# Notice of Meeting

# Eastern Area **Planning Committee**



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# Wednesday 6th October 2021 at 6.30pm

In the Council Chamber, Council Offices, Market Street, Newbury

The Council will be live streaming its meetings.

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If members of the public wish to attend the Planning Committee they can do so either remotely or in person. Members of the public need to notify the Planning Team (planningcommittee@westberks.gov.uk) by no later than 4.00pm on Tuesday 5th October 2021 if they wish to attend the Planning Committee.

Please note that due to the current Coronavirus restrictions there is a limit on the number of people who can enter the Council Chamber. Remote attendance at the meeting is therefore encouraged at this time.

#### **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 28th September 2021

#### FURTHER INFORMATION FOR MEMBERS OF THE PUBLIC

Plans and photographs relating to the Planning Applications to be considered at the meeting can be viewed by clicking on the link on the front page of the relevant report.

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: planningcommittee@westberks.gov.uk



# Agenda - Eastern Area Planning Committee to be held on Wednesday, 6 October 2021 (continued)

Further information, Planning Applications and Minutes are also available on the Council's website at www.westberks.gov.uk

Any queries relating to the Committee should be directed to Stephen Chard / Jessica Bailiss on (01635) 519462/503124 Email: stephen.chard@westberks.gov.uk / jessica.bailiss@westberks.gov.uk



# Agenda - Eastern Area Planning Committee to be held on Wednesday, 6 October 2021 (continued)

To: Councillors Alan Law, Tony Linden, Royce Longton, Ross Mackinnon,

Alan Macro (Vice-Chairman), Geoff Mayes, Graham Pask (Chairman),

Richard Somner and Keith Woodhams

Substitutes: Councillors Graham Bridgman, Jeremy Cottam, Owen Jeffery, Joanne Stewart

and Andrew Williamson

### **Agenda**

Part I Page No.

1. Apologies

To receive apologies for inability to attend the meeting.

2. **Minutes** 5 - 22

To approve as a correct record the Minutes of the meeting of this Committee held on 14<sup>th</sup> September 2021.

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: 21/01481/HOUSE - Oakingham House,

Bere Court Road, Pangbourne Proposal: The propos

The proposal consists of two main parts. Firstly, to convert the current indoor pool to create a kitchen, dining and family room area within ancillary storage areas to include boot and utility space. Above a subservient first floor extension, we propose to form two bedrooms with en suites with associated dressing areas and covered balcony. Secondly, we propose a single storey extension to the current outbuilding courtyard to

create a gym.

Location: Oakingham House, Bere Court Road,

Pangbourne, RG8 8JU

**Applicant:** Mr and Mrs J Ray Snr

**Recommendation:** Delegate to the Service Director (Development &

Regulation) to grant planning permission.



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# Agenda - Eastern Area Planning Committee to be held on Wednesday, 6 October 2021 (continued)

(2) Application No. & Parish: 21/00885/COMIND - Beenham Landfill 35 - 62 Site, Grange Lane, Beenham, Reading

Temporary change of use of land to allow for the creation of a laydown facility for the storage of materials and light fabrication operations, including welding to support the construction of the SSE Slough Multifuel Combined Heat and Power Facility, and the permanent provision of

fencing, lighting and areas of hardstanding to provide for the future use of the land for the

permitted composting activities.

**Location:** Beenham Landfill Site, Grange Lane, Beenham,

Reading

**Applicant:** SSE Slough Multifuel Ltd and Grundon Waste

Recommendation: Grant conditional planning permission

#### **Background Papers**

Proposal:

(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

Service Director (Strategy and Governance)

If you require this information in a different format or translation, please contact Stephen Chard on telephone (01635) 519462.



### 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, 15 SEPTEMBER 2021

**Councillors Present**: Graham Bridgman (Substitute) (In place of Tony Linden), Nassar Hunt (Substitute) (In place of Alan Macro), Royce Longton, Ross Mackinnon, Geoff Mayes, Graham Pask (Chairman), Richard Somner, Joanne Stewart (Substitute) (In place of Alan Law) and Keith Woodhams

**Also Present:** Jessica Bailiss (Policy Officer (Executive Support)), Bob Dray (Development Control Team Leader), Kim Maher (Solicitor), Gordon Oliver (Corporate Policy Support) and Lizzie Reeves (Business Analyst (Digital Services))

**Apologies for inability to attend the meeting:** Councillor Alan Law, Councillor Tony Linden and Councillor Alan Macro

#### **PART I**

#### 14. Minutes

The Minutes of the meeting held on 25<sup>th</sup> August 2021 were approved as a true and correct record and signed by the Chairman.

#### 15. Declarations of Interest

Councillor Graham Pask declared an interest in Agenda Item 4(2), but reported that, as his interest was a non-prejudicial personal interest and not a disclosable pecuniary interest, he determined to remain to take part in the debate and vote on the matter.

### 16. Schedule of Planning Applications

# (1) Application No. & Parish: 21/01390/HOUSE - The Old Travellers Rest, Hungerford Lane, Bradfield Southend

The Committee considered a report (Agenda Item 4(1)) concerning Planning Application 21/01390/HOUSE in respect of Section 73 variation of condition 2 (approved plans) of approved 20/00852/HOUSE - Demolition of three unsafe timber outbuildings, construction of a replacement timber car port/garage, two single storey extensions to the rear of the building, single storey extension to the side of the building and alterations including modifications and replacement of windows.

Mr Bob Dray (Team Leader – Development Control) introduced the item and highlighted the key points within the report.

In accordance with the Council's Constitution, Mr Andrew House, Parish Council representative and Mr Nigel Bearman (agent) addressed the Committee on this application.

#### **Parish Council Representation:**

Mr House in addressing the Committee raised the following points:

- There had been a number interventions by the West Berkshire Council Enforcement Team due to discrepancies to the original planning permission.
- Bradfield Parish Council had been advised by parishioners that the building did not match the approved plans.
- The application sought to regularise only three of the issues raised, including access to the building, the introduction of a hipped roof and the introduction of roof lights.
- The Parish Council felt that having the access to the ancillary use element of the proposal in the north elevation, nearer to the main dwelling was a more sensible position.
- The hipped roof was welcomed as it reduced the bulky appearance of the proposal. It was however felt that it made the proposal seem more 'house' like rather than the outbuilding it reported to be.
- The removal of the two roof lights raised questions about what the future use might be.
- The Parish Council was concerned regarding the original application in terms of the proposed size and intended use. Being of an oak frame structure, even though timber cladding was proposed, the Parish Council had felt that the proposal was in keeping as an outbuilding within the North Wessex Down Area of Outstanding Natural Beauty (NWDAONB) and not as a base for a new house in the countryside, which was very much contrary to West Berkshire Council policy.
- Mr House stated that interestingly the drawing submitted for the section 73
  application stated 'Oak Frame Structure'. There was now however, reference to a
  single dividing support between the two car port bays.
- The ground floor plan still clearly showed the positioning of the wooden structure throughout and not the fully insulated cavity wall, concrete block structure that had been built. Mr House queried how the case officer could recommend approval when the plans did not reflect what had been built.
- The Parish Council noted the suggested conditions. There was confusion regarding condition one as 'drawing 2006 – P14A' appeared twice but with different title descriptions.
- The Parish Council requested that condition four be amended and extended in line with a number of ancillary use approvals given locally in both Bradfield and the adjoining parish. The additional sentence to read 'The car port garage building shall not be used as a separate dwelling unit nor shall it be sold, let, rented or otherwise separately occupied or disposed of, and no separate curtilage shall be created'. The addition would mirror other conditional approvals and avoid future change of use challenges.
- In conclusion the Parish Council felt that the applicant seemed to have disregarded the approved plans and conditions applied and built something similar. The original application was to demolish three timber outbuildings and

construct a replacement timber car port. The current application did not fully reflect what had been built in the Parish Council's view.

 If the Committee was minded to approve the application, the Parish Council felt that condition four needed to be amended to avoid any confusion about the use of the proposal.

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

Councillor Bridgman noted that Mr House had stated that what had been built was a cavity wall construction and asked for clarification on this. Mr House confirmed that this was correct and what had been built was a concrete block cavity wall, which was fully insulated.

Councillor Ross Mackinnon asked for clarification that the Parish Council's view was that condition four should be extended to state that that the separate building should not be sold, let or separately occupied. Councillor Mackinnon noted that this was very similar to other conditions that had been granted elsewhere in Bradfield. Mr House agreed that this was correct and added that similar conditions had also been granted in the adjoining parish of Bucklebury

#### **Agent Representations:**

Mr Bearman in addressing the Committee raised the following points:

- He believed that the reason why the application had been brought to the Committee was because of a misunderstanding initially regarding the size of what had been approved. Bradfield Parish Council stated at the time that the height and footprint of the building had increased dramatically. Planning Officers had been on site and checked this point and confirmed that the difference was minor and considered to be within acceptable tolerances.
- The Planning Officer had also confirmed that the changes made would not be harmful to the character or appearance of the application or to the rural character of the NWDAONB and were therefore not considered significant changes.
- The Enforcement Officer had instructed that work needed to stop on the site and therefore it had not been possible to complete the building. If the building had been completed there would have been cladding all the way around it. There would have also have been oak posts in the garage with oak braces to match entrance to the main house.
- Regarding concerns raised about the construction, the structure above the cavity
  walls was timber. Concrete blocks had been used because Mr Bearman used to
  be a builder and it was cheaper for him to build in this way. The reason for the
  inclusion of the cavity wall was for structural purposes. He added that a 4 inch wall
  would have not been structurally sound. The building from the outside would look
  no different to if it had been a timber structure.

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

Councillor Graham Bridgman stated that he had a question that would not have an impact on his view or decision on the application. He stated that that there had been planning permission based on explicit plans for the design of the building, which had been ignored by the applicant. Councillor Bridgman asked why Mr Bearman had chosen

to ignore the original approved plans and had not applied for a fresh planning permission if he had wanted to build something different before starting the construction phase. Mr Bearman stated that he had relied upon his agent when constructing the building. Regarding the material construction and when it had come to constructing the roof it had been felt that a hipped roof would have less of an impact and would reduce the size of the building rather than increase it. Regarding mirroring the building, Mr Bearman stated that he had not paid enough attention when the plans were originally submitted and noted that the proposed door for the ancillary accommodation was away from the property and would have required a 16m/20m path to be put down. The door now faced his utility room, which was just 4m away and made more sense. Mr Bearman stated that he had not realised that this would cause a problem.

Councillor Bridgman stated that he understood Mr Bearman's reasoning however, did not understand why fresh planning permission had not been sought and queried why something had been constructed that did not have planning permission. Mr Bearman stated that he had been reliant upon his agent who worked with drawings and plans. Mr Bearman commented that he was a bricklayer by trade however, had not been for some time and had not dealt with the planning process before as he normally relied upon an agent. Mr Bearman had sought advice from his agent, who had advised that what was proposed would not cause any issues and in his naivety Mr Bearman had relied upon the advice he was given. Mr Bearman realised that he had been given incorrect information and stated that he had not set out to break any rules.

Councillor Ross Mackinnon stated that he had a couple of questions for information purposes and the answers would not influence his decision on the item. It was noted that Mr Bearman had mentioned his naivety in relation to the planning process and Councillor Mackinnon asked if he had developed similar buildings in the past being an experienced developer. Mr Bearman stated that he was not a developer but a householder who had built extensions and properties in the past. The last building he had developed was a new build in the village and this was five or six years ago. He had not developed anything like the current application that had experienced issues with the planning process and he had never been before a Planning Committee.

Councillor Mackinnon asked what the outbuilding would be used for. Mr Bearman stated that although his house was large, due to some parts being built in the 1850s it was not suitable for storage. The first floor of the outbuilding would be used for the storage of Mr Bearman's processions and he stated that no additional accommodation was required. Mr Bearman referred to fears about the structure being used as a house and stated that if this was done it would devalue his net worth and therefore should not be a concern to the Committee.

Councillor Mackinnon noted that the first floor would be used for storage. Mr Bearman stated that this was correct and explained that the use would be ancillary to the house for storage. There was no loft space in the main house.

#### **Ward Member Representation:**

Councillor Ross Mackinnon in addressing the Committee raised the following points:

- He had called in the application in as Ward Member following conversations with the Parish Council.
- He had not formed an opinion on the application and would let the proceedings continue.

#### **Member Questions to the Ward Member:**

There were no questions raised for the Ward Member.

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

Councillor Woodhams asked Mr Bob Dray to comment on the suggested amendments to condition four by the Parish Council. Mr Dray commented that condition four detailed that the garage and car port should be used solely for purposes ancillary or incidental to the main house and what had been read out by the Parish Council was standard text that had been applied to conditions previously. The key aim of condition four was to ensure that the outbuilding was not separated from the house and remained ancillary accommodation or for an incidental purpose such as storage. Condition four achieved this and was the standard model text from Government. The additional elements suggested by the Parish Council were all symptoms that the outbuilding was no longer ancillary or incidental. Mr Dray stated that the additional wording provided clarity however, it was debatable whether it was necessary. He would however, have no objection to the inclusion of the additional points.

Councillor Bridgman referred to condition six regarding restrictions on alterations to the car port. There was a two bay car port and a secure garage. Councillor Bridgman stated that he would like to see a similar restriction on the garage as he would not want to see the garage converted to residential accommodation and he asked for Officer's comments on this. Mr Dray stated that it was important to consider what was necessary. There were conditions that had been used historically when the garage counted towards parking provision but this was not the case for the current application. Mr Dray stated that if Members felt that this would make a difference to ensuring the outbuilding remained ancillary or incidental then he did not think it would be unreasonable point to consider.

Councillor Bridgman noted in the planning history on page 20 of the planning report that the current permission was in relation to a replacement timber car port garage. He noted comments that had been made about the breeze block structure being internal however, on the update sheet on page two an 'oak frame structure' was stated and under 'proposed changes' it stated that no change was specified. Councillor Bridgman felt that a change was specified to allow for breeze block and cavity wall construction and questioned if this needed to be reflected in the paperwork. Mr Dray stated that the internal structure was not normally material to planning and therefore he did not feel that there should need to be a change in terms of the planning permission. Mr Dray acknowledged that there was some ambiguity regarding the description and suggested that an informative could be included if the application was approved.

Councillor Bridgman noted in the Committee pack that all three applications for consideration by the Committee had been called in. He suggested in the future that the reason for a 'call in' be included in the report.

