<table>
<thead>
<tr>
<th>Item No</th>
<th>Application No. and Parish</th>
<th>Proposal, Location and Applicant</th>
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<tbody>
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<td>(3)</td>
<td>15/00968/OUTD Padworth Parish Council</td>
<td>Outline Application for a new four bedroom detached house in part of the garden at 'Quint'. Matters to be considered: Access, Layout and Scale Land At Quint, Rectory Road, Padworth Common Christina Jenkins</td>
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To view the plans and drawings relating to this application click the following link: [http://planning.westberks.gov.uk/rpp/index.asp?caseref=15/00968/OUTD](http://planning.westberks.gov.uk/rpp/index.asp?caseref=15/00968/OUTD)

**Recommendation Summary:** To DELEGATE to the Head of Planning and Countryside to REFUSE planning permission for the reasons set out in section 8.1.

**Ward Members:** Councillor Lock  
Councillor Bridgman

**Reason for Committee Determination:** Councillor request (Cllr. Bridgman). So that the views of Padworth Parish Council can be considered.

**Committee Site Visit:** 28th July 2015

**Contact Officer Details**  
**Name:** Samantha Kremzer  
**Job Title:** Planning Officer  
**Tel No:** (01635) 519111  
**E-mail Address:** skremzer@westberks.gov.uk
1 Relevant Site History

149594 **Approved, 06/01/1997:** Extend store to form shed.

2. Publicity of Application

Site Notice Expired: 17th June 2015
Neighbour Notification Expired: 8th June 2015

3. Consultations and Representations

3.1 Consultations

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<tr>
<th>Parish Council:</th>
<th>No objection.</th>
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<td>Padworth is not a typical village, being split into three areas, Padworth Common; Padworth; and Lower Padworth. Lower Padworth has had many new houses built over the recent years. Padworth and Padworth Common have had one, in Padworth Lane. In Padworth and Padworth Common we have lost our school, village shop/ post office, and our pub. The reasons given for their closure have been the same, lack of support due to too few locals. The church congregation is down to a weekly average of 10. The new residents of Lower Padworth all believe they live in Aldermaston. The station and wharf both called Aldermaston are in Padworth. The letters of objection are concerned with two main things. Setting a precedent and increase in traffic. There are 16 houses in Rectory Road, only one has enough room to build a new house (Quint). Silverdale was built in the garden of Quint and Laburnham was built in the garden of The Sycamores. The Council has initiated 4 traffic monitoring exercises in the last 6 months. These show that an average of 8/9000 vehicles per week use Rectory Road, 2 or 3 more will make no difference. Sustainability is very important to Rural life and therefore we ask that this application is given approval as a step to achieving this in Padworth.</td>
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**Highways:**

Additional information was submitted 24/7/15

Objection. The sight lines are insufficient for access onto a classified road, and considering the likely vehicle speeds. For instance for speeds of 37 mph visibility splays of 2.4 x 59 metres are required. This has clearly not been provided and wouldn’t seem possible owing to constraints from the extent of land within the site and due to the presence of trees.

The application is recommend refusal as the visibility at the proposed access would be sub-standard and this would be a hazard to road users.

**Environmental Health:**

No objection. Due to the location of the nearby Padworth Oil Storage Facility it is recommend an unforeseen contaminated land condition to deal with any contamination that may be found during construction of the development is attached.

An hours of work condition is also required in order to control potential disturbance to nearby neighbours during construction of the development.

**Ecology:**

No objection.

**Trees:**

No objection. The trees at the site have not been fully considered as part of the application. There are a number of trees at the site, and whilst they might be of low amenity value, their loss would have an impact on the local area.

Whilst the trees on and adjacent to the site could be mostly retained, details of tree protection and a suitable method statement to reduce or remove any harm to the trees should be provided, along with a new scheme to reduce the impact and provide additional screening along the road. These matters can be dealt with by condition.

**Emergency Planning:**

No objection. AWE Off-site & PSD Off-Site planning groups have considered the impact of the application on the AWE & Aldermaston PSD Off-Site Plan.

However, in order to ensure the safety of the occupants from the potential risk from the Aldermaston PSD site and potential issues in relation to the safety and security of the Aldermaston PSD site it is recommended that both the HSE and CLH-PS are formally consulted.

