

Item No.	Application No. and Parish	13 Week Date	Proposal, Location, Applicant
(1)	17/01540/RESMAJ Pangbourne	13 th September 2017 ¹	Approval of reserved matters following Outline planning permission 15/03320/OUTMAJ. Matters seeking consent: Access, Appearance, Landscaping, Layout, Scale Land north of Pangbourne Hill, Pangbourne, Reading, Berkshire Millgate Developments Ltd

¹ Extension of time agreed with applicant until 15th November 2017

This reserved matters application can be viewed on the Council's website here:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=17/01540/RESMAJ>

The approved outline permission can be viewed on the Council's website here:
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=15/03320/OUTMAJ>

Recommendation Summary: To **DELEGATE** to the Head of Planning and Countryside to **APPROVE THE RESERVED MATTERS APPLICATION** subject to conditions

Ward Member: Councillor Pamela Bale

Reason for Committee Determination: Referred by Development Control Manager.

Committee Site Visit: 1st November 2017

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1. INTRODUCTION

- 1.1 This application seeks approval of all the reserved matters (access, appearance, landscaping, layout and scale) pursuant to Outline Planning Permission 15/03320/OUTMAJ. The application site comprises land to the north of Pangbourne Hill, Pangbourne.
- 1.2 Application 15/03320/OUTMAJ was a hybrid planning application (part outline/part full) comprising: (1) outline application for 35 dwellings and combined public amenity space / play area with all matters reserved; and (2) full application for the principal means of pedestrian and vehicular access off Pangbourne Hill, a new footway, engineering and landscaping works along the Pangbourne Hill frontage, and car park to serve Pangbourne Cemetery.
- 1.3 These reserved matters relate solely to the areas of residential development and open space (as defined by the approved Parameters Plan, 30284/321/B). The works to the Pangbourne Hill frontage, including site accesses, as well as the cemetery car park and structural landscaping to the north have full planning permission and therefore fall outside the scope of this reserved matters application.
- 1.4 The application has been referred to the Eastern Area Planning Committee by the Development Control Manager. This is because, during its consideration of the outline application, members of the committee requested that the reserved matters application also be referred to them.
- 1.5 The appraisal of this report is structured: first, matters of principle and policy; second, an assessment of each of the five reserved matters; and third, an assessment of relevant planning considerations that are affected by the reserved matters details.

2. PLANNING HISTORY

Reference	Details	Decision/Outcome
14/00080/PREAPP	Pre-application advice for proposed development.	Stage 1 written response 09/06/2014, Stage 2 meeting 18/07/2014, Stage 2 highways meeting 12/08/2014.
14/02238/SCREEN	EIA screening opinion for proposed development.	EIA not required 29/09/2014.
14/03135/OUTMAJ	Hybrid planning application (part outline/part full) comprising: (1) outline application for 35 dwellings and combined public amenity space / play area with all matters reserved; and (2) full application for the principal means of pedestrian and vehicular access off Pangbourne Hill, a new footway, engineering and landscaping works along the Pangbourne Hill frontage, and car park to serve Pangbourne Cemetery.	Refused 29/04/2015. Appeal lodged 22/07/2015. Appeal withdrawn 14/04/2016 (following approval of 15/03320/OUTMAJ)
15/03320/OUTMAJ	Hybrid planning application (part outline/part full) comprising: (1) outline application for 35 dwellings and combined public amenity space / play area with all matters reserved; and (2) full application for the principal means of pedestrian and vehicular access off Pangbourne Hill, a	Approved 22/02/2016.

	new footway, engineering and landscaping works along the Pangbourne Hill frontage, and car park to serve Pangbourne Cemetery.	
16/01278/COND1	Application for approval of details reserved by Condition 11 - (archaeological work) of Planning Permission 15/03320/OUTMAJ.	Approved 07/07/2016.
17/02060/COND2	Approval of details reserved by condition 10: Construction method statement, 12: Tree protection, 14: Arboricultural Method Statement, 15: Arboricultural supervision, 16: Badger survey, 18: External lighting, 20: Reptile mitigation, 24: Bat boxes, 30: Construction holes, of planning permission 15/03320/OUTMAJ.	Approved 16/10/2017.
17/02142/COND3	Approval of details reserved by conditions: 27 access, 36 nest boxes, 39 external lighting, 40 carbon reduction and 41 travel plan of approved application 15/03320/OUTMAJ.	Approved 27/10/2017.
17/02254/COND4	Approval of details reserved by conditions: 13: Tree protection, 21: Drainage, 22: Sustainable drainage, of approved application 15/03320/OUTMAJ.	Pending consideration. Decision expected no later than 22/12/2017.
17/02663/COND5	Approval of details reserved by conditions: 19 - Dormice Rope Walkways, 28 - Surfacing of cemetery car park and 33 - Natural England Licences, of approved application 15/03320/OUTMAJ.	Pending consideration. Decision expected no later than 18/12/2017.
17/02879/COND6	Application for approval of details reserved by conditions (23) retaining wall materials, (25) contamination 1, (26) contamination 2, (34) contamination 3, (42) contamination 5 and (29) highways works of approved application 15/03320/OUTMAJ.	Pending consideration. Decision expected no later than 16/01/2018.

3. PROCEDURAL MATTERS

- 3.1 The application is accompanied by a suite of plans and supporting documentation. These are summarised in the covering letter dated 25th May 2017 from Millgate Homes. These include various site plans, and detailed plans and elevations for individual plots. The detailed plans for the element of the scheme which has full planning permission are also included within the application submission for clarity; although these have been previously approved and do not require further consideration.
- 3.2 The majority of the supporting documents are re-submissions of those included within the outline application. However, new supporting documents include a Planning Statement, Statement of Community Involvement, Design and Access Statement, Transport Statement, Badger Survey, Reptile Mitigation Strategy, Flood Risk Assessment (including drainage strategy), Details of Noise Mitigation (relating to enclosure of the substation). Some of these relate to conditions on the outline permission and are not relevant to the consideration of the reserved matters application.
- 3.3 Publicity has been undertaken in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015 (DMPO), and the Council's

Statement of Community Involvement. This has included notification letters to neighbouring properties, site notices, and a public notice in the Reading Chronicle.

- 3.4 The Council issued a screening opinion for the development on 29th September 2014 (reference 14/02238/SCREEN), which concluded that the proposal is not EIA development, and therefore EIA was not required. Since the approval of the outline permission, the 2017 EIA Regulations have come into force. According to the Planning Practice Guidance, subsequent applications made after 6 April 2015 in respect of development which has never been determined to be EIA development should be treated in line with the revised thresholds. As such, a new screening opinion has been issued confirming that the proposal continues to not be EIA development.
- 3.5 On 26th June 2017, the applicant submitted a Travel Plan, Arboricultural Method Statement, Tree Protection Plan, and CIL Assumption of Liability Form. The Travel Plan, Arboricultural Method Statement, and Tree Protection Plan relate to conditions on the outline permission and therefore are not relevant to these reserved matters. The CIL Assumption of Liability Form has been passed to the Council's CIL Team as the Charging Authority. In addition, the applicant realised that a number of the plots had been drawn incorrectly, and thus submitted amended drawings to substitute the previously submitted drawings. These amended plans cover plots 8 – 12, and 19 & 21. On 24th July 2017, detailed landscaping proposals were received. These relate to the site, residential area, open space, and Local Equipped Area for Play (LEAP). On 7th August 2017, relevant consultees and neighbours were notified of the two above submissions and comments invited within 14 days.
- 3.6 On 3rd and 4th October 2017, a comprehensive package of amendments and additional was received in response to planning officer and consultee feedback on the merits of the application. This submission amended the layout and some elements of the detailed design of the scheme. On 7th October 2017, all consultees and neighbours were notified of the submission and comments invited within 14 days. The recommendation of this report is made on the basis of the amended scheme.
- 3.7 A small number of additional plans were received after the above re-consultation. In all cases, the information portrayed in the plans relates to minor technical points, and is detail that could be reserved for later consideration by condition. As such, it is considered that this additional information can be taken into account without causing any prejudice. This additional information includes:
- (a) A Proposed Levels Plan (drawing number SL-02), in which the proposed levels are comparable to the existing site levels (subsequently superseded by revision B below);
 - (b) Three drawings of visibility splays at internal road junctions (drawing numbers 5023-004/A, 5023-005/A and 5023-006, received 26/10/2017);
 - (c) A Room in Roof Section (received 26/10/2017), which details how the proposed ridge tiles would be installed.
 - (d) Amended Site Layout (SL-01/B) and Site Levels (SL-02/B) plans were received on 30/10/2017 to provide two new parking spaces for Plots 32 to 35.
- 3.8 As residential development, the proposal is CIL liable. Based on the applicant's completed CIL forms the liability of the development is £827,578.50. However, the precise amount will be independently verified prior to issuing a CIL Liability Notice.