Councillor Bridgman stated that at the last meeting of the Planning Committee a section 73 application had been considered. At the end of the debate Councillor Bridgman explained that he had made a proposal and was advised by Planning Officers it was not a valued reason on planning grounds. Councillor Bridgman explained that he had suggested that the application be refused because the proposed change in his view was not 'minor' however, he had been advised that valued planning reasons were required for refusal. Councillor Bridgman asked Officers to reflect on the question of whether or not it was in the purview of the Committee to refuse a 73 application based on the reason that a change was not considered minor and should therefore be the subject of a full planning application. Mr Dray stated that he was not at the last Committee meeting so could not comment on the specifics. Mr Dray stated that there were different ways that planning

permission could be varied. There was a non material amendment, which was for very minor matters and then the second way was through a section 73, which was for minor material changes. Mr Dray explained that if a change fundamentally changed a development then it was no longer varying the approved plans and a new fresh planning application would be required. Mr Dray was content that the current application was a minor material amendment under section 73.

Councillor Mackinnon asked Mr Dray to comment on Mr House's suggestion for an extension to condition four regarding the proposed use of the building. Secondly Councillor Mackinnon asked Mr Dray to comment on Mr House's point about the section 73 being appropriate when the new submitted plans did not reflect what had already been built. Mr Dray in answering Councillor Mackinnon's first question noted that the points Mr House had wanted adding were: not creating a separate dwelling; not creating a separate curtilage; not sold, let leased or otherwise separately occupied. These were all symptoms of a new house being created and if this was the case it was no longer ancillary or incidental to the main house. Mr Dray confirmed that he had no objection to adding these points to condition four. Regarding a section 73 being appropriate, Mr Dray felt that the changes were acceptable. The measurements for the proposed changes were annotated on the plans. Mr Dray confirmed that condition two had also now been corrected on the update sheet.

Councillor Pask highlighted that although the Committee had heard from Mr Bearman who had stated that he had no intention to create a separate dwelling, it was important to note that the planning permission did not go to Mr Bearman but to the property.

Councillor Richard Somner referred back to condition four and asked for some clarity. Councillor Somner had noted the suggested extensions to the conditions however, stated that ancillary use and incidental use was used for a construction that could not exist on its own such as a shed. Despite the distinction between the two if there was a garage with incidental use there was nothing to stop it being changed to ancillary use unless a condition was applied with a clear reason for doing so.

#### Debate:

Councillor Bridgman expressed that he would not want anything stated at the Committee that would give the impression that it was alright to get planning permission and then build something different. Councillor Bridgman felt very strongly that the applicant should have applied from a fresh planning permission or under section 73 before building commenced.

Councillor Bridgman personally felt that the changes improved the proposal particularly the hipped roof. He did not feel that any of the other changes materially affected the development and changes to the dimensions were minimal compared to what was granted. Councillor Bridgman felt that the changes to the layout of the building actually helped the building look less bulky as the car port would be pushed out to the side. Councillor Bridgman took on board fully the comments raised by the Parish Council and stated that he would like both conditions four and six to be extended. Councillor Bridgman stated that he was reaching the view that he was in support of the application.

Councillor Somner concurred with the points raised by Councillor Bridgman. It was important that people realised that any changes needed to go through the appropriate process. Councillor Somner did not feel that the structure as it stood was out of keeping and was satisfied with the measurements. Councillor Somner proposed that the proposal be approved with inclusion of the suggested changes to conditions. Councillor Royce Longton seconded the proposal.

Councillor Mackinnon stated that he agreed with the comments raised by Councillors Bridgman and Somner regarding planning permission being sought. It was indicated by the nature of the questions raised at the Committee that there was concern regarding the proposed use, particularly as the building was visually appealing and looked much like a house. There was concern that the building could be turned into a residence and although Mr Bearman had stated he had no intention to do this it was important to note Mr Bearman could sell the property at any time. Councillor Mackinnon supported the extension of conditions four and six. Otherwise Councillor Mackinnon agreed that the appearance of the development had improved.

Mr Dray clarified the suggested wording of conditions four and six. Condition four would be amended to explicitly preclude the creation of a separate dwelling or the creation of a separate residential curtilage, and ensure that the building must not be sold, let or disposed of separately.

Councillor Bridgman stated that suggested amendments to condition six related to the use of the garage and the right to convert. A condition was required to ensure that the garage could not be used for anything but storage or as a garage. Mr Dray suggested leaving condition six un-amended, but amending condition four further to stipulate that the ground floor be kept to garaging, carport or other incidental uses such as storage. He suggested that the first floor be kept as ancillary and/or incidental use.

Councillor Pask stated that elsewhere within the parish of Bradfield a car port had been allowed with the restriction that doors should not be fitted however, doors had been fitted. The doors subsequently had to be removed following an appeal. Councillor Pask asked Mr Dray to clarify if doors should not be fitted without precise planning permission. Mr Dray stated that condition six would prevent doors being fitted on the car port and he suggested no amendments should be made to this. Condition four however, could be amended to clarify the use for each of the floors. It could be amended to read that the ground floor should be used solely for garage and car port purposes incidental to the dwelling and the first floor should be used only for ancillary of incidental uses. Councillor Somner and Councillor Longton confirmed that they were satisfied with the proposed wording suggested by Mr Dray.

Councillor Pask invited Members to vote on the proposal by Councillor Somner, seconded by Councillor Longton and at the vote the motion was carried.

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

#### **Conditions**

#### 1. Approved plans (amended)

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

- 2006-P14A (Proposed carport / garage as built with dimensions annotated), received on 6<sup>th</sup> September 2021;
- 2006-P01 (Block and Location Plan), received on 7th April 2020;
- 2006-P02 (Existing Ground Floor Plan), received on 7th April 2020:
- 2006-P03 (Existing First Floor Plan), received on 7th April 2020;
- 2006-P04 (Existing Roof Plan), received on 7th April 2020;
- 2006-P05 (Existing Elevations 1 of 2), received on 7th April 2020;

- 2006-P06 (Existing Elevations 2 of 2), received on 7th April 2020;
- 2006-P07 (Existing Timber Outbuilding), received on 7th April 2020;
- 2006-P08 (Existing Timber Outbuilding), received on 7th April 2020;
- 2006-P09 (Proposed Ground Floor Plan), received on 7th April 2020:
- 2006-P10 (Proposed First Floor Plan), received on 7th April 2020:
- 2006-P11 (Proposed Roof Plan), received on 7th April 2020;
- 2006-P12 (Proposed Elevations 1 of 2), received on 7th April 2020;
- 2006-P13 (Proposed Elevations 2 of 2), received on 7th April 2020:
- 2006-P16 (Existing Timber Outbuilding), received on 7th April 2020;
- P2006-P15A (Proposed Site Layout), received 1st May 2020.

<u>Reason:</u> For the avoidance of doubt and in the interest of proper planning.

#### 2. Materials

The finishing materials to be used in the carport / garage hereby permitted shall be as specified on drawing number 2006-P14A, and include an Oak Framed façade to the carport and garage openings and stained timber cladding to the external walls. The materials used in the remainder of the development approved by planning permission 20/00852/HOUSE shall be retained in their current condition.

**Reason:** To ensure that the external materials respond to local character. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (June 2006), and Supplementary Planning Guidance 04/2 House Extensions (July 2004).

#### 3. Permitted development restriction

Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking, re-enacting or modifying that Order with or without modification), no extensions, alterations, buildings/outbuildings or other development which would otherwise be permitted by Schedule 2, Part 1, Classes A, and/or E of that Order shall be carried out, without planning permission being granted by the Local Planning Authority on an application made for that purpose.

**Reason:** To prevent the overdevelopment of the site and in the interests of respecting the character and appearance of the surrounding area. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Policy C6 of the Housing

Site Allocations DPD 2006-2026; and the House Extensions SPG.

#### 4. Ancillary/incidental use

The ground floor of the garage / carport building hereby permitted shall not be used at any time other than for garaging, carport or other purposes incidental to the residential use of the dwelling known as The Old Travellers Rest. The first floor of the garage / carport building hereby permitted shall not be used at any time other than for purposes ancillary and/or incidental to the residential use of the dwelling known as The Old Travellers Rest. The development shall not be used as a separate dwelling unit, and no separate curtilage shall be created. It shall not be let, sold, occupied or disposed of separately from the main single unit of residential accommodation on the site.

Reason: To limit the future use of the building to prevent uses which would not be ancillary or incidental to the main dwelling. This condition is applied in the interests of preventing a change of use which would result in an unsustainable pattern of development, and detract from neighbouring and local amenity. This condition is applied in accordance with Policies ADPP1, ADPP5, CS13, CS14, CS19 of the West Berkshire Core Strategy 2006-2026, Policies C3 and C6 of the Housing Site Allocations DPD 2006-2026, WBC Quality Design SPD (2006), and WBC House Extensions SPG (2004).

#### 5. Vehicular access and visibility splays

The vehicular access and visibility splays approved by drawing numbers 2006-P15A and 2006-P17, received on 1<sup>st</sup> May 2020, shall be retained as constructed on site. The land within these visibility splays shall be kept free of all obstructions (including vegetation) to visibility over a height of 0.6 metres above the carriageway level

<u>Reason:</u> In the interest of road safety and highway maintenance. This condition is imposed in accordance with the National Planning Policy Framework and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

#### 6. Restriction on car port alterations

The carport hereby permitted shall be kept available for parking (of private cars and/or private light goods vehicles) at all times. Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking, re-enacting or modifying that Order with or without modification), no physical alterations shall be made to the carport (including enclosing the sides / installed doors), unless permission has been granted by the Local Planning Authority as a result of an application being submitted for that purpose.

Reason: In the interests of the amenity of neighbouring properties and the creation of a separate planning unit would be unacceptable in the interests of ensuring a sustainable pattern of development. This condition is applied in accordance with Policies ADPP1, ADPP5, CS13, CS14, CS19 of the West Berkshire Core Strategy 2006-2026, Policies C3 and C6 of the Housing Site Allocations DPD 2006-2026, WBC Quality Design SPD (2006), and WBC House Extensions SPG

(2004).

# 17. Application No. & Parish: 21/01358/HOUSE - Thatchers, Road known as Broad Lane, Chapel Row

(Councillor Graham Pask declared a personal interest in Agenda Item 4(2) by virtue of the fact that the he knew the applicant and objector as they were residents of Bucklebury where he lived. As his interest was personal and not prejudicial or a disclosable pecuniary interest, he determined to remain to take part in the debate and vote on the matter.)

The Committee considered a report (Agenda Item 4(2)) concerning Planning Application 21/01358/HOUSE in respect of demolishing an existing rear extension, construct new single storey rear extension and 2 storey side/rear extension, construct new garage block with office/games room above and a single storey link to main house.

Mr Bob Dray (Team Leader – Development Control) introduced the item and highlighted the key points within the report.

In accordance with the Council's Constitution, Mr Edward Mather on behalf of Mr Bill Bucknell, Objectors and Mr Simon Hudson, applicant, addressed the Committee on this application.

#### **Objector Representations:**

Mr Mather in behalf of Mr Bucknell in addressing the Committee raised the following points:

- Mr Mather was an architect at Colony Architects and was a friend of Mr Bucknell who lived at Oakley next door the proposal. Mr Bucknell was away and therefore had asked by Mather to speak on his behalf.
- Mr Bucknell had written a letter on the 15<sup>th</sup> July and Mr Mather stated that he would reiterate the main points set out in the letter.
- Overall Mr Bucknell was supportive of the principle of extending the house and offering an ancillary garage or incidental accommodation.
- For a number of reasons it was felt that the scale of the proposal would cause overdevelopment on the site and would negatively impact upon the setting and Mr Bucknell's property.
- It was felt that the proposed rear of the extension would be an improvement and
  was supported as the modern extension would be removed and this would
  improve the appearance of the house.
- The issue was regarding the ancillary accommodation to the side and front of the property. The site was within the countryside and within the North Wessex Down Area of Outstanding Natural Beauty (NWDAONB) and although house extensions were permitted Mr Mather quoted they needed to have 'no adverse impact on the setting, the space occupied within the plot boundaries, on the local rural character, historic interest or the building and its setting within the wider landscape'.
- The site was positioned at the end of the Avenue, which was a distinctive local landscape feature central to the unique character of Chapel Row.

- The site was to the north of the Avenue and faced the green. It held a prominent
  position and was clearly observable from the public space. Any proposal should
  be carefully designed to not negatively impact the setting and landscape.
- It should be noted that back in 2005 a similar application in height and scale was refused. It was for a garage to the west of the property and was refused because of its harmful impact on the AONB, character and setting.
- The current proposal protruded about three metres to the front of the property and was of two storey in scale. It would be the proudest structure along the Avenue and Chapel Row. Two storeys would reduce the openness of the setting and on this bases it was felt it would have a negative impact on the setting and wider landscape.
- Mr Mather stated that there was not complete opposition to the proposal but it was hoped it could be reduced in height to reduce the negative impact.
- There were a number of roof lights proposed on the property along the northern boundary, which faced onto Oakley. There was concern that these would cause a degree of overlooking. Secondly being in the AONB there was support for the dark skies policy and therefore the additional light pollution might be a problem. It was requested that the roof lights be removed from the proposal.
- In summary many aspects of the proposal were welcomed however, it was requested that the height and prominence of the building be reviewed and the roof lights omitted. If the proposal was approved then it was suggested that a restrictive condition be applied regarding ancillary use.

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

There were no questions raised for the objector.

#### Agent's Representations:

Mr Hudson in addressing the Committee raised the following points:

- He would keep his comments brief as the felt the Committee report produced by the Planning department was very thorough in the detail and interpretation of policies.
- Mr Hudson referred to a couple of the points raised by Mr Mather, firstly regarding
  the prominence of the proposal. He stated that there were other buildings within
  the centre of Chapel Row that were more prominent to the side of the road.
  Secondly regarding the roof lights, these were above eye line. Care and
  consideration had been given to ensuring neighbours retained their privacy.
- In summary Mr Hudson stated that he was not a professional and did not have much further detail to add however, reiterated that the Committee report was thorough. He hoped the Committee voted in favour of the application and supported the Planning Officer's recommendation.

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

Councillor Geoff Mayes noted that there were three roof lights on the garage block and they were not equally spaced. He asked if there was a reason for this. Mr Hudson stated

that he would need to check the point with his architect but his understanding was that the roof lighting had been positioned to provide light to the rooms and the stairwell in the appropriate positions. If this was something of concern then Mr Hudson stated that he would be happy to raise it with his architect. Councillor Mayes noted that it was a minor detail but it had struck him when viewing the plans.