**HSE:**

Consulted (1/7/15) no response to date (24/7/15)

**CLH-PS: (Response sent by Fisher German)**

CLH Pipeline System Ltd, does not have apparatus situated within the vicinity of the proposed works, and as such does not have any further comments to make.
Archeology:
The development site is adjacent to the line of Grim’s Bank—a linear earthenwork of Saxon or possibly earlier date, parts of which are nationally designated as a Scheduled Ancient Monument. Although none of the Scheduled areas are within the development site boundary, the line of the ditch does pass along the southern end of the site, and the applicant has stated in the Design & Access Statement that the bank does indeed survive along the southern boundary.

Although the development will not impact on the bank itself, there is reasonably high potential for archaeological features or deposits within the vicinity of the earthwork. The function of Grim’s Bank is unknown, and the possible prehistoric date of the monument suggests that activity may have taken place adjacent to it. Linear earthenworks are often created as boundaries, whether symbolic or territorial and are sometimes associated with earlier field systems or other monuments. In addition, they are also sometimes the focus for later activities—Saxon burials are sometimes aligned with earlier prehistoric monuments, and there is some suggestion that Grim’s Bank may have been re-used during the Iron Age or Roman period to control access across the landscape surrounding Silchester.

A programme of archaeological supervision (watching brief) during the excavation of the foundations and any related groundworks for the new house is recommended.

Thames Water:
No objection.

Waste:
No objection.

3.2 Representations

Total: 3  Object: 3  Support: 0

- Would not object to a 1-for-1 replacement of Quint,
- Would set a precedent for other new houses in gardens,
- The area suffers from poor services, any increase in properties would put further pressure on water / sewage / internet band width etc,
- Impact upon highways,

4 Planning Policy

4.1 The statutory development plan comprises the West Berkshire Core Strategy 2006-2026 and those saved policies within the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007) (WBDLP).

4.2 Other material considerations include government guidance, in particular:

- The National Planning Policy Framework (March 2012) (NPPF)
4.3 The policies within the West Berkshire Core Strategy (2006-2016) attract full weight. The following policies are relevant to this application:

- Area Delivery Plan Policy 1: Spatial Strategy
- Area Delivery Plan Policy 6: The East Kennet Valley
- CS 1: Delivering New Homes and Retaining the Housing Stock
- CS 4: Housing Type and Mix
- CS 8: Nuclear Installations - AWE Aldermaston and Burghfield
- CS 13: Transport
- CS 14: Design Principles
- CS 17: Biodiversity and Geodiversity
- CS 19: Historic Environment and Landscape Character

4.4 Paragraph 215 of the NPPF advises that due weight should be given to relevant policies in existing plans according to their degree of consistency with the framework. The following saved policies from the Local Plan are relevant to this application:

- HSG 1: The Identification of Settlements for Planning Purposes
- TRANS 1: Meeting the needs of New Development

4.5 In addition, the following locally adopted West Berkshire Council policy documents are relevant to this application:

- SPG: Quality Design (SPDQD)
- Community Infrastructure Levy (CIL) Charging Schedule

5. Description of Development

5.1 This application seeks outline permission for a new detached two story dwelling in the side garden of Quint. Matters to be considered are access, layout and scale:

   **Access:** The site will share access from the existing private drive used by Quint.
   **Layout:** The building footprint will be approximately 300sqm (compared to Quints footprint inc. garages etc 115sqm)
   **Scale:** The eaves height of the building will match that of the existing house (Quint) as will the roof pitch, resulting in a similar ridge height to Quint.

5.2 Floor plans and elevations have also been included, however as an outline application these are indicative only. Design, appearance and landscaping are all to be considered at the reserved matters stage.

6. Consideration of the Proposal

The main issues raised by the proposal are:
6.1 Principle of development

6.1.1 The site is located outside of any settlement boundary, as defined within policy HSG1 of the West Berkshire District Local Plan. Policy ADPP1 seeks to focus development within or adjacent to the settlements included in the settlement hierarchy. Policy CS1 also requires new housing development to be located in accordance with the settlement hierarchy. The closes settlement boundary to the application site is Aldermaston Wharf (2.1km) which is not within the settlement hierarchy. Within the open countryside only appropriate limited development will be allowed, focussing on addressing identified needs and maintaining a strong rural economy.

6.1.2 The National Planning Policy Framework (NPPF) at paragraph 55 sets out that Local Planning Authorities should avoid new isolated homes in unsustainable location in the countryside unless there are special circumstances, such as the essential need for a rural worker to live permanently at or near their place of work. No evidence has been provided with this application to demonstrate any special circumstances for a new dwelling.

