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

**21. Precautionary safeguards for reptiles and amphibians**

Any vegetation clearance shall not take place without implementing the following safeguards:

- a) Areas of any longer vegetation present at the time of works will be strimmed in a two stage process. Following a finger-tip search by a suitably qualified ecologist to ensure that no reptiles are present, the first strimming phase will cut the vegetation to approximately 100-150mm above ground level carefully encouraging any reptiles passing through the vegetation to move into suitable off-site habitat away from the construction zone. The same principle shall be applied to areas of dense scrub which shall be carefully reduced by hand under ecological supervision.
- b) Once vegetation has been cut all suitable refugia within the Site shall be removed carefully under ecological supervision. Suitable refugia may include wooden sleepers, plastic sheeting, corrugated roofing

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sheets, piping, concrete slabs or rocks.

- c) The second strimming/clearance phase can be undertaken on the same day after completion of the first and will follow a second finger-tip search of the area by the ecologist before being cut to ground level or bare ground as appropriate (0-50mm).
- d) Any wood piles and cuttings of vegetation shall be removed in a sensitive manner after being checked by an ecologist to ensure no reptiles are present.

Reason Due to the presence of waterbodies within the vicinity of the site and suitable surrounding habitat and boundary features, safeguards are provided in the interests of protecting local biodiversity. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

### 22. **Precautionary construction safeguards for mammals**

The following general construction safeguards shall be implemented throughout the construction of development:

- a) All contractors and Site personnel shall be briefed on the potential presence of badgers within the Site;
- b) Any trenches or deep pits within the Site that are to be left open overnight will be provided with a means of escape should an animal enter. This could simply be in the form of a roughened plank of wood placed in the trench as a ramp to the surface. This is particularly important if the trench fills with water;
- c) Any trenches will be inspected each morning to ensure no animals have become trapped overnight; and
- d) Food and litter shall not be left within the working area overnight.

Reason To implement precautionary measures to safeguard any badgers, foxes or other mammals. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

### 23. **Restrictions during bird breeding season**

No development or other operations (including site or vegetation clearance) that could result in the loss of any hedgerow habitat on the site shall take place during the bird breeding season (March to August inclusive) unless carried out under the supervision of an experienced ecologist, who will check the habitat to be affected for the presence/absence of any birds' nests. If any active nests are found then works with the potential to impact on the nest must temporarily stop, and an appropriate buffer zone shall be established, until the young birds have fledged and the nest is no longer in use.

Reason To prevent harm to nesting birds from demolition and vegetation clearance. This condition is applied in accordance with the statutory provisions relating to nesting birds, the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

### 24. **Biodiversity enhancements**

No development shall take place until details of biodiversity enhancements have been submitted to and approved in writing by the Local Planning Authority. The details shall include:

- a) A minimum of ten artificial bat roost features to be incorporated into

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the development, such as Habitat integration boxes and Schwegler tree hanging boxes;

- b) A minimum of ten artificial bird nest boxes on trees or incorporated into the walls of new buildings;
- c) Provision of habitat piles for invertebrates, such as log piles, and the provision of deadwood
- d) Landscaping proposals shall include the use of native species, and species of known value to wildlife to provide foraging opportunities. The proposals shall include the retention of existing hedgerows and the re-planting of gaps with native species of local provenance.

Reason To achieve net gains in biodiversity. A pre-condition is required because insufficient details accompany the application. This condition is applied in accordance with the NPPF and Policy CS17 of the West Berkshire Core Strategy (2006-2026).

### 25. Updated surveys

Unless development commences by 25<sup>th</sup> April 2020, no development shall take place until an update report prepared by a qualified ecologist has been submitted to and approved in writing by the Local Planning Authority. This update report shall include an update assessment on the ecology of the site, and establish whether the information provided requires updating in light of changing ecological conditions. The update report submission shall be accompanied by any new surveys deemed necessary, and include any necessary proposed mitigation measures. Therefore the development shall not take place except in accordance with the approved details and any necessary mitigation measures.

Reason: The ecological information that accompanies this application is valid for two years, and therefore should the commencement of development take place outside this timescale, a review of the ecological information will be necessary. A pre-condition is required because ecological mitigation must be up-to-date at commencement of development. This condition is applied in accordance with the NPPF and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

Heads of Terms for Section 106 Agreement

#### 1. Affordable housing

- 40% on-site affordable housing
- 70:30 tenure split between social rented and intermediate

#### 2. Public open space

- Provision and transfer of public open space
- Commuted sum of £22,000 towards the future maintenance of public open space.

#### 3. Pedestrian/cycle link

- Contribution of £4000 towards the construction of a new off-site footpath link into Coltsfoot Close.

**Refusal reason (if legal agreement not completed)**

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### Planning obligation

The application fails to provide a Section 106 planning obligation to deliver necessary infrastructure and mitigation measures, including:

- a) 40% on-site affordable housing (70:30 tenure split between social rented and intermediate), without which the proposal would be contrary to the National Planning Policy Framework, Policy CS6 of the West Berkshire Core Strategy 2006-2026, and the Council's adopted Planning Obligations SPD.
- b) Provision, transfer and commuted sum for the maintenance of public open space within the development, without which the development would be contrary to the National Planning Policy Framework, Policy CS18 of the West Berkshire Core Strategy 2006-2026, Policies RL.1, RL.2 and RL.3 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007), and the Council's adopted Planning Obligations SPD.
- c) A contribution of £4000 towards the provision of a new pedestrian/cycle access from the site to Coltsfoot Close, without which the development would be contrary to the National Planning Policy Framework, Policies CS13 and CS14 of the West Berkshire Core Strategy 2006-2026, Policies GS1 and HSA15 of the Housing Site Allocations DPD 2006-2026, and the Councils adopted Quality Design SPD and Planning Obligations SPD.

### **(2) Application No. & Parish: 18/03209/FULEXT - 19 and 19A High Street, Theale**

*(Councillor Geoff Mayes declared a personal and prejudicial interest in Agenda Item 4(2) by virtue of the fact that his son was the finance director of TA Fisher (applicant for the application). As his interest was personal and prejudicial and a disclosable pecuniary interest, he would be leaving the meeting during the course of consideration of the matter and would take no part in the debate or voting on the matter.)*

*(Councillor Geoff Mayes left the room at 7.30pm)*

*(Councillor Royce Longton in the Chair)*

The Committee considered a report (Agenda Item 4(2)) concerning Planning Application 18/03209FULEXT in respect of the demolition of an existing building and construction of 15 dwellings, 2 retail units (use class A1/A2/A3), associated access, parking and landscaping.

Ms Lydia Mather introduced the report to Members' of the Committee, which recommended conditional approval, and ran through the key points. The site was within the settlement of Theale. Part of the site was within a Conservation Area. Separation distances between buildings was in some cases less than 21 metres and therefore conditions had been added for extra screening. The access for the site was off Crown Lane.

The Conservation Officer had been consulted on the demolition and was satisfied that the plans were in-keeping with the area. Ms Mather ran through comments from each of the consultees and additional conditions resulting from responses received.

Officers were recommending approval subject to the completion of a Section 106 Agreement to secure the required amount of affordable housing.

In accordance with the Council's Constitution, Mr Martin Vile objector, Mr Michael Lee, agent, and Councillor Alan Macro, Ward Member, addressed the Committee on this application.

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### **Objector Representations:**

Mr Martin Vile in addressing the Committee raised the following points:

- The density of the site exceeded that stated in the Council's Core Strategy being 87 percent above the limit. The development would be imposing.
- The development had been designed based on unattractive office buildings close by rather than a more attractive residential area.
- A mix of one and two bedroom houses was not required in Theale.
- The north end of the site would be particularly dominating to the local area.
- The calculated loss of light to neighbouring properties was inaccurate.
- The angle from windows exceeded the 25 percent required.
- Crown Lane and number 77 Woodfield Road would be overlooked and separation distances were less than what was required.
- The 15m<sup>2</sup> of amenity space proposed was below what was required. The density of the site was far too high and was in breach of the Council's policy on this matter.
- The site would be accessed by a single track road that would not allow two cars to pass.
- Visibility splays shown in photos of the site were not truly representative.
- Increased traffic would cause further damage to roads near to the site.
- Refuse lorries would exceed the High Street's 10 tonne weight restriction, making refuse collection particularly difficult.
- There was fear that there were not enough spaces being provided in the proposed plans for the site. Vehicles would not be able to park on the access to the site without causing obstruction.
- Mr Vile referred to Core Strategy Policy Number Six, regarding affordable housing and stressed that the proposal conflicted with the Council's requirement for five affordable homes on the site.
- The site would cause a loss in historical frontages in Theale.
- Due to the high level of negative impact that would be caused Mr Vile urged Members of the Committee to refuse the application.

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

Councillor Graham Pask referred to Mr Vile's comments regarding refuse collection in the area. He noted that waste from the proposed properties would need to be taken through a walkway and asked if this arrangement was normal in Theale. Mr Vile was concerned that refuse bins would be placed on the High Street, which would block pedestrian access. The current building on the site was commercial and therefore refuse was collected from the access road. Further bins would compromise the safety of residents.

Councillor Pask also noted Mr Vile's comments about lighting and angles and asked for further clarification on this point. Mr Vile confirmed that the sun rose over the High Street. He lived at number 12 and did not feel that the plans truly represented the degree of overlooking that would be caused into the windows of his property. If the proposal was agreed then it would block the light to Woodfield Way and the garden belonging to the Falcon Pub.

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

Mr Michael Lee in addressing the Committee raised the following points:

- The merits of the application highlighted in the Planning Officer's report reflected the in-depth pre-application process that had taken place.
- There were no outstanding technical objections to the scheme.
- The Officer's report noted that the scheme was in a sustainable location and would be of benefit to the whole community.
- Conditions were included regarding the density and frontage of the scheme.
- The second element of the proposal included 12 dwellings that were either one or two bedroom, which reflected the housing mix seen in the local area. The dwellings would be modern in design and fit in with the surroundings.
- No objections had been raised by the Highway's Officer. There was also a lack of objections from the statutory consultees.
- The planning obligation would be secured by a Legal Agreement.

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

Councillor Andrew Williamson questioned Mr Lee regarding the area to the back of the site where the flats would be located, which had received objections from residents on density grounds. Mr Lee confirmed that the density was high in the area being questioned however, it was important to consider the context of the site. It was important to note that an approved application for a higher number of flats would be even higher in density.

Councillor Pask questioned the ethos of the area as 12 one to two bedroom units was disproportionate to the Strategic Housing Land Availability Assessment (SHLAA). Mr Lee stated that the plans had been designed using the developer's local knowledge and to ensure best use of the site was achieved.

In trying to understand the reason for the housing mix proposed Councillor Pask further questioned if the developer was trying to compensate for what was not being provided elsewhere in the area, rather than adhering to the SHLAA. Steve Davis (Applicant) joined Mr Lee at the presentation table. He stated that it was rare to have three or four bedroom flats and it was felt that one or two bedroom flats was what was required in Theale at this time to cater for younger people.

### **Ward Member Representation:**

Councillor Alan Macro in addressing the Committee raised the following points:

- In his view the proposal was squeezing too much onto the site and there was a shortage in amenity space.
- Councillor Macro was concerned regarding the loss of significant light to properties close by.
- Regarding the housing mix, as mentioned by Mr Vile, there were already 200 one to two bedroom flats in Theale.
- Any development for more than five homes had to meet certain standards regarding access and in his view, the application in question did not meet these standards.

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- Councillor Macro was concerned about street lighting that would be provided as part of the development, which might not be welcomed by residents living near to the site.
- There had been no reference made to pedestrians however, there would be extremely poor sight lines.
- Councillor Macro felt that the frontage along Theale High Street should be a classed as a Non Designated Heritage Asset as it contributed greatly to the street scene.
- Councillor Macro was concerned regarding refuse collection and did not see how this could be carried out without causing obstruction to pedestrians.
- Councillor Macro expressed his concern regarding large lorries that would carry out deliveries to the retail units on site and cause an obstruction
- Councillor Macro was concerned about the amount of parking. Parking elsewhere in Theale was either expensive or restricted.

### **Member Questions to Officers**

Councillor Pask stated that he had attended the site visit and referred to highways concerns. The access to the site had been adapted for office use however, if approved this would change to residential use and there could possibly be 24 vehicles needing a parking space and increased traffic movements. If approved there would be a single lane access with poor sight lines onto Crown Lane. Councillor Pask asked the Highways Officer to comment on these points.

Mr Gareth Dowding stated that the development would utilise an existing track. The development could cause a number of traffic movements. Members needed to be mindful that just because very few traffic movements were generated by the site currently, this would not necessary stay the case even if the application was refused. Gareth Dowding stated that Highways Officers would struggle to justify reasons for refusal.

Councillor Williamson queried if the access met the adopted standards. He also queried affordable housing and the contribution amount of £50k, which in his view did not seem enough. Mr Dowding stated that where there was an access servicing five or more separate dwellings, there were standards that needed to be met however, this did not include a single block of flats.

Ms Mather referred to Councillor Williamson's comment regarding affordable housing and referred to Policy CS6 which stated that subject to the economics of the provision there was scope for negotiations. Robust negotiations had taken place with the applicant regarding affordable housing and the Council's consultant had advised that £50k was likely to be the most that could be achieved. Ms Mather confirmed that for this scheme one unit normally equated to £120k.

Councillor Ross Mackinnon noted that the recommendation for approval was finely balanced. He queried why there was not considered to be a conflict with policy when the density of the site was above the maximum according to Mr Vile. Ms Mather drew attention to section 6.7 of the report which provided details regarding density. There was an allowance for above 50 dwellings per hectare for developments at places with good public transport nodes and no maximum was defined. Councillor Mackinnon accepted that 50 dwellings per hectare was only a guideline.

Councillor Williamson referred to the distance between the proposed development and existing dwellings. He asked if distances were based on property to property or took



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gardens into account. Ms Mather reported that distances provided were building to building and did not include gardens.

Councillor Williamson queried the height of the development. Ms Mather showed the Committee photos that had been taken, showing a lady holding a five metre pole at the end of the gardens that backed onto the site. This provided Members with an idea of how high the development would be. Ms Mather added the caveat that the proposed units would be further away than the pole being held up.

### **Debate:**

Councillor Pask stated that it had been very helpful to attend the site visit as it enabled him to make a judgement on the impact the proposal would have. Councillor Pask was concerned about the access to the site and refuse collection. There would possibly be 15 bins placed on a footpath along Theale High Street. Councillor Pask was concerned about the impact that the three storey block would have and he had noted this at the site visit when standing at the end of the site, near the proposed access. What currently stood on the site was of no architectural benefit in his view however, this should not be a justification for granting planning permission.

Whilst on the site visit, Councillor Pask stated that Members had spent time looking at the view to Crown Lane and along the footpath. The sun had been shining helpfully on the day of the site visit and it was noted where a shadow would be cast if the proposal was granted. Councillor Pask felt that for existing dwellings backing onto the site, the proposal would be overbearing, overshadowing and detrimental to amenity.

Councillor Williamson stated that he was concerned about the density of the site. Guidelines on density suggested 30 – 50 per hectare and the proposal greatly exceeded this. He reiterated Councillor Pask's concerns in relation to refuse collections. Councillor Williamson was concerned about the access to the site and vehicles reversing out of it. Highways were unable to find reasons to object to the application.

Regarding affordable housing Councillor Williamson was displeased with the figure of £50k, when Officers were saying that a figure in excess of £600k was actually required. Councillor Williamson proposed that Members refuse the application due to the level of density, traffic issues and affordable housing. Councillor Pask seconded the proposal and added the overbearing nature and loss of light to the reasons for refusal.

Legal Officer, Sharon Armour, asked for clarification on the reasons for refusal. Planning Team Leader, Bob Dray, stated that Members had heard from the Highways Officer, who had raised no objections to the site. It was agreed by Members that the reasons included impact on the character of the area; impact on neighbouring amenity; an inadequate amount of amenity space and an insufficient S106 contribution.

The Chairman invited Members of the Committee to vote on the proposal by Councillor Williamson, seconded by Councillor Pask. At the vote the motion was carried.

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

1. The proposed development would provide inadequate outdoor space on site. The proposal includes a combination of private and communal gardens, a communal roof terrace and balconies. Overall the proposed provision would be approximately 260m<sup>2</sup>. Supplementary Planning Document Quality Design Part 2 sets out that for flats outdoor space from 25m<sup>2</sup> should be provided for 1 and 2 bedroom flats. For 15 flats from 375m<sup>2</sup> in total should be provided. 12 of the 15 flats would have either no provision or less than 25m<sup>2</sup>. As such the proposed development fails to provide a reasonable provision of quality outdoor space on site contrary to Supplementary Planning Document Quality Design Part 2 2006 and failing ot

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make a positive contribution to quality of life contrary to Policy CS14 of the West Berkshire Core Strategy 2006-2026 and the National Planning Policy Framework 2019.

2. The proposed residential building of 12 flats would have an overbearing and overshadowing impact on the occupiers of adjacent dwellings and dominate their outlook due to its proximity and height. The building would be set less than 21m from No. 77 Woodfield Way and No. 12 off Crown Lane, with the closest part of the building being 3 storeys in height and just over 9m. The proposed residential building therefore detracts from the living conditions of surrounding occupants, and fails to positively contribute to quality of life. The application is therefore contrary to policy CS14 of the West Berkshire Core Strategy 2006-2026, The National Planning Policy Framework 2019, and the Council's adopted Quality Design SPD 2006 (part 2).
3. The proposed development fails to provide appropriate provision towards affordable housing. The contribution offered would be less than half of a single unit of affordable housing as part of the proposed scheme. As such, the development fails to comply with the National Planning Policy Framework 2019, policy CS6 of the West Berkshire Core Strategy 2006-2026, and the Supplementary Planning Document: Planning Obligations.
4. The proposed density and scale of the residential development at 93.75 dwellings per hectare would be particularly high in an area of lower density housing development of predominantly detached and semi-detached dwellings with some flats above retail units. As such it would fail to respect the prevailing character of the area and setting of the conservation area contrary to the National Planning Policy Framework 2019, and policies CS4 and CS19 of the West Berkshire Core Strategy 2006-2026.

### **(3) Application No. & Parish: 19/01038/FULD - Land Adjacent To 1A King Street, Mortimer Common**

*(Councillor Geoff Mayes re-joined the meeting at 8.25pm)*

*(Councillor Graham Pask in the Chair)*

The Committee considered a report (Agenda Item 4(3)) concerning Planning Application 19/01038/FULD in respect of the erection of 2 x 1 bed and 2 x 2 bed apartments with associated parking and infrastructure following reconfiguration of existing retail car park (accessed from King Street) and creation of new loading bay with associated alterations to shop frontage (accessed from Victoria Road).