#### **Ward Member Representation:**

Councillor Graham Pask in addressing the Committee raised the following points. He began by reading a representation on behalf of Bucklebury Parish Council:

- Councillor Brims attended the site meeting but unfortunately could not make the Committee meeting and had sent his apologies.
- The only part of the application that Bucklebury Parish Council objected to was the double garage with office, toilet and games room above, sited to the east of the property with a single storey link. The extension would have a considerable impact on the street scene from the road through Chapel Row, the green and driving northwards up Hatch Lane towards the staggered cross roads.
- Bucklebury Parish Council did not feel that this part of the application met the criteria of sub sections one, two or four under Policy C6.
- Bucklebury Parish Council did not think that the two storey garage extension looked subservient to the original dwelling. The apex of the roof line was above the gutter level of the existing house and almost doubled the bulk or the north and south elevations. The Parish Council felt that the design was not in character with that of the original dwelling, which had hipped rooves, whereas he proposed extension was squared.
- Whilst the plot was large the extension would increase the footprint of the dwelling considerably and would have an impact on the rural character and on the street scene.
- Bucklebury Parish Council felt that the garage and rooms above would have a
  considerable impact on the residents of Oakley, the neighbouring property. Whilst
  there was no right to a view the impact of the bulk of the proposed development
  would be considerable on Oakley. The windows on the rear of the proposed
  extension would look directly into the property and there would potentially be light
  spilled from the windows.
- Bucklebury Parish Council believed that a single storey double garage with a link and low angle roof in the setting would be more appropriate. This would make the view from the road, the green and neighbouring property not to dissimilar from what it was currently.
- Councillor Graham Pask stated that he did not always comply with the Parish Council's requests for a call in however, he wanted the Committee to assess the impact of the proposal. The Avenue was special to Bucklebury and the avenue of trees signified the visit from Elizabeth I. Councillor Pask wanted Members to assess how the proposal sat within the special landscape in the location of Bucklebury.

• Councillor Pask declared that he was neither for nor against the proposal and he looked forward to hearing the Committee's judgment and comments.

#### Member Questions to the Ward Member:

Councillor Bridgman stated that the Committee had heard differing views on separation distances between what was proposed and the road as well as other buildings within the vicinity and the road. He queried what Councillor Pask's view was on this. Councillor Pask stated that the Avenue itself was an eclectic mix of different styles of property, mostly well set back from the road. Two doors up from the property Thatchers towards the east, was a newly built house that was originally bungalow but was still set back from the road. Councillor Pask believed that the houses referenced by Mr Hudson were those opposite the site, which did protrude closer to the road. To the west of Thatchers and the staggered cross roads there were also properties closer to the road.

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

Councillor Bridgman referred to separation distances between the rear of the construction and Oakley and he believed this to be 29 metres. It was confirmed that this was correct.

Councillor Ross Mackinnon queried assessing the subservience of the proposal to the existing building. The highest figure was a 74 percent increase in floor space. Councillor Mackinnon queried if anything up to 100 percent was considered subservient. Mr Dray answered that the policy stated that an extension had to be subservient but that there were no firm rules on this. Policies in the previous Local Plan and previous guidance had stipulated that between 50 and 100 percent was acceptable. This had since been removed and therefore a judgement call was required. Mr Dray read out supporting text for Policy C6 regarding subservience. There were certain elements that could be considered including the design and the percentage increases. The policy as a whole looked at the relationship between the house and the plot. Mr Dray stated that dimensions also had a bearing compared to what was existing. All were relevant points that needed to be taken into account when making the judgement.

Councillor Mackinnon referred to the picture that had been shown as part of the Planning Officer's presentation of the front elevation of the proposal. He had noticed from the picture that even when looking at the percentage increase in floor area it did not tell the whole story and the visual impact from the street scene needed to be taken in to account. Councillor Mackinnon asked if the impact from the street scene was also a judgement call. Mr Dray stated that where a development was visible from had a key impact on considerations.

Councillor Bridgman asked Mr Dray's view on the point raised by Councillor Mayes about the roof lights. Councillor Bridgman believed that there were two rooms and a stairwell, which were of different dimensions and that the roof lights had been placed in the centre of each. This was what had caused the different distances between the lights. Secondly Councillor Bridgman stated that he noted at the site visit, the front of the garden facing the road was well screened. It had been discussed earlier in the Committee that planning permission stayed with the property. The amount of screening lessened the bulk of a proposal and therefore Councillor Bridgman asked to what extent it was possible to seek to retain screening.

In response to Councillor Bridgman's first question Mr Dray responded that he agreed with Councillor Bridgman's view as to why there was a discordant appearance between roof lights. Regarding screening and landscaping Mr Dray stated that landscaping was an important consideration and was something that should be secured as part of

development. Reasonableness and enforceability needed to be kept in mind. Landscaping conditions were typically applied whereby planting should be maintained for the first five years as this allowed screening to become established. Mr Dray stated that they could not enforce long term protection through conditions.

Councillor Jo Stewart referred to the front street scene and asked to see the photo from the Planning Officer's presentation which demonstrated the view currently. It was noted that the roof top of Oakley could be seen. Councillor Stewart felt that it was interesting to see the photos and envision the impact a two storey extension would have in that position.

Councillor Woodhams had noted when visiting the site that to the west of the site there was a telephone box and two properties behind a bus layby very close to the road. There was also a public house across the road, which was very close to the road. He noticed in the planning balance conclusion that the Officers were in favour and supported the development. Councillor Woodhams proposed Officer recommendation be supported however, Councillor Pask reminded the Committee that they had not yet entered debate.

Councillor Somner asked Mr Dray to show the photograph from the neighbouring property. His first observation that he could see windows and he referenced comments made earlier regarding lighting. Councillor Somner asked for clarity regarding the hedgerow and which property it belonged to as this would determine who would have control of the height and its ability to screen. Mr Dray stated that he did not have this information to hand.

#### Debate:

Councillor Mackinnon stated that looking at the impact on the street scene and wider locality he could not see how it could be considered that the proposal would not have an adverse impact. When looking at the proposal from the front it would substantially increase the size of existing dwelling. The impact on the visual setting in Councillor Mackinnon's view was significant. He was therefore minded to not support Officer recommendation.

Councillor Somner disagreed with Councillor Mackinnon's view. He agreed that the proposal was large however, the extension to the rear of the development was generally accepted. The development to the front was big however, there was a large variety of properties in the vicinity, which also varied in their proximity to the road. He understood what the applicant was trying to achieve with the application. It was an unusual plot shape being 'wedge' shaped, which created challenges. Councillor Somner stated that he was leaning towards supporting the Officer's recommendation to approve the proposal.

Councillor Bridgman referred to the separation distance from Oakley. He sympathised that it was never nice for a neighbour to have something built within the eye line however, he had formed the view that the separation distance was acceptable to minimise the impact on Oakley if Members were minded to agree with Officers recommendation and approve planning permission. If approved he would urge the applicant to retain and enhance the screening to the front of the property bordering the road, as he did feel there would be a visual impact. Councillor Bridgman did not however, feel it was enough of an impact to refuse the application.

Councillor Bridgman referred to the question raised earlier in the Committee regarding the garage doors and stated that he would not want to see the garage doors removed and the garage converted to accommodation. He sought guidance from Mr Dray on this. Mr Dray stated that the plans showed the ground floor would be used as a garage, cycle store and workshop. There was a door on the garage and therefore the condition applied

to the previous application considered at the Committee would not apply. Mr Dray noted that the uses shown on the plans were ancillary. A condition could be applied that ensured the garage could only be used for ancillary or incidental use.

Councillor Bridgman stated that he wanted to see the garage doors retained. Mr Dray stated that if Members considered this necessary to retain the visual appearance then it would be legally possible to apply condition stipulating the door remain.

Mr Dray referred to comments regarding screening and stated that this could be covered off by landscaping conditions.

Councillor Woodhams stated that his view of the application accorded with the Officer recommendation. He therefore proposed that Members approve planning permission with amendments to the conditions. This was seconded by Councillors Bridgman.

Councillor Pask invited the Members to vote on the proposal by Councillor Woodhams, seconded by Councillor Bridgman. At the vote the motion was carried.

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

#### **Conditions**

#### 1. Commencement of development

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

<u>Reason:</u> 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:

01A (Existing Plans and Elevations, received on 12<sup>th</sup> May 2021

02A (Proposed Ground Floor Plans and Elevations), received on 12<sup>th</sup> May 2021

03A (Proposed First Floor Plans and Elevations), received on 12<sup>th</sup> May 2021 Block / Site Plan, received on 12<sup>th</sup> May 2021

Location Plan, received on 12<sup>th</sup> May 2021

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

#### 3. Materials as specified / match

The materials to be used in the development hereby permitted shall be as specified on the plans and/or the application forms. Where stated that materials shall match the existing, those materials shall match those on the existing development in colour, size and texture.

<u>Reason:</u> To ensure that the external materials respond to local character. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (June 2006), and Supplementary Planning Guidance 04/2 House Extensions (July 2004).

#### 4. Parking (approved plans)

The extension shall not be first occupied until vehicle parking and turning spaces have been completed in accordance with the approved plans (including any surfacing arrangements and marking out). Thereafter the parking and turning spaces shall be kept available for parking and manoeuvring (of private cars and/or private light goods vehicles) at all times.

<u>Reason:</u> 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 applied in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy 2006-2026, and Policy P1 of the Housing Site Allocations DPD 2006-2026.

#### 5. Ancillary/incidental use

The ground floor of the link-attached garage building hereby permitted shall not be used at any time other than for purposes incidental to the residential use of the dwelling known as Thatchers. The garage doors shall be retained in perpetuity in accordance with the approved plans. The first floor of the link-attached garage building hereby permitted shall not be used at any time other than for purposes ancillary and/or incidental to the residential use of the dwelling known as Thatchers. The development shall not be used as a separate dwelling unit, and no separate curtilage shall be created. It shall not be let, sold, occupied or disposed of separately from the main single unit of residential accommodation on the site.

Reason: To limit the future use of the building to prevent uses which would not be ancillary or incidental to the main dwelling. This condition is applied in the interests of preventing a change of use which would result in an unsustainable pattern of development, and detract from neighbouring and local amenity. This condition is applied in accordance with Policies ADPP1, ADPP5, CS13, CS14, CS19 of the West Berkshire Core Strategy 2006-2026, Policies C3 and C6 of the Housing Site Allocations DPD 2006-2026, WBC Quality Design SPD (2006), and WBC House Extensions SPG (2004).

#### 6. Soft landscaping (prior approval)

The extensions hereby permitted shall not be first until a detailed soft landscaping scheme to retain and enhance planting at the front of the site bordering the public highway has been submitted to and approved in writing by the Local Planning Authority. The soft landscaping scheme shall include detailed plans, planting and retention schedule, programme of works, and any other supporting information. All soft landscaping works shall be completed in accordance with the approved soft landscaping scheme within the first planting season following completion of building operations / first occupation of the new extensions (whichever occurs first). Any trees, shrubs, plants or hedges planted in accordance with the approved scheme which are removed, die, or become diseased or become seriously damaged within five years of completion of this completion of the approved soft landscaping scheme shall be replaced within the next planting season by trees, shrubs or hedges of a similar size and species to that originally approved.

Reason: Landscaping is an integral element of achieving high quality

design. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and the Quality Design SPD.

#### **Informatives**

#### 1. Damage to footways, cycleways and verges

The attention of the applicant is drawn to the Berkshire Act, 1986, Part II, Clause 9, which enables the Highway Authority to recover the costs of repairing damage to the footway, cycleway or grass verge, arising during building operations.

### 2. Damage to the carriageway

The attention of the applicant is drawn to the Highways Act, 1980, which enables the Highway Authority to recover expenses due to extraordinary traffic.

# 18. Application No. & Parish: 21/01481/HOUSE - Oakingham House, Bere Court Road, Pangbourne

Agenda Item 4(3), Planning Application 21/01481/HOUSE was deferred to the subsequent meeting of the Eastern Area Planning Committee on 6<sup>th</sup> October 2021, due to technical issues.

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

CHAIRMAN	
Date of Signature	

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## Agenda Item 4.(1)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant	
(1)	21/01481/HOUSE Pangbourne	21 February 2021 <sup>1</sup>	The proposal consists of two main parts. Firstly, to convert the current indoor pool to create a kitchen, dining and family room area within ancillary storage areas to include boot and utility space. Above a subservient first floor extension, we propose to form two bedrooms with en suites with associated dressing areas and covered balcony. Secondly, we propose a single storey extension to the current outbuilding courtyard to create a gym.  Oakingham House, Bere Court Road, Pangbourne, RG8 8JU  Mr and Mrs J Ray Snr	
<sup>1</sup> Exter	<sup>1</sup> Extension of time agreed with applicant until TBC			

To view the plans and drawings relating to this application click the following link: http://planning.westberks.gov.uk/rpp/index.asp?caseref=21/01481/HOUSE

Recommendation Summary: Delegate to the Service Director (Development &

Regulation) to grant planning permission

Ward Member: Councillor Gareth Hurley

**Reason for Committee** 

Determination:

Called-in by Councillor Hurley because application in AONB, outside of the settlement boundary and change

of use from equestrian.

Committee Site Visit: 8th September 2021

**Contact Officer Details** 

Name: Lucinda Pinhorne-Smy

Job Title: Planning Officer
Tel No: 01635 519111

**Email:** Lucinda.Pinhorne-Smy1@westberks.gov.uk

#### 1. Introduction

- 1.1 This application seeks planning permission for the conversion of the existing indoor pool to create a kitchen, dining and family room area with ancillary storage areas to include boot and utility space. A first floor extension is proposed above to form two bedrooms with en-suites and associated dressing areas and covered balcony. A single storey extension is also proposed to the current outbuilding courtyard to create a gym.
- 1.2 The application site comprises a large detached dwelling with associated outbuildings located on the south-east side of Bere Court Road; it benefits from spacious grounds and mature landscaping. Bere Court Road is a rural lane with sporadic development, characterised by large detached dwellings of individual design and situated within spacious plots. The dwelling at Oakingham House is a modern replacement dwelling in a neo-classical style.
- 1.3 The proposals would convert a swimming pool in the wing of the existing dwelling to form part of the habitable accommodation. A single storey infill extension is proposed along the north-west corner of the dwelling to facilitate a utility room. This extension would measure 2.85m in width and project by 1.9m; it would have an eaves height of 3.7m and a ridge height of 5m with a hipped roof. A first floor extension is proposed above the converted swimming pool measuring 15.4m in width and projecting by 8.75m; it would have a hipped roof design measuring 6.3m in eaves height and 9.6m in ridge height. The proposed first floor extension includes a covered terrace along the rear elevation. A two-storey rear extension is proposed measuring 6.7m in width and projecting by 2.8m; it would have a hipped design roof measuring 6.3m in eaves height and 8.5m in overall ridge height. The proposed extension to the existing outbuilding to facilitate a gym would measure 6640mm in width and project by 6940mm; it would have a half-hipped roof design measuring 2.6m to eaves height and 4.9m to the top of the ridge.
- 1.4 The application drawings also include 3 dormer windows in the rear roof-slope; these have not been included on the application description. The windows would measure 1.42m in width, 1.3m in height and would project by 2.8m. They would have a slightly domed appearance rather than a conventional flat or pitched roof design.

