

# Notice of Meeting



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## Eastern Area Planning Committee Wednesday 14th September 2022 at 6.30pm

In the Council Chamber Council Offices  
Market Street Newbury

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If members of the public wish to attend the meeting they can do so either remotely or in person. Members of the public who wish to attend must notify the Planning Team by no later than 4.00pm on Tuesday 13<sup>th</sup> September by emailing [planningcommittee@westberks.gov.uk](mailto:planningcommittee@westberks.gov.uk).

### Members Interests

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

Date of despatch of Agenda: Tuesday, 6 September 2022

### Further information for members of the public

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

For further information about this Agenda, or to inspect any background documents referred to in Part I reports, please contact the Planning Team on (01635) 519148 or email [planningcommittee@westberks.gov.uk](mailto:planningcommittee@westberks.gov.uk).

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



**Agenda - Eastern Area Planning Committee to be held on Wednesday, 14 September  
2022 (continued)**

Any queries relating to the Committee should be directed to the Democratic Services Team by emailing [executivecycle@westberks.gov.uk](mailto:executivecycle@westberks.gov.uk).

**Agenda - Eastern Area Planning Committee to be held on Wednesday, 14 September  
2022 (continued)**

**To:** Councillors Graham Pask (Chairman), Alan Macro (Vice-Chairman),  
Jeremy Cottam, Alan Law, Tony Linden, Ross Mackinnon, Geoff Mayes,  
Richard Somner and Keith Woodhams

**Substitutes:** Councillors Graham Bridgman, Lee Dillon, Nassar Hunt, Owen Jeffery,  
Joanne Stewart and Andrew Williamson

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# Agenda

## Part I

**Page No.**

1. **Apologies for absence**  
To receive apologies for inability to attend the meeting (if any).
2. **Minutes** To Follow  
To approve as a correct record the Minutes of the meeting of this Committee held on 24<sup>th</sup> August 2022.
3. **Declarations of Interest**  
To remind Members of the need to record the existence and nature of any personal, disclosable pecuniary or other registrable interests in items on the agenda, in accordance with the Members' [Code of Conduct](#).
4. **Schedule of Planning Applications**  
*(Note: The Chairman, with the consent of the Committee, reserves the right to alter the order of business on this agenda based on public interest and participation in individual applications).*
  - (1) **Application No. and Parish: 21/03260/COMIND - Land North and West Of Glebe End Accessed by Shortheath Lane, Sulhamstead, Reading** 7 - 24

**Proposal:** Change of use of agricultural land to equestrian and erection of stable block/yard, menage and creation of associated access. Retention of 4 No. temporary field shelters and mobile stable unit on skids.

**Location:** Land North and West Of Glebe End Accessed by Shortheath Lane, Sulhamstead, Reading

**Applicant:** Mrs Amanda Cottingham

**Recommendation:** To delegate to the Service Director of Development & Regulation to GRANT PLANNING PERIMSSION subject to conditions.



**Agenda - Eastern Area Planning Committee to be held on Wednesday, 14 September 2022 (continued)**

- (2) **Application No. and Parish: 21/02767/FULMAJ - 17 Clifton House, Reading Road, Pangbourne** 25 - 46
- Proposal:** Construction of 13 flats and courtyards with reconfigured car park. Demolition of single storey flat roofed building.
- Location:** 17 Clifton House, Reading Road, Pangbourne
- Applicant:** PBP Ltd
- Recommendation:** To delegate to the Service Director of Development & Regulation to GRANT PLANNING PERMISSION subject to conditions and the completion of a s106 legal agreement. Or to refuse planning permission if the s106 legal agreement is not completed.
- (3) **Application No. and Parish: 22/01080/FUL - Manns Farm, Nightingale Lane, Mortimer, Reading** 47 - 62
- Proposal:** Conversion of existing farm building and replacement of existing to provide a 'Wellness Centre' (Use Class E(e) and E(d)).
- Location:** Manns Farm, Nightingale Lane, Mortimer, Reading, RG7 3PS
- Applicant:** LJ Strang & Partners
- Recommendation:** Delegate to the Service Director of Development & Regulation to REFUSE PLANNING PERMISSION.

**Background Papers**

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

*Sarah Clarke*

Sarah Clarke



**Agenda - Eastern Area Planning Committee to be held on Wednesday, 14 September  
2022 (continued)**

Service Director – Strategy & Governance  
West Berkshire District Council

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

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# Agenda Item 4.(1)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(1)	21/03260/COMIND  Sulhamstead	29 <sup>th</sup> April 2022 (extension of time agreed until 16 <sup>th</sup> September 2022)	Change of use of agricultural land to equestrian and erection of stable block/yard, menage and creation of associated access. Retention of 4 No. temporary field shelters and mobile stable unit on skids.  Land North and West Of Glebe End Accessed by Shortheath Lane, Sulhamstead, Reading  Mrs Amanda Cottingham

The application can be viewed on the Council's website at the following link:  
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=21/03260/COMIND>

**Recommendation Summary:** To delegate to the Service Director of Development & Regulation to GRANT PLANNING PERIMSSION subject to conditions.

**Ward Member:** Councillor Ross Mackinnon

**Reason for Committee Determination:** 12 objections were received

**Committee Site Visit:** 7<sup>th</sup> September 2022

## Contact Officer Details

**Name:** Sissi Yang  
**Job Title:** Senior Planning Officer  
**Tel No:** 01635 513979  
**Email:** Sissi.Yang1@westberks.gov.uk

## 1. Introduction

- 1.1 This application seeks planning permission for the change of use of agricultural land to equestrian and the erection of stable block/yard, menage and creation of associated access. It also seeks permission for the retention of 4 no. temporary field shelters and a mobile stable unit on skids.
- 1.2 The application site is located within the East Kennet Valley, on the southern side of Shortheath Lane, to the west of Burghfield Common. The site comprises of agricultural land. There are residential properties to its west and east sides.

## 2. Planning History

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

Application	Proposal	Decision / Date
14/02929/SCREEN	EIA Screening Request for Proposed Solar PV Farm on Land at Shortheath Lane	Not required. 29.01.2015
03/02715/TELE56	Application relating to land to the south-west of Holly Tree House - Proposed installation of 6 antennas and 4 dishes onto an existing pylon plus a ground level fenced compound enclosing an equipment cabin, and ancillary development thereto	No objection 03.02.2004
97/51638/FUL	Change of use from agricultural land to private grazing for horses (kept for recreational/leisure purposes)	Approved 28.11.1997
92/42081/ADD	9 hole pay as you play" golf course with building approx 45' x 21' for changing and office use/bowling green."	Refused 11.02.1993
86/27529/ADD	Dwelling house garage	Refused 27.11.1986

## 3. Procedural Matters

- 3.1 **EIA:** Given the nature and scale of this development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 3.2 **Publicity:** A site notice was displayed at site on 23.02.2022 for 21 days. The expiry of these site notice was on 16.03.2022. A further site notice was displayed at site on 01.04.2022 for amended plans for 21 days. The expiry of these site notice was on 22.04.2022.

## 4. Consultation

### *Statutory and non-statutory consultation*

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

<p><b>Highway Authority:</b></p>	<p><u>Access</u></p> <p>The existing access onto Shortheath Lane is proposed to be utilised.</p> <p>This application will result in regular, daily vehicle movements to and from the site and so it must be ensured that a safe access is provided.</p> <p>Please could I request an access plan is submitted detailing achievable visibility splays at a 2.4 metre set-back, provided to the nearside carriageway edge in both directions. The road in this location is subject to a 60 mph speed limit. In accordance with Design Manual for Roads and Bridges (DMRB) visibility splays of 2.4 metres x 215 metres should be provided unless actual vehicle speeds are below this (normally demonstrated through a 7-day speed survey). Details of what is achievable from the access must therefore be confirmed.</p> <p>Are alterations to the access surfacing or provision of gates proposed? Details of both of these should also be shown on the plans.</p> <p><u>Vehicle movements</u></p> <p>I would request details of the anticipated daily and weekly vehicle movements are submitted. This should include the type of vehicle and the frequency of movement of each vehicle. Will any staff will be employed? If so, how many? Are there any existing vehicle movements generated from this access?</p> <p><u>Parking and turning</u></p> <p>Whilst the site is obviously sufficiently large enough to easily accommodate the required parking and turning, details of the area to be available for this should be detailed on the plans. This should also include a turning area for any delivery vehicles that will need to access the site. What will the surfacing of this be?</p> <p>The applicant submitted amended information and the Highway Officer raised no objection.</p>
<p><b>Tree Officer:</b></p>	<p>TPO – 875</p> <p>Objected to the submitted parking area shown on the block plan. It should be set 5m further south of the hedge with Shortheath Lane. This will avoid damaging the Root Protection Area of the</p>

	<p>hedge trees and help ensure their future retention and screening value.</p> <p>The applicant submitted amended information and Tree Officer raised no objection subject to informatives:</p> <ul style="list-style-type: none"> <li>• To ensure that the trees/hedges which are to be retained are protected from damage, ensure that all works occur in a direction away from the trees.</li> <li>• In addition that no materials are stored within close proximity i.e. underneath the canopy of trees/hedges to be retained.</li> <li>• Ensure that all mixing of materials that could be harmful to tree/hedge roots is done well away from trees/hedges (outside the canopy drip line) and downhill of the trees if on a slope, to avoid contamination of the soil.</li> <li>• To ensure the above, erect chestnut pale fencing on a scaffold framework at least out to the canopy extent to preserve rooting areas from compaction, chemicals or other unnatural substances washing into the soil.</li> <li>• If this is not possible due to working room / access requirements The ground under the trees'/hedge canopies on the side of construction / access should be covered by 7.5cm of woodchip or a compressible material such as sharp sand, and covered with plywood sheets / scaffold boards to prevent compaction of the soil and roots. This could be underlain by a non permeable membrane to prevent lime based products / chemicals entering the soil.</li> <li>• If there are any existing roots in situ and the excavation is not to be immediately filled in, then they should be covered by loose soil or dry Hessian sacking to prevent desiccation or frost damage. If required, the minimum amount of root could be cut back using a sharp knife.</li> <li>• If lime based products are to be used for strip foundations then any roots found should be protected by a non permeable membrane prior to the laying of concrete.</li> </ul>
<b>Sulhamstead Parish Council:</b>	No objection. Although the Parish Council have no objections, they wish to highlight that it is the intention of the applicants to install a water supply and an electrical supply, which doesn't appear to be included in the application.
<b>Burghfield Parish Council:</b>	No objection.
<b>Ufton Nervet Parish Council:</b>	No objections. The Parish Council questions if stabling for 16 horses is a business venture not just for personal use. There are also concerns that for security reasons there will be a requirement for residential accommodation.