Mr Bob Dray introduced the item to Members of the Committee and ran through the key points. The application was a third application for a similar scheme. The first two applications had been refused and the proposal before Members had evolved from the previous applications. There were no technical objections raised by consultees. Seven public representations had been received and all objected to the application.

The main reasons for objections could be viewed under section 4.3 to the report and included highways concerns and loss of amenity. Mr Dray added that the Highway's Officer had scrutinised the plans and was satisfied with the visibility splay and how traffic would manoeuvre within the site.

Mr Dray drew attention to the update sheet, which clarified the timing and frequency of deliveries to the existing retail unit (Budgens). The updated sheet also provided

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clarification on amenity space and provided two additional conditions. In conclusion, Mr Dray reported that the recommendation was to approve planning permission.

In accordance with the Council's Constitution, Mr Kevin Johnson, Parish Council representative, Mr and Mrs Hakhnazarian, objectors, Emily Temple, agent and Councillor Graham Bridgman, Ward Member, addressed the Committee on this application.

### **Parish Council Representation:**

Mr Johnson in addressing the Committee raised the following points:

- Stratfield Mortimer Parish Council's Planning Committee had strongly objected to the application. Mr Johnson referred to West Berkshire Council's Planning Policy GD1, regarding sites that were detrimental to the street scene.
- The proposed parking layout was impractical as the parking bays were too small at only 1.8 metres wide, which was less than the West Berkshire Council's standard of 2.4 metres wide.
- The private parking area for the apartments showed 6 spaces, whereas the total required was 6.5 spaces. The Parish Council felt that therefore 7 spaces should be provided.
- The proposed amenity space was too small and was less than the size of the ground floor apartments and appeared to be below the recommended mixture of 25m<sup>2</sup> per apartment.
- The frontage of the proposed apartments extended onto the pavement with the entrance door directly onto the pavement.
- Mr Johnson stated that the above points confirmed that the proposal would cause an overdevelopment of the site and an overcrowded layout. The amenity space was too small and the apartments were very close to retail parking which conflicted with the National Development Plan Policy HD4.
- The Parish Council's Planning Committee had strongly objected to the loading/delivery bay proposed, which would be situated at the front of the store on Victoria Road. This would cause safety issues for parents and children walking to and from school.
- The Parish Council was not convinced that the loading bay could be constructed while allowing sufficient footpath width to accommodate wheelchairs and buggies. This would cause safety issues for parents and children walking to school.
- There was concern that comments submitted about the previous application (18/00477/FULD) including articulated lorries arriving from the wrong direction; the removal of the much used dropped crossing point opposite the bus stop and large vehicles parking in the layby near the road junction, would cause road safety issues.
- Mr Johnson also drew attention to a telegraph pole to the front of the store, which would need removing if the proposal was approved, to make way for the loading/delivery bay.

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

Councillor Geoff Mayes noted the comments Mr Johnson had made about the telegraph pole to the front of the shop and stated that this was actually an active electricity line pole and would be one of three poles that would need repositioning. This would be particularly difficult. He asked Mr Johnson if he was aware that the pole serviced a power line. Mr Johnson stated that he was aware of this.

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Councillor Mayes referred to the parking area on the corner of the site that included two disabled parking spaces and felt that this would make the corner particularly tight and difficult for vehicles to navigate past. Councillor Mayes was reminded by the Chairman that only questions to Officers were permitted in this section of the meeting.

Councillor Mayes referred to the frontage of the apartment block onto King Street and asked for further clarification on Mr Johnson's concerns. Mr Johnson was concerned that the frontages of the apartments opened onto the pathway and were positioned too far forward.

### **Objector Representations:**

Mr Hakhnazarian in addressing the Committee raised the following points:

- Mr Hakhnazarian highlighted that the application suggested that his property was number 1A whereas it was actually number 1.
- His property would be the most impacted upon if permission was granted. The distance from Mr Hakhnazarian property to the site was about one metre.
- The development would not be in keeping with the surrounding area and would cause overshadowing.
- The Human Rights Act gave particular emphasis to protecting family life and this would be adversely affected if permission was granted.
- There would be loss of sunlight caused to Mr Hakhnazarian's property caused by a proposed double storey bike store, which in Mr Hakhnazarian's view would be better suited to Reading Station.
- The development would encroach on his family's private space. Mr Hakhnazarian's wife worked from home and therefore it would have an impact on her home and work life, as the car park would be in operation until 10pm at night.
- There would be a detrimental impact on Kings Street.
- There was a small car park for the Budgens store opposite the site however, this was not sufficient and therefore customers would be forced to park on the street, which would compromise highway safety.
- If the proposal was granted permission then Mr Hakhnazarian's garden would be severely overlooked and filled with pollution.
- Mr Hakhnazarian referred to Planning Policy CS14 and stated that the development was out of character and would be a monstrous development.
- Mr Hakhnazarian voiced his concern regarding the reduction in amenity space. Currently there was 175m<sup>2</sup> of amenity space on the site and this would be reduced to 60m<sup>2</sup> if the application was approved.

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

Councillor Mayes noted on the drawing that there were four trees along the red site line and asked if these were in Mr Hakhnazarian's garden. Mr Hakhnazarian confirmed that there were two trees in his garden. Mr Hakhnazarian added that there was an oak tree on the site that had a Tree Preservation Order. There was also an apple tree and there was uncertainty regarding what would happen to this tree.

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

Ms Emily Temple in addressing the Committee raised the following points:

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- Ms Temple expressed that she was grateful to the Case Officer for summarising the application and for the report that had been produced.
- The proposal included two x one and two x two bedroom flats
- The applicant wanted to serve the local community and provide units that were central to local services.
- 60 percent of the homes in the area were owned by one or two people.
- The site was within the boundary and within the centre of the village and therefore was in line with Planning Policy.
- A design Statement had been prepared along with a Road Safety Assessment and Tree Survey.
- The plans represented three years of correspondence with Planning Officers. There would be minimal impact on shoppers and deliveries to the Bugden's store.
- There were two additional parking spaces proposed for the Bugden's Store. If Members of the Committee had concerns about the number of spaces then one space could be re-allocated to the housing.
- The amount of amenity space proposed was in line with West Berkshire Council's standard. Detail on the roof terrace was included within the Planning Officer's report.
- A number of conditions had been accepted by the applicant and a delivery management plan would provide an element of control of this aspect.
- Ms Temple urged the Committee to approve the application.

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

The Chairman referred to the table included with the update sheet which detailed changes in the number of parking spaces on the site and queried the increase from 15 to 17 in total spaces. The Chairman was uncertain as to whether these numbers accounted for parking spaces, to the front of the store, on the other side of the road. Ms Temple stated that no changes were being made to the store and therefore there was no requirement to increase the spaces from the 15 spaces already available.

Councillor Ross Mackinnon noted that there would be eight extra car parking spaces provided on the site overall and queried what the width of the spaces would be. Ms Temple did not have these figures to hand however, believed they would meet the Council's standard of 2.4 metres.

Councillor Alan Macro asked for confirmation of the stores opening times and it was confirmed that this was 7am until 9pm from Monday to Saturday and 10am until 4pm on Sundays.

Councillor Mayes was concerned about access to car parking spaces on the two forward facing plots. Ms Temple confirmed that this would require a vehicle to carry out a three point turn. All spaces met the relevant standards. Transport Officers had been consulted accordingly.

Councillor Joanna Stewart referred to the Travel Management Plan and asked for further details on this. Ms Temple confirmed that there would be a Delivery Management Plan and on average deliveries to the store took around 10 minutes. Because no changes to the store were being proposed, there were no plans to change how it currently operated.

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Councillor Stewart noted that an articulated lorry sometimes made deliveries to the store and asked when and how often this took place currently. Ms Temple confirmed that currently all deliveries were made to the back of the store.

### **Ward Member Representation:**

Councillor Graham Bridgman in addressing the Committee raised the following points:

- Councillor Bridgman confirmed that he had been lobbied on the application by the applicant and objectors. Councillor Bridgman wanted to ensure that his points were considered as part of the debate on this item.
- The proposed development was an improvement on the former application. In his view the proposal was in keeping with the street scene in relation to Number One Kings Street.
- Councillor Bridgman referred to the car parking spaces for the proposed residential area and felt that these could be increased.
- Councillor Bridgman had requested that the plans from the previous application be put forward for the Committee meeting.
- He was particularly concerned about the plan to convert the current amenity space into car parking.
- Councillor Bridgman had a real issue with the safety of the proposed loading bay to the front of the store. This had also been mentioned by the Parish Council. There was a bus stop to the right of this area and if a delivery was to take place at the same time that a bus was using the bus stop, there would be safety issues. It would be important to ensure that delivery vehicles did not encroach onto the road.
- Councillor Bridgman questioned if the sight lines out of Victoria Road and Kings Road would be obscured if a lorry was in the loading bay. A large vehicle in the loading bay could also obscure the sight lines of pedestrians when attempting to cross the road.
- Councillor Bridgman stated that he did not oppose the application however, felt that conditions were required to take account of the possible road safety issues, particularly in relation to the loading bay.

### **Member Questions to Officers**

The Chairman sought confirmation from Highways Officers regarding the sight lines for pedestrians in relation to the proposed loading bay and asked if this was acceptable. Mr Dowding confirmed that there had been some concerns on this point and a Road Safety Assessment had been carried out by an independent auditor. It had concluded that there were no safety issues regarding sight lines for pedestrians or road users. Therefore the Highways Department had accepted the proposal. Mr Dowding understood the concerns that were being raised and therefore commented that if Members were minded to approve the application then a Stage One and Two Road Safety Audit could be requested. The Chairman asked if this condition was not met if the application would subsequently be refused and Gareth Dowding confirmed that this would be the case.

Councillor Andrew Williamson referred to the 100m<sup>2</sup> of amenity space that was proposed as part of the development however, felt that the area to the front of the site was of little use. Mr Bob Dray confirmed that it was the quality of the space that was most important that the minimum standard in the SPD was generous, and that this proposed provision was considered acceptable.

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Councillor Mackinnon noted that the Parish Council had raised concerns about parking spaces being 1.8 metres wide, which did not meet the required standard set by West Berkshire Council. Mr Dray confirmed that the car parking spaces would be 2.4 metres wide

Councillor Williamson understood that the application was the third proposal and sought to understand what made the current application different enough to cause Officers to recommend approval. Mr Dray referred to section two of the report regarding the planning history for the site which explained the reasons why the two previous applications had been refused. He highlighted the excessive scale of the first scheme, and that the second scheme had placed the development too close to neighbouring properties.

Councillor Williamson asked if any Planning Policy could protect Mr Hakhnazarian's property from pollution. Mr Dray explained that it was important to take the specifics of a case into account. There was already a car park on site and this needed to be kept in mind.

### **Debate:**

Councillor Mayes stated that the Parish Council were completely against the development and the Parish Council's Planning Committee had voted unanimously against the application.

Councillor Mayes felt that the disabled parking spaces were far too close to the pavement. Mr Mayes also felt that the proposed disabled parking bays were too narrow. Councillor Mayes noted that the original plans for the store showed trees that were no longer on the site and therefore had not been maintained.

The frontage and loading bay in Councillor Mayes opinion would be a danger to pedestrians and other road users, particularly if the loading bay was used by an articulated lorry or two smaller vehicles. The bus stop would also create a hazard. The development would impact upon an existing pinch point on Badger Croft Road.

Councillor Mayes stressed that if the power line pole was moved then this would affect the other two in the area. This would require all three poles to be moved or possibly the cables would need to be moved underground. This would cause further obstruction along Victoria Road.

Councillor Mayes noted that one of the previous applications for the site showed a waste disposal unit to the back of the site. This was not shown on the present plans and therefore Councillor Mayes was concerned about where this would be located. Councillor Mayes was in favour of the delivery/loading bay staying at the rear of the store.

Councillor Longton declared that he was undecided on the application. Councillor Williamson voiced concern about the intention to reposition the amenity space next to car parking spaces that backed on to Mr Hakhnazarian's property (Number One). He was concerned about the impact the car parking spaces would have on Mr Hakhnazarian's property including noise pollution. He was also concerned about the need for vehicles to conduct a three point turn to exit some of the car parking spaces. This would be particularly awkward.

Councillor Mayes felt that the Committee should refuse the application on the grounds of access to car parking; the requirement to move overhead power lines and the use of the frontage for deliveries and the dangers this would cause.

Sharon Armour, Legal Officer, asked Councillor Mayes to clarify one of his proposed reasons for refusal and he stated that he wished to add sight lines and impact on the

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street scene to his list of reasons. Councillor Mayes proposed refusal of the application, but the proposal did not find a seconder.

Councillor Alan Macro stated that he was particularly concerned regarding the impact on Number One and the lighting and noise pollution that would be caused by the car park. Councillor Macro proposed that Members refuse the application and this was seconded by Councillor Mayes.

The Chairman invited Members to vote on the proposal by Councillor Macro, seconded by Councillor Mayes and at the vote the motion was refused.

Councillor Williamson asked for further guidance in relation to the option mentioned by Highways Officer, Mr Dowding earlier in discussions. Mr Dowding confirmed that a Stage One Road Safety Audit had been completed. A Stage Two Road Safety Audit could be required and this would provide a more in-depth analysis at what would be constructed and the impact this would have on pedestrians and road users. This would help to prove beyond doubt whether or not the application was detrimental to highway safety.

Sharon Armour asked if the intention would be to have this information prior to approving the application. Councillor Williamson asked if the Stage Two Road Safety Audit would consider car parking and Mr Dowding confirmed that it purely looked at road safety on the highway.

Councillor Mackinnon stated that like Councillor Longton he felt undecided on the application. He understood and sympathised with the concerns of local residents however, also acknowledged that the area was in need of further housing.

Councillor Stewart sought clarification on the option mentioned by Mr Dowding. She asked if the Committee could accept the application on the basis that the future Road Safety Audit would be conducted or should it object to the applications subject to the Road Safety Audit.

Sharon Armour advised that the Committee could approve the scheme subject to the Head of Planning being satisfied that the applicant had conducted a Stage Two Road Safety Audit. The Chairman added that if the Stage Two Road Safety Audit concluded a satisfactory result then the application would be approved however, if it failed the application would be refused.

Councillor Longton proposed that the Committee approve the application subject to a Stage Two Road Safety Audit. The decision as to whether this Audit was acceptable would be deferred to the Head of Planning. Mr Dray suggested a timescale for completion of three months for the Stage Two Road Safety Audit or such longer period as agreed with the Chairman. This proposal was seconded by Councillor Williamson.

The Chairman invited Members of the Committee to vote on the proposal by Councillor Longton, seconded by Councillor Williamson and at the vote the motion was carried.

**RESOLVED that** the Head of Development and Planning be authorised to **grant planning permission** provided that a Stage 2 Road Safety Audit is submitted to and approved by the Head of Development and Planning within three months (or any longer period agreed with the Chairman) and subject to conditions (as per recommendation);

Or,

if a RSA is not provided/approved within the timeframe, to **refuse planning permission** on highway safety grounds.

### **Conditions**

#### **1. Commencement of development**

The development hereby permitted shall be begun before the expiration of



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three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

### 2. **Approved plans**

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

- Location plan 1:1250
- 821D800 rev E (site plan)
- 821D801 (floor plans)
- 821D802 (elevations)
- 821D803 (sections)
- 821D804 (street scene)
- 821D805 (roof plan)
- 170430-03A (HGV service bay)
- 170430-04 (Van service bay)

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

### 3. **Parking and Turning Areas**

No dwelling hereby permitted shall be occupied until the vehicle parking and/or turning space have been surfaced, marked out and provided in accordance with the approved plan(s). The parking and/or turning space shall thereafter be kept available for parking of 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 (2019), Stratfield Mortimer Neighbourhood Plan (2017), 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).

### 4. **Servicing/Loading Bay Construction**

The dwellings hereby permitted shall not be occupied until the new servicing/loading bay and any associated footway works to the Victoria Road frontage have been provided in accordance with drawing no.170430-03Rev A.

Reason: In the interests of road safety. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

### 5. **Visibility Splays**

No dwelling hereby permitted shall be occupied until the access visibility splays have been provided in accordance with drawing number 170430-03 Rev A. 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.

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Reason: In the interests of road safety. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

### 6. Delivery Management Plan

No development hereby permitted shall take place until a Retail Delivery Management Plan has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. The Delivery Management Plan should include:

- Timings of deliveries – these should be outside of peak times on the highway network;
- Details of management of deliveries in the interests of pedestrian safety (such as the use of a banksman);
- Haul route to and from the site;
- Maximum sizes of delivery vehicles; and
- No loading or unloading of commercial goods vehicles shall take place on the public highway outside of the confines of the designated lay-by.

Reason: To safeguard the amenity of adjoining land uses/occupiers and in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017), Policies CS5 and CS13 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS 1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007). A pre-commencement condition is required because deliveries will likely be impacted early in the development process.

### 7. Construction Method Statement

No development hereby permitted 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 and hours of delivery including building supplies;
- 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) Hours of construction works limited to 0800 to 1800 Mon-Friday, 0900-1700 Saturdays with no works on Sundays and public holidays.

The development shall be carried out in accordance with the approved details.

Reason: To safeguard the amenity of adjoining land uses/occupiers and in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017), Policies CS5 and CS13 of the West Berkshire Core Strategy (2006-2026), Policy TRANS 1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007). A pre-commencement condition is required because the CMS must be adhered to during all construction.

**8. Sustainable Drainage**

No development hereby permitted 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 attenuation measures to retain rainfall run-off within the site, off site discharge will not be permitted;
- d) Include construction drawings, cross-sections and specifications of all proposed SuDS measures within the site;
- e) 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;
- f) Include pre-treatment methods to prevent any pollution or silt entering SuDS features or causing any contamination to the soil or groundwater;
- g) Ensure any permeable paved areas are designed and constructed in accordance with manufacturers guidelines;
- h) Include a management and maintenance plan for the lifetime of the development. This plan shall incorporate arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a residents' management company or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

The development shall thereafter be implemented in accordance with the approved details.

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 (2019), Stratfield Mortimer Neighbourhood Plan (2017), Policy CS16 of the West Berkshire Core Strategy (2006-2026) and Part 4 of Supplementary Planning Document Quality Design (June 2006). A pre-commencement condition is required because the design of the sustainable drainage measures must be known early in the development process.