### 2. Planning History

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

Application	Proposal	Decision / Date
00/00134/HOUSE	To install all weather Tennis Court	Approved 11.09.2000
97/51205/FUL	Conservatory extension to existing residence	Approved 02.10.1997
95/46974/FUL	Erection of a summerhouse and pergola	Approved 25.08.1995

95/46045/FUL	Alterations to outbuildings for insertion of windows	Approved 28.03.1995
93/43039/ADD	Replacement of existing dwelling	Approved 22.11.1993

2.2 There is a long planning history for this site, the most relevant to this application are detailed above. The historic use of the site as a stables / stud appears to have ceased.

#### 3. Procedural Matters

- 3.1 **EIA**: Given the nature and scale 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 (Environment Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 3.2 **Publicity**: A site notice was displayed at the application site on 23<sup>rd</sup> June 2021, the deadline for representations expired on 17<sup>th</sup> July 2021.
- 3.3 CIL: Community Infrastructure Levy (CIL) is a levy charged on most new development to pay for new infrastructure required as a result of the new development. CIL will be charged on residential (C3 and C4) and retail (A1 A5) development at a rate per square metre (based on Gross Internal Area) on new development of more than 100 square metres of net floor space (including extensions) or when a new dwelling is created (even if it is less than 100 square metres). Initial assessment of the scheme indicates the proposals would, cumulatively, increase the floor space of the existing dwelling by more than 100 sq. m; the proposals are therefore likely to be CIL liable. However, CIL liability will be formally confirmed by the CIL Charging Authority under separate cover following the grant of any permission. More information is available at <a href="www.westberks.gov.uk/cil">www.westberks.gov.uk/cil</a>

#### 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.

Pangbourne Parish Council:	Object on the following grounds:
	The application falls within the AONB, outside the settlement boundary of Pangbourne. The boundary marked on the location plan includes land reserved for equestrian use.
	2. The application is for a large and bulky building which will be prominent in the landscape. The previous application was approved having made note of the fact that much of the application was single storey which lessened the visual impact.
	3. The drawings are incomplete. There is no existing site plan and it is not clear whether what is being applied for is four

Tidmarsh with Sulham Parish Council (adjacent):	separate buildings linked by a single roof, or the extension of the garage to include a gym.  4. We believe that two flats have been built in what were originally stables on the previous plans without permission.  No comments to make
Pang Valley Group (Ramblers):	The adequacy of the application site should mean that there is no need for encroachment by contractor's materials and vehicles but we do have concerns because the access to the area of the extension for the gym is restricted. There might be a temptation to utilise the Public Footpath for access to the area of the courtyard for the construction of the gym. There is no "Design and Access" Statement attached to the application that would clarify the position. If the Council are minded to grant permission, we would ask for a condition requiring that Public Footpath PANG/13/3 be kept clear of contractor's vehicles at all times and for reinstatement to be required if appropriate.
WBC Highways:	Highways DC have no comments
North Wessex Downs AONB:	No comments returned
WBC Ecology:	No comments returned
Natural England:	No comments returned
WBC Rights of Way:	No comments returned

#### Public representations

4.2 No representations have been received in response to the application.

### 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, CS13, CS14, CS17, CS18, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
  - Policies C1, C3, C6, P1 of the Housing Site Allocations Development Plan Document 2006-2026 (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)
- North Wessex Downs AONB Management Plan 2019-24
- WBC House Extensions SPG (2004)
- WBC Quality Design SPD (2006)
- Pangbourne Village Design Statement
- West Berkshire Landscape Character Assessment (2019)
- North Wessex Downs AONB Integrated Landscape Character Assessment (2002)

### 6. Appraisal

- 6.1 The main issues for consideration in this application are:
  - The principle of the proposal;
  - The impact on the character and appearance of the locality and the wider AONB setting;
  - The impact on neighbouring properties.

#### Principle of development

- 6.2 Oakingham House (formerly known as Oakleigh House) is located outside of any defined settlement boundary and is therefore regarded as 'open countryside' under Core Strategy Policy ADPP1. The policy states that only appropriate limited development in the countryside will be allowed. In the context of this general policy of restraint in the countryside, Policy C6 of the Housing Site Allocations DPD gives a presumption in favour of proposals for the extension of existing permanent dwellings. An extension or alteration will be permitted providing that:
  - i. the scale of the enlargement is subservient to the original dwelling and is designed to be in character with the existing dwelling; and
  - ii. it has no adverse impact on: the setting, the space occupied within the plot boundary, on local rural character, the historic interest of the building and its setting within the wider landscape; and
  - iii. the use of materials is appropriate within the local architectural context; and
  - iv. there is no significant harm on the living conditions currently enjoyed by residents of neighbouring properties.
- 6.3 In addition, Policy ADPP5 of the Core Strategy, which concerns the North Wessex Downs Area of Outstanding Natural Beauty (AONB), requires development 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, and the development should respond positively to the local context.

#### Character and appearance

6.4 The original dwelling occupying the application site was replaced as a result of the planning permission granted under application 93/43039/ADD. This replacement dwelling at Oakingham House has a distinctly Neo-classical form, despite its modern appearance. Neo-classical architecture is characterised by grandeur of scale, simplicity of geometric forms, dramatic use of columns and a preference for blank walls. These features are considered to be in particular evidence in the design of the rear elevation

- of the proposed extensions with the introduction of a columned and covered terrace linking the proposed two-storey rear extension with the existing dwellinghouse.
- 6.5 The proposed first floor extension would not increase the footprint of the dwelling at Oakingham House, being located above the existing swimming pool wing. The single storey front and two-storey rear extensions would increase the footprint of the dwelling by only a modest amount when considering the overall scale of the host-dwelling. The original dwelling occupying the site in 1992 also comprised a substantial detached dwelling, with the officer report for application 93/43039/ADD observing that the replacement dwelling would represent an approximate increase in floor area of 27%. These current proposals would increase the footprint the main dwellinghouse by approximately 24 sq. m.
- 6.6 Despite the modest increase in the footprint of the host dwelling, it is acknowledged that the proposals would result in a greater increase in floor area. However, due to the grand scale of the existing dwelling, the proposed extensions are considered to remain sufficiently subservient to the host dwelling. At ground floor level the single storey front and two-storey rear extension would increase the floor-space by just 5%; at first floor level the proposals would increase the floor area by approximately 60% and at second floor level this increase would amount to 19% above the existing floor area. These figures show that the first floor element of the proposed extensions would have the greatest visual impact, however, they would measure 5m less in width than the main dwelling and would have a clearly subordinate ridge height.
- 6.7 The first floor extensions would be largely confined within the existing footprint of built development, and would not result in the spread of the dwelling in to more open areas of the application site. The proposed dormer windows are considered to be of a sufficiently modest scale and simple form to harmonise with the existing dwelling. They would be located in the roof-space of the main dwellinghouse and would serve an existing room in the roof-space. Bere Court Road is predominantly characterised by substantial and spacious properties, and Oakingham House already has the appearance of a residential estate, with the grandeur of the existing dwellinghouse and formal landscaped gardens. The proposed extensions to the main dwellinghouse are therefore considered to be commensurate in scale and in keeping with the character of the application site.
- 6.8 The proposed extension to the existing outbuilding to facilitate a gym would be situated within an existing complex of outbuildings in a courtyard setting, and consequently is not considered to push development out in to more open and undeveloped areas of the application site. It would increase the existing outbuilding by approximately 39%. The half-hipped roof-scape and plain design of the proposed gym extension is considered to be in keeping with the subservient character of this outbuilding, and the scale and appearance of this resultant complex, set in a horse-shoe shape in keeping with the historic character and function of the outbuildings at this site, is not considered to compete with the host dwelling.
- 6.9 Given the existing scale of the host dwelling, its symmetrical design with a significant number of French doors, and the existing spacious balcony, the proposals are not considered to result in any greater harm to the rural character of the locality or the North Wessex Downs AONB, or have any greater detrimental impact on the dark night skies, than the existing buildings occupying the application site.

#### **Neighbouring Amenity**

6.10 Due to the spacious nature of development along Bere Court Road and the significant degree of mature landscaping that characterises the locality, the proposals are

considered to be located too great a distance from adjacent properties to have any adverse impact on their residential amenities.

#### Other Matters

- 6.11 With regards to other matters raised in the consultation responses, there is a current application, given reference 20/02508/FULD, which is seeking planning permission for the creation of a separate residential unit. This is a separate application and is not considered to affect the assessment of this application for extensions to the main dwellinghouse. Any concerns that existing outbuildings have been unlawfully converted are a separate planning issue.
- 6.12 The red line application site shown on the Location Plan is extensive, and concern has been raised that the red line includes equestrian land. The dwellinghouse occupies the northern corner of the land together with a series of formal gardens immediately to the south-east and south-west. The remainder of the land to the south is open grassland, except for the aforementioned building which is separated by vegetation and accessed via a separate access track to the south-west along Bere Court Road. Since a tennis court was approved in 2000 to the west of the gardens, aerial photography indicates little change to the grassland in the intervening period. The extensions proposed by this application are contained within the existing footprint of the house and long established gardens, and so this application does not raise concerns of extending residential use. Equally, the granting of planning permission does not give tacit approval for an extended residential curtilage beyond the approved footprint. Any unauthorised extension of residential use would be a separate planning issue. It is recommended that an informative is applied to make clear that this decision does not imply agreement as to the residential curtilage.
- 6.13 It is not necessary for the planning system to duplicate other legislation. However, it is also considered reasonable, in response to the Ramblers Association's observations, to include an informative with any permission that may be granted to inform the applicant that the public footpath must not be obstructed.
- 6.14 The permission granted for the replacement dwelling under application 93/43039/ADD restricted permitted development rights for this property, and as a consequence no further conditions are considered necessary in this regard to check the sprawl of the building in the future. A condition was also included on the planning permission requiring the garage to be retained as such and not converted into additional habitable accommodation. In this regard, it is considered reasonable to condition any permission that may be forthcoming to ensure that the gym remains in ancillary / incidental use to the main dwelling at Oakingham House.

### 7. Planning Balance and Conclusion

- 7.1 It is considered the proposed extensions are acceptable and would not harm the character and appearance of the application site, its setting within the North Wessex Downs AONB, or the rural character of the locality. No material harm is anticipated to neighbouring amenity.
- 7.2 Having taken into account the relevant policy considerations and materials considerations referred to above, it is considered that the development is acceptable and conditional approval is justifiable.

#### 8. Full Recommendation

8.1 To delegate to the Service Director (Development & Regulation) 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 approved plans and documents listed below:

3747/100 (Location Plan), received on 26/05/2021
3747/101 (Existing Ground Floor Layout), received on 26/05/2021
3747/102 (Existing First and Second Floor Layouts), received on 26/05/2021
3747/103 (Existing Elevations), received on 26/05/2021
3747/201 Rev A (Proposed Ground Floor Layout), received on 26/05/2021
3747/202 Rev A (Proposed First and Second Floor Layouts), received on 26/05/2021
3747/203 (Proposed Elevations), received on 26/05/2021
3747/205 Rev A (Proposed Site Plan), received on 26/05/2021

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

#### 3. Materials as specified / match

The materials to be used in the development hereby permitted shall be as specified on the plans and/or the application forms. Where stated that materials shall match the existing, those materials shall match those on the existing development in colour, size and texture.

Reason: To ensure that the external materials respond to local character. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Supplementary Planning Document Quality Design (June 2006), and Supplementary Planning Guidance 04/2 House Extensions (July 2004).

#### 4. Ancillary/incidental use

The gym extension hereby permitted to the existing outbuilding shall not be used at any time other than for purposes ancillary and/or incidental to the residential use of the dwelling known as Oakingham House. The development shall not be used as a separate dwelling unit, and no separate curtilage shall be created. It shall not be let, sold, occupied or disposed of separately from the main single unit of residential accommodation on the site.

Reason: To limit the future use of the building to prevent uses which would not be ancillary or incidental to the main dwelling. This condition is applied in the interests of preventing a change of use which would result in an unsustainable pattern of development, and detract from neighbouring and local amenity. This condition is applied in accordance with Policies ADPP1, ADPP5, CS13, CS14, CS19 of the West Berkshire Core Strategy 2006-2026, Policies C3 and C6 of the Housing Site

Allocations DPD 2006-2026, WBC Quality Design SPD (2006), and WBC House Extensions SPG (2004).

#### **Informatives**

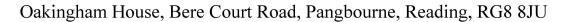
#### 1. Residential curtilage

The applicants attention is drawn to the fact that the Local Planning Authority does not necessarily accept that the red line plan accompanying the application accurately reflects the size of the lawful curtilage on site.

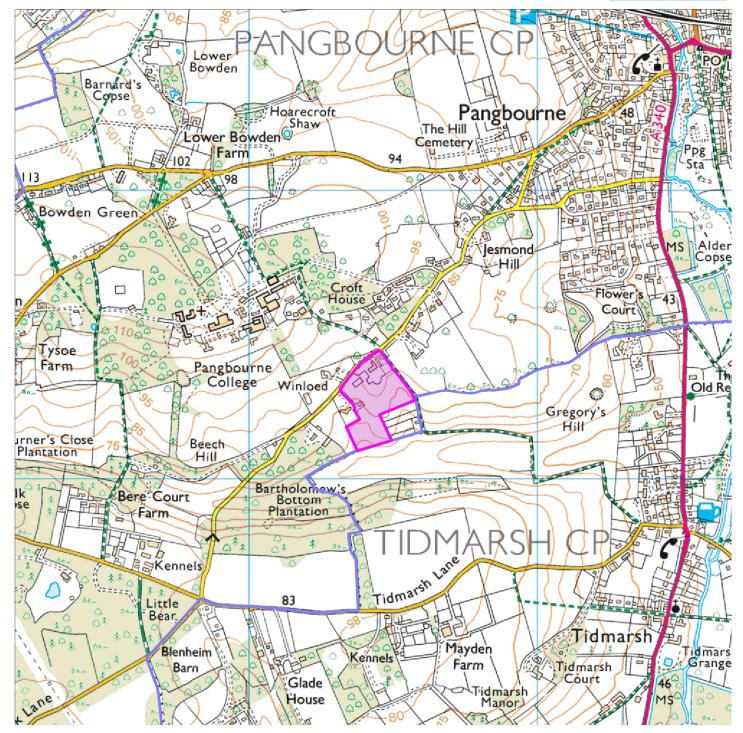
#### 2. No obstruction of public right of way

The applicant is advised that this planning permission does not in any way allow the Public Right of Way to be obstructed at any time during the course of the development. This page is intentionally left blank

### 21/01481/HOUSE







#### Map Centre Coordinates:

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Scale 1:13115					
m	170	340	510	680	

Organisation	West Berkshire Council	
Department		
Comments	Not Set	
Date	02 September 2021	
SLA Number	0100024151	

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## Agenda Item 4.(2)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant	
(2)	21/00885/COMIND Beenham	27 July 2021 <sup>1</sup>	Temporary change of use of land to allow for the creation of a laydown facility for the storage of materials and light fabrication operations, including welding to support the construction of the SSE Slough Multifuel Combined Heat and Power Facility, and the permanent provision of fencing, lighting and areas of hardstanding to provide for the future use of the land for the permitted composting activities.  Beenham Landfill Site, Grange Lane, Beenham, Reading  SSE Slough Multifuel Ltd and Grundon	
<sup>1</sup> Exter	Waste  1 Extension of time agreed with applicant until 07.10.2021			

The application can be viewed on the Council's website at the following link: http://planning.westberks.gov.uk/rpp/index.asp?caseref=21/00885/COMIND

Recommendation Summary: Grant conditional planning permission

Ward Member: Councillor Dominic Boeck

Reason for Committee

Determination:

Referred to EAPC by the Development Control Manager

because of the need to balance economic and environmental considerations in the AONB.