<b>Archaeology Officer:</b>	We do hold information on the HER of archaeological cropmarks, possibly representing an area of medieval settlement, within the northern part of this land parcel. If present, they would appear to be close to where the proposed yard and menage would be constructed. However it also appears from historic mapping and our own records that this is an area of inactive mineral working (and presumably restored land). I would be grateful if some confirmation of this land-use could be provided. If this is the case, then clearly any below ground archaeological remains are likely to have been removed already - though oddly Historic England suggest the cropmarks were present in a 1994 aerial photo. I cannot see anything in more recent aerial images.
<b>Planning Policy:</b>	No comments received
<b>Lead Local Flood Authority:</b>	No comments received
<b>Environmental Health:</b>	No comments received
<b>Ecology Officer:</b>	<p>We are content that the applicants ecologist addresses our concerns in principle and that the following condition parameters can be applied:</p> <p>Condition parameters</p> <ol style="list-style-type: none"> <li>1. Biodiversity enhancements and mitigation measures plan: Including boundary treatments and species and habitat enhancements and Landscaping drawing(s) with a planting list and methods and timings to be used and a tree protection and retention plan as a pre commencement condition The Biodiversity enhancements and mitigation measures should clearly link up with the protected species and tree protection measures, isolux lighting plan and SuDS design and maintenance plan, being informed by the submitted and up to date at the time documents. The plans detail's/submission are to be subject to scrutiny by the LPA. This includes the environmental enhancement measures in submitted Ecology reports and the highlight text below in this email.</li> <li>2. Construction method statement. Adherence to the protected species and tree protection measures and where materials storage areas are to be placed as a pre commencement condition, the plans details/submission are to be subject to scrutiny by the LPA. This includes the environmental safeguarding measures/RAMS in the submitted Ecology report. Have the materials storage areas been identified yet, if not then include in the construction method statement.</li> <li>3. Lighting: A condition that requires the submission of an isolux lighting plan showing the predicted levels of lighting before external lighting can be installed, effectively removing PD rights for external lighting. Plans</li> </ol>

	<p>details/submission are to be subject to scrutiny by the LPA.</p> <p>4. Ecology report validity: A condition stating that each ecological report (with regard to the aspect that it covers) is only valid for 3 years (for bat aspects of the report these will need updating after 12 months) from when it is written, this includes relevancy as to how these documents inform other necessary related submissions, the reports details/submission is subject to scrutiny by the LPA.</p>
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### ***Public representations***

4.2 Representations have been received from 21 contributors, 13 of which object to the proposal and 8 of which support the proposal. The full responses may be viewed with the application documents on the Council's website, using the link at the start of this report. In summary, the following issues/points have been raised:

- Impact on traffic, highway and parking
- Noise and light pollution
- Change nature of area
- Impact on trees
- Work has been started on site
- Impact on wildlife
- Impact on character of the area
- Water and electricity supply
- Waste management
- Staff employment

## **5. Planning Policy**

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

- Policies ADPP1, ADPP5, CS1, CS5, CS10, CS12, CS13, CS14, CS17, CS18, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies TRANS1, OVS.5, OVS.6, ENV.29 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

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

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)  
Quality Design SPD (2006)

## 6. Appraisal

6.1 The main issues for consideration in this application are:

- Principle of development
- Character and appearance
- Neighbouring amenity
- Highways
- Drainage and flooding
- Trees and ecology

### *Principle of development*

6.2 According to Policy ADPP1, most development will be within or adjacent to the settlements in the hierarchy, and related to their transport accessibility and level of services. The urban areas will be the focus for most development. The scale and density of development will be related to the site's accessibility, character and surroundings. Only appropriate limited development in the countryside (outside of the defined settlement boundaries) will be allowed, focused on addressing identified needs and maintaining a strong rural economy.

6.3 The application site is located within the East Kennet Valley, the name given to the rural south-east of the district that lies east of Thatcham and outside of the AONB. The East Kennet Valley is also characterised by a number of villages along the route of the canal/river and others dispersed across farmland and some woodland. Policy ADPP6 is the spatial strategy for the East Kennet Valley. According to the policy, the character of all the settlements in this area will be conserved and enhanced by ensuring that any development responds positively to the local context. Development in the open countryside will be strictly controlled.

6.4 According to Policy CS12, proposals for equestrian related development that provides diversification opportunities for farmers, helps to strengthen the rural economy, and increases opportunities for people to enjoy the countryside in a sustainable way, will be supported.

6.5 According to Policy ENV.29, the Council will permit the erection of stabling and field shelters for horses, including the use of associated land for horse grazing, where:

- (a) the proposed buildings have been designed to blend in with the rural surroundings; and
- (b) the scale and location of such buildings and their use would not cause a material loss of amenity for the occupants of adjoining properties or other users of the countryside; and
- (c) there is sufficient space provided for the ancillary storage of food stuffs, bedding, tack and related equipment on a scale appropriate to the number of horses being accommodated; and
- (d) there is sufficient land being provided with the field shelter and / or stable to accommodate the number of horses; and
- (e) the access to and from the public highway is in a location and form which would prevent any hazard to riders and other users of the highway.

- 6.6 Notwithstanding the above factors such buildings will be unacceptable if they appear to urbanise an attractive rural area or spoil a key view or vista.
- 6.7 Taking together the above policies are generally supportive of equestrian uses within rural areas across the district, and where appropriately located and designed such uses and development are considered appropriate limited development in terms of Policy ADPP1. Criteria (a), (b) and (e) are considered in the remainder of this report, and the proposal is considered to comply.
- 6.8 With respect to criteria (c) and (d), it is considered that there is sufficient space for ancillary storage with 16 stables, and that there is sufficient land associated with the stabling. There will be also 4 mobile field shelters on site. Overall it is considered that the proposal comply with criteria (c) and (d).
- 6.9 The principle of development is therefore accepted.

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

- 6.10 As outlined in the principle of development policy ADPP1 includes consideration of character and surroundings.
- 6.11 According to Policy CS14, new development must demonstrate high quality and sustainable design that respects and enhances the character and appearance of the area, and makes a positive contribution to the quality of life in West Berkshire. Good design relates not only to the appearance of a development, but the way in which it functions. Considerations of design and layout must be informed by the wider context, having regard not just to the immediate area, but to the wider locality. Development shall contribute positively to local distinctiveness and sense of place.
- 6.12 Policy CS19 relates to landscape character. It states that particular regard be given to the sensitivity of the area to change and that development be appropriate in location, scale and design in the context of the existing settlement form, pattern and character.
- 6.13 The proposed permanent stable and menage would be located at western side of the site. The proposed stable would be 18m x 32m with height to eaves at 2.2m and to ridge at 3m. The stable would have a pitched roof with rooflights with timber claddings and framing. The proposed menage would be 40m x 60m. There will be new access from Shortheath Lane at northwest of the site with area covered in tarmac plantings. There are 1 mobile stable and 4 mobile field shelters on site which would be moved to 4 different locations in summer and winter. The scale and massing would be modest and the materials are timber which is considered appropriate.
- 6.14 Overall the proposal would be modest in terms of height, scale and massing and appropriate in terms of location and design. The materials would be appropriate. In the context of the wider site it is considered that the overall landscape character would be sufficiently protected and not result in a significant loss of landscape features. Overall it is considered that the proposal complies with policies ADPP1, ENV.27 and CS19.

### ***Neighbouring amenity***

- 6.15 According to Policy CS14, new development must demonstrate high quality and sustainable design that makes a positive contribution to the quality of life in West Berkshire. Paragraph 127 of the NPPF states planning decisions should ensure that developments create places with a high standard of amenity for existing and future users.

- 6.16 Consequently, all development should be designed in a way to avoid any unacceptable harm to neighbouring living conditions. Applications will typically be assessed in terms of any significant loss of light, overlooking of neighbouring buildings or land, and whether the proposal would result in any undue sense of enclosure, overbearing impact, or harmful loss of outlook to neighbouring properties.
- 6.17 The proposed elements would have sufficient distance from the residential properties to its west, south and north. The scale and massing of the proposed elements are considered modest. Therefore it would not give rise to amenity issues, such as loss of privacy, overlooking, over shadowing or loss of natural light.
- 6.18 Objections have been raised in regards to noise. Given the scale and location of the proposal, it is considered it will not give rise to unaccepted noise levels which would be materially harmful to neighbouring amenity.
- 6.19 Two of the mobile shelters would be moved close to adjoining properties at eastern side during 'winter 2' time. Given the scale and massing of the structure and the fact the location is temporary, it is not considered to cause significant amenity impact to warrant refusal to the application.
- 6.20 Taking the above matters into account, it is considered the proposal will not have a materially harmful impact on neighbouring amenity. The proposal is considered comply with policy CS14 of the West Berkshire Core Strategy 2006-2026 and OVS5 of the West Berkshire Local Plan Saved Policies 2007.