4. CONSULTATION

4.1 Statutory and Non-Statutory Consultations

4.1.1 The following is a summary of the consultation responses received to both the original and amended submission. The full consultation responses are available on the Council's website.

Consultee	Original submission	Amended submission
Pangbourne Parish Council:	Detailed comments on the Transport Statement, Management Plan. No comments on layout or appearance, except to point out flat roof dormers.	No response at time of writing
Basildon Parish Council (adjacent):	No response	No response
Tidmarsh and Sulham Parish Council (adjacent):	No objections	No response
South Oxfordshire District Council (adjacent):	No response	No response
Environment Agency:	Unable to provide comments, not a statutory consultee.	No response
Historic England:	No comments	No comments
Natural England:	No comments	No comments
Highways Authority:	Request amendments and additional information	Conditional permission
Lead Local Flood Authority:	No response	No objections
Environmental Health:	No comments relevant to reserved matters (relevant to conditions)	No comments
WBC Ecology:	No response	No response
WBC Planning Policy Officer:	No response	No response
WBC Transport Policy Officer:	No response	Conditional permission
WBC Countryside Officer:	Request amendments	No objections
WBC Housing Officer:	Object – lack of integration of affordable housing	No response
WBC Tree Officer:	Conditional permission	Conditional permission
WBC Waste Management:	Request additional information	Conditional permission

WBC Archaeological Officer:	No objections	No objections
WBC Minerals and Waste Officer:	No response	No response
WBC Emergency Planning Officer:	No objections	No objections
WBC Rights of Way Officer:	No response	No response
WBC Conservation Officer:	No objections	No objections
Thames Water:	No response	No comments
Thames Valley Police:	No response	No response
Royal Berkshire Fire and Rescue Service:	Conditional permission	No response
North Wessex Downs AONB:	No response	No response
Berks, Bucks and Oxon Wildlife Trust:	No response	No response
Ramblers Association:	No response	No response
West Berkshire Spokes:	No response	No response
Woodland Trust:	No response	No response
Berkshire Gardens Trust:	No response	No response

4.2 Public representations

4.2.1 Representations have been received from seven individual contributors, some of which have made more than one submission. All contributors object to the application. The comments made can be summarised as follows:

- Inadequate sewerage infrastructure
- Inaccurate reports by Thames Water regarding sewerage infrastructure
- Local area has experienced further sewerage issues recently
- Vehicular and pedestrian safety along Pangbourne Hill
- Excessive traffic speeds
- Accident history on public highway
- Harm to tree lined bank to provide pedestrian access
- Harm to tree lined entrance to the village along Pangbourne Hill
- Conflict with landscape assessments
- Pedestrians will be required to cross Pangbourne Hill in order to walk into the village centre
- Inadequate capacity at road junction at bottom of Pangbourne Hill
- Loss of good agricultural land
- Location within the AONB
- Located outside the settlement boundary
- Reiterate all objections made to outline application

- The developer has yet to comply with planning conditions on the outline permission, including the submission of an integrated water supply and drainage strategy
- Trees and vegetation being destroyed to facilitate development
- There are a number of brownfield sites in West Berkshire where development should be focused

5. PLANNING POLICY

5.1 West Berkshire Core Strategy 2006-2026 (WBCS):

Policies: NPPF, ADPP1, ADPP5, CS1, CS4, CS5, CS6, CS8, CS13, CS14, CS15, CS16, CS17, CS18, CS19

5.2 Housing Site Allocations Development Plan Document (HSA DPD):

Policies: GS1, HSA21, C1, P1

5.3 West Berkshire District Local Plan 1991-2006 Saved Policies 2007 (WBDLP):

Policies: OVS.5, OVS.6, TRANS.1, RL.1, RL.2, RL.3

5.4 Replacement Minerals Local Plan for Berkshire 2001 (RMLP):

Policies: 1 and 2

5.5 Material considerations:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- North Wessex Downs AONB Management Plan 2014-2019
- North Wessex Downs AONB Position Statement on Housing
- Planning for Growth Written Ministerial Statement (23/03/2011)
- Quality Design Supplementary Planning Document (SPD)
- Quality Design Supplementary Planning Document (SPD)
- Village Design Statement November 2005: Pangbourne Village Plan (VDS)
- WBC Cycle and Motorcycle Advice and Standards for New Development
- CIL Charging Schedule (March 2014) and Regulation 123 List

6. APPRAISAL

6.1 Principle of development

6.1.1 The principle of development has been accepted through the granting of outline planning permission, and does not fall to be re-considered under this reserved matters application. The development complies with Policies ADPP1, ADPP5, CS1, and HSA21 in terms of its location. Following the adoption of the HSA DPD, the application site is now located within the settlement boundary for Pangbourne. Compliance with more detailed policy requirements (e.g. detailed criteria of Policy HSA21) are addressed throughout this report.

6.2 Compliance with policy allocation

6.2.1 All site allocations are subject to the General Site Policy, GS1 of the HSA DPD. Consistent with the requirements of this policy, a single planning application (hybrid outline/full, plus reserved matters) has been submitted for the site. All issues have therefore been comprehensively addressed and master-planned. Many of the detailed requirements of this policy have been substantively addressed during the outline application, or are dealt with by planning conditions on the outline permission.

- 6.2.2 Relevant to the reserved matters application is the requirement for development to respond positively to the local context, ensuring a high quality of design that responds effectively to the character of the surrounding area. This is addressed in this report through the assessment of the reserved matters of the residential area and open space. In light of this assessment below, it is concluded that the proposal complies with Policy GS1.
- 6.2.3 The site is the subject to a housing site allocation, to which Policy HSA21 applies. Consistent with this policy, 35 dwellings are proposed within the limits of the developable area designated by the policy. Matters of access and technical considerations such as ecology, archaeology, flood risk and drainage have been assessed as part of the outline application, or are dealt with by planning conditions on the outline permission; so too are compliance with the broad parameters arising from the Landscape Sensitivity Assessment that informed the allocation.
- 6.2.4 Relevant to the reserved matters application are the requirements for a mass and scale of development that is not visually intrusive and does not detract from views of the Thames Valley and the Chilterns; that the development should be in keeping with the mass, scale and density of the western part of Pangbourne and include a high level of landscape infrastructure as found in the adjacent Breedon Estate. This is addressed in this report through the assessment of the reserved matters of the residential area and open space. In light of this assessment below, it is concluded that the proposal complies with Policy HSA21.