**9. Landscaping**

Notwithstanding the information submitted within the application documentation, no dwelling hereby permitted shall not be occupied until a detailed scheme of hard and soft landscaping for the site is submitted to and approved in writing by the Local Planning Authority. The details shall include schedules of plants noting species, plant sizes and proposed

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numbers/densities, an implementation programme and details of written specifications including cultivation and other operations involving tree, shrub and grass establishment. The scheme shall ensure;

- a) Completion of the approved landscape scheme within the first planting season following completion of development;
- b) Any trees shrubs or plants that die or become seriously damaged within five years of this development shall be replaced in the following year by plants of the same size and species.

Reason: To ensure the implementation of a satisfactory scheme of landscaping in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017) and Policies CS14, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026.

### 10. **Boundary Treatment**

The development hereby permitted shall not be occupied until details, to include a plan indicating the positions, design, materials and type of boundary treatment to be erected have been submitted to and approved in writing by the Local Planning Authority. The boundary treatment/s shall be completed in accordance with the approved scheme before the dwellings hereby permitted are first occupied. The boundary treatment shall thereafter be retained in accordance with the approved details.

Reason: To ensure the satisfactory appearance of the development. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017) and policy CS14 of the West Berkshire Core Strategy 2006-2026.

### 11. **Refuse and Recycling Facilities**

Notwithstanding the information submitted within the application documentation, prior to the first occupation of the dwellings hereby permitted, details of refuse and recycling storage areas/facilities within the site shall have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the refuse and recycling facilities have been provided in accordance with the approved details and shall thereafter be retained for this purpose.

Reason: To ensure that there is adequate and safe refuse/recycling facilities within the site and to ensure the physical form of the facilities would harmonise with the surroundings. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), and Supplementary Planning Document Quality Design (June 2006).

### 12. **Cycle Storage**

Notwithstanding the information submitted within the application documentation, the dwellings hereby permitted shall not be occupied until details of the cycle parking and storage space (including height and elevations) have been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied until the cycle parking and storage space has been provided in accordance with the approved details and shall thereafter be retained for this purpose at all times.

Reason: To ensure that there is adequate and safe cycle storage space

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within the site. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017), 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).

### **13. External/Facing Materials**

No development hereby permitted shall take place above foundation level until details and samples of all external facing materials have been submitted to and approved by the local planning authority in writing. The development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure the satisfactory appearance of the development in accordance with The National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017), CS14 of the West Berkshire Core Strategy (2006-2026) and the Quality Design SPD (June 2006).

### **14. Obscure Glazing**

The first floor and second floor windows in the east facing elevations of apartment no.3 indicated on drawing 821-D-801 hereby permitted shall be fitted with obscure glazing to a height of 1.7 metres when measured from the floor level of the rooms in which they are located before the individual rooms are first occupied. The obscure glazing shall thereafter be retained as such.

Reason: To avoid potential overlooking/loss of privacy for the occupiers of the adjacent property at no.1 King Street. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (2006) and Supplementary Planning Guidance 04/2 House Extensions (July 2004).

### **15. Electric Charging Points**

The dwellings hereby permitted shall not be occupied until the electric vehicle charging point has been provided in accordance with the approved drawings. The charging point shall thereafter be retained and kept available for use by electric vehicles.

Reason: To promote the use of electric vehicles. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Stratfield Mortimer Neighbourhood Plan (2017), 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).

### **16. Noise Mitigation**

The development hereby permitted shall be carried out in accordance with the noise mitigation measures relating to window glazing/external building fabric specification set out in the noise report prepared by Clark Saunders Acoustics submitted as part of the approved planning application documentation. The approved mitigation measures shall be completed in their entirety prior to the first occupation of the dwellings hereby permitted.

Reason: To ensure a satisfactory living environment for future occupiers in accordance with the National Planning Policy Framework (2019), Stratfield

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Mortimer Neighbourhood Plan (2017), Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (2006).

### **17. Tree Protection Measures**

Protective fencing shall be implemented and retained intact for the duration of the development hereby permitted in accordance with the tree and landscape protection scheme identified on approved drawing(s) numbered plan Appendix 5 of the Landscape collective tree report ref LC/00271 dated June 2018. Within the fenced area(s), there shall be no excavations, storage of materials or machinery, parking of vehicles or fires.

Reason: To ensure the enhancement of the development by the retention of existing trees and natural features during the construction phase in accordance with the requirements of the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017) and Policies CS14, 18 and 19 of the West Berkshire Local Plan Core Strategy (2012).

### **18. Written Scheme of Archaeological Investigation**

No development hereby permitted shall take place within the application site until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall incorporate and be undertaken in accordance with the approved statement.

Reason: To ensure that any significant archaeological remains that are found are adequately recorded to accord with the requirements of the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017) and Policy CS19 of the West Berkshire Local Plan Core Strategy (2012). A pre-commencement condition is required because archaeological investigation must take place before or concurrent with any development.

### **19. Contamination**

If contamination is found at any time during site clearance, groundwork and construction within the application site, the discovery shall be reported as soon as possible to the local planning authority. A full contamination risk assessment shall be carried out and if found to be necessary, a 'remediation method statement' shall be submitted to the local planning authority for written approval. Works shall thereafter be carried out in accordance with the approved 'remediation method statement' and a final validation report shall be submitted to and approved in writing by the local planning authority before the dwellings hereby permitted are first occupied.

Reason: In order to protect the amenities of proposed occupants/users of the application site. This condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017), Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (2006).

### **20. Piling**

No piling shall take place until a piling method statement detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for

**EASTERN AREA PLANNING COMMITTEE - 18 SEPTEMBER 2019 - MINUTES**

the works has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. All piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be within 15m of a strategic sewer/underground sewerage utility infrastructure. Piling has the potential to impact on local underground sewerage utility infrastructure. The condition is imposed in accordance with the National Planning Policy Framework (2019), Stratfield Mortimer Neighbourhood Plan (2017) and CS14 of the West Berkshire Core Strategy (2006-2026).

**21 Measures to restrict residential parking for residential use only**

The dwellings hereby permitted shall not be occupied until details of the measures to restrict the residential car parking spaces to residential use only have been submitted to and approved in writing by the Local Planning Authority. The dwellings shall not be occupied until the parking spaces have been provided and shall thereafter be maintained in accordance with the approved measures.

Reason: To ensure existing and future occupiers of the residential accommodation are 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 (2019), Stratfield Mortimer Neighbourhood Plan (2017), 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).

**22. Trolley storage areas for retail use**

The new serving bay/loading bay to Victoria Road hereby permitted shall not be brought into use until details of areas for the storage of trolleys associated with the operation of the existing retail unit within the site have been submitted to and approved in writing by the Local Planning Authority. The servicing bay/loading bay shall not be brought into use the approved trolley storage areas have been provided and shall thereafter be maintained in accordance with the approved details.

Reason: To ensure the appropriate placement of trolley storage following the reconfiguration of the application site, and to ensure that this does not have an adverse effect on use of the car park or surrounding footways in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework, and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

*(The meeting commenced at 6.30 pm and closed at 9.40 pm)*

**CHAIRMAN** .....

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

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# Agenda Item 4.(1)

Item No.	Application No. and Parish	Statutory Date	Target	Proposal, Location, Applicant
(1)	18/02472/FUL  Bradfield	5 <sup>th</sup> December 2018		Demolition of existing village hall and garages and construction of new village hall (D1/D2 mixed use) and associated parking and access, removal of existing recreational facilities, creation of new multi-games area, relocation of children's play area, new boundary treatment, landscaping and ancillary works.  Bradfield Village Hall, Southend Road Bradfield, Southend, Reading Berkshire, RG7 6EY  The Trustees Of Bradfield Village Hall

<sup>1</sup> Extension of time agreed with applicant until 31<sup>st</sup> October 2019

The application can be viewed on the Council's website at the following link:  
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=18/02472/FUL>

**Recommendation Summary:** Delegate to the Head of Development and Planning to grant planning permission.

**Ward Member(s):** Councillor Ross Mackinnon

**Reason(s) for Committee Determination:** Call-in by former Councillor Quentin Webb on the grounds "The village community has been very concerned that the new hall should be designed and sited in the best position. All applications to date have been hotly debated in the village all views should be able to be addressed to and heard by the planning committee".

More than 10 letters of objection have been received.

**Committee Site Visit:** 23<sup>rd</sup> October 2019

## Contact Officer Details

**Name:** Jay Singh  
**Job Title:** Consultant Planner  
**Tel No:** 01635 519111  
**Email:** Jay.singh1@westberks.gov.uk

# 1. Introduction

## ***Application site***

- 1.1 The application site is located within the built up settlement boundary of Bradfield Southend and comprises an existing village hall, tennis court, children's play area and informal playing field covering an area of approximately 0.69 ha. The site contains approximately 26 off road car parking spaces with access from Southend Road. The western half of the site includes existing open space, with a sloping topography, which forms part of a wider playing field covering approximately 1.7 ha.
- 1.2 The existing village hall building is located towards the southern portion of the site, set back from Southend Road by approx. 18 metres. The building measures approx. 6.4m to ridge height x 12m in width x 22m in length providing an approximate net floor area of 234m<sup>2</sup>. The internal plans show a main hall, toilets, a committee room, a kitchen and storage areas. The building constructed circa 1950s is of no particular architectural merit and appears to be in need of significant modernisation. To the southwestern corner of the building are 2 storage sheds/garages/oil tank covering approx. 140m<sup>2</sup>.
- 1.3 The existing site layout shows a children's play area to the eastern site frontage to Southend Road behind which is a tennis court. Beyond the court is an open playing field. To the south of the court and play area is the car park that serves the village hall and adjacent retail unit. There is also an existing tarmac footpath that runs along part of the southern boundary of the site that leads up to Cock Lane to the north where there is an existing primary school.
- 1.4 The site includes a number of trees and hedgerow within a range of categories including A (highest quality), B (moderate quality) and C (lower quality). The majority are located along/adjacent to the boundaries of the site. There is one Oak Tree (category B2) located adjacent to the existing vehicular access into the site, a Copper Beech tree (category A2) located within the centre of the open space behind the tennis court and hedgerow (grade C) to the site frontage.
- 1.5 The neighbouring uses include a retail unit and dwelling's known as 11-14 New Way and flats 1-6 Lea House adjacent to the southern boundary, further housing known as 'Birdrock', 'Iburg', 'Hollybank', 'The Old Police House' (previously known as 'Marnock') with associated gardens are found to the north, to the west is a playing field that adjoins a larger field (2.6ha) located to the south-west which is used by the Bradfield Cricket Club. To the east, beyond South End Road is further housing and a car repair garage. In terms of surrounding heritage assets, approximately 80m beyond the north-western boundary of the site is a Grade II Listed Thatched cottage fronting Cock Lane.
- 1.6 The surrounding built form includes mixture of varying scale, appearance and architectural style. The heights of neighbouring buildings include 'Lea House' at 9.39m located adjacent to the south and 'Birdrock' at 8.26m located to the north.
- 1.7 The application site falls within an Area of Outstanding Natural Beauty (AONB), is within Flood Zone 1 (lowest risk of flooding) according to Environment Agency Flood Mapping, and is within the outer consultation zone (5-8km) for AWE Aldermaston.

## ***Proposed development***

- 1.8 This application seeks full planning permission for the demolition of existing village hall, garages/storage sheds and replacement with a new village hall (D1/D2 mixed use) with associated parking and access, removal of existing recreational facilities, creation of

new multi-games area (MUGA), relocation of children's play area, new boundary treatment, landscaping and associated ancillary works.

1.9 This application is a resubmission of an earlier scheme for a replacement village hall scheme refused planning consent under application 17/01061/FUL in September 2017. At that time a separate application for 4 houses within the site was also refused permission under application reference 17/01060/FULD. These applications are considered in more detail further below, but in summary, the main changes proposed by this proposal compared to the previously refused schemes are:

- The removal of the 4 houses previously sited to the frontage of the site under application reference 17/01060/FULD and replaced with a community garden covering approx. 870m<sup>2</sup>;
- Revised 'barn' style design to the village hall building with a reduction in height to 8.6m (from 10m previously);
- Changes to the site layout so that a proposed new MUGA is set approx. 4.5m away from the site northern boundary to allow for additional soft landscaping, a footway and an acoustic fence to be provided between the MUGA and the boundaries of the existing houses 'Birdrock', 'Iburg', 'Hollybank' and 'The old Police House'.
- Revised siting to the proposed village hall building to allow a minimum separation distance of approx. 22.5m between the existing houses at 11-14 New Way and the side elevation of the proposed village hall.
- Revised car parking area with approx. 10 additional parking spaces surfaced in 'grasscrete' within the new community garden located to the site frontage;
- Additional areas for tree planting and new landscaping within the new community garden area and to the northern boundary.

1.10 The proposed village hall building would measure approx. 25m in width x 30m in length x 8.6m in height. The building is designed with a mansard style barn design approach and would be constructed in facing brick, plain roof tiles with conservation roof lights and roof mounted solar panels. The supporting plans show a range of modern internal facilities including a large hall, meeting rooms, kitchen, toilets (including for the disabled), shower and storage facilities (also at first floor). It is understood the main hall would be used for badminton amongst other community uses. The total gross external floor area would be approx. 592m<sup>2</sup>. In addition, to the frontage of the proposed hall would be an area designated for mobile libraries and drop offs.

1.11 In terms of the precise use class description for the proposed village hall, Use Class D1 (Non-residential institution) includes any use as a public hall, crèche, day nursery or day centre (of which children/youth play facilities is analogous). The class groups together buildings visited by the public for a wide range of purposes on a non-residential basis. D2 (Assembly and Leisure) classification is generally unlikely unless a specific activity indicates otherwise. In this instance, the village hall specifications allow for it be used for indoor badminton. As such there is a significant indoor sport and recreation element to the proposed use and it is therefore considered that the proposed hall would be a mixed D1/D2 use.

1.12 The proposed MUGA would measure approx. 18m in width x 36m in length which allow for multiple uses such as netball, tennis, football and basketball, all sized to Sport England standards. The MUGA would be located to the north western corner of the site which is currently part of an existing playing field. Directly to the south of the proposed MUGA would be a children's play area measuring approx. 10m in width x 22m in length. A separate children's play facility would be situated at the western end of the MUGA. The new play facilities would allow for new equipment that would meet the needs of children with physical disabilities.

- 1.13 The proposal would include a revised car parking area to the site frontage providing up to 61 car parking spaces including 2 disabled spaces. A total of 8 spaces would be reserved for use in association with the existing retail unit to the south. A new community garden to the site frontage would be partially surfaced in 'grasscrete' to provide an additional 10 car parking spaces as an overflow parking area e.g. in the event of special events. The total number of proposed car parking spaces would total 71.
- 1.14 Other elements of the scheme include the widening of the existing path along the site frontage to 1.5m (to Southend Road), extension to the footpath in front of the retail unit leading to the primary school with pedestrian access to the Southend Road at the eastern end of the site, creation of a new path to the northern boundary to create a 'daily mile' loop track around the open space, new boundary treatments, access gates, solar panels, lighting and removal of old sheds, garages and fuel tank adjacent to the southern boundary.
- 1.15 It is noted part of the application site comprises part of an existing playing field as such there would be net a loss of approximately 1540m<sup>2</sup> of open space. This is primarily as a result of the proposed village hall building, MUGA and children's play area being set further back into the site, approx. 45m from the Southend Road frontage.
- 1.16 In terms of opening hours, whilst this is an existing village hall use, the redeveloped village site would operate between the hours of 0800 to 2300 on any given day and on no more than 5 days per calendar year, to allow for special events e.g. elections, the village hall use would commence from the earlier time of 06:00.
- 1.17 The proposed MUGA and children's play areas would be used 08:00 to 21:00 Monday through Saturdays and 09:00 to 20:00 on Sunday and Public Holidays.

### ***Applicants supporting information***

- 1.18 The application is supported by a suite of plans and documents which can be viewed on the Council's website. The supporting Design and Access Statement emphasises the following points:
- There insufficient and inadequate space to meet demand within the existing hall;
  - The parish population has increased since its construction;
  - The accommodation space is too small;
  - Storage space is very limited;
  - Poor noise attenuation between rooms;
  - High demand often cannot be met;
  - Decline in bookings for single life-time social events due to quality of accommodation;
  - There are concerns about the condition of the existing hall;
  - Poor physical condition;
  - Over £45,000 has been spent on repairs between April 2009 and December 2017;
  - No disabled toilets;
  - Inadequate kitchen facilities;
  - Upgrading the existing hall would be expensive and not significant enhance the facilities;
  - The existing outdoor space is in poor condition;
  - The children's play area is very popular but has not been upgraded in 15 years and is located dangerously close to the road and existing car park;
  - Insufficient car parking provision;
  - Surface of car park in poor condition;

- The tennis court is well used, but rarely for tennis as the surface is substandard.
- 1.19 The statement refers Bradfield Parish Plan and that it indicates a general level of community support for a new multi-use community centre on the site.
- 1.20 The letters of objection and support for this particular proposal are detailed further below.

## 2. Planning History

- 2.1 The most recent planning history for the site includes planning application references 17/01061/FUL and 17/01060/FULD which were determined together on 8 September 2017.

### **17/01061/FUL – Replacement village hall**

- 2.2 Planning application reference 17/01061/FUL sought planning permission for the demolition of existing village hall and garages and construction of new village hall (mixed D1/D2 use) and associated parking and access, removal of existing recreational facilities, new multi-use games area, relocation of children's play area, new boundary treatment, landscaping and ancillary works. This application was refused on 8<sup>th</sup> September 2019 for the following reasons:

#### 1. Size, scale and massing

*The application site itself contains the modest existing hall located within a generally open plot. This openness allows views through to the fields behind. To this extent, the site currently makes a significant contribution to the rural character of the area. The proposed hall would be a substantial building. With a ridge height of 10m, it would be taller than any other nearby building. The building would be set back, but still visually prominent from, the road. The building would be orientated so that the narrow end of the main range faces the road, but its depth and overall massing would still be perceived from the front.*

*As such, the proposed development does not amount to a high standard of design that respects the character and appearance of the area. The development is not appropriate in terms of its location, scale and design in the context of the existing settlement form, pattern and character. The proposed development would fail to conserve or enhance the landscape and scenic beauty of the North Wessex Downs Area of Outstanding Natural Beauty. The proposed development conflicts with the NPPF, Policies ADPP1, ADPP5, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026, the North Wessex Downs AONB Management Plan 2014-2019, and the West Berkshire Quality Design SPD (2006).*

#### 2. Layout and design quality

*The layout of the proposed development does not amount to high quality design, particularly in terms of the way it would function. Specifically:*

*(a) The additional parking behind the proposed houses would not be readily overlooked. The lack of natural surveillance of this public/pseudo-public space is such that the proposal does not satisfactorily reduce the potential for crime and antisocial behaviour.*

*(b) The proposed play areas are located to the back of the site where they would not be readily overlooked. The lack of natural surveillance of this public/pseudo-public*

space is such that the proposal does not satisfactorily reduce the potential for crime and antisocial behaviour.