Committee Site Visit: 29 September 2019

**Contact Officer Details** 

Name: Alice Attwood MRTPI

Job Title: Senior Planning Officer

**Tel No:** 01635 519111

Email: Alice.Attwood1@westberks.gov.uk

#### 1. Introduction

- 1.1 This application seeks planning permission for the temporary change of use of land to allow for the creation of a laydown facility for the storage of materials and light fabrication operations, including welding to support the construction of the SSE Slough Multifuel Combined Heat and Power Facility, and the permanent provision of fencing, lighting and areas of hardstanding to provide for the future use of the land for the permitted composting activities.
- 1.2 The application site is not within any defined settlement boundary, and is therefore regarded as open countryside for planning purposes. The development is within the North Wessex Downs Area of Outstanding Natural Beauty (AONB), the boundary of which runs along the A4.
- 1.3 The site is a former landfill, which has now been restored. This site has permission for the existing green waste composting facility in 2000 (00/55008/ADD) and permanent permission to extend the site was granted, on appeal, in September 2008 (APP/W0340/A/07/2056368). The green waste composting facility is not operating at present, although the permission is extant and capable of future operation. The site forms part of the wider Grundon Waste Management facility.
- 1.4 The application site is also located outside of, but adjacent to, the Protected Employment Area known as Beenham Industrial Area. To the south west of the site is Marley Tile Co Ltd and Marley Gas Extraction Plant.
- 1.5 There are no dwellings within approximately a 300m radius of the site. The closest dwellings to the site are along the Bath Road and The Crescent in Padworth. There are also properties along Beenham Hill. These are, on average, over 460 metres away from the site. There are also dwellings and commercial units at Beenham Grange which are, on average, 475 metres away from the site.
- 1.6 The site is approximately 2.8 hectares in size and is accessed via Pips Way from the Bath Road (A4).
- 1.7 The proposal can be viewed in two parts. First is the temporary change of use of land to allow for the creation of a laydown facility for the storage of materials and light fabrication operations, including welding to support the construction of the SSE Slough Multifuel Combined Heat and Power Facility. Temporary permission is sought for this use until May 2024.
- 1.8 The temporary laydown facility is needed to facilitate the building of the Slough MCHP Facility which was granted planning permission by Slough Borough Council on 2nd June 2017 (ref: P/00987/024) and once constructed will produce up to 50 megawatts ('MW') of power by converting waste derived fuel ('WDF') into low carbon electricity and heat. The Slough MCHP Facility is required to replace the existing redundant Slough HP Station which is now decommissioned. The Slough MCHP Facility will therefore provide additional capacity to mitigate the disconnection of the Slough HP Station from the electricity network. The 50MW Slough MCHP Facility will provide enough power for up to 111,000 homes in addition to the delivery of up to 20MW of steam and hot water to neighbouring properties on the trading estate.
- 1.9 The proposed temporary laydown facility at Beenham will be used to store goods which will be delivered to the pre-construction site on Stirling Road or direct to the actual site of the Slough MCHP Facility. The components to be delivered to the proposed laydown area are indicated to be:
  - Large metal columns/beams or pipework;

- Boiler panels up to 10m long;
- Sections of the combustion grate or hoppers;
- Silos for the storage of powders.
- 1.10 There will also light fabrication operations and pre-assembly and preparation works for the steel structure, plateworks, boiler and water steam cycle piping equipment. This will include grinding, welding, hammering of platework/steel.
- 1.11 Five temporary portacabins will brought onto the site for welfare purposes. There will be five permanent employee on site plus five employees who will be on call. When preassembly is required staff numbers at the site will increase. The maximum number of personnel at the site connected with preassembly works will be approximately 30 people.
- 1.12 The second part of the proposal is for the permanent provision of fencing, lighting and areas of hardstanding. This will enable the temporary laydown facility use, but will also provide for the future use of the land for the already permitted composting activities. This will enable the site to provide a waste management function in the future.

## 2. Planning History

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

Application	Proposal	Decision / Date
10/00827/COMIND	Section 73 - Removal or variation of conditions:- (14) Pollution Prevention (15) Litter Control (16) Surfacing (20) Plant and Machinery (27) Building Materials (28) Fencing (29) Landscaping (31) Compound Treatment) of appeal decision APP/W0340/A/07/2056368 (planning permission reference 07/00862/COMIND).   Grundon Ltd Grange Lane Beenham Reading Berkshire RG7 5PY	Approved 19.07.2010
07/00862/COMIND Appeal APP/W0340/A/07/2056368	Section73. Removal of Condition 1 of application 06/01885/COMIND (To allow the extension to the existing composting facility on a permanent basis). Granted on appeal - appeal reference APP/W0340/A/07/2056368	Refused 16.07.2007, Granted on appeal 17.09.2008
00/55008/ADD	Removal of existing landfill settlement lagoons and construction of Green Waste Composting facility for the recycling of garden and plant material. Including a concrete pad, water storage, access, store and woodland landscaping.	Approved 07.02.2000

- 2.2 This site was granted planning permission for the existing green waste composting facility in 2000 (00/55008/ADD) and permanent permission to extend the site was granted, on appeal, in September 2008 (APP/W0340/A/07/2056368). The permitted extension area increased the site to a total operational area of the composting facility from some 2.6 ha to approximately 5.6 ha (if implemented). The appeal decision granting this extension was subject to 32 conditions that were agreed between the appellant, the LPA and the inspector during the public inquiry into the Council's refusal of 07/00862.
- 2.3 A further section 73A application was submitted in 2010 (10/00827/COMIND). This application was submitted to regularise the consent on site after details reserved for approval by condition were not discharged within the requisite timescale. Condition 16 of this permission provided that the area of land which forms the application site for this application was to be surfaced with mix of recycled aggregates to depth of 150mm following regarding and the laying a geotextile membrane.
- 2.4 The Council received written correspondence from Grundon Waste on 08.09.2011 confirming that they have implemented permission 10/00827/COMIND following grading works to form the base for the concrete pad and by the excavation of the foundations for the toilet block that were undertaken. The Council's Minerals and Waste team has verified this position.
- 2.5 The Planning Statement confirms that the site already has a layer of construction-rubble-rich inert material, spread over it in order to form a sub-base for the approved composting operations but the top course of crusted and rolled hardcore was never laid. Since the construction-rubble rich inert material was laid the site has partially revegetated. The site is already partly fenced. Thus, the site currently has permission for the green waste composting facility but is currently not operational at present. Nevertheless the works permitted under the previous permission can be completed at any time.

## 3. Procedural Matters

- 3.1 **EIA:** Screening has been undertaken under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017, wherein it has been established that the development is not EIA development. An Environmental Statement under the EIA Regulations is not required.
- 3.2 **Publicity:** A site notice was displayed on 15.05.2021 at the entrance to Pips Way; the deadline for representations expired on 06.09.2021. A public notice was also displayed in the Newbury Weekly News on 13.05.2021; the deadline for representations expired on 03.06.2021. Additional site notices were erected at the following locations raise awareness of the application:
  - At the entrance of The Crescent, Padworth
  - Bath Road (A4) near Padworth Close
  - Entrance to public footpath Beenham 18/1 (Beenham Hill)
  - By the roundabout on Beenham Hill and The Warings
- 3.3 **CIL**: Community Infrastructure Levy (CIL) is, a levy charged on most new development to pay for new infrastructure required as a result of the new development. CIL will be charged on residential (C3 and C4) and retail (A1 A5) development at a rate per square metre based on Gross Internal Area. Given the proposed use, the initial assessment is that the development would be zero rated. However, CIL liability will be formally confirmed by the CIL Charging Authority under separate cover following the grant of any

## 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.

Beenham Parish Council:	Objection – 07.06.2021 - Request that a noise mitigation report is completed to address concerns of noise pollution. The Council is also concerned that the lights will create light pollution; that the hours of use are too long; and that a hedge is not enough, taller trees would be preferable. The Council also requests clarification on the temporary nature of the laydown facility.  12.07.2021 - The Parish Council discussed the application at the meeting on Monday 5th July. Members agreed to reiterate the comment - Request that a noise mitigation report is completed to address concerns of noise pollution. The Council is also concerned that the lights will create light pollution; that the hours of use are too long; and that a hedge is not enough, taller trees would be preferable. Their understanding that a noise mitigation report is different to the noise impact assessment that was included and considered. They were grateful for the explanation of the temporary nature of the application and on consideration have requested that this is limited to 3 years.  26.07.2021 - Apologies for the delay in responding I was on leave last week. I think the Parish Council would agree with the suggested condition to limit the activities outside of the core hours but I have emailed them to confirm this.  02.08.2021 - Beenham Parish Council considered this at its meeting this evening. They have requested that the hours of operation is limited to Monday – Friday 8.30am-5pm, Saturdays 8.30am-2pm, Sundays and Bank holidays closed.
Padworth Parish Council (adjacent):	Objection - I write to advise that Padworth Parish Council supports Beenham Parish Council in their response to this application
WBC Highways:	No objection - In summary, the technical elements of the scheme submitted appears reasonable. However confirmation/clarification on the previous planning consent for SSE Slough Multifuel Combined Heat and Power Facility and the composting activities should be confirmed and any associated mitigation for that application.
WBC Environmental Health:	No objections - I have studied the above file and conclude that the proposals are unlikely to cause any significant nuisance to nearby residents. The nearest residents are at least 400m away.

	Whilst the site is probably emitting methane from decomposition of the landfill contents I doubt that this will be a problem for workers on site, even people working under a "hot works" permit.
	I therefore have no problem with planning permission being granted; however I do recommend that the hours of day to day work detailed in paragraphs 1.2.5 and 1.2.6 of the noise impact assessment carried out by Delta Simons (report / project ref 20-1698.02 dated January 2021) should be imposed as a planning condition to protect the amenity of nearby residents. These hours are reproduced below:
	1.2.5 The Development will have the following operating times:
	<ul> <li>Phase 1 – Storage – Monday – Friday: 07:30 to 18:30 and Saturday 08:30 to 14:30; and</li> <li>Phase 2 – Preassembly Works – Monday – Friday: 07:30 to 18:30 and Saturday 08:30 to 14:30.</li> </ul>
	1.2.6 In addition to the above core working hours some activities will take place outside of these in exceptional circumstances. Works outside of the core hours will be limited to less noisy activities e.g. bolting and welding activities or activities without the use of impact wrenches.
Environment Agency:	No comments.
WBC Minerals and Waste Planning:	No objection - So long as the change of use is for a temporary period, and the land remains fit for purpose in relation to the existing approved waste composting facility, we would not object to the application on waste safeguarding grounds.
Natural England:	No objection - Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected nature conservation sites.
WBC Tree Officer:	The application is essentially for an aggregate surface to the main site area, with accompanying palisade fencing and landscaping proposals. This is as outlined in the Arb Appraisal by Andy Roberts CMLI dated March 2021. No tree protection plan accompanies the Arb report, and this is unlikely to be required, due to the drainage ditch to the south and bund to the north that protect existing trees. Existing hedges might be more susceptible, however use of the Landscaping condition below will cover any losses that might accidentally occur. The proposed landscaping is acceptable. I have no objections therefore, subject to a landscaping condition.
WBC Ecology:	No objection subject to conditions.
Exolum (oil pipeline):	We confirm that our client Exolum's does not have apparatus situated within the vicinity of your proposed works, and as such do not have any further comment to make.
	due to the drainage ditch to the south and bund to the north that protect existing trees. Existing hedges might be more susceptible, however use of the Landscaping condition below will cover any losses that might accidentally occur. The proposed landscaping is acceptable. I have no objections therefore, subject to a landscaping condition.