6.3 Access reserved matter (and other highway issues)

- 6.3.1 “Access”, in relation to reserved matters, means the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network; where “site” means the site or part of the site in respect of which outline planning permission is granted or, as the case may be, in respect of which an application for such a permission has been made. In this instance, the principal means of pedestrian and vehicular access off Pangbourne Hill already have full planning permission and therefore do not fall for consideration as part of this reserved matters application. However, matters of “access” within the residential area are for consideration in detail as part of this application.
- 6.3.2 The Council’s Highways Adoption Team is satisfied with the road layout, in terms of sections proposed to be constructed to an adoptable standard. Swept path analysis drawings have been provided to demonstrate that refuse vehicles can safely navigate the internal roads.
- 6.3.3 Drawings of the visibility splays have been provided for all internal junctions, including the cemetery car park, and forward visibility on the first bend north of the cemetery car park. A condition is recommended to ensure that the visibility splays are provided before the occupation of affected dwellings/areas. It has been confirmed to the satisfaction of the Highways Authority that the main access road leading from Pangbourne Hill into the site does not exceed a 1:20 gradient and no part of the internal site roads exceed a 1:12 gradient.
- 6.3.4 The site lies in Zone 2 of the current parking standards set out in Policy P1 of the HSA DPD (shown below). Following an amended layout, the Highways Authority is satisfied that the proposed provision complies with Policy P1. Visitor parking spaces are also provided for the apartments.

Bedrooms	Flats (+1 additional space per 5 flats for visitors)			Houses			
	1	2	3	1	2	3	4
Zone 1	0.75	1	2	1	1	2	2
Zone 2	1.25	1.5	2	1.25	2	2.5	2.5
Zone 3	1.5	1.75	2	1.5	2	2.5	3
EUA Zone	1.5		2	1	2	2	3

Parking standards, Policy P1 of the HSA DPD

- 6.3.5 Storage of waste/recycling receptacles, and cycle storage, can be provided for all houses within garages or sheds. Standalone bin and cycle stores are proposed for the apartment building, for which detailed specification and their provision can be secured by condition.
- 6.3.6 Concerns have been raised by the Parish Council and local residents regarding various highway matters, including accessibility, vehicle speeds, traffic levels, and purported inaccuracies in the Transport Statement. Such matters were assessed as part of the outline planning application, and are not a relevant consideration for this reserved matters application. Nonetheless, the Highways Authority has reviewed these representations and confirmed that no concerns arise from the points made.
- 6.3.7 For the above reasons, it is concluded that the proposed access arrangements and associated highway matters are satisfactory. The proposal complies with Core Strategy Policies CS13 and CS14, and Policy P1 of the HSA DPD in this respect.

6.4 Scale reserved matter

- 6.4.1 “Scale”, in relation to reserved matters, means the height, width and length of each building proposed within the development in relation to its surroundings.
- 6.4.2 Condition 7 of the outline permission stipulates that the maximum building height of any dwelling shall be 9 metres above proposed ground floor level. Height is to ridge level but excludes any point features. Proposed ground floor levels shall be within a limit of deviation of 1 metre below to 1 metre above existing ground level. Whilst Condition 7 stipulates a maximum building height, this full height may not be acceptable in all parts of the site, and Condition 7 does not prejudice the refusal of this reserved matters application if there is a specific concern with building heights.
- 6.4.3 The surrounding area of Pangbourne is characterised by large properties, mostly in generous-sized plots. There are substantial two and three storey buildings in close proximity to the application site. The proposed buildings are a mix of two and three storey in scale, predominantly family houses with a few smaller dwellings and one apartment block. The proposed scale of development is generally in keeping with the existing scale of development in the surrounding area.
- 6.4.4 Plots 1 to 7 are located along the northern end of the site and therefore most likely to have an impact of long distance views from the north. There is a limited degree of spacing between each dwelling along this boundary. However, the limited extent of the developable area in relation to ground contours, and the new woodland planting to the north, will largely restrict views of the houses from the north. In their context, the height and width of these dwellings is considered appropriate. Plots 2 to 7 are deep dwellings with long side walls. However, given the side-to-side relationship with each other, this depth would not be readily visible and is not considered harmful to the character and appearance of the area.

- 6.4.5 Plots 8 to 11 are located along the eastern boundary of the site. There is a large separation distance to neighbouring dwellings on Riverview Road due to the long gardens of the neighbouring properties, and there is also a good level of boundary vegetation to be retained which would limit inter-visibility. The scale of plots 8 and 9 is appropriate.
- 6.4.6 The south-eastern corner of the application site is affected by the most dramatic change in ground levels off-site. The ground levels in this corner are only approximately 1m less than the ridge height of the adjacent building at Formosa Place, which is itself a sizeable development from the road level of Pangbourne Hill. The construction of the pedestrian access ramp in this location would also open up the frontage of the site in this location. The scale of buildings on Plots 10-12 therefore requires particularly careful consideration, particularly in terms of public views from Pangbourne Hill.
- 6.4.7 Accordingly, additional supporting information was requested. A Street Scene drawing of Pangbourne Hill (drawing number SS-02) and a Site Section drawing (number SS-03) have been received.
- 6.4.8 The Street Scene drawing illustrates the significant variance in height. However, the Site Section shows that, from ground level off-site, the proposed houses would be outside the line of sight due to the rise in ground levels and the set back of the houses from the bank. There is also existing screening atop the bank along this boundary that would be enhanced as part of the soft and hard landscaping schemes.
- 6.4.9 The Street Scene drawing of Pangbourne Hill includes some indicative screening. For much of the length of the site, the existing trees and vegetation provide a very good level of screening that would mitigate the visual impact of the development on public views along Pangbourne Hill. The trees and vegetation would be opened up to the south of Plots 11 and 12 to facilitate the construction of the access ramp. This relationship is illustrated in Section B-B. Owing to the change in ground levels and set back of these plots, it is considered that the buildings would not be visually prominent, particularly with some new tree planting along the rear boundaries.
- 6.4.10 Having regard to the additional information, it is concluded that despite their elevated position and height, Plots 11 and 12 would not be highly prominent additions within the street scene of Pangbourne Hill. From views within the site the scale of these houses would be in keeping with the scale of other houses in the development.
- 6.4.11 Plots 13 to 16 are a row of semi-detached houses that are laid out at a tangent to Pangbourne Hill, with the narrow side elevation of Plot 13 facing out of the site. Given its height (8.6m) and the level of screening, these dwellings would have an acceptable visual impact on Pangbourne Hill.
- 6.4.12 Plots 17 to 22 have a maximum ridge height of 9.1m. These plots have been reduced in height by 0.5m in the amended drawings (Plots 13 to 18 on original layout). Whilst this is not a significant reduction, given the good level of screening along the southern boundary, it is considered on balance that these dwellings would have an acceptable visual impact on Pangbourne Hill. The apartment building (Units 26-31) also measures a maximum ridge height of 9.1m, which in context with a good level of screening along the southern boundary is considered acceptable.
- 6.4.13 Plots 23-25 and 32-35 are located centrally within the site, away from the boundaries of the development. Their scale is in keeping with the development as a whole.
- 6.4.14 The Proposed Levels drawing (SL-02/B) shows proposed levels that are broadly consistent with the existing site levels. As such, no issues have been identified as a result of any change of levels.

6.4.15 For the reasons detailed above, it is concluded that the scale of the development is appropriate in its context and respects the character and appearance of the area. The proposal therefore complies with Core Strategy Policies CS14 and CS19 in this respect.

6.5 Layout reserved matter

6.5.1 “Layout”, in relation to reserved matters, means the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development.

Character

6.5.2 According to the Quality Design SPD, new development should begin with an understanding of the area’s existing character and context and its design should evolve from West Berkshire’s rich landscape and built heritage. Development should seek to complement and enhance existing areas, using architectural distinctiveness and high quality urban design, to reinforce local identity and to create a sense of place; one that is successful and enjoyed.