(c) The provision of the proposed MUGA in close proximity to the boundary of the site increases the potential for noise and disturbance to adversely affect the living conditions of the neighbouring dwellings.

As such, the proposed development conflicts with the NPPF, Policy CS14 of the West Berkshire Core Strategy 2006-2026, and the West Berkshire Quality Design SPD (2006).

### 3. Neighbouring amenity

The proposed development would adversely affect the living conditions of neighbouring dwellings. Specifically:

(a) The replacement hall would introduce a prominent and substantial building directly opposite dwellings at 11-15 New Way, resulting in a significant loss of outlook.

(b) The new parking areas (for the hall and houses) would increase noise and disturbance from vehicle movements close to the boundary with Bird Rock (Southend Road), Iburg and Hollybank (Cock Lane)

(c) The new MUGA is located in close proximity to the back gardens of Iburg and Hollybank, and its use would increase noise and disturbance to these dwellings.

As such, the proposed development conflicts with the NPPF, Policy CS14 of the West Berkshire Core Strategy 2006-2026, and the West Berkshire Quality Design SPD (2006).

### 4. Green infrastructure

According to Core Strategy Policy CS18, the district's green infrastructure will be protected and enhanced. The term "green infrastructure" relates to any green space and includes open space, parks, outdoor sports facilities, and similar open spaces. According to the policy, developments resulting in the loss of green infrastructure or harm to its use or enjoyment by the public will not be permitted. Where exceptionally it is agreed that an area of green infrastructure can be lost a new one of equal or greater size and standard will be required to be provided in an accessible location close by. The existing open space (open field) makes a contribution to local character and green infrastructure provision. The proposed development would result in the loss of a significant amount of green space, contrary to Policy CS18 and the NPPF.

### 5. Cumulative impacts with application 17/01060/FULD

The combined effect of the prominent houses across part of the frontage (application 17/01060/FULD), and a substantial village hall (application 17/01061/FUL) across the remainder of the frontage (albeit set back), is the loss of openness across the site, including the loss of views to the field and trees beyond that currently make a significant contribution to the character and appearance of the area. Taking into account the cumulative impacts of both applications, the proposed development does not achieve a high standard of design, does not respect the character and appearance of the area, and overall amounts to the overdevelopment of the site.

As such, together the proposed developments do not amount to a high standard of design (in terms of the way its functions, and in terms of its off-site impacts) that respects the character and appearance of the area. The development is not appropriate in terms of its location, scale and design in the context of the existing

*settlement form, pattern and character. The proposed development would fail to conserve or enhance the landscape and scenic beauty of the North Wessex Downs Area of Outstanding Natural Beauty. The proposed development conflicts with the NPPF, Policies ADPP1, ADPP5, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026, the North Wessex Downs AONB Management Plan 2014-2019, and the West Berkshire Quality Design SPD (2006).'*

### **17/01060/FULD – Four dwellings**

- 2.3 Planning application reference 17/01060/FULD sought planning permission for the erection of four semi-detached dwellings and associated private amenity space, parking carport, access, landscaping and boundary treatment. It was refused on the 8<sup>th</sup> September 2019 for the following reasons:

#### 1. Design, character and appearance

*The application site itself contains the modest existing hall located within a generally open plot. This openness allows views through to the fields behind. To this extent, the site currently makes a significant contribution to the rural character of the area. The proposed development would detract from this openness.*

*The front building line of the houses is very close to Southend Road, particularly plots 1 and 2. Whilst there are other buildings in close proximity to the road in the area, the prevailing character is of generous set backs of building lines. The minimal set back proposed increases the prominence and visual impact, and results in harm to the character and appearance of the street scene. The location of the proposed parking area to the rear has the knock-on effect of pushing the dwellings forward, closer to the road.*

*The proposed gardens are uncharacteristically small for the area. The annotations on the plan indicate that they all exceed the minimum 100sqm guideline for 3 bed houses, as set out in Part 2 of the Quality Design SPD. However, this measurement relates to the total outdoor space (including side and front gardens), and therefore is not representative of the actual usable garden space. This shortfall contributes to a conclusion that the proposal overdevelops the site and does not achieve a high standard of design as defined by Council policies for new residential development.*

*As such, the proposed development does not amount to a high standard of design that respects the character and appearance of the area. The development is not appropriate in terms of its location, scale and design in the context of the existing settlement form, pattern and character. The proposed development would fail to conserve or enhance the landscape and scenic beauty of the North Wessex Downs Area of Outstanding Natural Beauty. The proposed development conflicts with the NPPF, Policies ADPP1, ADPP5, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026, Policy C3 of the Housing Site Allocations DPD 2006-2026, the North Wessex Downs AONB Management Plan 2014-2019, and the West Berkshire Quality Design SPD (2006).*

#### 2. Neighbouring amenity

*The proposed development would adversely affect the living conditions of neighbouring dwellings. Specifically, it would result in increased noise and disturbance affecting Bird Rock from the new adjacent parking (residential and hall) close to the boundary. As such, the proposed development conflicts with the NPPF, Policy CS14 of the West Berkshire Core Strategy 2006-2026, and the West Berkshire Quality Design SPD (2006).*

#### 3. Green infrastructure

*According to Core Strategy Policy CS18, the district's green infrastructure will be protected and enhanced. The term "green infrastructure" relates to any green space and includes open space, parks, outdoor sports facilities, and similar open spaces. According to the policy, developments resulting in the loss of green infrastructure or harm to its use or enjoyment by the public will not be permitted. Where exceptionally it is agreed that an area of green infrastructure can be lost a new one of equal or greater size and standard will be required to be provided in an accessible location close by. The existing open space (open field) makes a contribution to local character and green infrastructure provision. The proposed development would (indirectly) result in the loss of a significant amount of green space, contrary to Policy CS18 and the NPPF.*

#### 4. Cumulative impacts with application 17/01061/FUL

*The combined effect of the prominent houses across part of the frontage (application 17/01060/FULD), and a substantial village hall (application 17/01061/FUL) across the remainder of the frontage (albeit set back), is the loss of openness across the site, including the loss of views to the field and trees beyond that currently make a significant contribution to the character and appearance of the area. Taking into account the cumulative impacts of both applications, the proposed development does not achieve a high standard of design, does not respect the character and appearance of the area, and overall amounts to the overdevelopment of the site.*

*As such, together the proposed developments do not amount to a high standard of design (in terms of the way its functions, and in terms of its off-site impacts) that respects the character and appearance of the area. The development is not appropriate in terms of its location, scale and design in the context of the existing settlement form, pattern and character. The proposed development would fail to conserve or enhance the landscape and scenic beauty of the North Wessex Downs Area of Outstanding Natural Beauty. The proposed development conflicts with the NPPF, Policies ADPP1, ADPP5, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026, the North Wessex Downs AONB Management Plan 2014-2019, and the West Berkshire Quality Design SPD (2006).*

### **Other planning history**

2.4 The table below summarises other relevant planning history:

<b>Application</b>	<b>Proposal</b>	<b>Decision / Date</b>
17/00483/FULD	Construction of four semi-detached dwellings and associated private amenity space, parking, carport, access, landscaping and boundary treatment.	Withdrawn - 12/04/2017.
17/00482/FUL	Demolition of existing village hall and garages, construction of new village hall and associated parking and access. Removal of existing recreational facilities, creation of new multi-use games area, relocation of children's play area, new boundary treatment landscaping and ancillary works.	Withdrawn - 12/04/2017.
16/00556/FULD	Construction of six semi-detached dwellings and associated amenity space, parking, access, landscaping and boundary treatment. The six	Withdrawn - 29/06/2016.



	houses are all the same size and style.	
16/00475/FUL	Demolition of existing village hall and garages, construction of new village hall and associated parking and access. Removal of existing recreational facilities, creation of new multi-use games area, relocation of children's play area, new boundary treatment landscaping and ancillary works.	Withdrawn - 29/06/2016.

### 3. Procedural Matters

- 3.1 The application has been publicised in accordance with the Town and Country Planning (Development Management Procedure) Order 2015 by way of a site notice displayed on 17<sup>th</sup> July 2019. The deadline for representations was 14<sup>th</sup> August 2019.
- 3.2 The proposed development is zero-rated under the West Berkshire Community Infrastructure Levy (CIL).
- 3.3 The proposal has been screened under the Environmental Regulations and it is concluded that the proposal is not EIA development and therefore a supporting Environmental Statement is not required in this instance.

### 4. Consultation

#### ***Statutory and non-statutory consultation***

- 4.1 The table below summarises the consultation responses received during the consideration of the application. The full responses may be viewed with the application documents on the Council's website, using the link at the start of this report.

<b>Bradfield Parish Council</b>	<p>Initial response, objection for the following reasons:</p> <ul style="list-style-type: none"> <li>• At the PC Planning Meeting held last night, the result was 'OBJECT' too tall too big, loss of green areas. 4 object, 2 No object and 1 support.</li> <li>• It would be more favourable, if the plans moved the hall slightly to adjust car parking area, and closer to the road (loss of garden) and roof was lower, there needs to be less space loss.</li> </ul> <p>Following the receipt of amended plans, maintain objection for the following reasons:</p> <ul style="list-style-type: none"> <li>• Loss of green space</li> <li>• Layout and design</li> <li>• Village hall position on the site.</li> <li>• Re-location of children's play area</li> <li>• Concern of overall size of hall building</li> <li>• New roof not in keeping with the area</li> <li>• The application would be more acceptable if the relocation of the village hall was closer to the road, this may</li> </ul>
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	necessitate some parking provision alongside the hall.
<b>Sport England</b>	No objection. Considered in more detail further below.
<b>WBC Highways:</b>	No objections subject to conditions. Considered in more detailed further below.
<b>Environmental Health:</b>	No objection subject to conditions.
<b>Lead Local Flood Authority:</b>	No comments
<b>Waste Management:</b>	No comments
<b>Ecology</b>	No comments
<b>Tree Officer:</b>	No objection subject to conditions.
<b>North Wessex Downs AONB</b>	No comments
<b>Archaeology:</b>	No objections
<b>Environment Agency:</b>	No comments
<b>Conservation Officer:</b>	No comments

### ***Public representations***

- 4.2 Approximately 184 individual representations have been received following the public consultation period, of these, 102 are objections and 82 are letters of support (the remainder are ambivalent or only make comments). This section summarises the key issues raised.
- 4.3 The majority of objectors agree there is a need for a new hall or substantially improved facilities within the site, for example through the refurbishment and extension of the existing hall. However, objections are predominantly raised regarding the size, scale and cost of the proposed development, and that these revised proposals do not overcome the reasons for refusal relating to the previously refused planning application reference 17/01061/FUL. Other concerns are raised in relation to the nature of funding model to underpin the delivery of the hall and its long term maintenance, as well as the overall motives of the applicant. However, these are not considered to be material issues relevant to the planning assessment of the proposal.
- 4.4 A number of representations have been made by the “Bradfield Planning Application Group” (BPAG), who indicate they make representations on behalf of like-minded residents who have concerns about the development. The representations includes a number of items of correspondence, and detailed topic papers regarding the quality of replacement facilities, community engagement, enabling development, the increase in hall size and concerns raised that these revised proposals do not overcome the reasons for refusal relating to the previous application within the site reference 17/01061/FUL.

BPAG accept the need for a refurbished or new hall, but suggest that it should be at a more modest scale than proposed. It is acknowledged that BPAG suggest an alternative scheme as part of the representations. However, it must be recognised that the council can only determine the proposal that is before them and on its individual merits taking into account relevant material considerations.

4.5 As part of the supporting planning application documentation, the applicant has a submitted a compilation of 121 representations received at the pre-application consultation stage in order to demonstrate community support for the proposals. The main supporting themes running through the representations refer to the community need for a new hall and enhanced facilities within the site, need for additional off-street car parking capacity within the site and access improvements to the facilities within the site for users including children and the disabled.

4.6 The detailed concerns set out in the 102 letters of objection relate to:

- Excessive size, bulk and scale;
- Poor design and site layout;
- Inappropriate external materials;
- Harm to the character and appearance of the area;
- Impact on highway safety through increased traffic generation;
- Increased noise and disturbance from the proposed development and during the construction period;
- Proposal doesn't meet the village's needs;
- Lack of clear funding structure to deliver the proposal and ensure its long term viability and maintenance;
- Conflict with the policies of the development plan;
- Reasons for refusal relating to planning application 17/01061/FUL as well as objections to previous applications within the site are equally applicable to this application and therefore should be refused;
- Proposal does not meet the social, economic and environmental objectives of the National Planning Policy Framework therefore cannot be sustainable development;
- Loss of green space / playing fields that are valued by residents which adds to the cumulative under provision within the village;
- Adverse impact on the AONB and wider landscape;
- More appropriate, less harmful, alternative site layout proposals are available for the site as suggested by BPAG but have not been explored by the applicant;
- Increased anti-social behaviour;
- The strength of local opposition to the proposals is demonstrated through the Parish Council who have voted 3 times to reject the proposals at the request of the local community;
- Loss of land available for Mayfayre;
- Excessive amount of car parking proposed;
- Improvements to play areas can be made without this development going ahead;
- Proposed play areas not well overlooked;
- Insufficient car parking proposed;
- Loss of valued trees to facilitate the development;
- Harm to neighbouring residential amenity due to the layout and siting of proposed play areas close to existing residential boundaries and loss of outlook from siting of proposed buildings;
- Loss of amenity from excessive light pollution;
- Supporting material misrepresents level of community support;
- Lack of need for a facility of this size when sufficient alternative facilities available within the locality;
- Lack of public consultation/community engagement by the applicant in preparing these revised proposals;

- This revised design has previously been rejected by the applicant as being inappropriate;
- Adverse impact on the beauty and tranquillity of the area;
- Proposed badminton court is not required with ample alternative facilities nearby;
- The requirement for the badminton court increases the height of the replacement village hall building excessively;
- No shower or changing facilities within the proposed building;
- The design does not make provision for future expansion;
- The proposal is unsustainable due to its excessive size resulting in increased Co2 emissions;
- No new sports facilities are being provided by the applicant;
- The proposed layout would increase anti-social behaviour and lacks surveillance;
- Lack of public consultation by the council of the planning application.

4.7 The 83 representations in support of the proposal make the following points:

- The existing village hall is no longer fit for purpose and in need of significant modernisation;
- Recognised need for enhanced community facilities within the site including new kitchen, toilet, storage, shower and disabled facilities;
- The proposal provides substantial social benefits having regard to relevant planning policy and government guidance including the NPPF;
- The upgrading and relocation of the children's play facilities with safer access and a more secure environment would improve child safety;
- The additional car parking provision would address the current lack of off-road parking capacity and turning space within the site to provide highway safety benefits;
- The proposal represents good value for money over its lifetime;
- The majority of the community support the application;
- This revised proposal overcomes previous reasons for refusal in relation to design and layout;
- The removal of housing from the scheme is supported by the community;
- The tennis court and playground are in need of significant renewal in order to meet modern standards;
- The new hall would be multifunctional and allow for other uses such as family parties;
- The demolition of the storage buildings within the site would be a significant improvement to the appearance of the area;
- The proposal would improve accessibility including for the disabled, young children and the elderly;
- The proposal would provide much needed storage space;
- The open space to be lost to facilitate the proposed village hall would be substantially outweighed by the benefits by provided by the proposed development;
- The open space to be lost is of limited recreational value;
- The relocation of the village hall closer to the road as requested by objectors would exacerbate the visual impact of the proposal on the street scene;
- The use of the existing village hall is no longer viable.

## 5. Planning Policy

5.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate

otherwise. The following policies of the statutory development plan are relevant to the consideration of this application.

- Policies ADPP1, ADPP5, CS5, CS8, CS11, CS13, CS14, CS15, CS16, CS17, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies TRANS.1, OVS.5 and OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

5.2 The following material considerations are relevant to the consideration of this application:

- National Planning Policy Framework (2019) (NPPF)
- Planning Practice Guidance (PPG 2019)
- West Berkshire Quality Design SPD (2006)
- Planning Obligations SPD (2015)
- Supplementary Planning Document, Quality Design (June 2006)
- North Wessex Downs AONB Management Plan (2014-2019)
- Sport England Planning Policy Statement titled 'A Sporting Future for the Playing Fields of England'
- Sport England Guidance 'Design Guidance Note Community and Village Halls'
- Bradfield Village Parish Plan (2008).

## 6. Appraisal

6.1 The main issues relate to:

- Principle of the development;
- Sports facilities;
- Green Infrastructure;
- Size, scale and massing;
- Layout and design quality;
- Cumulative impacts;
- Trees;
- Residential amenity;
- Lighting;
- Highways;
- Heritage assets;
- Other technical matters;
- The assessment of sustainable development; and
- Conclusion.

### ***Principle of development***

6.2 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

6.3 Policies ADPP1, ADPP5, CS5 and CS11 of the West Berkshire Core Strategy (2006-2026) are key policies relevant to the principle of proposed development. There are also other development plan policies that relate to specific issues, and these are considered further on in this report.