### ***Highways***

- 6.21 Policy CS13 of the Core Strategy concerns transport. It emphasises that road safety in West Berkshire is a key consideration for all development. Particular focus should be given to the safety of pedestrians, cyclists, and other vulnerable road users.
- 6.22 The Council's Highway Officer requested information for access plan with visibility splays, parking and turning details. The applicant submitted the information and Highway Officer raised no objection.
- 6.23 Given the proposed location and scale of the proposal, it is considered the proposal will not have a material impact on highways. It is considered the proposal is compliant with CS13 of West Berkshire Core Strategy (2006-2026), and TRANS.1 West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

### ***Drainage and flooding***

- 6.24 The site is not located within Flood Zone 2 and 3, which indicates the lowest risk of fluvial flooding. It is not located within any critical drainage area identified by the Strategic Flood Risk Assessment for the district. The proposal is therefore considered not to have unacceptable impact on drainage.
- 6.25 Notwithstanding the absence of any flood risk objections, Policy CS16 states that on all development sites, surface water will be managed in a sustainable manner through the implementation of Sustainable Drainage Methods (SuDS) in accordance with best practice and the proposed national standards and to provide attenuation to greenfield run-off rates and volumes, for all new development and re-development and provide other benefits where possible such as water quality, biodiversity and amenity. The Council has adopted a Sustainable Drainage SPD which supports this policy, and provides examples of measures that can be incorporated into even minor developments.
- 6.26 Conditions will be attached to decision regarding drainage.

## ***Tree and Ecology***

- 6.27 There is a TPO tree on site. The Council's Tree Officer objected to the submitted parking area shown on the block plan and requested it to be set 5m further south of the hedge with Shortheath Lane. This will avoid damaging the Root Protection Area of the hedge trees and help ensure their future retention and screening value. The applicant submitted amended information and Tree Officer raised no objection subject to informatives.
- 6.28 The Council's Ecologist raised concerns regarding impacts to the hedgerow, improved grassland and general site biodiversity value. The applicant confirmed that:
- A native hedgerow will be planted along the west site boundary measuring 243m in length with a 2m buffer from the new access track.
  - As stipulated through the Arboricultural Impact Assessment, a 5m buffer from the hedgerow enclosing the north of the site will be retained thus eliminating potential ecological impacts.
  - The field is already grazed, and has been for a prolonged period. The grassland retains a very poor structural and species diversity and its baseline ecological value is limited; this was confirmed through the PEA.
  - A grassland buffer will be retained between the grazing boundary and woodland on the east site boundary and will be left to grow long and diversify. This area measures approximately 10m at its widest and 3m at the most narrow sections due to the curved boundary of the woodland and straight boundary fence. This grassland buffer will provide suitable compensation for the improved grassland lost as a result of the access track and will in fact provide a significant ecological enhancement.
- 6.29 With this additional information, the Council's Ecologist raised no objection subject to conditions.
- 6.30 Subject to these provisions it is considered that the proposal would comply with Policy CS17.

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

- 7.1 In conclusion, an in-depth consideration has been given to a range of planning matters and it is considered that the proposed development is in accordance with the aforementioned policies of the development plan, and is compliant with the National Planning Policy Framework. There are not considered to be any material considerations that justify withholding planning permission. Therefore, it is recommended that this application is approved.

## **8. Full Recommendation**

- 8.1 To delegate to the Service Director of Development & Regulation to **GRANT PLANNING PERMISSION** subject to the conditions listed below.

### ***Conditions***

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

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

## 2. **Approved plans**

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

- J0045728-21-03 Location Plan received 28.01.2022;
- Block Plan Showing Parking received 22.02.2022;
- Stable Proposed Side Elevations received 28.01.2022;
- Stable Proposed Front/Rear Elevations received 28.01.2022;
- Stable Proposed Internal Side Elevations received 28.01.2022;
- Stable Proposed Internal Front/Rear Elevations received 28.01.2022;
- Proposed Arena Fencing received 28.01.2022;
- Stable Yard Floor Plan received 28.01.2022;
- Menage Proposed Cross Sections 28.01.2022;
- Proposed Arena Surface Details received 28.01.2022
- Mobile Field Shelters received 22.02.2022;
- Twin Stable Elevations received 22.02.2022;
- Mobile Stable received 22.02.2022;
- Field Shelter 1 received 22.02.2022;
- J0045728-21-03 Proposed Mobile Shelters 22.02.2022;
- Information on Proposed Gateway received 22.02.2022
- Plan 8490/201 Site Access & Visibility Splay received 09.03.2022
- Parking Plan with 5m Hedge Root Protection Zone received 31.03.2022

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

## 3. **Construction method statement**

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

- (a) A site set-up plan during the works;
- (b) Parking of vehicles of site operatives and visitors;
- (c) Loading and unloading of plant and materials;
- (d) Storage of plant and materials used in constructing the development;
- (e) Erection and maintenance of security hoarding including any decorative displays and/or facilities for public viewing;
- (f) Temporary access arrangements to the site, and any temporary hard-standing;
- (g) Wheel washing facilities;
- (h) Measures to control dust, dirt, noise, vibrations, odours, surface water run-off, and pests/vermin during construction;
- (i) A scheme for recycling/disposing of waste resulting from demolition and construction works;
- (j) Hours of construction and demolition work;
- (k) Hours of deliveries and preferred haulage routes;

Reason: To safeguard the amenity of adjoining land uses and occupiers, and in the interests of highway safety. This condition is applied in accordance with the National Planning Policy Framework, Policies CS13 and CS14 of the West Berkshire Core Strategy 2006-2026, and Policies OVS.5, OVS.6 and TRANS.1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007). A pre-

commencement condition is required because the CMS must be adhered to during all demolition and construction operations.

4. **Construction Environmental Management Plan**

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

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

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

Reason: To ensure the conservation and enhancement of the biodiversity assets of the site. This condition is applied in accordance with the National Planning Policy Framework, and Policies CS17 and CS19 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the CEMP will need to be adhered to throughout construction.

5. **Tree protection scheme**

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

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

6. **Landscaping**

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

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

7. **Biodiversity Mitigation and Enhancement Plan**

No development shall take place until a Biodiversity Mitigation and Enhancement Plan has been submitted to and approved in writing by the Local Planning Authority. This plan shall include measures to mitigate the impact of the development on existing ecological assets, and deliver biodiversity enhancements. The plan may include (but not necessarily be limited to) using the landscaping scheme to deliver biodiversity enhancements. Thereafter the development shall be carried out in accordance with the approved details.

Reason: To ensure the conservation and enhancement of the biodiversity assets of the site. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the Mitigation and Enhancement Plan will need to be adhered to throughout construction.

8. **Lighting strategy (Landscape/Ecology)**

No external lighting shall be installed until a lighting strategy has been submitted to and approved in writing by the Local Planning Authority. The strategy shall:

- (a) Include isolux contour diagram(s) of the proposed lighting.
- (b) Ensure all lighting levels are designed within the limitations of the appropriate lighting zone, as described by the Institute of Lighting Engineers.

No external lighting shall be installed within the application site except in accordance with the above strategy.

Reason: To ensure the conservation and enhancement of the biodiversity assets of the site, and ensure lighting is appropriate within the landscape. This condition is applied in accordance with the National Planning Policy Framework, and Policies CS17 and CS19 of the West Berkshire Core Strategy 2006-2026.

9. **Ecology report valid for 3 years**

If the development hereby approved does not commence by 10<sup>th</sup> February 2025 (3 years from the original ecology survey), a further ecology survey shall be carried out and a report submitted to the Local Planning Authority for approval before any development takes place. Where the survey results indicate that changes have occurred that will result in ecological impacts not previously addressed in the approved scheme, the original approved ecological measures will be revised and new or amended measures, and a timetable for their implementation, will be

submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. Works will then be carried out in accordance with the proposed new approved ecological measures and timetable.

**IMPORTANT:** If any protected species are identified in the new surveys that were not previously known to be on site, and are likely to be harmed by the development, then a protected species licence might be required before works can commence. Advice should be sought from Natural England and/or a suitably qualified ecologist.

Reason: To ensure the conservation and enhancement of the biodiversity assets of the site. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

**10. Materials**

The materials to be used in the development hereby permitted shall be as specified on the plans and the application forms.

Reason: To ensure that the external materials respect the character and appearance of the area. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and Supplementary Planning Document Quality Design (June 2006).

**11. Hours of work (construction/demolition)**

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

8:30am to 6:00pm Mondays to Fridays;

9:00am to 1:00pm Saturdays;

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

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

**12. Drainage**

The construction of the stables and/or menage shall not commence until a drainage strategy for the development has been submitted to and approved in writing by the Local Planning Authority. The stables and/or menage shall not be brought into use until the drainage measures have been provided in accordance with the approved details.

Reason: To ensure that surface water will be managed in a sustainable manner. This condition is imposed in accordance with the National Planning Policy Framework, Policy CS16 of the West Berkshire Core Strategy (2006-2026), Part 4 of Supplementary Planning Document Quality Design (June 2006), Sustainable Drainage SPD (2008).

**13. Number of horses**

No more than 16 horses shall be stabled on the site at any one time.