6.5.3 The surrounding area of Pangbourne is predominantly semi-rural in character. The west of the village has an organic road layout, likely due in part to the way it has historically developed over the rising topography. Most residential development in the area comprises large detached dwellings in generous plots, although there are some attached properties within the area. The area is particularly verdant due to the prevalence of large gardens with mature trees and landscaping.

6.5.4 The proposed road layout of the application site uses gently sweeping roads to define an organic form of development, which respects the surrounding character. A significant number of the houses are detached, with some semi-detached, a single row of terrace houses, and a single apartment building. Whilst these latter dwellings differ from the prevailing character of the immediate vicinity, they enable a greater density and mix of development which should be encouraged on new developments. Provided their appearance respects the character of the area, there is no objection to the terrace and apartments.

6.5.5 The proposal represents a finer grain of development than the surrounding area, which in turn reduces the opportunities for mature trees within individual plots in the future. However, the public spaces of the development provide good soft landscaping (see soft landscaping assessment below). Moreover, the strategic advanced planting to the north and the retention of vegetation along the bank of Pangbourne Hill enhances the landscaped setting of the development. Taking into account the wider landscaping proposals, the finer grain of development is not considered to significantly detract from the character and appearance of the development.

Continuity and enclosure

6.5.6 According to the Quality Design SPD, new development needs to ensure that public and private spaces are clearly distinguished. Successful public spaces are usually well defined by buildings, structures and hard or soft landscaping. These tend to be spaces which are edged by active frontages (e.g. front doors, large windows); spaces which are overlooked or benefit from natural surveillance, enabling people to keep an eye on the public realm and therefore make it feel safer and free from crime and vandalism. Successful private spaces tend to be enclosed by buildings and only overlooked by the user’s home or property. In general, it is best that access is only gained from the property itself.

- 6.5.7 Overall, the layout of the development achieves a clear distinction between public and private spaces, and the orientation of buildings around the road layout ensures a generally good level of overlooking and natural surveillance of the public spaces.
- 6.5.8 Concern was raised over the original layout because of the gardens of Plots 17 to 22 (previously Plots 12 to 18) backing onto the footway, and the associated security concerns with the lack of natural surveillance. The amended layout provides an improved level of natural surveillance along this path through the orientation of Plots 13 and 14 and the apartment building. Taking into account similar relationships between gardens and the existing public footpaths along Pangbourne Hill, the improved layout is considered, on balance, acceptable.
- 6.5.9 For the above reasons it is considered that the amended proposed layout can achieve a good quality level of continuity and enclosure.

Quality of the public realm

- 6.5.10 According to the Quality Design SPD, opportunities for interaction with public space should be maximised in new development and a high quality public realm can encourage a sense of community ownership and respect. To ensure its attractiveness and success, all public spaces should have an identified use and take full advantage of outward facing buildings, active edges and perimeter blocks which assist with natural surveillance. Hard and soft landscaping should also be incorporated and can provide a key opportunity for a sensitive and innovative design proposal. The structure of pedestrian and vehicle movement will help frame a landscape strategy; functional elements such as footpaths, car parks, cycleways and bin storage are all elements that need to be considered as well as the soft planting scheme itself. Early consideration of landscaping will also allow relationships to be developed between internal and external spaces and can influence the design of the buildings.
- 6.5.11 Overall, the public spaces of the proposal are considered to achieve a high standard of design. The consistent character and appearance of development throughout the site, and the access to the public open space, will encourage a sense of ownership. There are no ambiguous spaces without an identified use. Hard and soft landscaping has been integrated throughout the development. The proposal is considered to achieve a good quality public realm.

Ease of movement

- 6.5.12 According to the Quality Design SPD, new development should be readily permeable with connected layouts allowing safe, direct routes for pedestrians and cyclists. This will maximise opportunities for interaction and minimise personal risk and isolation. A movement strategy should be considered for any new development, prioritising the needs of pedestrians and cyclists, ensuring direct and convenient access to the main movement network and providing cycle storage appropriately located in a well used overlooked location. Parking provision should also be well planned and convenient to use for pedestrians as well as drivers. Servicing will also need to be considered, ensuring that movements by large vehicles such as refuse removals and emergency vehicles do not conflict with the normal movement flows.
- 6.5.13 The proposed layout is readily permeable for pedestrians and cyclists. Residential parking is mostly provided within individual plots, and complies with the parking requirement (addressed under the “access” reserved matter). On this basis, it is unlikely that on-street parking would significantly detract from the character and appearance of the area. As addressed under the “access” reserved matter, the layout is considered technically acceptable by the Highways Authority in terms of free flow of traffic.

- 6.5.14 Concern was raised over the originally proposed layout because of the dominance of on-street parking in between the previously proposed two apartment buildings. With the amended layout this concern is very much reduced. Some concern remains with the frontage parking to plots 13 to 16, 26 to 31 (apartments) and 32 to 35. However, these areas now contain fewer spaces together, are visually broken up with the proposed soft landscaping, and are not located in prominent positions within the development. It is recognised that some frontage parking is necessary to achieve the parking levels associated with the proposed housing mix. On balance, these areas are not now considered so car dominated as to justify an objection to the scheme.
- 6.5.15 For the above reasons, it is concluded that the proposed layout demonstrates a high standard of design, in terms of how it functions, and that respects the character and appearance of the area.

6.6 Appearance reserved matter

- 6.6.1 "Appearance", in relation to reserved matters, means the aspects of a building or place within the development which determines the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture.
- 6.6.2 According to the Quality Design SPD, new development should begin with an understanding of the area's existing character and context and its design should evolve from West Berkshire's rich landscape and built heritage. Development should seek to complement and enhance existing areas, using architectural distinctiveness (through construction materials and techniques).
- 6.6.3 The form of the proposed dwellings is generally in keeping with the character of the wider area. This includes red brickwork with hanging tiles, together with the use of pitched tiled roofs, dormer windows, and hipped/half-hipped roof forms. This is considered acceptable.
- 6.6.4 A significant number of the houses have small areas of flat roofs on their ridge due to the width of the gables on the site elevations. In response to officer concerns regarding the incongruity of wide gables with flat roof ridges, a detail plan (Room in Roof Section) has been submitted showing how the proposed ridge tiles would be installed, so that from ground level it would appear as a pitched apex to the roof. The majority of houses which have flat roof ridges are sited in building lines with a side-to-side relationship to their neighbours. Given the spacing of these houses, it is considered that the flat roof ridges would not be obvious within the street scene and therefore would not materially detract from the character and appearance of the development.
- 6.6.5 The plans indicate a good level of architectural detailing on each building. This includes bargeboards, lintels (materials, keystone details), string/soldier courses, fenestration, quoins, porches, plinths, chimneys (corbelling), eaves detailing, cills, hanging tiles (varying tiles/detailing). The articulation of elevations with such detailing is welcome and necessary to ensure that the buildings respect the character and appearance of the surrounding area. The detailing of the elevations of the affordable housing is consistent with that of the market housing, and thus can be considered tenure blind. Large buildings such as this without such intricate detailing would appear bland and significantly detract from the character and appearance of the area. As such, a planning condition is recommended to ensure that these features are constructed in accordance with the approved plans.
- 6.6.6 The use of high quality materials can have a significant influence on the quality of the character and appearance of a development. A Materials Plan (MAT-01) and associated schedule accompanies the application. However, in this instance given the sensitivity of the site within the AONB, the prior approval of material samples will be necessary. This

can be secured by condition. External lighting is subject to prior approval pursuant to conditions on the outline permission.

- 6.6.7 For the reasons detailed above, it is concluded that subject to conditions the appearance of the development would be acceptable and comply with Core Strategy Policies CS14 and CS19.

6.7 Landscaping reserved matter

- 6.7.1 “Landscaping”, in relation to reserved matters, means the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes:

- (a) screening by fences, walls or other means;
- (b) the planting of trees, hedges, shrubs or grass;
- (c) the formation of banks, terraces or other earthworks;
- (d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and
- (e) the provision of other amenity features.