- 6.4 Policy ADPP1 indicates development in West Berkshire will follow the existing settlement pattern. Most development will be within or adjacent to the settlements included in the settlement hierarchy, and related to the transport accessibility of the settlements (especially by public transport, cycling and walking) their level of services and the availability of suitable sites for development. The majority of development will take place on previously developed land. The most intensively used developments, and intensive trip generating uses will be located in those town centre areas where the extent and capacity of supporting infrastructure, services and facilities is the greatest. The scale and density of development will be related to the site's current or proposed accessibility, character and surroundings.
- 6.5 The proposed development relates to a community facility serving the village and surrounding area. The proposal seeks to replace the existing facility which means a significant proportion of the site is previously developed land. It is also recognised, within the District Settlement Hierarchy, Bradfield Southend is designated as a Service Village, which according to Policy ADPP1 has "more limited range of services and some limited development potential". The provision of a replacement local community facility in this location is appropriate in terms of its accessibility to the community that it serves. The scale, density and character of the development are considered elsewhere in this report, but in terms of the principle of redevelopment the proposal complies with Policy ADPP1.
- 6.6 The application site is located within the North Wessex Downs Area of Outstanding Natural Beauty (AONB) where Policy ADPP5 recognises the area as a national landscape designation, where development is required to 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 downland. Development is required to respond positively to the local context, and respect identified landscape features and components of natural beauty. Development should respect and respond to the historic environment of the AONB. Opportunities will also be sought to improve the accessibility to and within the AONB, bringing the retention of services and facilities.
- 6.7 The conservation of the AONB is considered more detail further below. In terms of the principle of development, the proposal would retain and enhance an existing community facility within the village, and to this extent the principle of the redevelopment complies with Policy ADPP5.
- 6.8 Policy CS5 indicates 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, whilst protecting local amenities and environmental quality. The proposed development is regarded as a form of social infrastructure for the local community in accordance with the overall objectives of policy CS5.
- 6.9 Policy CS11 seeks to ensure the vitality and viability of the District's town, district and local centres will be protected and enhanced. The existing network of town, district, local, and village centres will form the focal point for uses, services, and facilities serving the surrounding population. The village centres in West Berkshire will be a focus for facilities aimed at supporting sustainable rural communities. The proposal would comprise the redevelopment of an existing community facility within the village centre in accordance with the objectives of Policy CS11.
- 6.10 The Bradfield Parish Plan 2008 identifies the need to provide a new multi-use community centre on the existing Bradfield Village Hall site with provision such uses as tennis. Whilst, the parish plan pre-dates the development plan and The National

Planning Policy Framework, it is afforded some weight in evidencing local need for a new village hall facility within the application site.

- 6.11 As a material consideration of significant weight, the National Planning Policy Framework (NPPF) seeks to ensure the delivery sufficient community and cultural facilities and services to meet local needs. Furthermore, to promote a strong rural economy, it indicates local plans should promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship.
- 6.12 The aforementioned development plan policies are considered consistent with the NPPF in this respect, and are therefore regarded as up-to-date and attract full weight for the purposes of decision making. The policies of the NPPF also support the redevelopment of the site in principle.
- 6.13 It is considered that the provision of new, substantially improved, modern community facilities within the site would attract significant positive weight which would must weighed against any adverse impacts of the proposal as set out further below.
- 6.14 For these reasons, the redevelopment of the village hall with associated facilities is considered acceptable in principle subject to the detailed materials considerations set out below.

### ***Sports facilities***

- 6.15 The proposed replacement hall is set back further into the site than the existing hall, with the front elevation of the proposed building being approximately in the same position as the rear elevation of the existing building. The building therefore encroaches into the field to the north-west. The proposed MUGA, children's play area and other elements also encroach into the field.
- 6.16 Core Strategy Policy CS18 indicates the District's green infrastructure which includes outdoor sports facilities such as playing fields will be protected and enhanced. New developments will make provision for high quality and multifunctional open spaces of an appropriate size and will also provide links to the existing green infrastructure network.
- 6.17 Proposals resulting in the loss of green infrastructure or harm to its use or enjoyment by the public will not be permitted. Where exceptionally it is agreed that an area of green infrastructure can be lost a new one of equal or greater size and standard will be required to be provided in an accessible location close by.
- 6.18 According to paragraph 94 of the NPPF, existing open space, sports and recreational building and land, including playing fields, should not be built on unless:
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
  - the loss resulting from the proposed development would be replaced by equivalent; or
  - better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.
- 6.19 Sport England is a statutory consultee where development affects the use of land as playing fields, and their Playing Fields Policy, which is presented within its Planning Policy Statement titled 'A Sporting Future for the Playing Fields of England', is a material consideration.

6.20 Sport England initially objected to the application on the basis that the proposed village hall and relocation of facilities would result in a loss of playing field. The applicant subsequently entered into detailed negotiations with Sport England to provide justification for the loss of the playing field and what the benefits of the scheme for formal and informal sport as set out in the supporting Sport and Leisure – Supplementary Report February 2019. Sport England reviewed this document and confirmed:

- The site field levels drawing shows that the existing playing field cannot be used as it is without some costly re-profiling work to make it usable for league mini rugby or football;
- The site dimensions do not permit junior league cricket to take place;
- Relocation of the MUGA with new sports lighting would meet our planning policy exception E4. The new lighting will reduce the current light spillage levels and will also be more economical to use;
- They welcome the use of a polymeric surface which is ideal for people with disabilities to take part in both formal and informal activities and should be welcomed within the local community;
- With regards to the new village building, while it causes the loss of some playing field, for reason set out at bullet point 1 above, this would meet their planning policy exception E3 in that the proposed development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing areas of any playing pitch or the loss of any other sporting / ancillary facilities on the site.
- The external w/c and storage for users of the field would meet their planning policy exception E2;
- There would also be a case now to consider their planning policy exception E5 with the revised internal layout and the descriptions of internal (and external) activities on the preceding pages; and
- The daily mile (page 9) is something Sport England is currently actively supporting.

6.21 Sport England has subsequently confirmed that the proposed project is for indoor and outdoor opportunities for formal and informal sporting activities. The creativity and the response to issues such as the MUGA surface and daily mile should be commended. In their opinion the proposals meet Sport England's planning policy exceptions E2, E3, E4 and E5. As a result their objection is withdrawn, subject to the relevant planning conditions including, amongst others, protection of the remaining playing field during construction; floodlighting hours; and MUGA design to conform to Sport England standards.

6.22 For these reasons, it is concluded that the balance of sports facilities on the site is considered acceptable (the benefits of the MUGA and hall justifying the loss of playing pitches), taking into account any cumulative impact on open space provision within the locality, as such, the proposal complies with the aforementioned policies to this extent, without prejudice to wider green infrastructure considerations considered further below.

### ***Green Infrastructure***

6.23 Core Strategy Policy CS18, the district's green infrastructure will be protected and enhanced. The term "green infrastructure" relates to any green space and includes open space, parks, outdoor sports facilities, and similar open spaces. According to the policy, developments resulting in the loss of green infrastructure or harm to its use or enjoyment by the public will not be permitted. Where exceptionally it is agreed that an area of green infrastructure can be lost new one of equal or greater size and standard will be required to be provided in an accessible location close by.



6.24 Sport England had raised a specific objection in relation to sports facilities which has now been resolved. The proposal would nonetheless result in the loss of a significant amount of green space (open field) contrary to Policy CS18. The existing open space makes a contribution to local green infrastructure provision. Its loss is an adverse effect that counts against the proposal and must be weighed in the overall planning balance as set out further below.

### ***Size, scale and massing***

6.25 The application site is located within the AONB where according to paragraph 172 of the NPPF, great weight applies to the conservation and protection of landscape and scenic beauty. The proposed development is not considered to constitute “major development” in the context of the NPPF, but the paramount importance of conserving the AONB remains.

6.26 Core Strategy Policy CS14 states that new development must demonstrate high quality and sustainable design that respects and enhances the character and appearance of the area. It further states that development shall contribute positively to local distinctiveness and sense of place, good design relates not only to the appearance of a development, but the way in which it functions. Considerations of design and layout must be informed by the wider context having regard not just to the immediate area but to the wider locality. Development should contribute positively to local distinctiveness and sense of place. These aims and objectives are supported by the Councils SPD Quality Design SPD.

6.27 Development proposals are expected to make efficient use of land whilst respecting the density, character and landscape of the surrounding area. Policy CS19 seeks to conserve and enhance the functional components of the landscape character and environment. Particular regard will be given to the sensitivity of the area to change, and ensuring that new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character.

6.28 It is recognised that the surrounding area displays many of the characteristics associated with semi-rural development in West Berkshire. In the vicinity of the site, key characteristics include detached and semidetached buildings, individual plots at irregular intervals, varying architectural styles (but respecting local vernacular), significant setbacks from footways with boundaries defined by walls and hedgerows, driveways and hardstanding also within set back, generous gardens both front and back with mature landscaping that reflects the age of properties, predominantly brick built buildings, pitched roofs with hipped/half-hipped roof forms and dormers to reduce massing.

6.29 The application site itself contains the modest existing hall located within a generally open plot. This openness allows views through to the fields behind. To this extent, the site currently makes a significant contribution to the rural character of the area.

6.30 It is recognised that the proposed village hall would be a substantial building. However, its revised design has reduced its height to 8.6m (from 10m) and is therefore now lower than the adjacent village store building at approx. 9m high and only slightly higher than ‘Birdrock’, at 8.24m in height, located beyond the northern boundary.

6.31 The building design would be orientated so that the narrow end of the main range faces the road which helps reduce its impact. The depth and overall massing of the building would still be appreciable from the street but the provision of additional landscaping areas to the frontage of the site with a new communal garden would help reduce this perception. It is also recognised, having regard to the range of internal facilities

proposed (e.g. to meet Sport England requirements), that the village hall building would have a consequential size requirement commensurate to its overall function.

- 6.32 The proposed barn style design, whilst not necessarily reflecting the local vernacular, its agricultural theme would respond to the wider rural context. It is therefore considered, notwithstanding the comments over the scale of the proposal above, the general design approach to its form and appearance is considered acceptable.
- 6.33 It also noted that the previously refused village hall scheme was accompanied by a separate application reference 17/01060/FULD for 4 dwellings to the site frontage that added to the overall scale of the development within the site and impact on views through the site. The housing element has been removed and replaced with additional soft landscaping and car parking which allows the site to retain a more open character.
- 6.34 Overall, whilst the revised village hall building would be of a significant size, taking into account its reduced height of 8.6m, the provision of additional landscaping, the level of internal facilities proposed, its barn style design and reasons for refusal relating to refused planning application reference 17/01061/FUL in terms of scale which are a material consideration to the determination of this application, on balance, this revised proposal is considered acceptable in terms of its impact on the AONB, its location, scale and design in the context of the existing settlement form, pattern and character having regard to the overall aims and objectives of Core Strategy Policies ADDP1, ADPP5, CS14, CS19, the North Wessex Downs AONB Management Plan 2014-2019, the National Planning Policy Framework 2019 and the Bradfield Village Parish Plan 2008.

### ***Layout and design quality***

- 6.35 It is important to recognise that this revised proposal would result in a significant land take from the existing field (loss of approx. 1540 sqm) to accommodate the increased size of the hall, play areas and additional parking in terms of its overall layout and design quality.
- 6.36 The previous village hall scheme (under application 17/01061/FULD) included a proposal for 4 houses (under application 17/01060/FULD) sited to the road frontage/eastern boundary of the site, the consequence of which meant some of the additional car parking, the proposed MUGA and play areas would be positioned behind the houses where it was considered there would be a lack of satisfactory surveillance raising concerns over safety and potential for anti-social behaviour.
- 6.37 This revised application has removed the housing element from the scheme which means the car parking, MUGA and play areas can be openly observed with clear sightlines from the public realm/Southend Road, as such, they would now be subject to good natural surveillance in order to ensure the creation of a safe environment that does not increase the risk of anti-social behaviour. The revised layout is therefore considered acceptable and would overcome the concerns raised under application 17/01061/FULD in respect of these particular matters.
- 6.38 In terms of the specific positioning of the proposed MUGA, the previous scheme layout (under application 17/01061/FULD) showed the MUGA hard up to the northern boundary which adjoins existing residential curtilages. This close relationship created concerns over potential noise and disturbance to the occupiers of the adjacent properties. This revised application proposes to re-site the MUGA to allow the creation of a 4.5m buffer between MUGA and the northern residential boundaries. The buffer would allow the insertion of an acoustic fence and additional soft landscaping which would ensure, in terms of layout, this revised relationship is considered acceptable. The impact of the proposal on neighbouring residential amenity is considered in more detail further below.

- 6.39 In terms of the positioning of the proposed car parking spaces, the previous scheme layout (under application 17/01061/FULD) showed the spaces hard up to the northern boundary which adjoins existing residential curtilages. This relationship created concerns over potential noise and disturbance to the occupiers of the adjacent properties. This revised application proposes to re-position the proposed car parking spaces along this boundary to allow the creation of an approx. 2.5m wide buffer between the spaces and the residential boundaries. This buffer would allow the insertion of an acoustic fence, footpath and additional soft landscaping which would ensure, in terms of layout, this revised relationship is considered acceptable. The impact of the proposal on neighbouring residential amenity is considered in more detail further below.
- 6.40 In terms of the overall car parking layout, there is no objection to the position of additional parking along the frontage, as this is comparable to the existing arrangement. There is an opportunity to mark out spaces, resurface and integrate additional areas of soft landscaping as such the general layout is considered acceptable.
- 6.41 The setting back of the play areas from the car park with additional path entrance to the northern boundary would also improve safety for users of the play facilities. It would allow users to access the facilities without having to walk through the car park which is considered beneficial to the current arrangement in terms of highway safety.
- 6.42 In respect of the village hall external layout, its positioning responds to the shape of the site and siting of the proposed car parking, landscaping areas and play facilities. On the previous (refused) scheme layout concern raised was over the relationship with existing properties at 11-15 New Way in terms of loss of outlook from these properties. This revised application, taking into account the reduction in height of village hall building to 8.6m and increased separation distance of approx. 22.5m, would ensure, in terms of layout, on balance, this revised relationship is considered acceptable. The impact of the proposal on neighbouring residential amenity is considered in more detail further below.
- 6.43 As regards to the internal layout for the village hall building, the supporting plans show a good range of internal facilities providing an efficient use of space, as such it is considered acceptable.
- 6.44 The provision of additional footways to the northern boundary of the site to create a 'daily mile' loop would improve accessibility for recreation users therefore in terms of proposed layout, this element is considered acceptable.
- 6.45 Overall, for the above reasons, the proposed layout is considered to be of an acceptable design, in terms of the way it functions having regard to the overall aims and objectives of Core Strategy Policy CS14, Quality Design SPD, the National Planning Policy Framework 2019 and the Bradfield Village Parish Plan 2008.

### ***Cumulative Impacts***

- 6.46 As indicated above, the previous village hall scheme (under application 17/01061/FULD) was accompanied by a proposal for 4 houses (under application 17/01060/FULD). The cumulative impact of which was considered to lead to an unacceptable loss of openness across the site which would be harmful to the character and appearance of the area. The proposal was considered to be an overdevelopment of the site that would not be appropriate in terms of its location, scale and design in the context of the existing settlement form, pattern and character. Furthermore, it would fail to conserve or enhance the landscape and scenic beauty of the North Wessex Downs Area of Outstanding Natural Beauty.
- 6.47 This revised proposal has removed the 4 houses previously proposed within the site to the Southend Road frontage which has resulted in a significant reduction in the overall

built form within the site and facilitated a much more open character to the frontage of the site. The removal of the houses has also provided an opportunity for additional soft landscaping/trees to the site frontage as the part of the village hall scheme that would help filter views of the built form within the site from the Southend Road. The provision of a new 2.5m to 4m buffer with new landscaping between the development and northern boundary also helps provides some minor relief to the street scene by providing a visual break to any perception of continuous built form with the street scene.

- 6.48 As indicated above, the height of the revised village hall design has been reduced to 8.4m, which is comparable in height to existing two-storey dwellings found within the locality. This approach coupled with the village hall being set back from the road by approx. 45m would further help reduce its visual impact. It is also considered that the impact of the proposed development is relatively localised, limited to a relatively short stretch of Southend Road, and from surrounding areas around the field.
- 6.49 For these reasons, it is concluded, on balance, that the proposal achieves a satisfactory standard of design and scale, which overtime, as the new landscaping matures, would harmonise with the overall character and appearance of the area in terms of its impact on the AONB and its location in the context of the existing settlement form, pattern and character. Furthermore, on balance, this revised proposal would therefore not amount to the overdevelopment of the site. These conclusions are reached having regard to the overall aims and objectives of Core Strategy Policies ADDP1, ADPP5, CS14, CS19, the North Wessex Downs AONB Management Plan 2014-2019, the National Planning Policy Framework 2019 and the Bradfield Village Parish Plan 2008. This revised proposal is therefore considered, on balance, to overcome the reasons for refusal relative to cumulative impact under refused planning application reference 17/01061/FULD.

### **Trees**

- 6.50 The application is supported by an Arboricultural Report which includes a tree survey, tree constraints and tree protection plan which have been undertaken in accordance with BS5837:2012. The report indicates there are number of trees within the site, with the majority along the boundaries, including a large oak (grade B2) and hedgerow (grade C) to the site frontage, 3 oak trees to southern and northern boundaries (grades B1 and A1/A2) and a Copper Beech (B2) behind the hall. Other trees are located outside the site but along the boundaries.
- 6.51 The proposal would involve the removal of an existing Copper Beech behind the village hall. The existing hedgerow along the frontage would be reduced in height to achieve visibility splays and where necessary to facilitate the widened footway would be trans-relocated further back into site. The majority of the remaining trees would be retained and protected during construction and the proposal is considered compatible with their existing and future growth. There is some minor encroachment into the root protection areas of trees which are to be retained, this is mainly for the removal of the tennis court and the construction of the new car park and MUGA.
- 6.52 It is also recognised that the supporting layout plan demonstrates areas for new tree planting to the community garden at the site frontage and around the site boundaries, which would off-set any loss of any trees that would occur as a result of the proposed development. This would ensure a net gain in tree planting within the site overall.
- 6.53 The Council's Tree Officer has carefully assessed the proposal and confirms subject to the retention of the large Oak Tree to the site frontage, replanting of the frontage hedgerow and details of new soft landscaping and tree protection measures being secured via planning condition, the proposal is considered acceptable.

6.54 For these reasons, it is considered that retained trees would be adequately safeguarded from any potential adverse effects and a net gain in trees planting would be achieved within the site to off-set any removed trees in accordance with the provisions of Core Strategy Policy CS18 and the National Planning Policy Framework 2019.

### ***Residential amenity***

6.55 Planning Policy CS14 of the West Berkshire Core Strategy requires new development to make a positive contribution to the quality of life in West Berkshire. Supplementary Planning Document on Quality Design also outlines the factors to consider with regard to impact on adjacent properties. Paragraph 127(f) of the NPPF indicates developments should ensure a high standard of amenity for existing and future users. The Bradfield Village Parish Plan 2008 also supports these aims.