6.1.3 To conclude, the principle of a new dwelling within the site is contrary to the strategic planning policies set out above.

6.2 The impact on the character and appearance of the area

6.2.1 Policy CS14 says that development must demonstrate high quality and sustainable design that respects and enhances the character and appearance of the area. West Berkshire Council’s Quality Design SPD supports these policies, requiring that developments are well designed to reflect and add to the appearance of the surrounding area.

6.2.2 This part of Rectory Road has a rural character, with dwellings on the east side in a liner pattern and is enhanced by the trees and hedgerows. Development comprises of detached residential properties, the style and design of these properties is highly varied. Quint is one of 5 dwellings within a strong building line to the southern end of Rectory Road. The site for which this application relates is currently the side garden to the south of Quint.
6.2.3 While design, appearance and landscaping are to be considered at the reserved matters stage, the layout (footprint) and scale (height) of the dwelling can be considered now.

6.2.4 The proposed dwelling, like the 5 dwellings to the north of the site, will follow the building line which reflects the curve of the road, and it is noted that the proposed height will be similar to that of the donor property (Quint) and as such this aspect is considered to be acceptable.

6.2.5 When looking at the footprint, the proposed dwelling will be approximately twice the width and 2 to 3 times the area of the surrounding residential properties. While there is concern that the size of the footprint of the proposal will jar against those smaller properties, given the variety of style and design in the area, it is not considered to be so significant as to warrant a refusal for the impact upon the character of the area.

6.3 The impact on highway safety and parking

6.3.1 Highways were consulted with regard to the access details and have raised objections.

6.3.2 The sight lines are insufficient for access onto what is the classified Rectory Road and considering the likely vehicle speeds. The required visibility splays wouldn't seem possible owing to constraints from the extent of land within the site and probably due to the presence of trees (For examples speeds of 37 mph require visibility splays of 2.4 x 59 metres).

6.3.3 The application is recommend for refusal as the visibility at the proposed access would be sub-standard and this would be a hazard to road users.

6.4 The impact on neighbouring properties

6.4.1 Securing a good standard of amenity for all existing and future occupants of land and buildings is one of the core planning principles of the Framework. Core Strategy Policy CS14 states that new development must make a positive contribution to the quality of life in West Berkshire.

6.4.2 The proposed dwelling is situated at it's closest point 8.7 metres from the donor property (Quint). The indicative plans show that only bathroom windows are proposed in the north (side) elevation, as such it is considered that the impact on the living conditions of neighbouring properties would be acceptable. The detailed design will be considered further at the reserved matters stage.

6.5 Amenity of future occupiers

6.5.1 Part 2 of the Council's adopted Supplementary Planning Document “Quality Design” provides guideline minimum sizes for gardens in new development in order to ensure houses are provided with sufficient private outdoor amenity space. For houses with 3 or more bedrooms a minimum of 100 square metres should be provided, this is the standard for both existing and new dwellings. However, due to the rural character of the site, a higher area of amenity space is expected and is achievable.
6.6 The potential for contaminated land

6.6.1 The site lies directly opposite the Padworth Fuel Storage Site which is identified as being contaminated land. The Environmental Health Service has been consulted and have stated that there is the possibility of the discovery of unforeseen contaminants on site during the construction phase. As such a condition is recommended.

6.7 Impact upon trees

6.7.1 While landscaping is to be considered at the reserved matters stage the site contains a number of mixed tree species mostly along the boundary with the adjacent field and at the front and right of the entrance. The garden area itself contains a small number of trees and ornamental shrubs. Overall the trees are a material constraint to the location of the dwelling. While the design and access statement does make reference to trees, saying that none will be removed or affected by the foundations, the plans provided fail to show a number of trees.

6.7.2 Although the proposed new house may have a direct impact on some trees the majority of the trees are Sycamore or fruit so are of very little value. With the new house being located 6m from the adjacent field boundary it is likely to be outside of the root protection areas and it would be possible to provide suitable mitigation controlled by condition.

6.8 Impact upon archaeology

6.8.1 The development site is adjacent to the line of Grim's Bank, a linear earthwork of Saxon or possibly earlier date, parts of which are nationally designated as a Scheduled Ancient Monument. Although none of the Scheduled areas are within the development site boundary, the line of the ditch does pass along the southern end of the site. Development will not impact on the bank itself, however there is reasonably high potential for archaeological features or deposits within the vicinity of the earthwork. No objections are raised subject to a condition.