WBC Economic Development	Support - Thank you for the opportunity to comment on this application.
Officer:	This proposal will make some contribution to the local daytime economy in and around the Aldermaston Train Station area with the creation of 5 permanent full time employments. The impact this will have on footfall at local businesses will range from modest at normal times, to significant at times of preassembly, when up to 30 staff members will be working at the site. The operation of this site may also offer some, albeit small, opportunities for local logistics providers to become involved in moving materials to and from the site.
	The site is situated in the Beenham Industrial Area, and adjacent to a Protected Employment Area (PEA). This means the proposal meets West Berkshire Council Core Strategy Policy 10, as although it is not within the PEA, it is on a suitably located employment site.
	This proposal should also be viewed in the context of bringing forward the Slough MCHP Power Station. By contributing to delivery of the Power Station, it is supporting a project of national importance which will have a significant impact upon reducing national carbon emissions. SSE have considered and rejected 13 other sites for technical and operational reasons, and have confirmed that this is the only viable site to situate this facility.
	In both the West Berkshire Council Economic Development and Environment Strategies, we make clear that we are committed to assisting local businesses who wish to bring forward plans which will help to mitigate the impact of climate change. It is therefore my view that approving this application would further demonstrate our commitment to achieving a low carbon future as well as our support for businesses who share our ambition.
	For the reasons given above I see no reason why this application should not have the support of the Economic Development Team.
Local Lead Flood Authority:	The LLFA has been involved in detailed negotiations regarding the proposed drainage strategy, and amendments sought to address detailed concerns with the infiltration rate, sloping ground levels, bund stability, surface water flows and risk of contaminants. These negotiations have culminated in the latest submitted drainage strategy.
Ministry of Defence:	No comments received.
AWE:	No comments received.
WBC Archaeological Officer:	No objection: Thank you for the consultation. Hilliers appears to be a small country house of early 20th century date, perhaps with Arts and Crafts elements. It is not listed but might be considered a non-designated heritage asset of local interest. However this

	proposal is minor and seems to be for a more modern part of the	
	building. There are no archaeological implications.	
North Wessex Downs AONB:	23.06.2021 - I did notice that an assessment of the surrounding area states that it is equivalent to E2. We have done some zoning maps for the AONB and aim for this area to be E1. We have just published a Guide to Good External Lighting, with the zoning map.  02.07.2021 - The AONB does not oppose the change of use of the site which is within the confines of the existing landfill site, we do however have concerns with regards to the lighting proposed and the industrial fencing, and an alternative fencing can provide security without having the heavy industrial appearance. We recognise that the impact of the fencing will be mitigated in part by existing and proposed hedgerows/trees but consider an	
	alternative design/style fencing would be more appropriate for this landscape character area.	
	We are aware that there are lighting columns within the wider landfill site albeit better contained in a low level area, however this does not justify additional lighting especially the number proposed (14 single mounted columns and twin mounted columns), which the AONB considers excessive. The site backs onto an open countryside were a matrix of PROW meander through. This open landscape is a dark environment. The site forms the transition between Environmental zones E2 and E1. We would request that the number of columns is halved and that the columns are reduced in height, a shield should also form part of the structure to ensure no backward spill for columns set on the perimeter of the site.	
	Lights should also be dimmable and on a timer so they can be switched off when the site is not in use. When a site is lit but not occupied it provides no security, however when a dark site becomes lit by unusual light activity when the site is not in use it can be easily identified by security that a breach has occurred.	
WBC Planning Policy:	No comments received.	
WBC Housing:	No comments received.	
Thames Water:	No comments received.	
Office of Nuclear Regulation:	No objection - I have consulted with the emergency planners within West Berkshire Council, which is responsible for the preparation of the Atomic Weapons Establishment Aldermaston off-site emergency plan required by the Radiation (Emergency Preparedness and Public Information) Regulations (REPPIR) 2019. They have provided adequate assurance that the proposed development can be accommodated within their off-site emergency plan arrangements. The proposed development does not present a significant external hazard to the safety of the nuclear site. Therefore, ONR does not advise against this development.	

WBC	We have reviewed this application having regard to AWE Sites,
Emergency Planning:	as a result. We have no adverse comments to make.

## Public representations

4.2 No representations have been received in response to the public consultation.

## 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, CS9, CS10, CS11, CS13, CS14, CS16,
  - CS17, CS18, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
  - Policies TRANS.1, OVS.5 and OVS.6 and 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 (NPPF)
  - Planning Practice Guidance (PPG)
  - North Wessex Downs AONB Management Plan 2019-24
  - North Wessex Downs AONB A Guide to Good External Lighting (2021)
  - North Wessex Downs AONB Position Statement on Setting
  - WBC Quality Design SPD (2006)
  - Planning Obligations SPD (2015)
  - Beenham VDS (July 2003)
  - Local Transport Plan for West Berkshire 2011-2026
  - Manual for Streets
  - WBC Cycle and Motorcycle Advice and Standards for New Development
  - West Berkshire Landscape Character Assessment (2019)
  - North Wessex Downs AONB Integrated Landscape Character Assessment

# 6. Appraisal

- 6.1 The main issues for consideration in this application are:
  - Compliance with commercial policies of the development plan (Principle of development)
  - Employment, economic, climate benefits
  - Alternative sites
  - Major development in the AONB
  - Effect of the character and appearance of the area
  - Lighting
  - Neighbouring amenity and noise
  - Hours of work
  - Highways

- Ecology
- Contamination
- Flood risk and drainage

## Principle of development

- 6.2 The most important policies for determining whether the principle of development is acceptable are Policies ADPP1, ADPP5, CS9 and CS10 of the Core Strategy. The Core Strategy includes a Spatial Strategy (ADPP1 and ADPP5) that provides a broad indication of the overall scale of development in the district, applying the principles of sustainable development, and based on defined spatial areas and a settlement hierarchy. Policies CS9 and CS10 relate specifically to employment and the economy.
- 6.3 According to Policy ADPP1, most development will be within or adjacent to the settlements in the hierarchy, and related to their transport accessibility and level of services. The majority of development will take place on previously developed land, and the urban areas will be the focused for most development. The scale and density of development will be related to the site's accessibility, character and surroundings. Significant intensification of residential, employment generating and other intensive uses will be avoided within areas which lack sufficient supporting infrastructure, facilities or services or where opportunities to access them by public transport, cycling and walking are limited. Only appropriate limited development in the countryside (outside of the defined settlement boundaries) will be allowed, focused on addressing identified needs and maintaining a strong rural economy.
- 6.4 Policy ADPP5 is the spatial strategy for the North Wessex Downs Area of Outstanding Natural Beauty (AONB). Recognising the area as a national landscape designation, the policy envisions that development will conserve and enhance the local distinctiveness, sense of place and setting of the AONB whilst preserving the strong sense of remoteness, tranquillity and dark night skies, particularly on the open downland. Development will respond positively to the local context, and respect identified landscape features and components of natural beauty. With respect to the economy, Policy ADPP5 states that the Protected Employment Areas within the AONB will continue to play a vital role in supporting the local economy, especially those in edge of centre locations. Small, local businesses will be supported, encouraged and protected within the AONB providing local job opportunities and maintaining the rural economy.
- 6.5 The proposed laydown facility use is considered to be a *Sui Generis* use, in that it does not have a primary use that falls within any of the defined use classes. However, the proposed use does exhibit characteristics that are similar to storage and distribution uses in Use Class B8, and industrial uses in Use Class B2. It is therefore considered appropriate to have regard to Policy CS9, which relates to such uses.
- 6.6 According to Policy CS9, the Council seeks to facilitate and promote the growth and forecasted change of business development in the plan period in order to retain a portfolio of sites for B8 (storage and distribution) uses in suitable locations. Proposals for industry, distribution and storage uses will be directed to the District's defined Protected Employment Areas, and existing suitably located employment sites and premises. Any proposals for such uses outside these areas/locations will be assessed by the Council against the following:
  - compatibility with uses in the area surrounding the proposals and potential impacts on those uses; and
  - capacity and impact on the road network and access by sustainable modes of transport.

- 6.7 In terms of managing the scale, type and intensification of business development, Policy CS9 states a range of types and sizes of employment sites and premises will be encouraged throughout the District to meet the needs of the local economy. Proposals for business development should be in keeping with the surrounding environment, not conflict with existing uses, and promote sustainable transport.
- 6.8 According to Policy CS10, proposals to diversify the rural economy will be encouraged, particularly where they are located in or adjacent to Rural Service Centres and Service Villages. Existing small and medium sized enterprises within the rural areas will be supported in order to provide local job opportunities and maintain the vitality of smaller rural settlements.
- 6.9 Government policy in the NPPF states that 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 (paragraph 81). Planning decisions should recognise and address the specific locational requirements of different sectors (paragraph 83). Planning decisions should enable the sustainable growth and expansion of all types of business in rural areas (paragraph 84).
- 6.10 The proposed development is not within any defined settlement boundary, and is therefore regarded as open countryside in terms of Policy ADPP1. The settlement boundary for Aldermaston Wharf runs along the southern side of the A4, which is predominantly residential in character. Whilst the site is within the AONB, it is also outside of, but near to the Protected Employment Area known as Beenham Industrial Area to the west.
- 6.11 In terms of the requirements of Policy CS9, the site is set within the Grundon Waste Management facility. It is considered the temporary laydown facility would share characteristics with industrial and storage and distribution uses. The Minerals and Waste Planning Officers have indicated that as long as the use is for a temporary period, and the land remains fit for purpose in relation to the existing approved waste composting facility, the officers would not object to the application on waste safeguarding grounds. The temporary change of use as proposed is considered not to be harm to the other waste uses and it compatible with the existing commercial uses in the area.
- 6.12 Residential properties are considered to be significant distance from the proposed site. The application has been supported by assessments which demonstrate that the proposed use would not cause material harm to neighbouring uses. In the context of existing commercial development, it is considered that the proposed use is compatible.
- 6.13 A transport statement as submitted with this application and reviewed by the Highway Authority. The site is accessed from the A4, and as such there are no capacity issues relating to the local road network. This has been confirmed by the Highway Authority. There are some opportunities for sustainable modes of transport (e.g. Regular bus route along A4, nearby Aldermaston Railway Station), although it is considered that the nature of the use is such that visitors are less likely to make use of public transport options in any event. It is, however, recognised that the application site has been selected given its accessibility to HGV movements that will transporting to the Slough site.
- 6.14 Overall, it is considered the proposal complies with Policy CS9, and is therefore consistent with the Council's spatial strategy for new development.
- 6.15 The proposal will provide local job opportunities for a temporary period and is considered not to effect the vitality of smaller rural settlements such as Beenham and Padworth. As discussed above, the site is considered to be compatible with existing commercial development in the area. In this respect it is considered to be supported by Policy CS10.

## Employment, economic, climate benefits

- 6.16 According to paragraph 81 of the NPPF, planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be given to the need to support economic growth and productivity.
- 6.17 This application has the support of the Economic Development Team who noted that the proposal will make some contribution to the local daytime economy in and around the Aldermaston Train Station area with the creation of five permanent full time employments. The impact this will have on footfall at local businesses will range from modest at normal times, to significant at times of preassembly, when up to 30 staff members will be working at the site. The operation of this site may also offer some, albeit small, opportunities for local logistics providers to become involved in moving materials to and from the site. In both the West Berkshire Council Economic Development and Environment Strategies, we make clear that the Council are committed to assisting local businesses who wish to bring forward plans which will help to mitigate the impact of climate change.
- 6.18 It is therefore the view of the Economic Development Team that approving this application would further demonstrate the Council's commitment to achieving a low carbon future as well as our support for businesses who share the Council's ambition.
- 6.19 The employment and economic benefits of the proposal weigh in favour of granting planning permission.
- 6.20 It is suggested that the construction of the temporary laydown facility is essential to facilitate the construction of the Slough MCHP Facility which comprises renewable and low carbon development. There is a need to move to a low carbon economy as highlighted in paragraph 8 point c of the NPPF. Paragraph 152 states that the planning system should support the transition to a low carbon future in a changing climate, encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.
- 6.21 The proposed development would temporarily make use of the non-operational compositing facility for the temporary laydown facilitate the construction Slough MCHP Facility which does comprise renewable and low carbon development.
- 6.22 It is also recognised that the temporary use will bring investment into permanent infrastructure that could enable the permitted composting use to take place once the temporary use ceases. The permanent provision of fencing, lighting and areas of hardstanding will enable the compositing facility to become operational.
- 6.23 West Berkshire Council has produced Environment Strategy and a declared a Climate Emergency. West Berkshire Council aims to achieve carbon neutrality by 2030. While it is understood that the Slough MCHP Facility is not within West Berkshire Council authority boundary. This proposal development in essential to enabling the construction of the Slough MCHP Facility. It is considered the Slough MCHP Facility it likely to have national benefits which transcend Local Authority boundaries.
- 6.24 The indirect benefits of the Slough MCHP Facility, which would be partly enabled by this development, also lend some weight in favour of granting planning permission.

#### Alternative sites

6.25 A detailed site search was submitted within the planning statement which demonstrates that there are no alternative sites which are suitable, available and could accommodate

the proposed development. Through this excise it has been demonstrated that there is no scope developing outside the designated area.

## Major development in the AONB

- 6.26 According to paragraph 176 and 177 of the NPPF, great weight should be given to conserving and enhancing landscape and scenic beauty in Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The scale and extent of development within these designated areas should be limited. Planning permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:
  - a) the need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy;
  - b) the cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and
  - c) any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.
- 6.27 Footnote 55 of the NPPF advises that, for the purposes of paragraphs 172, whether a proposal is 'major development' is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined. This means that it 'major development' does not have the same means as given in the Town and Country Planning (Development Management Procedure) (England) Order 2015 (e.g. 1,000sqm or more new floor space, or site areas of 1 hectare or more). Rather it is a matter of planning judgement.
- 6.28 As previously indicated site currently has permission for the green waste composting facility but is currently considered not to be operational at present. The proposed development will reuse the non-operational compositing facility for the temporary laydown facilitate the construction Slough MCHP Facility on a temporary basis before enabling the compositing facility to become operational. The nature and scale of the development are considered comparable to the existing commercial development. In this context it is considered that the development would not have a significant adverse impact on the purposes for which the area has been designated an AONB. Consequently, it is concluded that the proposed development is not 'major development' in terms of paragraph 172, and therefore the policy to refuse except in exceptional circumstances is not engaged. This is consistent with the conclusions the Council drew on nearby application 20/01895/COMIND for a scaffolding depot adjacent to the A4.
- 6.29 It should be stressed that this conclusion does not diminish the great weight that should still be applied to serving and enhancing landscape and scenic beauty in Areas of Outstanding Natural Beauty.

## Effect of the character and appearance of the area

6.30 According to Policy CS14, 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. 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 shall contribute positively to local distinctiveness and sense of place.
- 6.31 Policy CS19 states that particular regard will be given to, amongst others, (a) the sensitivity of the area to change, and (b) ensuring that new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character.
- 6.32 The West Berkshire Landscape Character Assessment (LCA) was published in 2019 and provides an up-to-date assessment of the district's landscape. The application site is located within landscape character area LV1 Kennet Lower River Valley which covers the strip of the countryside in the lower Kennet river valley between Theale and Newbury. The area is characterised by a flat and wide valley floor. It is bounded to the north and south by a change in topography, marking the rising slopes of the immediate valley sides. The northern edge of the floodplain (north of the A4), forms part of the North Wessex Downs AONB. Whilst the area is predominantly rural in character, the LCA identifies nucleated clusters of development around small settlements, and that transport corridors follow the length of the valley, including the main railway line and the A4. Gravel extraction has led to the modification of large portions of the valley floor, including areas around Aldermaston Wharf. Large industrial and commercial areas have also been constructed.
- 6.33 The application site forms part of the nationally valued AONB landscape, but it is not considered that the site exhibits any strong examples of the other valued features and qualities that the LCA identifies for this area, primarily due to past mineral extraction creating an industrialised character with the subsequent presence of existing commercial development.
- 6.34 A Landscape and Visual Appraisal was submitted as part of this application. It was concluded in the appraisal that temporary Laydown Facility would not cause noticeable change or departure from the current characteristics of the local landscape. During the construction period the level of key landscape effects would be negligible adverse and then minor adverse during the short-term occupation of the site as a lay-down facility. In the longer term, the additional perimeter planting would provide visual screening and habitat benefit. The proposed development would not result in any notable or large-scale detrimental effects on the local or wider visual amenity, character, and function of the AONB and adjacent areas. It is considered the development would not have any significant detrimental effect on the local environment, the landscape and recreational opportunities (foot paths) in the area.
- 6.35 A proposed planting scheme has been submitted with this application. The LVA found that the construction and SSE operational activities at the site will not be visible from local footpaths and bridleways due to the screening elements in the local landscape. In this context it is assessed that the level of key visual effects will be neutral.
- 6.36 Natural England, the AONB Officer and the Tree Officer have reviewed application raised no objections subject to suitable conditions.
- 6.37 It is considered proposed temporary use and proposed permanent provision of fencing, lighting and areas of hardstanding will not have a materially harm impact on the character and appearance of the local area. Thus the development complies with policies ADPP5, CS14 and CS19.