6.56 A number of residential properties are located around the boundaries of the site. The relationship between the proposed development and these existing properties has therefore been carefully considered by officers in terms preserving neighbouring residential amenity as out below:

6.57 In respect of properties at 11-15 New Way, whilst the new village hall building would still be a building of substantial size, taking into account the height has been reduced to 8.6m and the layout shows increased separation distances of approx. 22.5m, on balance, the proposal would have an acceptable impact on neighbouring amenity in terms of loss of outlook, light and privacy. This would overcome the concerns raised under refused application reference 17/01061/FULD in respect of impact on the occupiers of 11-15 New Way.

6.58 In relation to flats 1-6 Lea House, taking into the account the intervening minimum separation distances of 18m, the reduced height of 8.6m for the village building and it being set at an oblique angle from Lea House, the proposal would not have an adverse impact on the amenity of the occupiers of these properties in terms of loss of outlook, light and privacy.

6.59 In respect of other neighbouring residential properties, taking into account intervening separation distances between the proposed village hall building and those existing dwellings, the proposal would preserve neighbouring residential amenity in terms of loss of light, outlook and privacy.

6.60 Turning to the positioning of the MUGA, play areas, car parking spaces and their consequential impact on the living conditions of the occupiers of the existing residential properties beyond the northern boundary including 'Bird Rock' (Southend Road), 'Iburg' and 'Hollybank' (Cock Lane), this revised application has created a 2.5m to 4.5m wide buffer to the northern boundary of the site which would allow for the insertion of an acoustic fence and additional soft landscaping. Planning conditions can also be imposed to ensure that perimeter fencing to the MUGA is of a specification that minimises noise from ball strikes. These measures would help mitigate any significant adverse impact in terms of increased noise and disturbance.

6.61 It is also recognised that there are already existing tennis courts and children's play facilities sited along the northern boundary, the use of which have the potential generate some noise and disturbance. This existing relationship is a material consideration of significant weight.

6.62 The proposed village hall would include kitchen facilities where noise and odour from food preparation (ventilation from the kitchen) and noise from the operation of plant (extraction equipment) which could impact on neighbouring amenity. However, subject to the imposition of planning conditions to ensure the installation and maintenance of

satisfactory standard of equipment, as well the village hall having to meet modern constructions standards in terms of noise insulation, the proposal would have an acceptable impact in respect of these matters.

- 6.63 Taking into account the above points, on balance, the proposal would have acceptable impact on the neighbouring residential amenity of the occupiers of 'Bird Rock' (Southend Road), 'Iburg' and 'Hollybank' (Cock Lane) in terms of increased noise and disturbance from vehicle movements and use of the MUGA. This would overcome the concerns raised under refused application reference 17/01061/FULD in respect of identified harm to these specific properties.
- 6.64 In respect of other neighbouring residential properties, any intensification in use of the site would be experienced in the context of the existing use of the site, as such, the proposal would not have a significant impact on neighbouring amenity in terms of increased noise and disturbance from intensification in use and associated traffic movements subject to controls on the overall hours of operation restricted by planning condition.
- 6.65 In respect of any short term impacts on neighbouring amenity associated with the construction process, the imposition of planning conditions to secure a construction management plan to control details such as hours of work, deliveries, measures to control emissions, wheel washing, amongst others would mitigate any significant local impact. Furthermore, it is recognised any impacts would be of a temporary nature only.
- 6.66 The proposal would include new external lighting that would have the potential to create excessive light pollution/nuisance to the occupiers of neighbouring residential properties. The supporting plans suggest sensitive LED lighting would be installed which have been carefully considered by the councils Environmental Health Team who raise no objections to the proposal. For these reasons, and subject to the imposition of planning conditions to control the finer details of the lighting such as the specification and proposed hours of use, with special consideration given to the new lighting for MUGA area, the external lighting would have an acceptable impact on neighbouring residential amenity.
- 6.67 For these reasons, on balance, the proposal would have an acceptable impact on neighbouring residential amenity in accordance with the provisions of policies CS14 of the Core Strategy, paragraph 127(f) of the NPPF, guidance contained with the Quality Design SPD and The Bradfield Village Parish Plan 2008.

### ***Lighting***

- 6.68 One of the special qualities of the North Wessex Downs AONB are its dark night skies, so this area is particularly sensitive to excessive external lighting levels. Lighting schemes would be assessed against Part 5 (External Lighting) of the Quality Design SPD, and the ILE Guidance on External Lighting which seek to ensure the provision of appropriate external lighting on new developments.
- 6.69 The proposal would include new external lighting that would have the potential to create excessive light pollution that could be harmful to the rural character and appearance of the area including the dark night skies of the AONB. The supporting plans suggest sensitive LED lighting would be installed. Taking this into account and subject to the imposition of planning conditions to control the finer details of the lighting such as the specification and proposed hours of use, with special consideration given to the lighting for MUGA, to be agreed in consultation with the Environmental Health Team, on balance, the external lighting would have an acceptable impact on the character and appearance of the area including the dark night skies of the AONB.

## **Highways**

- 6.70 Policies CS 13 of the Core Strategy and TRANS.1 of the Saved Policies of the Local Plan relate to access, parking and turning and highways impacts of development. Policy P1 of the Housing Site Allocations DPD sets out relevant parking standards. Paragraph 109 of the NPPF indicates development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. These aims are also supported by the Bradfield Village Parish Plan 2008.
- 6.71 The application site is located within the built up area of boundary of Bradfield Southend as such it is considered to be a sustainable location for a replacement village hall in terms of accessibility.
- 6.72 The existing vehicular access to the application site will be retained with visibility splays of 2.4m x 43m. The existing pedestrian footway fronting the site to Southend Road (beyond the eastern boundary) would be widened to 1.5m to facilitate safer pedestrian access into the site (1.5m width equates to a pedestrian plus pushchair). In addition, an additional path entrance to the northern boundary would be provided to improve accessibility for pedestrians into the sites facilities and for access to the playing field beyond including the proposed 'daily mile'. This arrangement is considered beneficial to the current arrangement in terms of pedestrian accessibility.
- 6.73 The proposal would provide 71 car parking spaces in total and 12 cycle standards. Eight of the spaces would be retained for the adjacent (existing) retail unit with around 63 spaces for the use of the village hall, 10 of which would be provided within the overflow car parking with the garden area. This would mean an increase in car parking provision within the site from 26 to 71 car parking spaces which is a net increase of 45 car parking spaces. In addition, the provision of 12 cycle spaces would be a net increase within the site. This level of parking provision is considered acceptable to meet the needs of the development and would avoid any adverse impact to on-street parking demand with the local highways infrastructure.
- 6.74 The proposal would result in a substantial increase in the size of village hall when compared to the existing. However, your highways team have carefully considered the potential increase in vehicular traffic generated by the proposal, as well as the consideration of any cumulative impacts from existing/committed development within the locality, and have subsequently confirmed any increase would not be of a sufficient level to have a material impact on the local highways infrastructure in terms of traffic generation.
- 6.75 The proposal would utilise the existing access into the site. Subject to the retention of visibility splays of 2.4m x 43m, the proposal would not result in any adverse impact on highway safety. In addition, as mentioned above, the setting back of the play areas from the car park with additional path entrance to the northern boundary would also improve safety for users of the play facilities. This arrangement would allow users to access the facilities without having to walk through the car park which is considered beneficial to the current arrangement in terms of highway safety.
- 6.76 The proposal has been subject to careful consideration by the Councils Highways Team, who advise, subject to the imposition of planning conditions and informative notes to secure the implementation of a construction management plan, provision of parking and turning areas, provision of visibility splays, setting back of gates, new cycle storage, amongst other detail, the proposal would have an acceptable impact on highway safety and the free flow of traffic within the local highways infrastructure. Furthermore, the proposal would ensure the provision of satisfactory off-road parking provision to meet the needs of the development.

6.77 For these reasons, and giving significant weight to the comments of the Councils Highways Team, it is considered that the proposal would not have an adverse impact on highway safety within the local highways infrastructure having regard to the provisions of policy CS13 of the Core Strategy, saved local plan policy TRANS.1, policy P1 of the Housing Site Allocations DPD, and paragraph 109 of the NPPF.

### ***Heritage assets***

6.78 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 imposes a "General duty as respects to listed buildings in exercise of planning functions." Subsection (1) provides: "In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

6.79 Core Strategy Policy CS.19 of the Core Strategy seeks the conservation and, where appropriate, enhancement of heritage assets and their settings including Listed Buildings and amongst others. The NPPF indicates where a proposal leads to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

6.80 In terms of surrounding heritage assets, approximately 80m beyond the north-western boundary of the site is a Grade II Listed Thatched cottage fronting Cock Lane. Taking into account the intervening distances between the proposal and the listed building, it is considered that the setting of this designated heritage asset would be preserved.

6.81 The Council's Archaeological Officer has reviewed the application using the approach set down in the NPPF and assessed the proposal against the information that the Council currently holds regarding heritage assets and historic land uses in this area. This evidence suggests that there would be no major impact on any features of archaeological significance within the site. The Archaeological Officer is therefore satisfied that no archaeological assessment or programme of investigation and recording is necessary.

6.82 For these reasons, the proposal would accord with the provisions of Core Strategy Policy CS19 and the National Planning Policy Framework in terms of conserving the historic environment.

### ***Other technical matters***

6.83 **Refuse Provision** – The supporting plans demonstrate the site would have adequate capacity to accommodate appropriate refuse storage facilities meet the needs of the proposed development. The finer of details of which can be secured via planning condition in accordance with the provisions of Core Strategy Policy CS5 and the National Planning Policy Framework.

6.84 **Ecology** – The application site is considered to be low ecological value and therefore the proposal would have an acceptable impact on biodiversity within the site. It is also noted that the Councils Ecologist raised no objections to previous (comparable) planning applications within the site. Informative notes could be provided to ensure the protection of any protected species/wildlife that maybe encountered during the development of the site. For these reasons, the proposal would therefore accord with the provisions of Core Strategy Policy CS17 and the National Planning Policy Framework.



- 6.85 **Infrastructure/Services** – According to Policy CS5, 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, whilst protecting local amenities and environmental quality. The replacement hall is proposed on the same site as the existing hall, within the built up area of the village where services are available, as such it is considered that the necessary infrastructure/services can be provided to meet needs of the development in accordance with the provisions of Core Strategy Policy CS5.
- 6.86 **Land Contamination** – The previous activities on the site (e.g. use of car park, any made ground, etc. could have potential for land contamination). This risk can be mitigated through the imposition of planning conditions to ensure any unforeseen contamination should be mitigated appropriately. This would ensure the site is suitable for its new use taking into account ground conditions including from pollution arising from previous uses in accordance with the provisions of local plan policy OVS.5 and the National Planning Policy Framework 2019.
- 6.87 **Nuclear Installations** – The application site is located within the Outer Land Use Planning Consultation Zone for AWE Aldermaston (within 5-8km). Core Strategy Policy CS8 requires consultation with the Officer for Nuclear Regulation where non-residential accommodation exceeding 500 people is proposed in this location. The maximum capacity of the proposed hall would not exceed this threshold and therefore consultation is not required in accordance with the provisions of Core Strategy Policy CS8.
- 6.88 **Drainage** – The application site is within Flood Zone 1 (lowest risk of flooding) and therefore subject to the implementation of satisfactory surface and foul water drainage strategy based on the sustainability principles, the proposal would not have an adverse impact on the risk of flooding within the site or the locality having regard to the provisions of Core Strategy Policy CS16 and the National Planning Policy Framework.
- 6.89 **Sustainable Construction** – Core Strategy Policy CS15 requires the development to achieve BREEAM Excellent. The new facilities would be built to modern, energy efficient standards, which would be beneficial in terms of a long term maintenance compared to the existing facilities within the site. The proposal would also include solar panels that would help reduce carbon dioxide emissions through renewable technology.
- 6.90 The applicant is proposing that the new village hall achieve a BREEAM Very Good rating, which is acknowledged to be less than the policy requirement. However, taking into account the community nature of the building and to assist in its overall deliverability, including securing funding, a lower rating is considered acceptable.
- 6.91 Taking into account the specific circumstances of this case, the case for a lower BREEAM rating is accepted which can be secured through the imposition of planning conditions in accordance with the provisions of Core Strategy Policy CS15 and The National Planning Policy Framework.
- 6.92 **Assessment of sustainable development** – At the heart of the NPPF is a presumption in favour of sustainable development, the NPPF identifies three dimensions to sustainable development: economic, social and environmental. The policies of the NPPF, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system and emphasises that a presumption in favour of sustainable development should be the basis for every plan, and every decision.
- 6.93 Whilst the proposal would facilitate new and improved pedestrian access arrangements into the site which improve safety and accessibility, secure additional car parking provision, new landscaping as a general improvement to the overall appearance of the built form within the site, which are environmental benefits of some weight, the proposal

would result in environmental harm through the loss of green infrastructure/open space, which taking into account any cumulative impact on open space provision with the locality, is afforded negative weight.

- 6.94 In terms of the key matters that weigh in favour of the proposal, having regard to social considerations, the provision of much needed, more accessible and improved community and sports facilities comprising new village hall, children's play areas, MUGA, enlarged car park and community garden amongst other elements within the site are afforded substantial weight. In terms of economic considerations, the proposal would support short term construction jobs, increase use and attract more trips into the village which would support the local economy which are benefits that are afforded some weight. Others matters are considered to be neutral.
- 6.95 Taking account of the overall social, environmental and economic factors of sustainable development, on balance, it is considered that the adverse impacts of the proposal do not outweigh the benefits and therefore the proposal constitutes sustainable development.

## 7. Planning Balance and Conclusion

- 7.1 Having taken account of all the relevant planning policy considerations and other material considerations set out above including concerns identified under refused planning application references 17/01061/FUL and 17/01060/FULD, it is considered that the proposal complies with the development plan when considered as a whole and is therefore recommended for approval.

## 8. Full Recommendation

- 8.1 To delegate to the Head of Development and Planning to GRANT PLANNING PERMISSION subject to the conditions listed below.

### **Conditions**

1. **Commencement of development**

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. **Approved plans**

The development hereby permitted shall be carried out in accordance with the following approved plans:

- BVH Site Plan 030719
- BVH\_173.04 Proposed Roof plan
- BVH\_174.06 Proposed Elevation (street elevation)
- BVH\_175.06 Proposed Elevation (from field)
- BVH\_176.06 Proposed Elevation (towards children's play area)
- BVH\_177.05 Proposed (towards the village store)
- BVH\_172.08 Proposed Ground and first floor plan
- BVH\_180.10 Proposed Site plan.
- BVH\_179.04 Proposed Site sections

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

3. **Setting Back of Gates**

Any gates to be provided at the vehicular access into the site shall be set back at a minimum distance of 5 metres from the edge of the adopted highway and shall open inwards (into the site).

Reason: In the interest of road safety and to ensure that vehicles can be driven off the highway before the gates are open. This condition is imposed in accordance with the National Planning Policy Framework (2019) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

4. **Visibility Splays**

No development hereby permitted shall take place until visibility splays of 2.4 metres by 43 metres have been provided at the vehicular access to the site from Southend Road. 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 (2019) and Policy CS13 of the West Berkshire Core Strategy (2006-2026). A pre-commencement condition is required because safe access/egress must be provided before any development takes place.

5. **Parking and Turning Areas**

The village hall hereby permitted shall not be brought into use until the vehicle parking and turning spaces have been surfaced, marked out and provided in accordance with the approved plans. The parking and turning spaces 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 (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).

6. **Cycle parking**

The village hall hereby permitted shall not be brought into use until the cycle parking has been provided in accordance with the approved drawings and this area shall thereafter be kept available for the parking of cycles at all times.

Reason: To ensure the development reduces reliance on private motor vehicles and assists with the parking, storage and security of cycles. This condition is imposed in accordance with the National Planning Policy Framework (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).

7. **Sustainable Drainage**

No development hereby permitted 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 attenuation measures to retain rainfall run-off within the site, off site discharge will not be permitted;
- d) Include construction drawings, cross-sections and specifications of all proposed SuDS measures within the site;
- e) 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;
- f) Include pre-treatment methods to prevent any pollution or silt entering SuDS features or causing any contamination to the soil or groundwater;
- g) Ensure any permeable paved areas are designed and constructed in accordance with manufacturers guidelines;
- h) Include a management and maintenance plan for the lifetime of the development. This plan shall incorporate arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a residents' management company or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

The development shall thereafter be implemented in accordance with the approved details.

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 (2019), Policy CS16 of the West Berkshire Core Strategy (2006-2026) and Part 4 of Supplementary Planning Document Quality Design (June 2006). A pre-commencement condition is required because the design of the sustainable drainage measures must be known early in the development process.

#### 8. **Arboricultural details**

Notwithstanding the information submitted within the application documentation, no development or other operations hereby permitted shall commence on site until an updated arboricultural method statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall make provision for:

- confirmation of the retention of tree number T22;
- confirmation of implementation of an arboricultural watching brief secured;
- details of the implementation, supervision and monitoring of all temporary tree protection; and
- details of any special construction works within any defined tree protection area.

Reason: To ensure the protection of retained trees and the enhancement of the development by the retention of natural features during the construction phase in accordance with the National Planning Policy Framework (2019) and Policies CS14, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is necessary because insufficient detailed information accompanies the application; proposed foundations, tree protection installation, other measures and works may be required to be undertaken throughout the construction phase and so it is necessary to approve these details before any development takes place.

9. **Landscaping**

No development or other operations hereby permitted shall commence on site until a detailed scheme of hard and soft landscaping for the site, including for the car parking areas, new footways and communal garden, is submitted to and approved in writing by the Local Planning Authority. The soft landscaping details shall include schedules of plants noting species, plant sizes and proposed numbers/densities, an implementation programme and details of written specifications including cultivation and other operations involving tree, shrub and grass establishment. The scheme shall ensure;

- (a) Completion of the approved landscape scheme within the first planting season following completion of development.
- (b) Any trees shrubs or plants that die or become seriously damaged within five years of this development shall be replaced in the following year by plants of the same size and species.

Reason: To ensure the implementation of a satisfactory scheme of landscaping in accordance with The National Planning Policy Framework (2019) and Policies CS14, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is necessary because insufficient detailed information accompanies the application; landscaping 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. **Plant and machinery**

All plant, machinery and equipment installed or operated in connection with the carrying out of this permission shall be so enclosed and/or attenuated that noise coming from it does not at any time, increase the ambient equivalent continuous noise level as measured according to British Standard BS4142:2014 at any adjoining or nearby residential property.