- 6.7.2 Detailed hard and soft landscaping proposals for the residential area and open space have been submitted during the consideration of the application.

Soft landscaping

- 6.7.3 The latest soft landscaping scheme is shown on drawing MILLG21238-11E, Sheets 1 to 4. The drawings detail where existing trees and vegetation are to be retained and protected during construction. New planting includes tree planting, 0.6m high Japanese Holly hedges, 1.2m high Portuguese Laurel hedges, planting beds, specimen shrubs, climbing plants, as well as areas of grass. Swales are incorporated into the landscaping scheme, and are planted with grass.

- 6.7.4 The soft landscaping scheme is generally considered acceptable. The site already benefits from the existing vegetation along the eastern, southern and western boundaries, and substantial new woodland planting has taken place to the north as a requirement of planning conditions on the outline permission (this structural woodland planting was necessary to make the development acceptable within the AONB countryside). Accordingly, the key purpose of the soft landscaping scheme should be to ensure that the development is in keeping with the verdant character of the surrounding area. The specimen trees proposed within the residential areas are generally considered appropriate selections. However, according to the Council’s Tree Officer, there is a missed opportunity for additional and improved tree planting within the public areas in the western part of the site.

- 6.7.5 It is considered necessary for improvements to be made along the grass verges of the access road into the site. The latest landscaping plans currently propose a selection of trees planted within the grassed area on the eastern/southern side of the access road, north of the cemetery car park as the road curves around the north of the substation. There is plenty of space in this location to provide trees with greater longevity than is currently proposed. There is also space along the southern edge of the Local Equipped Area of Play (LEAP) to provide a line of trees. In both these locations, the Tree Officer recommends the planting of tree species such as Beech, Lime and/or Oak planted as 10-12 standard size to ensure the greatest chance of long-term establishment. The planting of such trees in these locations could, in the longer-term, result in a tree-lined avenue entrance to the development, which would be in keeping with the verdant character of the surrounding area.

- 6.7.6 The eastern boundary of the site currently benefits from a good natural screen provided by the trees and vegetation. The amended plans make it clear that the fence line along this boundary (Plots 7 to 11) is set back from the boundary so that this natural screen remains unaffected.
- 6.7.7 Presently, the area where Plots 10 and 11 are proposed contains a number of trees and undergrowth vegetation that screens the development downhill. The amended plans make it clear that existing trees within Plots 10 and 11 are to be retained. However, the understorey shrubs are proposed to be removed, which is understandable given that these would be private gardens. This stretch of the eastern boundary is to be marked by a green chain link fence. In order to ensure that the removal of undergrowth does not unduly open up views into the site from down Pangbourne Hill, it is considered necessary to require additional low level screening along the eastern boundary of Plots 10 and 11. The Tree Officer recommends that such planting could be in the form of a new hedgerow along inside of the boundary line. Non-native species such as Beech or Hornbeam could be preferable for this specific purpose because they retain their leaves in the winter and are suitable for domestic boundaries (i.e. they don't have thorns).
- 6.7.8 The Lead Local Flood Authority has identified that a number of trees are proposed to be planted in close proximity to proposed soakaways. Concern has been raised that the roots of these trees could adversely affect such infrastructure. The re-location of a number of trees would therefore be required. No objections have been raised regarding the landscaping of the swales which form part of the drainage scheme.
- 6.7.9 The prior approval of amended soft landscaping scheme to include additional and re-located tree planting in the aforementioned public areas and low level screening to the rear of Plots 10 and 11, together with the implementation of the revised scheme can be secured by condition.

Hard landscaping

- 6.7.10 According to the Quality Design SPD, boundary treatments play an important role in shaping the character of an area and contributing to the street scene. They should respect and reflect their surroundings, having regard to the existing prevailing forms of boundary treatment. Particular care is needed in choosing any boundary treatments that are required in rural settings and historic environments. Where boundary treatment is required, every effort should be made to use quality materials and designs for walls, fences and railings.
- 6.7.11 The latest hard landscaping scheme is shown on drawing MILLG21238-14E, Sheets 1 to 2. The proposed boundary treatments includes a mix of 1.8m close boarded fencing, 1.8m green chain link fencing, 1.8m hit and miss fencing, and 1.8m brick walls. Hard surfacing includes standard bitmac on adoptable roads, block paved parking bays and shared surfaces, 600x900mm natural sandstone paving slabs (grey in colour) for patios and pathways around dwellings, and Cotswolds gravel chippings to the parking bays of the affordable units.
- 6.7.12 On the original plans, all dwellings except those backing onto the field to the north (Plots 2 to 7) were proposed to be enclosed by 1.8m close boarded fencing. Whilst close boarded fencing is not wholly out of character, there is more variety in the surrounding area, particularly with mature boundary treatments and historic brick walls. As such, a reduction in the amount of close boarded fencing was sought.
- 6.7.13 On the amended plans, the boundary treatments have been changed from close boarded fencing at the following locations:
- Rear of Plots 17 – 22 (formerly 13 – 18) to 1800mm high timber hit- and- miss fencing,
 - Side/Rear boundaries to Plots 7 – 11 to 1800mm high green chain link fencing,

- Side boundaries to plots 23-25 (formerly 19 - 21) to 1800mm high green chain link,
- North side boundary to Plot 1 to 1800mm high green chain link,
- South Side boundary to Plot 1 adjacent to access road to 1800mm high brick wall,
- East side boundary to Plot 32 adjacent to access road to 1800mm high brick wall,
- Rear of plots 1 – 7 1800mm high green chain link fencing.

6.7.14 Close boarded fencing continues to be the prevailing boundary treatment, but the greater mix is considered to be a sufficient improvement. The use of green chain link fencing along the northern boundary (Plots 2 to 7) is considered appropriate in order to avoid “hard” landscaping features along this boundary which transitions to the open countryside to the north.

6.7.15 The Lead Local Flood Authority raises no objections to the proposed surfacing materials, in terms of how hard surfaced areas would interact with the drainage strategy for the development. With respect to their appearance, no objections are raised to the types of surfacing material used across the development, except for the use of gravel chippings solely for the affordable units as this detracts from the integration of the units by giving the surrounding of these buildings a different character and appearance. Given the scale of development and sensitivity of the site, the prior approval of samples is considered necessary. The prior approval of samples and amendments to the parking bays for the affordable units can be secured by condition.

Public open space landscaping

6.7.16 The latest open space proposals are shown on drawing MILLG21238-12D and MILG21238-13B. The open space comprises a Local Equipped Area of Play (LEAP). The area is predominantly shown as grass with sporadic trees and planting beds. Within the north east corner an equipped play area is proposed, enclosed by 1m high picket and rail fencing. The play area is mostly grass, but partly also surfaced with woodchip.

6.7.17 The Council’s Ground Maintenance Manager agrees with the latest proposals, which have been amended to address some specific requests in terms of layout and play equipment provision. The commuted sum (secured under the S106) would be £7,500.

6.7.18 As detailed in paragraph 6.7.5, in order to contribute to the verdant character of the development, the Council’s Tree Officer recommends the planting of a row of trees along the southern edge of the LEAP, preferably with species such as Beech, Lime and/or Oak. These amendments can be secured by condition.

6.7.19 Subject to these recommended conditions it is concluded that the development is capable to providing an acceptable landscaping scheme that accords with Core Strategy Policies ADPP5, CS14, CS17, CS18 and CS19, and Policies GS1 and HSA21 of the HSA DPD.

6.8 Conservation of the North Wessex Downs AONB

6.8.1 The application site is located within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). According to paragraph 115 of the NPPF, great weight should be given to conserving landscape and scenic beauty in AONBs, which have the highest status of protection in relation to landscape and scenic beauty. Recognising the area as a national landscape designation, Core Strategy Policy ADPP5 states 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.