Reason: To ensure the scale and intensity of the development is appropriate to its location. This condition is applied in accordance with the National Planning Policy Framework, Policies CS12, CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), and Policy ENV.29 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

14. **Hay store/tack room use**

The bedding & hay store and tack area(s) as indicated on the plans submitted with the application shall be used solely for these purposes, and shall not be used for the accommodation of horses.

Reason: To ensure the scale and intensity of the development is appropriate to its location, and to ensure adequate facilities are maintained. This condition is applied in accordance with the National Planning Policy Framework, Policies CS12, CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), and Policy ENV.29 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

**Informatives**

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

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

2. **Damage to the carriageway**

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

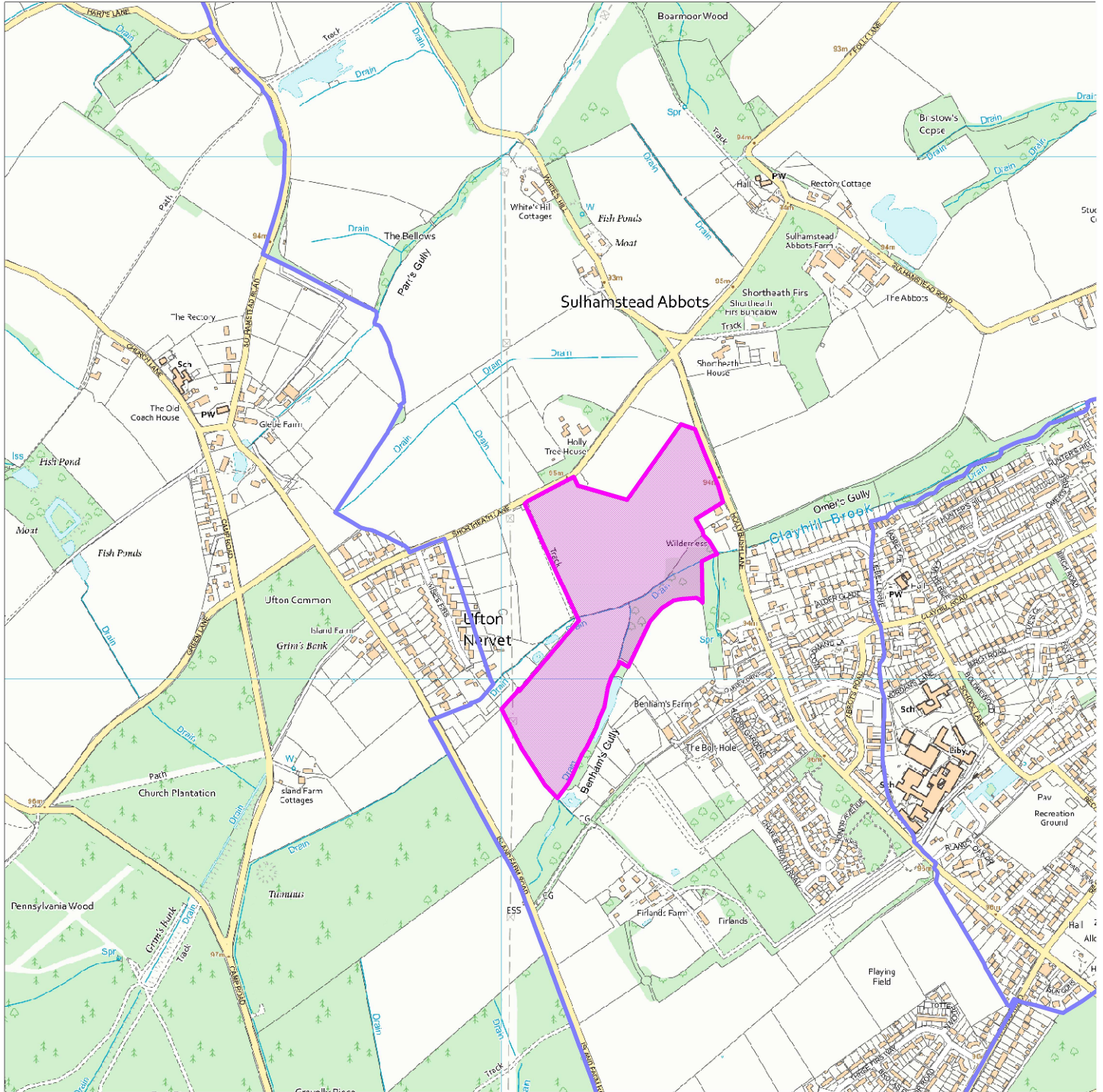
3. **Trees**

- To ensure that the trees/hedges which are to be retained are protected from damage, ensure that all works occur in a direction away from the trees.
- In addition that no materials are stored within close proximity i.e. underneath the canopy of trees/hedges to be retained.
- Ensure that all mixing of materials that could be harmful to tree/hedge roots is done well away from trees/hedges (outside the canopy drip line) and downhill of the trees if on a slope, to avoid contamination of the soil.
- To ensure the above, erect chestnut pale fencing on a scaffold framework at least out to the canopy extent to preserve rooting areas from compaction, chemicals or other unnatural substances washing into the soil.
- If this is not possible due to working room / access requirements The ground under the trees/hedge canopies on the side of construction / access should be covered by 7.5cm of woodchip or a compressible material such as sharp sand, and covered with plywood sheets / scaffold boards to prevent compaction of the soil and roots. This could be underlain by a non permeable membrane to prevent lime based products / chemicals entering the soil.
- If there are any existing roots in situ and the excavation is not to be immediately filled in, then they should be covered by loose soil or dry Hessian sacking to prevent desiccation or frost damage. If required, the minimum amount of root could be cut back using a sharp knife.
- If lime based products are to be used for strip foundations then any roots found should be protected by a non permeable membrane prior to the laying of concrete.

4. **Proactive statement**

This decision has been made in a positive way to foster the delivery of sustainable development having regard to Development Plan policies and available guidance to secure high quality appropriate development. In this application whilst there has

been a need to balance conflicting considerations, the local planning authority has secured and accepted what is considered to be a development which improves the economic, social and environmental conditions of the area.



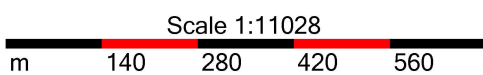
Map Centre Coordinates :

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<b>Organisation</b>	West Berkshire Council
<b>Department</b>	
<b>Comments</b>	
<b>Date</b>	01 September 2022
<b>SLA Number</b>	0100024151



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# Agenda Item 4.(2)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(2)	21/02767/FULMAJ Pangbourne	31 <sup>st</sup> January 2022 <sup>1</sup>	Construction of 13 flats and courtyards with reconfigured car park. Demolition of single storey flat roofed building.  17 Clifton House, Reading Road, Pangbourne  PBP Ltd

<sup>1</sup> Extension of time agreed with applicant until 21<sup>st</sup> September 2022

The application can be viewed on the Council's website at the following link:  
<http://planning.westberks.gov.uk/rpp/index.asp?caseref=21/02767/FULMAJ>

**Recommendation Summary:** To delegate to the Service Director of Development & Regulation to GRANT PLANNING PERMISSION subject to conditions and the completion of a s106 legal agreement. Or to refuse planning permission if the s106 legal agreement is not completed.

**Ward Member:** Councillor Gareth Hurley

**Reason for Committee Determination:** Called-in by Cllr Hurley in the interests of the village and concerns in relation to the impact on parking.

**Committee Site Visit:** 7<sup>th</sup> September 2022

## Contact Officer Details

**Name:** Emma Nutchey  
**Job Title:** Principal Planning Officer  
**Tel No:** 01635 519111  
**Email:** Emma.Nutchey@westberks.gov.uk

## 1. Introduction

- 1.1 This application seeks full planning permission for 13 flats on land to the north of Reading Road at Clifton House, Pangbourne. The site is currently largely occupied by car parking for adjacent businesses. The parking is laid out in an ad hoc way and many spaces would not be compliant with current size standards. There are three distinct areas of car parking with separate access points and separated by chain link fences. These are:
- Car park access from the driveway to the east of 17 Reading Road.
  - Car park access from the archway between 3 and 11 Reading Road. This also provides access to:
  - Former physiotherapy car park, previously accessed from the driveway adjacent to 21 Reading Road. That access has now been closed off.
- 1.2 At the north-west corner of the site is a disused single storey flat roofed building that has previously accommodated a physiotherapist. This is to be demolished.
- 1.3 The proposal seeks permission for a detached three and a half storey building with accommodation in the roof. The building is to be sited at the back of the plot directly in front of the existing access off Reading Road which will serve the new development. This will accommodate 13 flats: 8 x 2 bed and 5 x 1 bed. A further 2 bed flat is proposed above a new garage block and cycle store. The new buildings are arranged to create a court yard layout fronting onto an area of landscaped open space. The arrangement of the built form will also help to divide the parking areas which will be softened by new landscaping.
- 1.4 The proposal seeks to reconfigure the parking which will serve the new dwellings and provide for the existing businesses which currently utilise the car parking. The proposals provide 79 parking spaces of which 25 are for business use.
- 1.5 30% of the units will be affordable. This equates to 4 units. These will be shared ownership.

## 2. Planning History

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

Application	Proposal	Decision / Date
19/02460/FULD	9 flats and reconfigured car park	Approved - 24 <sup>th</sup> April 2020

## 3. Procedural Matters

- 3.1 **EIA:** Prior to the submission of this planning application, an application for a screening opinion was submitted in accordance with Regulation 6 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. A screening opinion was issued by the Local Planning Authority on the 9th June 2021.