### Lighting

6.38 The lighting element is part of the permanent operational development and would be retained as part of the restored composting facility. Therefore it is important that this

- part of the development does not have a detrimental impact on dark night skies, which are a special characteristic of the North Wessex Downs AONB.
- 6.39 The North Wessex Downs AONB Partnership has produced guidance on lighting in the AONB; it is called the *North Wessex Downs AONB A Guide to Good External Lighting (2021)*. This guidance refers to the Institution of Lighting Professionals (ILP) guidance, which recommends using 'Environmental Light Control Zone' to determine the appropriateness of proposed lighting schemes within different surroundings. The Environmental Light Control Zone guidance sets out zones and the limitations of light parameters for each zone.

Zone	Surrounding	Light environment	Examples
E0	Protected	Dark	Designated dark sky reserves and astronomical observable
E1	Natural	Dark	Rural areas, National Parks, Areas of Outstanding Natural Beauty
E2	Rural	Low District Brightness	Rural settlements or relatively dark outer suburban locations.
E3	Suburban	Medium District Brightness	Small town centres/suburban locations
E4	Urban	High District Brightness	Town centres with high levels of night-time activity

Table 1: Description of Environmental Light Control Zone.

- 6.40 Concerns were raised by the Parish Council, AONB Officer and Ecologist in regards to the level lighting proposed in conjunction with this development. The main concerns were that the level of suggested lighting was excessive for the proposed development and harmful to the sensitive landscape. The lighting assessment referred to Environmental Zone 2 but the site is within Environmental Zone 1. The original Lighting Strategy was designed to be compliant with Environmental Zone 3.
- 6.41 To help protect the dark skies of the North Wessex Downs, the AONB Partnership has mapped light control zones for the area. The site is within Environmental Light Control Zone 1 (E1). E1 parameters should be used for this zone.
- 6.42 Following officer feedback a revised assessment and lighting scheme was received but unfortunately it did not address officer concerns. However, following further feedback the Local Planning Authority have received the following comments from the agent:

"We have confirmed with Grundon, SSE and their contractors that the lighting scheme can be substantially reduced with details to follow by condition as part of a revised Lighting Strategy:

- Reducing lighting temperature to 3000k warmer light.
- Luminaires to be fitted at a low angle to avoid light spill (details to be agreed).
- Lights will be turned off in any parts of the site where lighting is not required for works – during any exceptional night-time HGV arrivals (as set out in the application) dimmed lighting will be switched on only at the site access and switched off immediately following cessation of works – this will have the effect that the majority of lighting within the site is switched off during dark hours, and in almost all cases will be switched off in the northern and eastern parts of the

- site which are most sensitive/closest to the open land which forms part of the AONB.
- The number of lighting columns will be reduced further (details to be agreed).
- The lighting scheme will be designed to be compliant with Zone E1."
- 6.43 The above comments indicate that it would be a reasonable imposition upon the development to apply a condition on any planning permission to seek the prior approval of a revised lighting strategy that would stipulate compliance with Zone E1. As such, the current concerns can be adequately resolved by a condition.

## Neighbouring amenity and noise

- 6.44 According to Policy CS14, new development must demonstrate high quality and sustainable design that makes a positive contribution to the quality of life in West Berkshire. Paragraph 127 of the NPPF states planning decisions should ensure that developments create places with a high standard of amenity for existing and future users.
- 6.45 Consequently, all development should be designed in a way to avoid any unacceptable harm to neighbouring residential living conditions, or the amenity of other uses. Applications will typically be assessed in terms of any significant loss of light, overlooking of neighbouring buildings or land, and whether the proposal would result in any undue sense of enclosure, overbearing impact, or harmful loss of outlook to neighbouring properties. The environmental impacts arising from commercial development are also relevant, such as noise, dust, fumes, odours and lighting.
- 6.46 Policy OVS.6 states that the Council will require appropriate measures to be taken in the location, design, layout and operation of development proposals in order to minimise any adverse impact as a result of noise generated. Special consideration is required where noisy development is proposed in or near Sites of Special Scientific Interest or which would harm the quiet enjoyment of Areas of Outstanding Natural Beauty.
- 6.47 The proposed use is considered compatible with the existing commercial development in all these respects. Given the location of the proposed development, and the separation distance from residential properties, no concerns are raised in terms of the built form (overlooking, overshadowing or overbearing impacts).
- 6.48 One of the protected characteristic on the North Wessex Downs AONB is tranquillity. According to the PPG, for an area to justify being protected for its tranquillity, it is likely to be relatively undisturbed by noise from human sources that undermine the intrinsic character of the area. It may, for example, provide a sense of peace and quiet or a positive soundscape where natural sounds such as birdsong or flowing water are more prominent than background noise, e.g. from transport. It is considered the site is in area which does not exhibit this special quality of the AONB due to the proximity to the A4 Bath Road, existing commercial development and the extant composting operations. It is therefore considered that this is not a determinative issue in this case.
- 6.49 Concern has, however, been raised by the Parish Council with respect to the impact on local amenity via noise generated from the development. A Noise Impact Assessment was submitted with the application.
- 6.50 The scope of the assessment has been determined in the following way:
  - a) Analysis of the Site and the surrounding area was completed using available aerial photography in order to identify the location of the closest existing residential dwellings to the Site; and

- b) Completion of a background Sound Survey representative of the nearest receptors over a full weekday and weekend period. The Noise Impact Assessment has used supplied noise level data to complete an assessment in line with BS4142:2014+A1:2019 whereby the rated level of noise is compared against the typical measured background sound level at the closest residential receptor to the Site. The noise assessment also included HGV Source Noise Survey.
- 6.51 The main noise sources associated with the development is that of HGV moments for the storage area and grinding/welding/hammering for the preassembly area.
- 6.52 The Environmental Health Officer reviewed the assessment and provided the following feedback:
- 6.53 "I have studied the above file and conclude that the proposals are unlikely to cause any significant nuisance to nearby residents. The nearest residents are at least 400m away.
- 6.54 Whilst the site is probably emitting methane from decomposition of the landfill contents I doubt that this will be a problem for workers on site, even people working under a "hot works" permit.
- 6.55 I therefore have no problem with planning permission being granted; however I do recommend that the hours of day to day work detailed in paragraphs 1.2.5 and 1.2.6 of the noise impact assessment carried out by Delta Simons (report / project ref 20-1698.02 dated January 2021) should be imposed as a planning condition to protect the amenity of nearby residents. These hours are reproduced below.
  - 1.2.5 The Development will have the following operating times:
  - Phase 1 Storage Monday Friday: 07:30 to 18:30 and Saturday 08:30 to 14:30; and
  - Phase 2 Preassembly Works Monday Friday: 07:30 to 18:30 and Saturday 08:30 to 14:30.
  - 1.2.6 In addition to the above core working hours some activities will take place outside of these in exceptional circumstances. Works outside of the core hours will be limited to less noisy activities e.g. bolting and welding activities or activities without the use of impact wrenches."
- 6.56 The Parish Council raised concerns and requested that requested that a Noise Mitigation Report is completed to address concerns of noise pollution.
- 6.57 Noise Impact Assessment is the assessment undertaken to see what development noise levels will and the impact on the local area. Depending on the outcome of the aforementioned assessment, this will determine whether noise mitigation measures are required.
- 6.58 In this case the Noise Impact Assessment concluded level of noise generated by the site at the closest residential dwelling to the south east will result in a low noise impact. The assessment has shown that the rated level of noise, which includes for character corrections for impulsivity and intermittency, falls below the typical background sound level during the proposed operating times, as such, no noise mitigation measures are required.
- 6.59 Due to the conclusions of the Noise Impact Assessment, it is concluded that noise mitigation measures are not necessary because the assessment demonstrates low noise impact.

- 6.60 Environmental Health Officer reviewed the Noise assessment and raises no objections. For the reasons stated above it is not considered not reasonable request submission noise mitigation report or condition a noise mitigation to be submitted. It is considered reasonable to condition hours of day to day work as there is a scientific basis for this and is recommended by the Environmental Health Officer.
- 6.61 With operating hours secured by condition, it is considered the proposed development will not have a materially harmful impact of neighbouring amenity through the noise. When considered as whole, it is concluded the proposal are compliant with Policies and OVS.6.

#### Hours of work

- 6.62 The Planning Statement makes the following comments in regards to working hours:
- 6.63 Materials would arrive 24 hours a day, Monday to Friday but it is critical the materials needed for the next day are on the construction site by 7.30am to avoid any significant early morning traffic delays.
- 6.64 Working may be required outside normal working hours. If this is needed, it is proposed that this is limited to less noisy activities e.g., bolting and welding activities or activities without the use of impact wrenches.
- 6.65 The trucks/HGV's will be prepared for transportation to the construction site during the normal working hours. However, some HGV movements and in particular the abnormal loads (vehicles more than 3 m wide and more than 18.75m long) may arrive and leave the Site during different hours in order to reduce the impact on highway network. It may be necessary to take some limited deliveries on Sunday.
- 6.66 Officer have requested clarification in regards to hours of works as there was some concerns the presented information caused ambiguity in regards to the matter.
- 6.67 The following clarification has been received by the agent:
- 6.68 "Almost all works which have potential to be disruptive will take place during working hours 07:30 to 18:30 Mon to Fri, 8:30 to 14:30 Sat. The standard condition on working hours could be included in the permission for these works. Any additional works beyond these hours would be restricted to less noisy activities which is reinforced by the lighting restrictions, which restrict any intensive works to within working hours anyway. HGV deliveries would only take place outside of these hours in exceptional circumstances due to traffic delays or shipping delays which are unavoidable. HZI/SSE are not proposing to programme deliveries in beyond the standard working hours set out above, however an element of flexibility for any unavoidable late arrivals would be welcome."
- 6.69 It is noted that the Parish Council has request that the hours of operation is limited to Monday Friday 8.30am-5pm, Saturdays 8.30am-2pm, Sundays and Bank holidays closed. It is necessary to impose conditions on operating hours that appropriately balance protecting neighbouring amenity whilst facilitating the delivery of the SSE Slough Multifuel Combined Heat and Power Facility. It is considered necessary to condition elements of working hours for example noise sensitive activities, lighting activities etc. to protect neighbouring amenity.
- 6.70 Conditions are recommended accordingly. These conditions include clauses which enable activities to take place outside of the stipulated hours with the agreement in writing of the Council. It is considered that this approach enable an important degree of flexibility to facilitate the Slough Facility, whilst giving the Council the ability to monitor

and control activities beyond the core hours, and if necessary to resist excessive disruptive activities.

## **Highways**

6.71 Policies CS13 of the Core Strategy, and TRANS.1 of the Local Plan relate to highways and parking provision for non-residential uses. The Highway Authority was consulted on the application documents. The Highway Authority found that they were satisfied that the level of vehicle movements that are likely to be generated would not be to the detriment of highway safety. It is not considered that the impact of these additional vehicles on the public highway would not be severe. It is considered the proposal is compliant with the aforementioned policies subject to conditions.

## **Ecology**

6.72 The Councils' Ecologist raised concerns in regards to the originally submitted ecology information and the applicant submitted information to address the concerns raised. Following negotiations, and having regard to the extant permission, it is concluded that potential adverse ecological effects could be adequately mitigated through planning conditions. The Council's Ecologist also seeks substantial off-site tree planting, but having regard to the scale and location of the development, and the extant consent, such tree planting is not considered necessary to make the development acceptable. Nevertheless the proposed landscaping scheme will provide ecological benefits, and is considered proportionate to the development.

#### **Contamination**

- 6.73 According to Policy OVS.5 the Council will only permit development proposals where they do not give rise to an unacceptable pollution of the environment. Standing advice was received from The Environment Agency (EA).
- 6.74 The applicant has submitted a Preliminary Geo-Environmental Risk Assessment which found that, given the history of the site, the presence of contamination from the historical landfills is considered likely. In the context of the site setting, and proposed development, risk to end users, controlled waters and the built and natural environment is considered low. In relation to the anticipated made ground at the site, the laydown area will need to be appropriately constructed considering the likely poor underlying ground conditions and potential for differential settlement. This has been considered as part of the drainage proposals.
- 6.75 It is considered that the measures set out in the Preliminary Geo-Environmental Risk Assessment demonstrate the proposal would not lead to unacceptable pollution or contamination of the environment. It is considered a suitable condition can be put in place to secure appropriate remediation if unexpected contamination is encountered during construction. Thus the proposal is compliant with Policy OVS.5.

#### Flood risk and drainage

6.76 The site is located within Flood Zone 1, which indicates a low risk of fluvial (river) flooding. It is also not within any critical drainage area identified by the Strategic Flood Risk Assessment for the district. However, a Flood Risk Assessment (FRA) has been submitted because the site area is more than 1 hectare. The applicant has also submitted a Sustainable Drainage Strategy. There were some initial concerns from the Local Lead Flood Authority and the applicant submitted further information to address these concerns.

- 6.77 The proposed drainage scheme has been assessed whilst having due regard to the hardstanding that can be constructed under the extant consent. Improvements have been made to the design to maximise appropriate surface water drainage.
- 6.78 The proposed hardstanding would be enclosed by a small bund of approximately 0.5m height. Consideration has been given to surface water flows, and there is no evidence to suggest that existing flows would be adversely affected. The outflow from the hardstanding would be controlled by a hydraulic break to ensure an appropriate runoff rate.
- 6.79 It is recognised that there have been drainage issues near to the site along the A4. The location of the site and nature of the proposals is such that it is not anticipated that this development would have a material impact on these issues.
- 6.80 It is considered the proposal has demonstrated that it is capable of complying with Policy CS16.