6.8.2 The broad parameters of the proposed development have been assessed as part of the plan-making process and the outline application. The extent of the residential area has

therefore been judged as acceptable. This report addresses the detailed design, including the extent to which the proposal respects the scale, layout and appearance of development in this part of the AONB. It has been concluded that the proposed development is acceptable in these respects. Although they objected to the outline application, no comments have been received from the North Wessex Downs AONB in response to consultation on this reserved matters application. Accordingly, it is also concluded that the proposed development would satisfactorily conserve the special qualities of the AONB, and as such comply with the NPPF and Core Strategy Policies ADPP5 and CS19 in this respect.

6.9 Housing mix

6.9.1 According to Core Strategy Policy CS4, residential development will be expected to contribute to the delivery of an appropriate mix of dwelling types and sizes to meet the housing needs of all sectors of the community, including those with specialist requirements. The mix on an individual site should have regard to:

- The character of the surrounding area.
- The accessibility of the location and availability of existing and proposed local services, facilities and infrastructure.
- The evidence of housing need and demand from Housing Market Assessments and other relevant evidence sources.

6.9.2 The proposed housing mix has been amended under the revised scheme. The following mix is now proposed:

Schedule of Accommodation.(GIA @ 1500mm)			
Private			
Type	Bedrooms	Sq. Footage	No.
LT	3 Bed House	1712 ft ²	6
G	3 Bed House	1889 ft ²	3
X	5 Bed House	3090 ft ²	5
Y	5 Bed House	2871 ft ²	7
			21
Affordable			
Type	Bedrooms	Sq. Footage	No.
2BF	2 Bed 4P Apartment	753 ft ²	6
A2	2 Bed 4P House	850 ft ²	4
A3	3 Bed 5P House	1001 ft ²	4
			14
TOTAL			35

6.9.3 According to the latest evidence of housing need in the 2016 Berkshire SHMA, there is a need for all types of housing within the district, but the greatest need is for two and three bedroom dwellings. The provision of such dwellings responds to the latest evidence on housing need. The surrounding area is characterised by large detached dwellings. In this context, the provision of 12 five bedroom market houses is also considered appropriate. Overall, the proposed housing mix is considered to comply with Policy CS4.

6.10 Affordable housing

6.10.1 The approved development includes a requirement for 40% affordable housing in accordance with Core Strategy Policy CS6. The S106 legal agreement of the outline

permission requires that the distribution of affordable housing units be agreed as part of the reserved matters application, at which point layout is determined, and so this is a relevant consideration at this stage.

- 6.10.2 Planning and housing officers objected to the distribution and design of affordable housing as shown on the original submission. This was because the affordable housing was not sufficiently integrated into the development. All affordable units were located within the western corner of the site physically apart from the market housing, accessed from a separate road, and with landscaping that physically and visually distinguished it from market housing. The build quality was also discernibly lower. This conflicted with Core Strategy Policy CS5 and the Planning Obligations SPD which requires units to be pepper potted throughout the development and well integrated.
- 6.10.3 The integration of affordable housing within the amended layout is a significant improvement. Four semi-detached houses (Units 13-16) are now proposed near the top of the pedestrian access ramp, surrounded by market housing. The remainder of the affordable housing remains in the western corner, but the road layout has been amended so that these units appear less as a separate enclave. Now a single block of flats (Units 26-31) is proposed in the south-western corner, and the previously proposed second block of flats has been replaced by a row of four terrace houses (Units 32-35) fronting onto the main access road and open space.
- 6.10.4 The landscaping of the land around the affordable units has also been improved so that the character and appearance of the western corner of the site is more in keeping with the development as a whole. The elevations of the affordable units are now “tenure blind”, in that their design and materials are in keeping with the market houses. Subject to a small revision to the hard landscaping scheme, the affordable units should be adequately integrated into the development as a whole.
- 6.10.5 The majority of the affordable units remain in the western corner of the site, and the mix of units is different from the market housing. However, on balance, it is considered that the affordable housing has been sufficiently integrated within the amended scheme so as to comply with the aforementioned policies. It is recommended that the amended proposed distribution of affordable units is approved.

6.11 Outdoor amenity space

- 6.11.1 Core Strategy Policy CS14 requires new developments to demonstrate high quality design. Good design relates not only to the appearance of a development, but the way in which it functions. According to Part 2 of the Quality Design SPD, the Council considers that it is essential for the living conditions of future residents that suitable outdoor amenity space is provided in most new residential developments. The provision of good quality outdoor amenity space is determined primarily by the layout and landscaping of the development, and so is a relevant consideration at this stage.
- 6.11.2 All market houses have been provided with gardens of a good size and shape that comply with the policy requirements of the Quality Design SPD. The block of flats is provided with sufficient communal outdoor space to comply with the SPD. The gardens of the affordable houses at Plots 13 to 16 and 32 to 35 are markedly smaller than the majority of other gardens within the development. However, they are all of a regular size and large enough to accommodate such features as a garden shed, washing lines and other domestic features. They would allow for opportunities for sitting outside in comfort and reasonable privacy, and for children’s play. As such, they are considered, on balance, acceptable.

6.12 Residential amenity

- 6.12.1 One of the core planning principles of the NPPF is that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. According to Core Strategy 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. The impact of the development on the amenity of existing occupants of land and buildings surrounding the site is determined primarily by the layout and scale of development, as so is a relevant consideration at this stage.

Springfield, Pangbourne Hill

- 6.12.2 The first floor windows of Springfield currently overlook the site above the existing boundary vegetation, which will be reduced in this area to accommodate pedestrian access ramp. According to the site plan, the separation distance between the closest points of Springfield and Plots 11 and 12 is approximately 35m. This distance is in excess of the minimum policy guidance of 21m separation distance. As such, whilst these two new dwellings would be visible from the neighbouring property, they would not result in material harm to the neighbouring occupants' living conditions in terms of overlooking, overshadowing or any overbearing impact.

Buckeridge, Pangbourne Hill

- 6.12.3 Buckeridge is set partly behind Springfield, and will similarly have views into the site. For the same reasons detailed above, the visual presence of houses in the development would not amount to material harm to the living conditions of the neighbouring occupants.

Formosa Place, Pangbourne Hill

- 6.12.4 The boundary at the south-eastern corner of the application site, adjacent to Formosa Place, is marked by a 1.8m close boarded fence. This fence is set atop of a high and steep bank rising from the rear of the neighbouring house at Formosa Place. According to the survey drawings, grounds levels on site are approximately 1m lower than ridge height of the adjacent building at Formosa Place. As such, there is a significant variance in height, which is illustrated in the Street Scene drawing of Pangbourne Hill (drawing number SS-02).

- 6.12.5 There is a separation distance of approximately 35m between Formosa Place and the closest Plot 11. A Site Section drawing (number SS-03) has been submitted to show this relationship. It shows that, from ground level, the proposed houses would be outside the line of sight due to the rise in ground levels and the set back of the houses from the bank. There is also existing screening atop the bank along this boundary that would be enhanced as part of the soft and hard landscaping schemes. As such, it is concluded that the proposed development would not have a materially adverse impact on the living conditions of Formosa Place in terms of any loss of privacy or light, or any overbearing impact.

Orchard Lodge, Riverview Road

- 6.12.6 Orchard Lodge benefits from a long garden and/or associated land. There is in excess of 40m off-site separation distance from the development to the neighbouring house. As such, no significant impact is expected on this neighbour. The development may result in a potential minor impact on outlook through any thinning of trees, and urbanising impacts from CBF along boundary, although the neighbouring living conditions would be largely protected by an existing wall which is to be retained.