The proposal falls within schedule 2 of the regulations column 10(b) (urban development projects). The site is located within a sensitive area, namely the North Wessex Downs Area of Outstanding Natural Beauty, but it does not exceed the relevant threshold in column 2 as the site area is less than 0.5 hectares. The proposal is therefore “Schedule 2 development” within the meaning of the Regulations. However, taking into account the selection criteria in Schedule 3, it was not considered that the proposal is likely to have significant effects on the environment. Accordingly, the proposal was not considered “EIA development” within the meaning of the Regulations.

3.2 **Publicity:** The application was advertised by way of a site notice which expired on the 8<sup>th</sup> December 2021. The notice was displayed to the right of the site entrance. Amended plans have been received during the course of the application and these have been subject to full re-consultation.

3.3 **CIL:** Community Infrastructure Levy (CIL) is a levy charged on most new development to pay for new infrastructure required as a result of the development. All new dwellings are CIL liable and as such CIL will be charged on this scheme. The relevant forms have been completed by the applicant and CIL liability will be formally confirmed by the CIL Charging Authority under separate cover following the grant of any permission. More information is available at [www.westberks.gov.uk/cil](http://www.westberks.gov.uk/cil).

## 4. Consultation

### *Statutory and non-statutory consultation*

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

<p><b>Pangbourne Parish Council:</b></p>	<p>23/11/2021 Objection raised for the following reasons:</p> <ul style="list-style-type: none"> <li>- Additional flats of an inferior design with no lift and insufficient natural ventilation.</li> <li>- Request for sufficient level of affordable housing.</li> <li>- Concern for level for parking and overspill to surrounding roads.</li> <li>- Lack of open space provision and balconies.</li> <li>- Increase traffic movements into and out of the site via a difficult access.</li> <li>- Concern for refuse storage and collection.</li> <li>- Concern the parking under block B could be converted into a residential unit in the future.</li> <li>- Concerns for sustainability.</li> </ul> <p>17/06/2022 – amended plans, no objection raised.</p>
<p><b>Highway Authority:</b></p>	<p>Following the receipt of amended plans no objections raised subject to conditions.</p>

<b>Conservation:</b>	No objection to the design or solar panels.
<b>Lead Local Floor Authority:</b>	Following the receipt of amended plans no objections raised subject to a compliance condition.
<b>Ecology:</b>	No objection subject to conditions.
<b>Environmental Health:</b>	No objection subject to conditions.
<b>Housing:</b>	No objections subject to securing 4 affordable dwellings.
<b>Archaeology:</b>	No objection subject to conditions.
<b>Network Rail:</b>	No objection subject to conditions.
<b>Royal Berkshire fire &amp; rescue:</b>	No objection.
<b>Thames Water:</b>	No objection subject to conditions.
<b>Trees:</b>	Following the receipt of amended plans no objections raised subject to conditions.
<b>Waste Management:</b>	Concerns were raised for the location of the bin stores being in excess of 50m from the highway. Amended plans have been received. No further comments have been received from the Waste Team however the bin store areas are within 50m of the Highway.
<b>Transport Policy:</b>	Cycle storage acceptable.

### ***Public representations***

4.2 No representations have been received.

## **5. Planning Policy**

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

- Policies ADPP1, ADPP5, CS1, CS4, CS5, CS6, CS13, CS14, CS16, CS17, CS18, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies C1, P1 of the Housing Site Allocations Development Plan Document 2006-2026 (HSA DPD).
- Policies OVS5, OVS6, TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).
- Policies 1 and 2 of the Replacement Minerals Local Plan for Berkshire 2001 (RMLP).

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

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- North Wessex Downs AONB Management Plan 2019-2024
- WBC Quality Design SPD (2006)
- Planning Obligations SPD (2015)
- Pangbourne Village Design Statement (2005)

## 6. Appraisal

6.1 The main issues for consideration in this application are:

- Principle of development
- Character and appearance and impact on the Conservation Area
- Highways
- Trees
- Affordable Housing
- Energy Efficiency
- Ecology
- Drainage
- Network Rail

### *Principle of development*

6.2 The site is located within the defined settlement boundary of Pangbourne within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). The southern part of the site is also within the Pangbourne Conservation Area. The site is also within the defined Town Centre Commercial Area.

6.3 Policy ADPP1 states that most development will be within or adjacent to the settlements included in the settlement hierarchy. Pangbourne is identified as a Rural Service Centre. Rural Service Centres are recognised as providing a range of services and reasonable public transport provision. Policy ADPP5 of the Core Strategy plans for appropriate and sustained housing growth within the AONB, focused within the Rural Service Centres.

6.4 Core Strategy Policy CS1 requires new housing development to be located in accordance with the settlement hierarchy and Area Delivery Plan Policies. New homes will be developed in the first instance on suitable previously developed land within settlement boundaries. This proposal meets with the aims of this policy. In this context, Policy C1 gives a presumption in favour of residential development and redevelopment within the settlement of Pangbourne.

6.5 Policy CS4 states that 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. The mix should have regard to the character of the area, accessibility and access to services and evidence of housing need. The proposal seeks permission for 8 x 2 bed and 5 x 1 bed flats. There is an extant permission for 9 two bed flats on the site which is a material consideration. There are a mix of residential properties in the area and the proposal makes efficient use of a site in a sustainable location.

6.6 In accordance with the above policies, the principle of development is considered acceptable in this location.

## ***Character and appearance and impact on the Conservation Area***

- 6.7 The NPPF is clear that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 6.8 According to Policy CS14, new development must demonstrate high quality and sustainable design that respects and enhances the character and appearance of the area, and makes a positive contribution to the quality of life in West Berkshire. Good design relates not only to the appearance of a development, but the way in which it functions. Considerations of design and layout must be informed by the wider context, having regard not just to the immediate area, but to the wider locality. Development shall contribute positively to local distinctiveness and sense of place.
- 6.9 Policy CS19 states that particular regard will be given to (a) the sensitivity of the area to change, (b) ensuring that new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character, and (c) the conservation and, where appropriate, enhancement of heritage assets and their settings.
- 6.10 The application site currently comprises a car park which is largely laid to tarmac with intersecting chain line fencing separating the site into smaller parking areas. There are a number of trees within the site as identified on the tree plan. To the north of the site is the railway embankment with the gantry above which is prominent from within the site. All other boundaries back onto existing buildings, to the south and west these are largely commercial premises which occupy the historic frontage of properties which front onto Reading Road. To the east is a residential development, Pangbourne Place, which comprises a mix of flats and houses set back from the road. The site is largely screened by these buildings but is sensitively located in the historic core of Pangbourne and partly within the Conservation Area.
- 6.11 Block A at the northern end of the site comprises the main building and has the benefit of closing off views of the unattractive gantry to the north when viewed from Reading Road and the southern part of the site. When looking at the wider pattern of development there are examples of small clusters of development beyond the principle buildings which front onto Reading Road and as such the location and form of the proposal is in keeping with the character of the area. It is further recognised that the footprint of the built form is reflective of the 9 flats approved under application 19/02460/FULD.
- 6.12 One of the key changes to the building now proposed compared to the extant permission is the height of the building which is now 12.75m to the ridge with accommodation in the roof. The building approved under the extant consent is a maximum of 12.1m high. The design of the building is such that it has been broken down into 1, 2 and 3 storey elements which helps to break up the overall scale. The depth of the building is also shallow which allows for narrower gable ends which reflect the form and scale of the surrounding, mostly historic buildings. Overall it is considered that the proposed buildings have been designed to harmonise with the style and character of the older properties within the conservation area to the south which is enhanced by the use of traditional detailing within the design. The high quality design of the buildings is complementary to the location of the site.
- 6.13 Block B comprises a carport at ground floor level, providing 5 parking spaces with a 2 bedroom flat above. The introduction of this new structure sits comfortably within the site, alongside Howarth Lodge, and creates a courtyard arrangement of buildings. This helps to increase natural surveillance and adds structure to the site breaking up the areas of car parking.

- 6.14 In order to help meet the requirements of Policy CS15, with regards to CO<sub>2</sub> reductions from regulated and unregulated energy use, solar panels are proposed. Amended plans have been received during the course of the application to show the location and number of panels required to achieve the 70.42% reduction identified within the supporting Energy Statement. The proposal seeks to use apportioned photovoltaic panels which sit discreetly within the roof, a visual of which is included within the Energy Statement. The design of the panels proposed are sympathetic and while visible from the front they are not considered to detract from the quality of the design to a harmful degree. The Conservation Officer has raised no objections to the panels and confirmed they are the most sympathetic available.
- 6.15 The proposed landscaping strategy successfully secures the retention of the most significant trees within the site and new planting is proposed to enclose the various parking courts that are created within the site by virtue of the layout of the new built form. The introduction of new trees and hedges reinforces the parking areas which will be further defined by the use of different surface materials such as block paving and tarmac.
- 6.16 The flats themselves are designed to be single aspect and to face south across communal gardens. Concern was raised by the Parish Council for this aspect of the design however it makes the most of the views and helps minimise any noise from the railway line. The windows in the northern elevation are shown to primarily serve corridors within the flats and not habitable rooms.
- 6.17 No objections have been raised by the Conservation Officer. No listed buildings are directly affected by the proposals, nor is there any harm to their setting.
- 6.18 In conclusion the proposals are considered to complement and enhance the character and appearance of the area and will improve the visual appearance of the site and in turn its contribution to the character of the area. The proposal will not result in any harm to the appearance of the conservation area or any listed buildings within the vicinity of the site. As such the proposal is considered to comply with Policies CS14 and CS19 of the Core Strategy and the guidance within the NPPF with regards to good design.