## 7. Planning Balance and Conclusion

- 7.1 It is considered that this decision is finely balanced. Whilst the application site is located in open countryside in terms of Policy ADPP1, it is considered that the proposal finds support from Policies CS9 and CS10 and the NPPF. Furthermore, the economic benefits of the proposal, and the indirect benefits of the Slough Facility are considered to lend additional weight in favour of granting planning permission.
- 7.2 The temporary change of use would intensify the industrial operations for a temporary period. The site currently has permission for the green waste composting facility but is not operational at present. Nevertheless, it must be taken into account as a valid fallback position. It is considered that the permeant operational development proposed may also enable the future reinstatement of the composting facility.
- 7.3 Given the existing context of commercial development within the immediate vicinity, it is considered that the proposal can be absorbed into its landscape setting, and any landscape harm would be limited. Applying great weight to this limited harm, it is considered that this would not outweigh the policy support and economic benefits.
- 7.4 Other environmental and technical considerations can be made acceptable through the application of planning conditions. It is therefore recommended that conditional planning permission is granted.

## 8. Full Recommendation

8.1 To delegate to the Service Director – Development and Regulation 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 approved plans and documents listed below:

- Application form received 30.03.2021
- Location Plan titled Planning Application and Landownership Areas dated January 2021 drawing number DG/ES/BEE/StorageArea/02 received 27.04.2021.
- Proposed Planting drawing number ARCMLI/B1/21/1 dated March 2021 received 30.03.2021
- Proposed Floor Plan Cabin tilted Beeham Storage Area Cabin Layout drawing number DG/EN/BEE/WDL/2165 dated 19.04.2021 received 30.03.2021
- Proposed elevation of Cabin tilted Beeham Storage Area Cabin elevation drawing number G/EN/BEE/WDL/2164 dated 19.04.2021 received 30.03.2021
- Beenham Storage Area Palisade Fence Elevation dated 19/04/2021 Drawing Number DG/EN/BEE/WDL/2162 received 20.08.2021
- Beenham Storage Area Gates Elevation dated 19/04/2021 Drawing Number DG/EN/BEE/WDL/2161 received 20.08.2021
- Beenham Storage Area Cross Sections dated 06/08/21 Drawing Number DG/EN/BEE/WDL/2136-2 received 23.09.2021
- Amended Beenham Storage Area Layout dated 12/01/2021 Drawing Number DG/EN/BEE/WDL/2136 received 23.09.2021
- Noise Impact Assessment reference Delta-Simons Project No. 20-1698.02 received 30.03.2021
- Preliminary Geo-Environmental Risk Assessment (part 1, 2, 3, 4) received 30.03.2021
- Details within document Klargester BioTec Product data sheet received 30.03.2021
- Arboricultural Appraisal dated March 2021 received 30.03.2021
- Preliminary Ecological Appraisal Report received 30.03.2021
- Landscape and Visual Appraisal received 30.03.2021
- Planning Statement received 30.03.2021
- Amended Transport Statement received 08.07.2021
- Construction Environment Management Plan received 13.08.2021
- Letter from enzygo environmental consultants reference CRM.049.016.EC.R.020 received 13.09.2021
- Proposed HGV Parking Arrangement drawing number AMA/20886/ATR004 received 07.09.2021

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

#### 3. Construction method statement

No development shall take place until a Construction Method Statement (CMS) has been submitted to and approved in writing by the Local Planning Authority. Thereafter the demolition and construction works shall incorporate and be undertaken in accordance with the approved CMS. The CMS shall include measures for:

- (a) A site set-up plan during the works;
- (b) Parking of vehicles of site operatives and visitors;
- (c) Loading and unloading of plant and materials;
- (d) Storage of plant and materials used in constructing the development;
- (e) Erection and maintenance of security hoarding including any decorative displays and/or facilities for public viewing;
- (f) Temporary access arrangements to the site, and any temporary hardstanding:

- (g) Wheel washing facilities;
- (h) Measures to control dust, dirt, noise, vibrations, odours, surface water runoff, and pests/vermin during construction;
- (i) A scheme for recycling/disposing of waste resulting from demolition and construction works;
- (j) Hours of construction and demolition work;
- (k) Hours of deliveries and preferred haulage routes;

Reason: To safeguard the amenity of adjoining land uses and occupiers, and in the interests of highway safety. 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). A precommencement condition is required because the CMS must be adhered to during all demolition and construction operations.

## 4. Construction Environmental Management Plan

No development shall take place (including demolition, ground works, vegetation clearance) until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The CEMP shall include the following:

- (a) Risk assessment of potentially damaging construction activities.
- (b) Identification of "biodiversity protection zones".
- (c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements).
- (d) The location and timing of sensitive works to avoid harm to biodiversity features.
- (e) The times during construction when specialist ecologists need to be present on site to oversee works.
- (f) Responsible persons and lines of communication.
- (g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.
- (h) Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason: To secure appropriate mitigation of ecological assets. A precommencement condition is required because the CEMP will need to be adhered to throughout construction.

#### 5. Hours of work (construction/demolition)

No demolition or construction works shall take place outside the following hours, unless otherwise agreed in writing by the Local Planning Authority:

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.

### 6. Construction delivery hours

No deliveries shall be taken at or despatched from the site outside the following hours:

Mondays to Fridays: 07:30 to 18:30

Saturdays: 08:30 to 14:30

No deliveries shall be taken at or despatched from the site on Sundays and public holidays unless otherwise agreed in writing by the Local Planning Authority.

Reason: To safeguard the living conditions of surrounding occupiers. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Policy OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

#### 7. Unexpected contamination

If any previously unidentified contaminated land is found during demolition and/or construction activities, it shall be reported immediately in writing to the Local Planning Authority (LPA). Appropriate investigation and risk assessment shall be undertaken, and any necessary remediation measures shall be submitted and approved in writing by the LPA. These submissions shall be prepared by a competent person (a person with a recognised relevant qualification, sufficient experience in dealing with the type(s) of pollution or land instability, and membership of a relevant professional organisation), and conducted in accordance with current best practice. The remediation scheme shall ensure that, after remediation, as a minimum, the land shall not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990. Thereafter, any remediation measures shall be carried out in accordance with the approved details. Unless otherwise agreed in writing by the LPA, the development shall not be first brought into use until any approved remediation measures have been completed and a verification report to demonstrate the effectiveness of the remediation has been submitted to and approved in writing by the LPA.

Reason: To ensure that any unexpected contamination encountered during the development is suitably assessed and dealt with, such that it does not pose an unacceptable risk to human health or the environment. This condition is applied in accordance with paragraphs 170, 178, 179 and 180 the National Planning Policy Framework, and Policy OVS.5 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

## 8. Lighting strategy (temporary laydown facility)

No external lighting shall be installed in relation to the temporary laydown facility 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 and that are likely to cause disturbance.
- (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.
- (c) Include isolux contour diagram(s) 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.
- (e) Include proposed times of operation, and other controls to minimise the operation of the lights.
- (f) Include calculations and methodology of calculations to demonstrate lighting levels are designed within the limitations of Environmental Lighting Zone 1.

No external lighting shall be installed on the site in relation to the temporary laydown facility except in accordance with the approved strategy.

Reason: To ensure the conservation and enhancement of the biodiversity assets of the site, and to conserve the dark night skies of the North Wessex Downs AONB. This condition is applied in accordance with the National Planning Policy Framework, the North Wessex Downs AONB Management Plan 2019-24, and Policies CS17 and CS19 of the West Berkshire Core Strategy 2006-2026.

## 9. Lighting strategy (permanent)

Prior to the cessation of the temporary use of the site as a laydown facility, a lighting strategy for the permanent retention of lighting in associated with the restored composting use of the site shall be submitted to and approved in writing by the Local Planning Authority. The strategy shall ensure the permanent amount and level of lighting is no more than is necessary to facilitate the restored compositing use. The strategy shall:

- (a) Identify those areas on the site that are particularly sensitive for bats and that are likely to cause disturbance.
- (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.
- (c) Include isolux contour diagram(s) 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.
- (e) Include proposed times of operation, and other controls to minimise the operation of the lights.

Within three months of the cessation of the temporary use of the site as a laydown facility (or an alternative timescale agreed in writing by the Local Planning Authority), any lighting associated with the lighting strategy for the temporary laydown facility shall be removed, altered or replaced to be in accordance with the permanent lighting strategy. Thereafter, no external lighting shall be installed on the site in relation to the restored composting use except in accordance with the approved permanent strategy.

Reason: To ensure the conservation and enhancement of the biodiversity assets of the site, and to conserve the dark night skies of the North Wessex Downs AONB. This condition is applied in accordance with the National Planning Policy Framework, the North Wessex Downs AONB Management Plan 2019-24, and Policies CS17 and CS19 of the West Berkshire Core Strategy 2006-2026.

#### 10. Landscaping (approved plans)

All soft landscaping works shall be completed in accordance with the approved soft landscaping scheme (ARCMLI/B1/21/1 dated March 2021.) within the first planting season following completion of building operations / first use of the temporary laydown facility (whichever occurs first). Any trees, shrubs, plants or hedges planted in accordance with the approved scheme which are removed, die, or become diseased or become seriously damaged within five years of completion of this completion of the approved soft landscaping scheme shall be replaced within the next planting season by trees, shrubs or hedges of a similar size and species to that originally approved.

Reason: Landscaping is an integral element of achieving high quality design. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and the Quality Design SPD.

### 11. Drainage

The temporary laydown facility shall not be brought into first use until the drainage strategy has been implemented in accordance with the approved plans. Thereafter

the drainage measures shall be managed and maintained in accordance with the approved details.

Reason: To ensure the appropriate drainage of the site. This condition is applied in accordance with the National Planning Policy Framework, Policy CS16 of the West Berkshire Core Strategy, and the Council's adopted Sustainable Drainage SPD.

#### 12. Use restriction

The site shall be used solely as either:

- (a) a temporary laydown facility associated with the construction of the Slough MCHP Facility, which was granted planning permission by Slough Borough Council on 2nd June 2017 (ref: P/00987/024), and for no other purpose, including any other purpose in Classes B8 or E of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended) (or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification); or
- (b) For compositing activities permitted on the land under planning permission 10/00827/COMIND.

This restriction shall apply notwithstanding any provisions in the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or in any provision equivalent to that Class in any statutory instrument revoking and reenacting that Order with or without modification).

Reason: The development has been justified on these specific uses, and any other uses may not be acceptable on the site. This condition is applied in accordance with the National Planning Policy Framework, Policies ADPP1, ADPP5, CS5, CS13, CS14, CS16 and CS19 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).

### 13. Operating hours (machinery/processes)

During the operational phase of the temporary laydown facility, no machinery and/or industrial processes shall take place outside of the following hours, unless otherwise agreed in writing by the Local Planning Authority:

Mondays to Fridays: 07:30 to 18:30

Saturdays: 08:30 to 14:30

No industrial processes shall take place on Sundays and public holidays, unless otherwise agreed in writing by the Local Planning Authority

Reason: To safeguard the living conditions of surrounding occupiers. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Policy OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

#### 14. Music

No amplified or other music shall be played externally on the premises.

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

#### 15. **Delivery hours**

During the operational phase of the temporary laydown facility, no deliveries shall be taken at or despatched from the site outside the following hours, unless otherwise agreed in writing by the Local Planning Authority:

Mondays to Fridays: 07:30 to 18:30

Saturdays: 08:30 to 14:30

No deliveries shall take place on Sundays and public holidays, unless otherwise

agreed in writing by the Local Planning Authority.

Reason: To safeguard the living conditions of surrounding occupiers. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Policy OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

#### 16. Permitted development restriction (fences)

Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking, reenacting or modifying that Order), no gates, fences, walls or other means of enclosure (except those expressly authorised by this permission) that would otherwise be permitted by Schedule 2, Part 2, Class A of that Order shall be erected within the application site, without planning permission being granted by the Local Planning Authority on an application made for that purpose.

Reason: To prevent the inappropriate means of enclosure within the site in the interests of respecting the character and appearance of the surrounding area. This condition is imposed in accordance with the National Planning Policy Framework, and Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026).

## 17. Temporary permission (restoration)

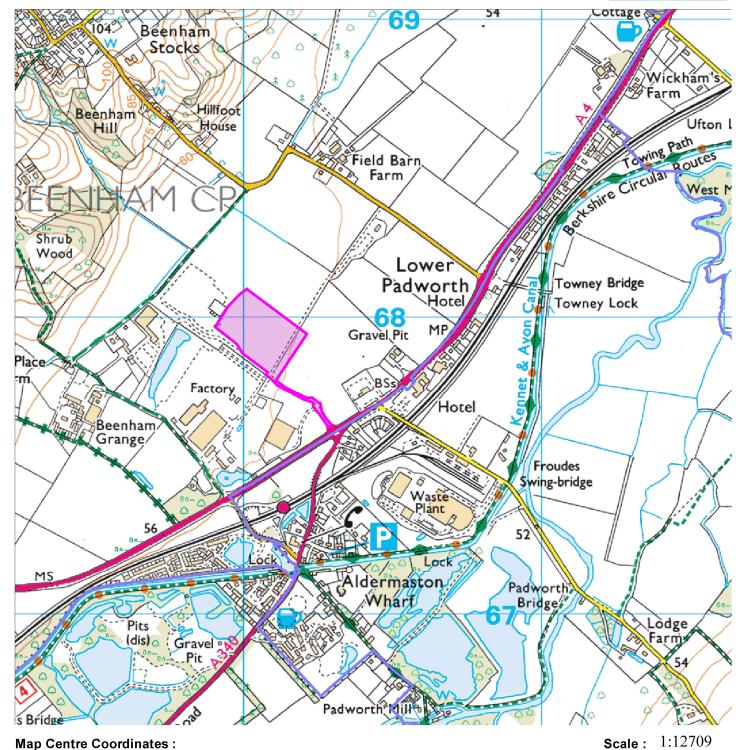
The temporary laydown facility use hereby permitted shall be for a limited time period ending on 31<sup>st</sup> May 2024. This temporary use shall be discontinued, and all paraphernalia and temporary operational development associated with this temporary use shall be removed from the site by this date. This requirement to remove temporary operational development does not apply to the permanent hardstanding and fencing hereby permitted, or any lighting permitted under the permanent lighting strategy pursuant to conditions.

Reason: The laydown facility is proposed for a temporary period. This condition is to ensure appropriate cessation and restoration of the land in accordance with the planning application proposals. This condition is applied in accordance with the National Planning Policy Framework, Policies ADPP1, ADPP5, CS5, CS9, CS10, CS13, CS14 and CS19 of the West Berkshire Core Strategy 2006-2026.

# 21/00885/COMIND

# Beenham Landfill Site, Grange Lane, Beenham





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Scale 1:12710					
m	160	320	480	640	

Organisation	West Berkshire Council
Department	
Comments	Not Set
Date	24 September 2021
SLA Number	0100024151