Nutshell Cottage, Riverview Road

- 6.12.7 There is in excess of 40m off-site separation distance from the development to the neighbouring house at Nutshell Cottage. The existing boundary vegetation is relatively open on the very corner with Plot 7. The development may result in a potential minor impact on outlook through any thinning of trees, and urbanising impacts from CBF along boundary, although the neighbouring living conditions would be largely protected by an existing wall which is to be retained.

Hazlehurst, Riverview Road

- 6.12.8 There is in excess of 60m off-site separation distance from the development to the neighbouring house at Hazlehurst, and there is a good level of existing natural screening along the site boundary. As such, no material impacts on the living conditions of this neighbour are expected.

Chalkhill Farm, Pangbourne Hill

- 6.12.9 Chalkhill Farm abuts the site to the west, adjacent to the route of the vehicular access road and open space. The residential development is set back from the western boundary, and so no material impacts on this property are expected.

Pangbourne Cemetery

- 6.12.10 Pangbourne Cemetery abuts the site to the west, adjacent to the vehicular access to the site from Pangbourne Hill. The residential development is set back from the western boundary, and so no material impacts on this property are expected.

Future occupants of the development

- 6.12.11 The layout and orientation of the dwellings within the development is such that it raises no concern in terms of any material overshadowing, overlooking or overbearing impacts. Concern was raised in response to the original submission due to the inclusion of terraces to the rear of many of the market houses due to the opportunities for overlooking neighbours from elevated positions. In response, the amended plans have included privacy screens. These screens are, on balance, considered sufficient to minimise opportunities for overlooking to a reasonable level.

6.13 Sustainable construction and renewable/low carbon energy

- 6.13.1 Sustainable construction measures and renewable/low carbon energy policy requirements are primarily determined by the detailed design of the development, and thus are relevant considerations as part of this reserved matters application.
- 6.13.2 According to Core Strategy Policy CS15, new residential development will meet a minimum standard of Code for Sustainable Homes Level 6. However, the Written Ministerial Statement of 25th March 2015 withdraws the Code for Sustainable Homes. According to the Planning Practice Guidance, local planning authorities have the option to set additional technical requirements exceeding the minimum standards required by Building Regulations in respect of access and water, and an optional nationally described space standard. Local planning authorities will need to gather evidence to determine whether there is a need for additional standards in their area, and justify setting appropriate policies in their Local Plans. There is no current policy with the statutory development plan that is consistent with this guidance.
- 6.13.3 Core Strategy Policy CS15 also requires a 20% reduction in carbon dioxide emissions from the use of renewable energy or low/zero carbon energy generation on site or in the locality.

Following the withdrawal of the Code for Sustainable Homes, the baseline for this assessment no longer exists, and as such compliance is not possible for practical reasons.

6.14 Cycle storage

- 6.14.1 The provision of cycle storage is primarily determined by the access, layout and appearance of the development, and so is a relevant consideration to this application. The Council's Transport Policy Officer has assessed the amendments and additional information in relation to the proposed cycle parking provision, and how this relates to the Council's guidance note ("Cycle and Motorcycle Advice and Standards for New Development, November 2014).
- 6.14.2 Whilst they are content that in terms of the houses, provision can be made within garages or garden sheds for houses without garages, they have been unable to determine the suitability of the cycle parking provision for the apartment block (Plots 26-31). The Design and Access Statement outlines that there will be a secure purpose built cycle store. Whilst this is welcomed, further information is required regarding the locations and specifications to see if the store is able to comply with the design guide. These details can be secured through a planning condition.

6.15 Permitted development rights

- 6.15.1 According to the Planning Practice Guidance, conditions restricting the future use of permitted development (PD) rights will rarely pass the test of necessity and should only be used in exceptional circumstances. The scope of such conditions needs to be precisely defined, by reference to the relevant provisions in the Town and Country Planning (General Permitted Development) (England) Order 2015, so that it is clear exactly which rights have been limited or withdrawn. Area wide or blanket removal of freedoms to carry out small scale domestic and non-domestic alterations that would otherwise not require an application for planning permission are unlikely to meet the tests of reasonableness and necessity.
- 6.15.2 After first occupation, all houses would benefit from PD rights for their enlargement/extension, alterations to the roof, porches, outbuildings, hard surfaces, and minor additions such as chimneys and antennas.
- 6.15.3 The application site is located in a sensitive location within the AONB. The proposed density of development on the application site is markedly greater than the surrounding area. Whilst this is acceptable because it makes an efficient use of land, the area is sensitive to further extensions. Furthermore, the proposed buildings are all substantial in scale, and it is considered that further extensions and outbuildings under PD would cumulatively detract from the character and appearance of the area. It is therefore considered that exceptional circumstances exist to justify restricting PD rights for extensions and outbuildings.
- 6.15.4 Class B PD rights for additions to the roof (e.g. dormer windows) do not apply within the AONB. There is no identified justification for restriction PD rights for other alternations to the roofs (Class C, e.g. roof lights), porches, outbuildings, hard surfaces, and minor additions such as chimneys and antennas.

6.16 Other matters

- 6.16.1 This application relates solely to the reserved matters (access, appearance, landscaping, layout and scale) of the approved residential area and open space, and so only issues that are related to these matters can be considered. The principle of development and many technical considerations formed part of the assessment of the outline application, and are subject to planning conditions on the outline permission. A number of issues have been

raised in response to consultation which are therefore not relevant to this application. These include:

- Local infrastructure (education, medical, community, building services);
- Sewerage infrastructure;
- Traffic, highway safety, and highway works;
- Flood risk and drainage;
- Biodiversity, tree protection and green infrastructure;
- Historic environment – archaeology and setting of listed buildings;
- Noise and environmental pollution;
- Public open space (amount and provision decided – landscaping addressed in this report).

7. CONCLUSION

7.1 This application relates solely to the reserved matters (access, appearance, landscaping, layout and scale) of the residential areas and open space, following the granting of outline planning permission for 35 dwellings on land to the north of Pangbourne Hill. The principle of development, and various technical matters, falls outside the scope of this application.

7.2 For the reasons detailed in this report, it is concluded that the proposed detailed design of the residential development and open space accords with the statutory development plan policies.

7.3 Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. As a material consideration, paragraph 14 of the NPPF provides a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with the development plan without delay. No material considerations have been identified to indicate that the detailed design hereby proposed should otherwise be refused.

7.4 As such, it is concluded that approval of the reserved matters, in accordance with the amended submitted details, is justified. Accordingly, the application is recommended for conditional approval.

8. FULL RECOMMENDATION

8.1 To delegate to the Head of Planning & Countryside to **APPROVE THE RESERVED MATTERS APPLICATION** subject to the following conditions.

1. Reserved matters pursuant to outline permission

This permission relates solely to the reserved matters referred to in Condition 2 of the Outline Planning Permission granted on 22 February 2016 under application reference 15/03320/OUTMAJ. Nothing contained in this proposal or this notice shall be deemed to affect or vary the conditions applied on that outline planning permission.

Reason: The reserved matters cannot be considered separately from the permission to which they relate and the conditions applied on that outline permission are still applicable.

2. Approved plans

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

- Location Plan (P1389.04)

- Site Layout (SL-01/B)
- Site Levels (SL-02/B)
- Street Scenes 2 of 2 (SS-02)
- Site Sections (SS-03)
- Plans and Elevations for all units contained within the House Type Pack (43 pages, received 03/10/2017)
- Junction Visibility Sheet 1 of 2 (5023/004/A)
- Junction Visibility Sheet 2 of 2 (5023/005/A)
- Forward Visibility (5023/006)
- Room in Roof Section

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

3. **Building and hard surfacing materials (prior approval of samples)**

Notwithstanding the details submitted with this application, the construction of the dwelling shall not take place until samples, and an accompanying schedule and/or plan, of the materials to be used in the construction of the external surfaces of the dwellings and hard surfaced areas of the development have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved materials.