### ***Highways***

- 6.19 The accesses into the site off Reading Road are within a 20mph zone where the presence of the pedestrian crossing with an elevated crossover further reduces traffic speeds. The main vehicular access into the site, east of Clifton House is to be widened to 5.5m and the existing brick wall removed. Visibility spaces of 2.4m x 25m are to be provided in accordance with Manual for Streets. This design is considered suitable to accommodate the vehicle movements associated with this development.
- 6.20 The level of parking proposed to serve the new flats is in accordance with the requirements of Policy P1 of the Housing and Site Allocations DPD. Amended plans have been received showing the internal dimensions of the car port spaces and the forecourt depth of 6m. The parking for the new flats is considered to be acceptable.
- 6.21 The current car park within the site is not a public car park for general use. It is privately owned and permit controlled with spaces leased to local businesses. Some permits are issued on a temporary basis and could be removed/not renewed with no permission required by West Berkshire Council. According to survey data undertaken on behalf of the applicant a maximum of 59 car parking spaces were occupied at one time. The highway assessment of the 2019 application involved site visits by Highways Officers to survey the use of the existing car park. The number of occupied spaces did not exceed 60 at the time of any visits. The proposal seeks to provide 63 parking spaces to serve existing businesses and is deemed to be acceptable.

- 6.22 One of the main reasons this item has been called to committee is because of concerns for parking which are acknowledged to be an ongoing issue in Pangbourne. As explained above survey work has been carried out by the applicant and verified through Highway Officer site visits. The existing demand and number of spaces proposed demonstrate that the parking needs for those entitled to use the site can be met.
- 6.23 Cycle parking is provided in two stores; 18 stands within block A and 8 within Block B. This equates to a total of 26 cycle stands, 2 stands per flat which is considered acceptable.
- 6.24 In conclusion the proposal raises no Highway objections and the scheme is in accordance with Policy TRANS.1 of the West Berkshire Local Plan Saved Policies 2006-2026 and Policy CS13 of the West Berkshire District Local Plan 2006-2026 and the guidance within the NPPF with regards to highway safety.

### ***Trees***

- 6.25 Policy CS19 of the Core Strategy seeks to ensure that the diversity and local distinctiveness of the landscape character of the district is conserved. Landscaping plays a key role in good design and similarly Policy CS14 seeks the preservation and enhancement of trees and recognises the value of high quality open spaces within a development.
- 6.26 As part of the development 13 trees and one group of trees will be removed. The group of trees sits within the centre comprising of Pear, Cypress, Sumac and Plumb Cherry. These are identified as low quality trees and their removal is necessary to allow for the car park to be reconfigured. Within the group of tree however tree T6 (Cherry), T9 (Sumac) and T12 (Sycamore) will be retained. Much of the planting along the northern boundary next to the railway line will also be retained and cut back to the boundary as it is off site.
- 6.27 The retention of some trees within the site is welcomed and subject to conditions no objections are raised by the Tree Officer. The proposal is considered to comply with policies CS14 and CS19 of the Core Strategy and the guidance within the NPPF with regards to the importance of street trees.

### ***Affordable housing***

- 6.28 Policy CS6 of the Core Strategy seeks to secure the provision of affordable housing on new sites. The policy states that on sites of 10-14 dwellings 30% will be secured as affordable which equates to 4 units. This development will deliver 4 shared ownership units. This tenure mix has been determined to be acceptable due to the layout of the site with 12 of the 13 units being under one roof and therefore having a single tenure will assist with the management of the site.
- 6.29 In conclusion the proposal delivers 30% affordable housing as required by policy.

### ***Energy Efficiency***

- 6.30 Policy CS15 requires residential development to reduce CO<sub>2</sub> emissions alongside energy efficiency measures. Whilst sustainable construction methods have largely been moved into building regulations the Council has declared a Climate Change Emergency and has published an Environment Strategy. Whilst this is not an adopted document as part of the Local Plan it is a material consideration. Policy CS15 states that major residential development should be zero carbon from 2016.

- 6.31 This application is supported by an Energy Statement by Energy Calculations Ltd which demonstrates that with the use of air to water heat pumps and Photovoltaic cells the development will achieve an overall reduction of 70.42% in CO<sub>2</sub> emissions. The development does not meet with the Zero Carbon standard however the development will make a significant contribution towards reducing emissions. The supporting energy statement considers different technologies available and a review of the advantages and disadvantages of each some of which have been ruled out due to the size of the development which makes installation unviable, absence of available local networks or water source, visual impact etc.
- 6.32 Given the sensitive location of the site just within the conservation area and within a historic setting the visual appearance of the solar panels has been given due consideration. The panels to be used are considered to be the most sensitive design available and the Conservation Officer raises no objections to their appearance. A condition has been recommended to secure details of the precise position/number and appearance of the panels.
- 6.33 In conclusion the scheme will make a valuable contribution towards meeting the aims of the policy. While the development is not zero carbon and this weighs against the proposal the shortfall is not considered to be significant enough as to warrant a refusal for this reason alone and the merits of the scheme will be weighed up in the planning balance.

### ***Ecology***

- 6.34 Policy CS17 of the Core Strategy states that biodiversity and geodiversity assets across West Berkshire will be conserved and enhanced. The application is supported by an Ecological Impact Assessment. The site largely comprises of hardstanding and buildings of negligible ecological importance. Bat surveys have been carried out demonstrating bats are likely to be absent from the site. The northern boundary vegetation provides a suitable habitat for commuting bats and hazel dormouse. The Ecological Impact Assessment sets out mitigation measures, the implementation of which are secured by condition.

### ***Drainage***

- 6.35 Policy CS16 relates to site drainage. The application is supported by a Surface Water Drainage Strategy by Glanville. This has been amended during the course of the application and supplemented with further site investigations. Following receipt of the final report the Drainage officer has confirmed that the proposals are acceptable and no objections are raised. A condition has been attached to secure the implementation of the approved strategy.

### ***Network Rail***

- 6.36 To the north of the application site runs the railway line. The boundary is marked by palisade fencing and dense vegetation and planting which overhangs the site. Network rail are a statutory consultee and have raised no objections to the application subject to conditions which seek to protect the railway line and the safety of its users. The applicant has confirmed the proposed conditions are acceptable.

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

- 7.1 All planning authorities are required to determine planning applications in accordance with the development plan, unless material considerations indicate otherwise. In addition, the NPPF seeks to significantly boost the supply of homes through a plan-led

approach. The provision of 13 dwellings of which 4 would be affordable is a significant social benefit in the balance. The proposal complies with the strategic and housing supply policies within the Core Strategy and this attracts substantial weight in favour of granting planning permission.

- 7.2 The proposal is considered to be a high quality design respectful of the historic setting of the site and its location partly within and visible from the conservation area. The scheme is enhanced by the retention of some existing trees and will be supported by a comprehensive landscaping scheme. Environmentally the development will improve the appearance of the site. Weighing against this however is the fact that the development itself is not zero carbon however measures have been incorporated into the design of the building to reduce energy emissions and this level of reduction is considered to make a necessary and significant contribution to meeting with the aims of the policy as a whole. As such, on balance the environmental benefits of the scheme when taken as a whole weigh in favour of the development.
- 7.3 No objections have been raised by any technical officers.
- 7.4 In conclusion it is considered that the development will deliver social, environmental and economic benefits through the redevelopment of this sustainable site. As such the application is recommended for approval subject to planning conditions which have been agreed with the applicant.

## 8. Full Recommendation

- 8.1 PROVIDED THAT a Section 106 Agreement has been completed by 2<sup>nd</sup> December 2022 (or such longer period that may be authorised by the Service Director of Development & Regulation, in consultation with the Chairman or Vice Chairman of the Eastern Area Planning Committee), to delegate to the Service Director of Development & Regulation to GRANT PLANNING PERMISSION subject to the conditions listed below.
- 8.2 OR, if a Section 106 Agreement is not completed, to REFUSE PLANNING PERMISSION for the reasons listed below.

### **Conditions**

1. **Commencement of development**

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

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

2. **Approved plans**

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

Site location plan 02-00  
Red line boundary and site access 02-60 Rev. B  
Proposed site plan 02-03 Rev. C  
Proposed site block plan 02-02 Rev. C  
Proposed site plan with PV panels 02-04 rev. A  
Proposed block A elevations (1 of 2) 05-10 rev. B  
Proposed block A elevations (2 of 2)  
Proposed block B elevations 05-12 Rev. B

Proposed first floor plans 03-11  
 Proposed second floor plans 03-12  
 Proposed third floor plans 03-13  
 External works details 05-20  
 Proposed ground floor plans 03-10 Rev. B  
 Ecological Impact Assessment by ECOSA  
 Arboricultural Impacts Assessment by SJ Stephens Associates  
 Proposed Landscape Strategy 02-04 Rev. B  
 Planning Noise Assessment by RSK Acoustics report 206/0400/R1  
 Planning Statement  
 Carbon Energy Statement  
 Archaeological desk-based assessment by Thames Valley Archaeological Services  
 Surface Water Drainage Strategy by Glanville Issue 4  
 Proposed site drainage 02-63 Rev. B  
 Transport Statement by Bellamy Roberts  
 Highways technical Note by Bellamy Roberts 20<sup>th</sup> Dec 2021  
 Site ownership and car parking strategy 02-65 Rev. B  
 Proposed bin and bike store 02-53 Rev.A  
 Semi vertical bike rack information sheet

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

**3. Schedule of materials**

No development shall commence until a schedule of the materials to be used in the construction of the external surfaces of the development hereby permitted, has been submitted to and approved in writing by the Local Planning Authority. Samples of materials shall be made available upon request. Thereafter the development shall be carried out in accordance with the approved details.

Reason: To ensure that the external materials respect the character and appearance of the area. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (June 2006). A pre-commencement condition is required because the approved materials will be used throughout construction.