Reason: To protect neighbouring residential amenity. This condition is imposed in accordance with the National Planning Policy Framework (2019), policy CS14 of the West Berkshire Core Strategy 2006-2026, Policy OVS.5 and OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

11. **Fume extraction details**

Prior to the kitchen facilities within the village hall building hereby approved being brought into use, details of a scheme for the extraction, treatment and dispersal of fumes and odours from the kitchen shall have been submitted to and approved in writing by the Local Planning Authority. The kitchen shall thereafter be operated and maintained in accordance with the approved scheme.

Reason: To protect neighbouring residential amenity. This condition is imposed in accordance with the National Planning Policy Framework (2019), policy CS14 of the West Berkshire Core Strategy 2006-2026, Policy OVS.5 and OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

12. **Boundary Treatment**

Notwithstanding the information submitted within the application documentation, the development hereby permitted shall not be occupied until details, to include a plan indicating the positions, design, materials and type of boundary treatment and gates to be erected within the site including the acoustic fence to the northern boundary, perimeter fencing around the MUGA, community garden, children's play areas, vehicular entrance from Southend Road and field access have been submitted to and approved in writing by the Local Planning Authority. The boundary treatments shall be completed in accordance with the approved scheme before the development hereby permitted is first occupied. The boundary treatment shall thereafter be retained in accordance with the approved details.

Reason: To protect neighbouring residential amenity, to reduce the risk of crime and anti-social behaviour and to ensure the satisfactory appearance of the development. This condition is imposed in accordance with the National Planning Policy Framework (2019), policy CS14 of the West Berkshire Core Strategy 2006-2026, Policy OVS.5 and OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

13. **Refuse and Recycling Facilities**

Notwithstanding the information submitted within the application documentation, prior to the first occupation of the village hall building hereby permitted, details of refuse and recycling storage areas/facilities within the site shall have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the refuse and recycling facilities have been provided in accordance with the approved details and shall thereafter be retained for this purpose.

Reason: To ensure that there is adequate and safe refuse/recycling facilities within the site and to ensure the physical form of the facilities would harmonise with the surroundings. This condition is imposed in accordance with the National Planning Policy Framework (2019), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (June 2006).

14. **MUGA and Children's Play Area Specification**

Notwithstanding the information submitted within the application documentation, no development hereby permitted shall commence until details of the design and layout of the approved Multi Use Games Area (MUGA), children's play areas and other play space within the site have been submitted to and approved in writing by the Local Planning Authority (in consultation with Sport England). The play facilities shall not be constructed other than in accordance with the approved details.

Reason: To ensure the development is fit for purpose and sustainable. This

condition is imposed in accordance with the National Planning Policy Framework (2019) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

15. **External/Facing Materials**

No development hereby permitted shall take place above foundation level until details and samples of all external facing materials have been submitted to and approved in writing by the local planning authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure the satisfactory appearance of the development in accordance with The National Planning Policy Framework (2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026) and the Quality Design SPD (June 2006).

16. **Obscure Glazing**

All first floor windows in the village hall building hereby permitted shall be fitted with obscure glazing before the individual rooms to which the windows relate are first brought into use. The obscure glazing shall thereafter be retained as such.

Reason: To avoid overlooking/loss of privacy to the occupiers of neighbouring residential properties. This condition is imposed in accordance with the National Planning Policy Framework (2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (2006) and Supplementary Planning Guidance 04/2 House Extensions (July 2004).

17. **Electric Charging Points**

Prior to the first occupation of the village hall building hereby permitted, details of electric vehicle charging points within the site shall have been submitted to and approved in writing by the Local Planning Authority. The village hall shall not be brought into use until the electric charging points have been provided in accordance with the approved details. The charging points shall thereafter be retained and kept available for use by electric vehicles.

Reason: To promote the use of electric vehicles. This condition is imposed in accordance with the National Planning Policy Framework (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).

18. **BREEAM**

The village hall building hereby permitted shall achieve a minimum of Very Good under BREEAM (or any such equivalent national measure of sustainable building which replaces that scheme). The building shall not be occupied until a final Certificate has been issued certifying that BREEAM (or any such equivalent national measure of sustainable building which replaces that scheme) rating of Very Good has been achieved for the development, has been issued and a copy has been provided to the Local Planning Authority.

Reason: To ensure the development contributes to sustainable construction. This condition is imposed in accordance with the National Planning Policy Framework (2019), Policy CS15 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (June 2006).

19. **Overflow car parking**

The 10 car parking spaces within the community garden area adjacent to the eastern boundary of the site hereby approved shall only be used as overflow car park when the other off-road car parking areas within the site for village hall use are at full capacity or during special events.

Reason: To minimise potential conflict between pedestrians and vehicular traffic in the interests of highway safety and to ensure a satisfactory environment for users of the community garden. This condition is imposed in accordance with the National Planning Policy Framework (2019) and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

**20. Contamination**

If contamination is found at any time during site clearance, groundwork and construction within the application site, the discovery shall be reported as soon as possible to the local planning authority. A full contamination risk assessment shall be carried out and if found to be necessary, a 'remediation method statement' shall be submitted to the local planning authority for written approval. Works shall thereafter be carried out in accordance with the approved 'remediation method statement' and a final validation report shall be submitted to and approved in writing by the local planning authority before the dwellings hereby permitted are first occupied.

Reason: In order to protect the amenities of proposed occupants/users of the application site. This condition is imposed in accordance with the National Planning Policy Framework (2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (2006).

**21. Lighting**

Notwithstanding the information submitted within the application documentation, no external lighting shall be installed or operated within the site development until a scheme setting out the hours of use, type, design, lux levels and measures to control glare and overspill light from sports lighting, and measures to ensure sports lights are switched off when not in use, have been submitted to and approved in writing by the Local Planning Authority in consultation with Sport England. The scheme shall accord with [Sport England's "Outdoor Sports Lighting" Briefing Note published in 2012]. The approved sports lighting shall thereafter be operated and maintained in accordance with the approved details.

Reason: To ensure a satisfactory living environment for future occupiers in accordance with the National Planning Policy Framework (2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (2006).

**22. Construction Management Plan**

No development hereby permitted shall take place on any phase of the development until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority for the corresponding phase. The statement shall provide for:

- provide for mitigation measures in accordance with BS:5228, Code of practice for noise and vibration control on construction and open sites;
- Parking of vehicles of site operatives and visitors;
- Loading and unloading of plant and materials;
- Storage of plant and materials used in constructing the development;
- Erection and maintenance of security hoarding including decorative displays and facilities for public viewing;
- Temporary access arrangements to the site, and any temporary hard-standing;
- Wheel washing facilities;
- Measures to control the emission of dust, dirt, smell and other effluvia during construction;



- Control of surface water run off during construction;
- Site security arrangements including hoardings;
- Proposed method of any piling for foundations;
- Detail of haulage routes for hgv deliveries;
- Measures to protect local biodiversity during construction.
- construction and demolition working hours;
- hours during the construction and demolition phase, when delivery vehicles or vehicles taking materials are allowed to enter or leave the site.
- Hours of work
- Hours of good deliveries
- Measures to the protect the playing fields beyond the western boundary of the site from construction relating activities.

The development shall be carried out in accordance with the approved details.

Reason: To safeguard the amenity of adjoining land uses and occupiers, and in the interests of highway safety. The approval of this information is required at this stage because insufficient information has been submitted with the application. A pre-condition is required because insufficient information accompanies the outline application and the CMS must be in place before demolition/construction operations commence. This condition is applied in accordance with the National Planning Policy Framework, Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), and Policies OVS.5, OVS.6 and TRANS.1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007)

**23. Village Hall - Hours of Operation**

The use of the village hall hereby permitted is restricted to the following hours of operation:

08:00 to 23:00 - Mondays to Sunday including Public Holidays, and

On no more than 5 days per calendar year, to allow for special events, the village hall use hereby permitted can commence from the earlier time of 06:00.

Reason: To protect neighbouring residential amenity. This condition is imposed in accordance with the National Planning Policy Framework (2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026).

**24. MUGA and Childrens Play Areas Hours of Operation**

The use of the MUGA and children's plays areas hereby permitted are restricted to the following hours of operation:

08:00 to 21:00 - Mondays to Saturdays; and  
09:00 to 20:00 - Sunday and Public Holidays.

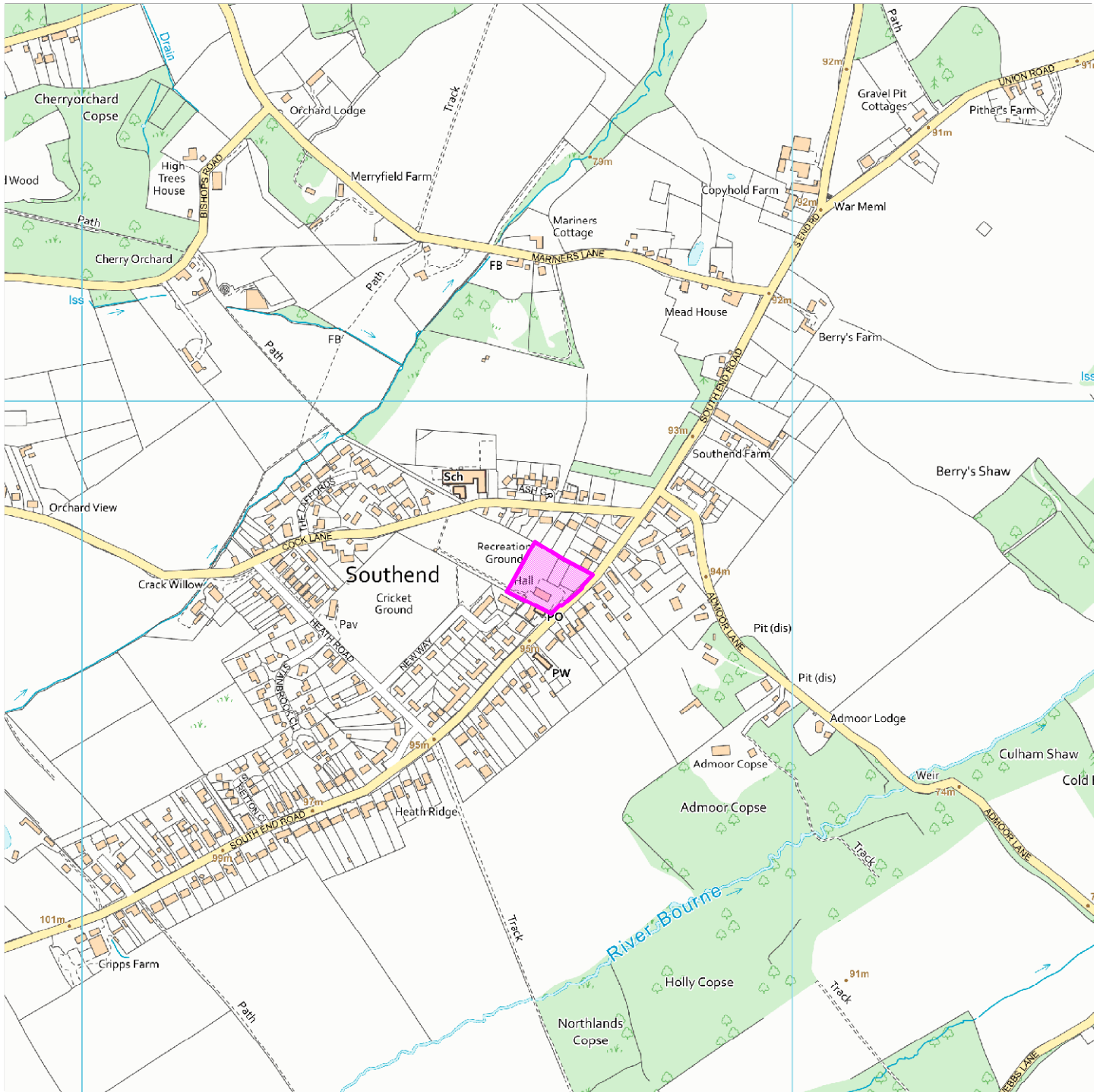
Reason: To protect neighbouring residential amenity. This condition is imposed in accordance with the National Planning Policy Framework (2019), Policy CS14 of the West Berkshire Core Strategy (2006-2026).

**25 Solar Panels**

Notwithstanding the details shown within the application documentation, prior to the installation of any solar panels hereby permitted, details of the panels shall have been submitted to and approved in writing by the local planning authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: To ensure the satisfactory appearance of the development in accordance with The National Planning Policy Framework (2019), CS14 of the West Berkshire Core Strategy (2006-2026) and the Quality Design SPD (June 2006).

Bradfield Village Hall, Southend Rd, Bradfield Southend RG7 6EY

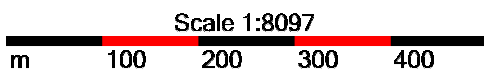


Map Centre Coordinates :

Scale : 1:8097

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<b>Organisation</b>	West Berkshire Council
<b>Department</b>	
<b>Comments</b>	Not Set
<b>Date</b>	17 October 2019
<b>SLA Number</b>	0100024151

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# Agenda Item 4.(2)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(2)	19/01803/FUL Tilehurst	24/09/2019	Demolition of derelict public house and construction of surface car park, including associated fencing and security control  Murdochs, Bath Road, Calcot, Reading Berkshire, RG31 7QJ  Pureday Limited

<sup>1</sup> Extension of time agreed with applicant until 06/11/2019

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

<http://planning.westberks.gov.uk/rpp/index.asp?caseref=19/01803FUL>

**Recommendation Summary:** The Head of Development and Planning be authorised to **REFUSE** planning permission

**Ward Member(s):** Councillor Peter Argyle and Richard Somner

**Reason for Committee Determination:** Called-in by Councillor Somner due to concerns with the planning history, security and visual amenity on the site and surrounding area.

**Committee Site Visit:** 23<sup>rd</sup> October 2019

#### Contact Officer Details

**Name:** Sarah Melton  
**Job Title:** Senior Planning Officer  
**Tel No:** 01635 519111  
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## 1. Introduction

- 1.1 This application seeks planning permission for the demolition of the existing building on site and the development of a new car park.
- 1.2 The application site is located along the Old Bath Road at the junction of Bath Road (A4) and Langley Hill. The site is located in a largely residential area, with residential dwellings to the north, east and west of the site, the south of the site links to Old Bath Road and fronts Bath Road.
- 1.3 The application site is a vacant public house with associated parking and amenity areas. It is located alongside residential development along Bath road predominantly consisting of detached and semi-detached dwellings. To the north of the site is further residential development along Langley Hill and Langley Hill Close.
- 1.4 The vacant public house is currently in a poor state of repair and is considerably dilapidated, this is exasperated by its prominent location adjacent to Bath Road (A4). The building in its current condition does not make a positive contribution to the street scene.
- 1.5 The proposal scheme includes the demolition of the existing structures on site and the development of a 46 space car park. The access to the proposed car park overlaps the existing access, which is located to the east of the southern boundary. The proposal scheme includes 1.8m close boarded timber fencing along the north and east site boundaries and proposes to retain the existing 2m brick wall along the west boundary. The southern boundary will be open and easily visible from Old Bath Road and Bath Road (A4). A manually operated barrier is include at the entrance of the site, this is for the purposes of night time security. Small areas of the site include soft landscaping, these areas are a narrow buffer between the edges of the site and the proposed car parking spaces.
- 1.6 The agent has put forward that the proposed car park will be managed as a 'car share' car park for those who commute along the M4. Whilst it is noted that no detailed information has been provided on the matter, the agent is of the view that there is sufficient demand for the proposed car park based on the monitoring of the nearby Sainsbury's car park. It is also noted that this planning application has not been presented as exclusively for those who wish to car share. There are few local shops and facilities, but no other significant destinations that would require use of the car park, as such it is reasonable to assume use by non-car sharers would be limited.
- 1.7 The agent has submitted that the proposal scheme would be monitored by CCTV with low level halogen lighting, but no plans of such accompany the application. It has been proposed that the car park could be used on a 24 hour basis.

## 2. Planning History

- 2.1 The table below outlines the relevant planning history of the application site.

Application	Proposal	Decision / Date
06/01872/FUL	Demolition of conservatory, erection of single storey extensions to form trading area, kitchen, toilets, cellar and covered patio.	Approved 27/09/2006

07/01941/FULMAJ	Demolition of existing building and erection of 2 A1 Retail units and 10 flats.	Withdrawn 22/01/2008
08/00563/FULMAJ	Demolition of existing building and erection of 2 two storey blocks of 14 flats	Withdrawn 04/07/2008
09/00009/FULD	Demolition of existing building and erection of 7 houses with associated parking.	Refused 12/03/2009
17/01927/OUTD	Outline application for construction of 4 detached houses and 2 detached garages with associated road works	Withdrawn 01/09/2017
17/02127/DEMO	Demolition of Murdoch's diner public house	Application required 29/08/2017
17/02903/OUTD	Outline application for demolition of existing derelict public house and the construction of 4 detached houses with 2 detached garages with associated road works. Matters to be considered: Access, layout and scale.	Approved 30/04/2018

2.2 The site currently benefits from extant planning consent 17/02903/OUTD for the demolition of the existing public house and the construction of 4 detached dwellings as detailed above. The agent must submit all of the reserved matters (landscaping and appearance) by 30/04/2021 for the consent to remain intact. Following the approval of the reserved matters the agent would have two years to implement the approved scheme.

### 3. Procedural Matters

- 3.1 Given the nature and scale and location of this development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 3.2 A site notice was displayed on a lamp post at the junction of Old Bath Road and Langley Hill on 31/07/2019, the deadline for representations expired on 21/08/2019. Comments have been accepted after the statutory deadline.
- 3.3 The proposed development would not be liable under the Community Infrastructure Levy (CIL).

## 4. Consultation

### *Statutory and non-statutory consultation*

- 4.1 The table below summarises the consultation responses received during the consideration of the application. The full responses may be viewed with the application documents on the Council's website, using the link at the start of this report.

<b>Tilehurst Parish Council:</b>	<p>Object</p> <ol style="list-style-type: none"> <li>1. This Council is objecting because there is insufficient information about the proposed car park spaces e.g. what is the purpose for the car park, is this to be a permanent arrangement</li> <li>2. The proposal would cause considerable extra traffic exiting onto the bend at the bottom of Langley Hill which is a very busy road</li> <li>3. If the site is used as a car park, this Council is of the opinion that there would be a re-occurrence of traveller incursions</li> </ol>
<b>WBC Highways:</b>	No objection raised subject to planning conditions.
<b>Environmental Health</b>	The noise from the proposed car park is unlikely to make any difference because the existing background noise level in this area is likely to be high due to road traffic on Bath Road.
<b>Public Protection</b>	The demolition works and construction of the car park has the potential to cause disturbance to nearby residential properties. A construction management condition and hours of work condition are recommended.
<b>Holybrook Parish Council (adjacent)</b>	<p>Object</p> <p>Holybrook Parish Council support the demolition of the derelict pub but object to the construction of a surface car park.</p> <p>A car park, at this location, would cause additional traffic on the bend at the bottom of Langley Hill which is a very busy road in both directions; especially during the peak travelling times.</p> <p>Despite off-site camera surveillance being a part of the application, Holybrook Parish Council has concerns about the safety of the site.</p> <p>This is the wrong location for this type of proposal.</p>

### *Public representations*

- 4.2 Representations have been received from eight contributors, all of which object to the proposal.