Reason: To ensure that the external materials are visually attractive and respond to local character. Given the scale of the development and the sensitivity of the location within the AONB, samples of materials are required. This information is required before construction because samples of the proposed materials have not been submitted with the application. This condition is applied in accordance with the National Planning Policy Framework, Policies ADPP5, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Policy C3 of the Housing Site Allocations DPD (2006-2026), Supplementary Planning Document Quality Design (June 2006), and the Village Design Statement for Pangbourne.

4. **Architectural detailing (provision)**

No dwelling shall be first occupied until the detailing of its elevations has been completed in accordance with the approved plans. This includes (but is not necessarily limited to) the provision of bargeboards, lintels (materials, keystone details), string/soldier courses, fenestration, quoins, porches, plinths, chimneys (corbelling), eaves detailing, cills, hanging tiles (varying tiles/detailing).

Reason: The articulation of elevations with such detailing makes an important contribution to the design quality of the development. The completion of these features prior to first occupation is therefore necessary to ensure that the buildings respect the character and appearance of the surrounding area. This condition is applied in accordance with the National Planning Policy Framework, Policies ADPP5, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), Policy C3 of the Housing Site Allocations DPD (2006-2026), Supplementary Planning Document Quality Design (June 2006), and the Village Design Statement for Pangbourne.

5. **Privacy screens**

Notwithstanding the details submitted with this application, no dwelling with a roof terrace (Plots 1-12 and 17-22) shall be first occupied until the privacy screens for that dwelling has been installed on the roof terraces in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The submission(s) shall include details of the location and specifications of the privacy screens. Thereafter the privacy screens shall be retained in their approved condition at all times.

Reason: Without privacy screens to minimise overlooking between dwellings, the roof terraces on these plots would result in an unacceptable loss of privacy to neighbouring dwellings. The prior approval of this information is required because insufficient information accompanies the application. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026), and Supplementary Planning Document Quality Design (June 2006).

6. Cycle storage units 26-31 (prior approval)

Notwithstanding the details submitted with this application, no apartment within the apartment block (units 26-31) shall be first occupied until a secure purpose-built cycle store has been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The submission shall include details of the location and specifications of the store. Thereafter the cycle store shall be retained and kept available for cycle storage at all times.

Reason: To encourage the use of cycles in order to reduce reliance on private motor vehicles. The prior approval of this information is required because insufficient information has been submitted as part of the application. This condition is applied in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy (2006-2026), Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007), Policy P1 of the Housing Site Allocations DPD, and the West Berkshire Council Cycle and Motorcycle Advice and Standards for New Development (November 2014).

7. Refuse/recycling storage units 26-31 (prior approval)

Notwithstanding the details submitted with this application, no apartment within the apartment block (units 26-31) shall be first occupied until a storage area for refuse and recycling receptacles (and collection areas if necessary) has been provided for that dwelling in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The submission shall include details of the location and specifications of the store. Thereafter the store shall be retained and kept available for receptacles storage at all times.

Reason: To ensure that there is adequate refuse and recycling storage facilities within the site, to ensure safe and adequate collection in the interests of highway safety and local amenity. The prior approval of this information is required because insufficient information has been submitted as part of the application. 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 the West Berkshire Quality Design SPD (Part 1, Section 2.13).

8. Parking and turning (provision)

No dwelling shall be occupied until the vehicle access, parking, and turning spaces associated to that dwelling have been surfaced, marked out and provided in accordance with the approved plans. The access, parking, and turning spaces shall thereafter be kept available for parking (of private motor cars and/or light goods vehicles) at all times.

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

9. Emergency water supplies (prior approval)

No dwelling shall be first occupied until private fire hydrant(s), or other suitable emergency water supplies, have been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority (in consultation with Royal Berkshire Fire & Rescue Service).

Reason: At present there are no available public mains in this area to provide suitable water supply in order to effectively fight a fire. Suitable private fire hydrant(s), or other suitable emergency water supplies, are therefore required to meeting Royal Berkshire Fire & Rescue Service requirements, in the interests of public safety. This condition is applied in accordance with the National Planning Policy Framework.

10. Hard landscaping (prior approval)

Notwithstanding the details submitted with this application, , no dwelling shall be first occupied until a detailed hard landscaping scheme has first been submitted to and approved in writing by the Local Planning Authority. The hard landscaping scheme shall include details of any boundary treatments (e.g. walls, fences) and hard surfaced areas (e.g. driveways, paths, patios, decking) to be provided as part of the development. The scheme shall include consistent landscaping of market and affordable housing.

Reason: A comprehensive hard landscaping scheme is an essential element in the detailed design of the development, and is therefore necessary to ensure the development achieves a high standard of design. These details must be approved before the dwellings are occupied because the hard landscaping scheme submitted with the application includes different surfacing materials for the market and affordable housing, which undermines the integration of the affordable housing into the development; minor amendments are therefore required. This condition is applied in accordance with the National Planning Policy Framework, Policies ADPP5, CS6, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), the Pangbourne Village Design Statement, the Planning Obligations SPD, and Quality Design SPD.

11. Soft landscaping (prior approval)

Notwithstanding the details submitted with this application, no dwelling shall be first occupied until a detailed soft landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The 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 scheme within the first planting season following completion of building operations or first occupation of the final market dwelling to be occupied (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: A comprehensive soft landscaping scheme is an essential element in the detailed design of the development, and is therefore necessary to ensure the development achieves a high standard of design. These details must be approved before the dwellings are occupied because minor amendments are required to the soft landscaping scheme that has been submitted with the application. This condition is applied in accordance with the National Planning Policy Framework, Policies ADPP5, CS14, CS17, CS18 and CS19 of the West Berkshire Core Strategy (2006-2026), the Pangbourne Village Design Statement, and Quality Design SPD.

12. **Internal visibility splays before development (provision)**

Visibility splays shall be provided as follows. All visibility splays shall, thereafter, be kept free of all obstructions to visibility above a height of 0.6 metres above carriageway level.

- (a) The Cemetery Car Park shall not be first used until the visibility splays at the access to the car park has been provided in accordance with drawing 5023/004/A;
- (b) No dwelling shall be first occupied until the visibility splays on the corner opposite Plot 1 have been provided in accordance with drawing 5023/006;
- (c) No dwelling on Plots 32-35 shall be first occupied until the visibility splays at the shared access to these plots have been provided in accordance with drawing 5023/004/A;
- (d) No dwelling on Plots 1-16 and/or Plots 23-24 shall be first occupied until the visibility splays at the road junction between Plots 1 and 25 have been provided in accordance with drawing 5023/005/A;
- (e) No dwelling on Plots 9-16 and/or Plots 23-24 shall be first occupied until the visibility splays at the road junction opposite Plots 3 and 4 have been provided in accordance with drawing 5023/005/A.

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

13. **Permitted development restriction (extensions/outbuildings)**

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 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 ADPP5, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), the North Wessex Downs AONB Management Plan 2014-2019, Quality Design SPD (June 2006) and the Village Design Statement for Pangbourne.

INFORMATIVES

1. **Proactive actions of the LPA**

The Local Planning Authority (LPA) has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application. In particular, the LPA:

- a) Provided the applicant with a case officer as a single point of contact.
- b) Alerted the applicant to issues that were raised during the consideration of the application.
- c) Accepted amended plans to address issues arising during the consideration of the application.
- d) Agreed an extension of time before determining the application to enable negotiations with the applicant.
- e) Entered into protracted considerations/negotiations in order to find a solution to problems with the proposed development, rather than refusing planning permission without negotiation.

2. **Outline plans**

A number of plans and supporting documentation accompanies the application which duplicates the plans and documentation submitted with the outline application. A number of documents also relate to planning conditions on the outline permission. These documents are not relevant to the reserved matters application and do not form part of the approved application. Their submission should not in any way be construed as implying that they are acceptable.