**4. Floor levels**

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

Reason: To ensure a satisfactory relationship between the proposed development and the adjacent land. This condition is imposed in accordance with the National Planning Policy Framework, Policies Cs14 and CS19 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (June 2006). A pre-commencement condition is required because the ground levels need to be established before works start.

**5. Hard landscaping**

No property shall be occupied until the hard landscaping of the site has been completed in accordance with a hard landscaping scheme that 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 must include a suitable trespass proof steel palisade fence of at least 1.8m in height adjacent to Network Rail's boundary and make provision for its future maintenance and renewal without encroachment upon or over-sailing of Network Rail land. Network Rail's existing fencing / wall must not be removed or damaged and at no point either during construction or after works are completed on site should the foundations of the fencing or wall or any embankment therein be damaged, undermined or compromised in any way.

Reason: Landscaping is an integral element of achieving high quality design and safety fencing is required adjacent to the railway line at the request of Network Rail to ensure public safety. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and the Quality Design SPD.

**6. Details of solar panels**

No property shall be occupied until the PV panels have been installed in accordance with the approved details which have first been submitted to and approved in writing by the Local Planning Authority. The details shall include the make of the panels and details to show how they sit within the roof and their coverage. The panels shall thereafter be retained in accordance with the approved details.

Reason: To ensure that the PV panels are sympathetic to the appearance of the property and do not harm the character and appearance of the conservation area. This is in accordance with the guidance within the National Planning Policy Framework and Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026).

**7. Construction method statement**

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

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

Reason: To safeguard the amenity of adjoining land uses and occupiers and in the interests of highway safety. This condition is imposed in accordance with the National Planning Policy Framework, Policies CS5 and CS13 of the West Berkshire Core Strategy (2006-2026), Policy TRANS 1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007). A pre-commencement condition is necessary because insufficient detailed information accompanies the application and measures may be required to be undertaken throughout the construction phase and so it is necessary to approve these details before any development takes place.

**8. Hours of work (construction/demolition)**

No demolition or construction works shall take place outside the following hours:  
7:30am to 6:00pm Mondays to Fridays;  
8:30am to 1:00pm Saturdays;

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

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

9. **Unexpected contamination**

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

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

10. **Noise mitigation measures**

The development hereby approved shall not be occupied until the noise mitigation measures as set out in the Planning Noise Assessment by RSK Acoustics ref 206/0400/R1, submitted with the application, have been completed in accordance with these approved details. The noise mitigation measures shall be retained and maintained thereafter.

Reason: To protect future residents from noise from the railway line. To ensure a satisfactory relationship between the proposed development and the adjacent Railway. This condition is imposed 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).

11. **Lighting design strategy for light sensitive biodiversity**

No property shall be occupied until a lighting design strategy for biodiversity has been submitted to and approved in writing by the Local Planning Authority. The strategy shall:

- a) identify those areas/features on site that are particularly ecologically sensitive and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging; and
- b) show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the local planning authority.

Reason: The introduction of artificial light might mean species are disturbed and/or discouraged from using their breeding and resting places, established flyways or foraging areas. Such disturbance can constitute an offence under relevant wildlife legislation. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

**12. Landscape and Ecological Management Plan (LEMP)**

No development shall take place until a Landscape and Ecological Management Plan (LEMP) (also referred to as a Habitat or Biodiversity Management Plan) has been submitted to and be approved in writing by the Local Planning Authority. The content of the LEMP shall include the following:

- (a) Description and evaluation of features to be managed.
- (b) Plans to show the location of at least 4 bat roosting features and 10 swift boxes integrated within the new buildings.
- (c) Plans shall highlight any areas where breathable roofing membrane is used within the roof.
- (d) Ecological trends and constraints on site that might influence management.
- (e) Aims and objectives of management.
- (f) Appropriate management options for achieving aims and objectives.
- (g) Prescriptions for management actions.
- (h) Preparation of a work schedule (including an annual work plan capable of being rolled forward over a five-year period detailing the ongoing monitoring and remedial measures and the organisation responsible).

The LEMP shall also include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management bodies responsible for its delivery.

The plan shall also set out (where the results from monitoring show that conservation aims and objectives of the LEMP are not being met) how contingencies and/or remedial action will be identified, agreed and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme.

The approved plan will be implemented in accordance with the approved details.

Reason: This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the LEMP may need to be implemented during construction.

**13. Construction Environmental Management Plan**

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

- (a) Risk assessment of potentially damaging construction activities.
- (b) Identification of "biodiversity protection zones".
- (c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements).

- (d) The location and timing of sensitive works to avoid harm to biodiversity features.
- (e) The times during construction when specialist ecologists need to be present on site to oversee works.
- (f) Responsible persons and lines of communication.
- (g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.
- (h) Use of protective fences, exclusion barriers and warning signs.

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

Reason: This condition is applied in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because the CEMP will need to be adhered to throughout construction.

#### 14. **Ecological Impact Assessment**

The development hereby approved shall be carried out in accordance with the Ecological Impact Assessment by ECOSA dated October 2021 unless otherwise agreed in writing by the Local Planning Authority. The measures shall thereafter be retained and maintained in accordance with the approved details.

Reason: To protect species on site in accordance with the National Planning Policy Framework, and Policy CS17 of the West Berkshire Core Strategy 2006-2026.

#### 15. **Archaeology**

No development including site clearance shall take place within the application area until a Stage 1 written scheme of investigation (WSI) for a programme of archaeological work has been submitted to and approved by the local planning authority in writing. For land that is included within the WSI no demolition or development shall take place other than in accordance with the agreed WSI, and the programme and methodology of site evaluation and the nomination of a competent person(s) or organisation to undertake the agreed works. If heritage assets of archaeological interest are identified by Stage 1, then for those parts of the site which have archaeological interest a Stage 2 WSI shall be submitted to and approved by the local planning authority in writing. For land that is included within the WSI no site clearance work or development shall take place other than in accordance with the agreed WSI, which shall include:

- A. The Statement of significance and research objectives, the programme and methodology of archaeological site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works.
- B. The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting archaeological material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the Stage 2 WSI.

Reason: To ensure that any significant archaeological remains that are found are adequately recorded. Such an approach follows the guidance set out in paragraph 205 of the 2021 National Planning Policy Framework and is accordant with the requirements of Policy CS19 of the West Berkshire Local Plan (2006-2026) 2012.

#### 16. **Electric Charging Point**

No development shall take place until details an electric vehicle charging point has been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied until an electric vehicle charging point has been provided

in accordance with the approved drawings. The charging point shall thereafter be retained and kept available for the potential use of an electric car.

Reason: To promote the use of electric vehicle. This condition is imposed in accordance with the National Planning Policy Framework (February 2019), Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), Policy P1 of the Housing Site Allocation DPD and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007). A pre-commencement condition is required because the location of points must be determined prior to construction work.

**17. Access construction prior to occupation**

No dwelling shall be occupied until the alterations to the access onto Reading Road have been constructed in accordance with the approved drawings.

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

**18. Visibility splays before development**

No development shall take place until visibility splays of 2.4 metres by 25 metres have been provided at the access. The visibility splays shall, thereafter, be kept free of all obstructions to visibility above a height of 0.6 metres above carriageway level.

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

**19. Parking/turning in accord with plans**

No dwelling shall be occupied until the vehicle parking and/or turning space have been surfaced, marked out and provided in accordance with the approved plans. No doors shall be erected on the front of the car ports to enclose them. The parking and/or turning space shall thereafter be kept available for parking (of private motor cars and/or light goods vehicles) at all times.

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

**20. Cycle parking**

No dwelling shall be occupied until the cycle parking has been provided in accordance with the approved drawings and this area shall thereafter be kept available for the parking of cycles at all times.

Reason: To ensure the development reduces reliance on private motor vehicles and assists with the parking, storage and security of cycles. This condition is imposed in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy (2006-2026) and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

**21. Thames Water**

No development hereby approved shall commence until a Source Protection Strategy detailing how the developer intends to ensure the water abstraction source

is not detrimentally affected by the proposed development both during and after its construction has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. The development shall be constructed in line with the recommendations of the strategy.

Reason: To ensure that the water resource is not detrimentally affected by the development. This condition is attached in accordance with the guidance within the National Planning Policy Framework. More detailed information can be obtained from Thames Waters' Groundwater Resources Team email [GroundwaterResources@Thameswater.co.uk](mailto:GroundwaterResources@Thameswater.co.uk) Tel: 0203 577 3603.

**22. Arboricultural supervision condition**

No development shall take place (including site clearance and any other preparatory works) until the applicant has secured the implementation of an arboricultural watching brief in accordance with a written scheme of site monitoring, which has first been submitted to and approved in writing by the Local Planning Authority.

Reason: Required prior to the commencement of development in order that the Local Planning Authority may be satisfied that the trees to be retained will not be damaged during development works and to ensure that, as far as is possible, the work is carried out in accordance with the approved details pursuant to section 197 of the Town and Country Planning Act 1990 in accordance with the objectives of the National Planning Policy Framework and Policies ADPP1, ADPP5, CS14, CS17, CS18 and CS19 of West Berkshire Core Strategy 2006-2026. A pre-commencement condition is necessary because insufficient detailed information accompanies the application; tree protection installation measures and site supervision works may be required to be undertaken throughout the construction phase and so it is necessary to approve these details before any development takes place.

**23. Tree Protection**

All Tree Protective Fencing shall be erected in accordance with the submitted SJ Stephens Tree Protection Plan, reference drawing number 1418-02 dated Feb 2022. The protective fencing shall be implemented and retained intact for the duration of the development. Within the fenced area(s), there shall be no excavations, storage or mixing of materials, storage of machinery, parking of vehicles or fires.