6.9 The proximity to Aldermaston Atomic Weapons Establishment (AWE)

6.9.1 The site lies within 3km of the licensed nuclear installations at Aldermaston Atomic Weapons Establishment Aldermaston and within the Detailed Emergency Planning Zone (DPAZ). Policy CS8 of the Core Strategy identifies the site as lying within the inner zone of Aldermaston AWE. The AWE Off-site & PSD Off-Site planning groups were consulted and have not raised any objection to the proposed house.

6.10 Other Matters

6.10.1 The site falls within a Biodiversity Opportunity Area (BOA). The Council’s Ecologist was consulted and has not raised any objections.

6.10.2 The application is outline only and any requirement for Community Infrastructure Levy would be considered at reserved matters stage.

6.11 Presumption in favour of sustainable development
6.11.1 The NPPF places a strong emphasis on sustainable development. All planning applications must result in sustainable development with consideration being given to economic, social and environmental sustainability aspects of the proposal.

6.11.2 Providing new housing has a clear social benefit which supports strong, vibrant and healthy communities. The NPPF clearly seeks to significantly boost the supply of housing, however the application site is not considered to be a suitable location for small scale windfall housing development.

6.11.3 In terms of the economic role of planning, the development would have short term economic benefits during the construction phase and it is considered that the proposal would have a small economic benefit which weighs in favour of granting planning permission.

6.11.4 Contributing to protecting and enhancing our natural built environment is fundamental to fulfilling the environmental role of planning. The impact on the character and appearance of the surrounding area and the neighbours amenity has been assessed and found on balance to be acceptable.

6.11.5 For the above reasons, the proposal fails to meet with the social strand and therefore does not constitute sustainable development.

7. Conclusion

7.1 Having taken account of all the relevant policy considerations and the other material considerations referred to above, and having regard to the clear reasons to object to the proposal, it is considered that the development is unacceptable and is recommended for refusal for the following reasons:

7.2 The proposed development is considered to increase development in an unsustainable location outside of any defined settlement boundary. The proposed works are therefore contrary to the aims of sustainable development as defined in the NPPF, and are contrary to Policies ADPP1, CS1 and CS13 of the Core Strategy and Policy HSG1 and TRANS1 of the Local Plan Saved Policies. In addition, the visibility at the proposed accessed would be sub-standard and this would be a hazard to road users.

8. Recommendation

To DELEGATE to the Head of Planning & Countryside to REFUSE planning permission for the following reasons:-

8.1 Reasons for refusal

1. Principle
The site is located outside of any defined settlement boundary as identified by the West Berkshire District Local Plan 1991-2006 Saved Policies 2007 and is therefore within the open countryside. The explanatory text to Policy HSG1 of the West Berkshire District Local Plan 1991-2006, Saved Policies 2007 states that outside
settlement boundaries development will only be acceptable in exceptional circumstances.

The West Berkshire Core Strategy 2006-2026 seeks to direct new development in accordance with the settlement pattern with most development taking place within settlements defined within the hierarchy as directed by Policy ADPP1. Policy CS1 of the Core Strategy states that new homes will be primarily developed on: suitable previously developed land within boundaries, other suitable land within settlements, strategic sites and broad locations identified on the Core Strategy Key Diagram and land allocated through the Site Allocations DPD. The proposal fails to accord with the strategic policies within the Core Strategy with respect to the location of new housing development and therefore presents an unsustainable form of development.

2. **Inadequate visibility**
Visibility at the proposed access would be sub-standard and this would be a hazard to road users. The applicant has therefore failed to satisfy the Local Planning Authority that appropriate access arrangements can be provided and the proposal is therefore contrary to the National Planning Policy Framework, Policies CS13 and CS14 of the West Berkshire Core Strategy 2006 to 2026 and Policy TRANS1 of the West Berkshire Local Plan 1991-2006 Saved Policies 2007.

**Informative:**

1. In attempting to determine the application in a way that can foster the delivery of sustainable development, the local planning authority has approached this decision in a positive way having regard to Development Plan policies and available guidance to try to secure high quality appropriate development. In this application whilst there has been a need to balance conflicting considerations, the local planning authority has also been unable to find an acceptable solution to the problems with the development so that the development can be said to improve the economic, social and environmental conditions of the area.