4.3 The full responses may be viewed with the application documents on the Council's website, using the link at the start of this report. In summary, the following issues/points have been raised:

- The proposal scheme would result in the loss of a public house, no replacement is offered as part of the proposal scheme.
- The existing public house should be put on the market for a low cost due to the current state on the building.
- There is planning consent for four dwellings on the site.
- Who will use the parking spaces and for what purpose?
- There is no local demand for the car park.
- Contrary to No. 19 Public Houses
- A car park in this location is likely to attract anti-social behaviour.
- The proposed car park is not in line with other buildings.
- The local needs do not include a car park.
- Will it raise issues relating to unauthorised gypsy and travellers site.
- The entrance would be on to a busy road.
- Could cause danger to children attending Calcot Junior School.
- Will the car park become a park and ride?
- Cars could have a long wait to leave the car park.
- Waste of land.
- Surrounding residents have sufficient car parking facilities.
- Will create traffic on to Langley Hill.
- High possibility of anti-social behaviour taking place on site.
- The car park would impact the essence and character of the community.
- The proposal would not contribute towards environmental sustainability.
- The site should be use for Affordable Housing.

## 5. Planning Policy

5.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The following policies of the statutory development plan are relevant to the consideration of this application.

- Policies ADPP1, ADPP4, CS1, CS13, CS14, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies OVS5, OVS6 and TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).
- Policy P1 of the West Berkshire Site Allocations Development Plan Document (HSA DPD).

5.2 The following material considerations are relevant to the consideration of this application:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- WBC Quality Design SPD (2006)
- No. 19 Public Houses SPG

## 6. Appraisal

6.1 The main issues for consideration in this application are:

- The principle of development
- Character and appearance
- Impact on neighbouring amenity
- Highways safety
- Loss of public house
- Extant housing consent
- Economic benefits

### ***Principle of development***

- 6.2 The site is located within the defined Eastern Urban Area settlement boundary where, in accordance with Policy ADPP1, most development will be within or adjacent to the settlements included in the settlement hierarchy. The majority of development will take place on previously developed land. The scale and density of development will be related to the site's current or proposed accessibility, character and surroundings. The proposal is considered to be consistent with the principles of this policy.
- 6.3 According to Policy ADPP4, during the current plan period, highway infrastructure will be upgraded to reduce congestion along the A4 corridor, including improvements to the Langley Hill / A4 junction. Highway improvements have already been undertaken by the Highway Authority in this area, but the principle aims of the policy are a relevant consideration.
- 6.4 The site currently benefits from extant planning consent 17/02903/OUTD, for the demolition of the existing public house and the construction of four new dwellings. This is a material consideration in determining this application (discussed further below).
- 6.5 The principle of development on this site is in accordance with the local development plan. Furthermore the principle of redevelopment of the site has recently been established under extant consent 17/02903/OUTD. Subject to the above considerations the principle of development is therefore considered to be acceptable as part of the current application.

### ***Loss of public house***

- 6.6 The principle of the loss of the existing public house has been established under planning consent 17/02903/OUTD.
- 6.7 As part of planning consent 17/02903/OUTD and the current application a viability assessment has been submitted. The case officer for 17/02903/OUTD found that the existing public house was no longer viable based on this assessment and found no conflict with Public House SPG. It is considered that there is no substantive reason to disagree with these findings as part of the current application, and in any event the extant consent constitutes a valid fall-back position in respect of the demolition of the existing public house.

### ***Character and appearance***

- 6.8 The site is in a highly visible and prominent location in views from the Bath Road (A4) for passing motorists, pedestrians and cyclists. The presence of the site within the street scene is accentuated by the shape of the plot which has a wide frontage adjacent to the road.
- 6.9 The proposal scheme forms part of the street scene of Bath Road (A4) to the south and Old Bath Road to the east. The street scene to the east of Bath Road and Old Bath Road consists of a varied building lines made up of detached and semi-detached

dwelling with a mixture of designs. Whilst the buildings along this stretch of Tilehurst and Calcot are significantly varied, the frontages of Bath Road (A4) and Old Bath Road are ones of built up frontages with substantial buildings set back in their plot, and the plot sizes are largely appropriate for the level of built form within them. The character of the area surrounding the site is one of predominantly residential development.

- 6.10 The former public house building on site ('Murdochs') is in keeping with the current street scene. Whilst the plot size of Murdochs is larger than the surrounding plots, this is appropriate due to the size of the building on site (the current public house). Whilst the footprint of Murdochs is of a greater size than the surrounding development, there are still areas which are not given over to built form, including the existing car park and beer garden, which prior to the vacation of the public house lent the site a complimentary appearance within the street scene that responded well to the pattern of surrounding built form. The existing public house is located in the centre of the existing car park and beer garden, breaking up the openness of the plot. The existing car park contains 20 car parking spaces. Whilst the site in its current state of poor repair has a negative impact on the street scene this is only a temporary situation and for this reason little if any weight should be given to this when assessing the proposal.
- 6.11 Section 12 of the NPPF (Achieving well-designed places) establishes the fundamental principles of good design which includes the ways in which a site functions and adds towards creating sustainable developments. In accordance with paragraph 127, planning decisions should ensure that developments; function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character including the surrounding built environment and landscape setting and establish or maintain a strong sense of place. The proposal scheme does not achieve the expectations of NPPF paragraph 127. In assessing the proposal scheme against these expectations, the proposals scheme will not result in a well-designed development in an appropriate location.
- 6.12 The proposal scheme would remove the existing built form and soft landscaping area, and replace it with an open area consisting predominantly of hardstanding when empty, or cars when in use. This area of Tilehurst is of a suburban character, the street scene largely consists of residential dwellings, introducing an open expanse of hardstanding populated only by vehicles would have an adverse effect on the character and appearance of the area. The demolition of the existing built form and increased area of hardstanding would result in a gap in the existing frontage and a noticeable anomaly in the street scenes of Bath Road (A4) and Old Bath Road. It is accepted that part of the site currently consists of hardstanding which is used as a car park, however this is ancillary to the existing public house and is viewed in this context. An increased level of hardstanding and car parking in this area would have a harmful impact on the current street scene.
- 6.13 Policy CS14 states that new development must demonstrate high quality and sustainable design that respects and enhances the character and appearance of the area and makes a positive contribution to the quality of life in West Berkshire. In assessing the proposal scheme against this criteria, the proposed development does not comply with the policy. The proposal scheme will create a visually intrusive and conspicuous gap of hardstanding within the existing street scene which is in a prominent location and clearly visible from the public realm.
- 6.14 Policy CS14 goes on to explain that good design relates not only to the appearance of a development, but the way in which it will function. The site is located in a largely residential area; the siting of a car park in this area is not considered as appropriate given the residential character of the area. The use and design of the proposal scheme

has not been assessed as being informed by the wider and immediate context of the area.

- 6.15 Whilst it may not always be possible for a development to achieve all of the bullets points of Policy CS14, there are a number criteria that are relevant, and that the proposal scheme is contrary to. The proposal scheme does not make efficient use of land whilst respecting the density and, character and landscape of the surrounding area. The site would result in a low density use and the character of the area is residential in nature. The agent has stated via email that the proposal scheme will include CCTV, however this is not included on the submitted plans. As such the proposal scheme does not include any lighting or detailed security measures, rather it would result in an area of hardstanding that would only receive limited light from existing street lights and passing cars. For this reason it is not considered that the proposed development would create a safe environment although it is accepted that the residential nature of the area would provide a level of natural surveillance. Nevertheless, it is not considered that the proposed car park would provide an environment that would be well integrated with the surrounding uses.
- 6.16 The agent has proposed that the development would be used by car sharers, but very limited information or evidence has been submitted to elaborate on this intention or support any associated benefits. It would be possible to apply a condition requiring the pre-approval of a management plan to secure such arrangements, but doing so is not considered necessary to make the development acceptable.
- 6.17 It is for the above reasons that the proposal scheme has been assessed as contrary to Policy CS14.
- 6.18 Under West Berkshire Councils Quality Design SPD Part 3 Residential Character Framework, the proposal site is designated as having a residential character if 'post war – suburban' and is directly adjacent to a character of 'historic (vernacular – Georgina/Regency)'. Policy CS19 states that new developments must have regard to this designation. The proposal scheme is not appropriate in terms of the designated residential character of the site.
- 6.19 In accordance with Policy CS19, new development should be appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character. The proposed car park does not achieve this criteria of Policy CS19 for the reasons set out above, the proposal is therefore considered as contrary to this policy.
- 6.20 Whilst the character of the area is influenced by the A4 Bath Road, it is predominantly a residential area. The scale and character of the car park, and the prominence of the location are such that the proposal would result in a large expanse of hard standing or parked cars that would cause demonstrable harm to the character and appearance of the area. The proposal conflicts with the aforementioned policies in this respect.

### ***Impact on Neighbouring Amenity***

- 6.21 The existing use on site does include an ancillary car park which is directly against the boundaries of dwellings along Langley Hall Drive. There is a narrow access drive along the east boundary of the site. Number 2 Langley Hill currently borders the existing beer garden.
- 6.22 In the context of the existing use and the vehicular movements along Langley Hill and the Bath Road, the increased level of car parking, vehicular movements, and associated activity is not viewed as resulting in an unacceptable impact on neighbours in terms of overbearing, increase in noise or loss of privacy.

- 6.23 The Council's Environmental Health officer has raised no objections to the proposal scheme in terms of the impact of noise on neighbours and has stated that the noise from the proposed car park is unlikely to make any significant difference to neighbours due to the existing levels of background noise from Bath Road (A4).

### ***Highway Safety***

- 6.24 The Council's Highways Officer has raised no objections to the proposal scheme based on the size of the proposed car park and the presence of an existing ancillary car park within the site.
- 6.25 There is no evidence available that would suggest that the proposed car park would not be used for the purpose of commuters as stated by the agent.
- 6.26 Should the proposal scheme be used by commuters, the development would accord with the aims of policy CS13 in terms of reducing the need to travel, improving travel choice and facilitating sustainable travel.

### ***Extant planning permission for housing***

- 6.27 Planning consent 17/02903/OUTD is for the development for four new dwellings and is a material consideration in determining the current application. Policy CS1 states that there should be no net losses from the existing stock of homes in the District. Whilst the dwellings have not yet been constructed, the potential loss and delay to providing new dwellings should be noted. Nevertheless, as the proposed use would be unlikely to prevent the re-development of the site for housing subject to favourable economic conditions, on balance officers are not of the view that this would, in itself, constitute sufficient reason for refusal of this application.

### ***Economic benefits***

- 6.28 According to the NPPF, planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The proposal scheme would deliver a business opportunity that would make a small contribution to the economy.
- 6.29 During discussions with the agent, a few matters have been clarified. It is the intention of the agent that the use of the site as a car park may only be temporary until such time as the economic consequences of Britain's exit from the EU are more apparent and the impact on the housing market is known.

## **7. Planning Balance and Conclusion**

- 7.1 As set out in this report, the principle of development is generally in accordance with the development plan policies, the loss of the public house has been accepted, and the proposal is unlikely to prevent the implementation of a more profitable housing scheme in the event that market conditions allow such development. The proposal would make a small contribution to the economy by providing a business opportunity on the site, although little evidence of a need for such a facility in this location has been provided. Highway safety would not be demonstrably compromised.
- 7.2 However, the visual impact of a large expanse of hard-standing or parked cars in this prominent location would have an adverse impact on the character and appearance of

the area. The existing condition of the site does not justify the granting of planning permission as this could be ameliorated without the proposed development.

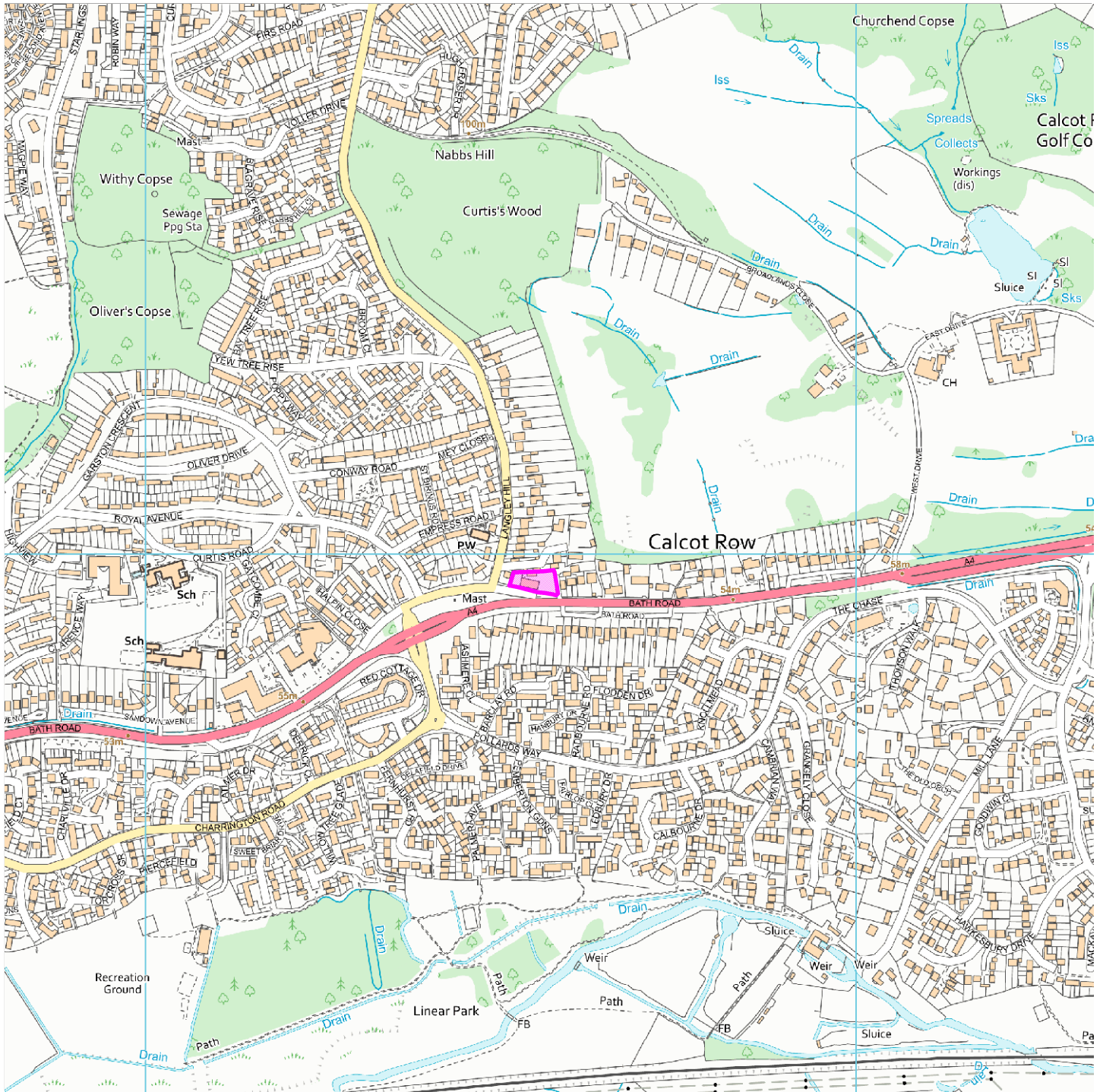
- 7.3 On balance, it is considered that the adverse visual impacts on this prominent site would outweigh the limited benefits.
- 7.4 It has been discussed between the case officer and agent that the proposal scheme could receive a temporary permission on such grounds. The case officer has given this careful consideration, but is of the view that this would not be appropriate as the impact and harm to the character and appearance of the area, and the conflict with policy will still be present, even if only for a set period of time. The implications of paragraph 127 of the NPPF are clear that planning decisions should consider both the short and long term consequences of the way in which development will function in terms of the quality of the area. A temporary planning permission is not considered justified.
- 7.5 Taking into account the above considerations the application is recommended for refusal.

## **8. Full Recommendation**

- 8.1 To delegate to the Head of Development and Planning to REFUSE PLANNING PERMISSION for the reason listed below.

### ***Refusal Reasons***

1. **Impact on character and appearance of the area**  
The application site by reason of its location and size sits within a prominent position along the Old Bath Road and Bath Road (A4). The immediate context and wider surrounding area is predominately residential in character. The street scene to the east of Bath Road and Old Bath Road consists of a varied building line made up of detached and semi-detached dwellings with a mixture of designs. Whilst the buildings along this stretch of Tilehurst and Calcot are significantly varied, the frontages of Bath Road (A4) and Old Bath Road are ones of built up frontages with substantial buildings set back in their plot. The removal of built form from the site would result in a significant gap in the street scene that would be incongruous in appearance. Furthermore the introduction of an expanse of tarmac and chain link fencing hard against the road would create a very stark and unattractive environment which is out of character and fails to make a positive contribution to the street scene in what is a prominent location. The proposed works are therefore contrary to the requirements of paragraph 127 of the NPPF, which requires, inter alia, that development will function well and add to the overall quality of the area, result in a visually attractive development, is sympathetic to the local character and maintain a strong sense of place. Furthermore the proposed works are contrary to the requirements of Policy CS14 of the West Berkshire Core Strategy 2006-2026 which requires development to demonstrate high quality and sustainable design that respects and enhances the character and appearance of the area. Additionally, the proposal fails to comply with Core Strategy Policy CS19 which requires development to appropriate in terms of location and the existing settlement form, pattern and character. The proposal scheme does not respect the residential character of the area.



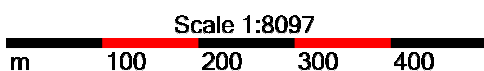
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<b>Organisation</b>	West Berkshire Council
<b>Department</b>	
<b>Comments</b>	Not Set
<b>Date</b>	17 October 2019
<b>SLA Number</b>	0100024151



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