Reason: Required to safeguard and to enhance the setting within the immediate locality to ensure the protection and retention of existing trees and natural features during the construction phase in accordance with the National Planning Policy Framework and Policies ADPP1, ADPP5, CS14, CS17, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026.

**24. Landscaping**

No development shall take place until a detailed soft landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The soft landscaping scheme shall include detailed plans, planting and retention schedule, programme of works, and any other supporting information. All soft landscaping works shall be completed in accordance with the approved soft landscaping scheme within the first planting season following completion of building operations / first occupation of the new dwelling (whichever occurs first). Any trees, shrubs, plants or hedges planted in accordance with the approved scheme which are removed, die, or become diseased or become seriously damaged within five years of completion of this completion of the approved soft landscaping scheme shall be replaced within the next planting season by trees, shrubs or hedges of a similar size and species to that originally approved.

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

25. **Drainage Strategy**

The development hereby approved shall be carried out in accordance with the Surface Water Drainage Strategy by Glanville, Issue 4: 6 July 2022 unless otherwise agreed in writing by the Local Planning Authority. No dwelling shall be first occupied until the drainage measures have been completed in accordance with the approved details. The measures shall thereafter be retained and maintained in accordance with the approved details.

Reason: To ensure a suitable drainage strategy is secured in accordance with Policy CS16 of the West Berkshire Core Strategy 2006-2026 and the guidance set out within the National Planning Policy Framework.

***Heads of Terms for Section 106 Agreement***

1. **Affordable housing**

Secure 4 shared ownership apartments.

***Refusal Reasons (if Section 106 Agreement not completed)***

1. **Planning obligation**

The application fails to provide an appropriate planning obligation to secure 4 affordable housing units on site (30% provision) as is required by Policy CS6 of the West Berkshire Core Strategy 2006-2026 and in accordance with the National Planning Policy Framework and the Council's Planning Obligations SPD. This policy seeks to ensure the provision of affordable dwellings within the district where there is an identified need for such housing.

***Informatives (if granted planning permission)***

1. **Positive statement**

This decision has been made in a positive way to foster the delivery of sustainable development having regard to Development Plan policies and available guidance to secure high quality appropriate development. The local planning authority has worked proactively with the applicant to secure a development that improves the economic, social and environmental conditions of the area.

2. **CIL**

The development hereby approved results in a requirement to make payments to the Council as part of the Community Infrastructure Levy (CIL) procedure. A Liability Notice setting out further details, and including the amount of CIL payable will be sent out separately from this Decision Notice. You are advised to read the Liability Notice and ensure that a Commencement Notice is submitted to the authority prior to the commencement of the development. Failure to submit the Commencement Notice will result in the loss of any exemptions claimed, and the loss of any right to pay by instalments, and additional costs to you in the form of surcharges. For further details see the website at [www.westberks.gov.uk/cil](http://www.westberks.gov.uk/cil)

3. **Access construction**  
The Asset Management team, West Berkshire District Council, Environment Department, Council Offices, Market Street, Newbury, RG14 5LD, or [highwaysassetmanagement@westberks.gov.uk](mailto:highwaysassetmanagement@westberks.gov.uk) should be contacted to agree the access construction details and to grant a licence before any work is carried out within the highway. A formal application should be made, allowing at least four (4) weeks' notice, to obtain details of underground services on the applicant's behalf.
4. **Damage to footways, cycleways and verges**  
The attention of the applicant is drawn to the Berkshire Act, 1986, Part II, Clause 9, which enables the Highway Authority to recover the costs of repairing damage to the footway, cycleway or grass verge, arising during building operations.
5. **Damage to the carriageway**  
The attention of the applicant is drawn to the Highways Act, 1980, which enables the Highway Authority to recover expenses due to extraordinary traffic.
6. **Excavation in close proximity to the highway**  
In order to protect the stability of the highway it is advised that no excavation be carried out within 15 metres of a public highway without the written approval of the Highway Authority. Written approval would be obtained from the Asset Manager, West Berkshire District Council, Environment Department, Council Offices, Market Street, Newbury, RG14 5LD or [highwaymaintenance@westberks.gov.uk](mailto:highwaymaintenance@westberks.gov.uk)
7. **Incidental works affecting the highway**  
Any incidental works affecting the adjoining highway shall be approved by, and a licence obtained from, the Principal Engineer (Streetworks), West Berkshire District Council, Transport & Countryside, Council Offices, Market Street, Newbury, RG14 5LD, telephone number 01635 – 503233, before any development is commenced.
8. **Official Postal Address**  
Please complete and online street naming and numbering application form at <https://www.westberks.gov.uk/snn> to obtain an official postal address(s) once development has started on site. Applying for an official address promptly at the beginning of development will be beneficial for obtaining services. Street naming and numbering is a statutory function of the local authority.
9. **Thames Water**  
A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 020 3577 9483 or by emailing [trade.effluent@thameswater.co.uk](mailto:trade.effluent@thameswater.co.uk) . Application forms should be completed on line via [www.thameswater.co.uk](http://www.thameswater.co.uk). Please refer to the Wholesale; Business customers; Groundwater discharges section.
10. **Thames Water**  
Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
11. **Network Rail**  
Please see full comments from Network Rail dated 24<sup>th</sup> November 2021. This raises important issues with regards to drainage, fencing, and encroachment onto the

railway, scaffolding, vibro-impact machinery, crane use, a 2m gap and lighting. It is essential this is read before works start on site.

21/02767/FULMAJ

17 Clifton House, Reading Rd, Pangbourne RG8 7LU



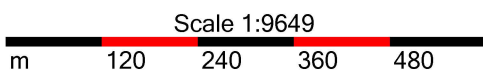
Map Centre Coordinates :

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<b>Organisation</b>	West Berkshire Council
<b>Department</b>	
<b>Comments</b>	
<b>Date</b>	01 September 2022
<b>SLA Number</b>	0100024151



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# Agenda Item 4.(3)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(3)	22/01080/FUL Stratfield Mortimer	08 <sup>th</sup> July 2022 <sup>1</sup>	Conversion of existing farm building and replacement of existing to provide a 'Wellness Centre' (Use Class E(e) and E(d)).  Manns Farm, Nightingale Lane, Mortimer, Reading, RG7 3PS  LJ Strang & Partners

<sup>1</sup> Extension of time agreed with applicant until 22<sup>nd</sup> July 2022

The application can be viewed on the Council's website at the following link:

<http://planning.westberks.gov.uk/rpp/index.asp?caseref=22/01080/FUL>

<b>Recommendation Summary:</b>	Delegate to the Service Director of Development & Regulation to REFUSE PLANNING PERMISSION.
<b>Ward Members:</b>	Councillors Graham Bridgman, Royce Longton, Geoff Mayes
<b>Reason for Committee Determination:</b>	Called in by Councillor Bridgman if the application is recommended for refusal. To provide the committee an opportunity to debate the question of supporting the rural economy.
<b>Committee Site Visit:</b>	7 <sup>th</sup> September 2022

## Contact Officer Details

<b>Name:</b>	Gemma Kirk
<b>Job Title:</b>	Senior Planning Officer
<b>Tel No:</b>	01635 519111
<b>Email:</b>	Gemma.Kirk@westberks.gov.uk

## 1. Introduction

- 1.1 This application seeks planning permission for the conversion of an existing agricultural building and the replacement of an existing steel barn to provide a 'Wellness Centre'.
- 1.2 Manns Farm is located to the north-east of Mortimer, outside of a defined settlement boundary, and accessed from Nightingale Lane. The existing tenancy farm business at Manns Farm is solely arable and comprises of 432 acres of land and several agricultural buildings that are adjacent to Nightingale Lane. The two buildings subject to the application are located at the front of the complex of farm buildings immediately adjacent to the highway. The applicant advises that these buildings are redundant because they are unsuitable to modern day farming practices.
- 1.3 The 'Wellness Centre' is proposed to fall within Use Class E(d) and E(e) of the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020. Use Class E(d) refers to 'indoor sports, recreation and fitness' and E(e) is the provision of 'medical/health services'. The centre will be used for complementary and alternative medicines (CAM) including in-house treatments and rooms to hire to wellness practitioners for classes or treatments (e.g. yoga, pilates, dancing, sign language, cooking etc.). The buildings will provide 2 treatment rooms along with 2 studio spaces as well as service facilities (toilets/changing areas, reception and kitchenettes). It was advised that the centre would not be open for general community uses (Use Class F).
- 1.4 It is intended that the 'Wellness Centre' will operate on 07:00-21:00 Monday to Friday, 08:00-18:00 Saturday and 10:00-16:00 on Sunday. The smaller studio is proposed to accommodate a maximum of 8 people, the larger studio a maximum of 24 people and 2 treatment rooms that could have a new client in every hour.
- 1.5 To create the 'Wellness Centre' it is proposed to convert and refurbish an existing timber cart-shed (immediately adjacent to Nightingale Lane). To create the space required the steel barn to the south of the cart-shed will be demolished and replaced with a building that is designed to reflect the existing timber cart-shed. These buildings will be linked by a curved extension that acts as a reception.
- 1.6 The 'Wellness Centre' will use the existing farm entrance and visitors will drive up the track and around the existing farm buildings (to the north-east of the cart-shed) to the parking area to be provided between the proposal and an existing modern agricultural building. This parking area was extended during the course of the application to include an area of grass to the south-east of the new building. Landscaping is also indicated on the plans including retention of the existing hedge which will be supplemented with mixed native hedges.

## 2. Planning History

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

Application	Proposal	Decision / Date
21/02415/CLASSR	Application to determine if prior approval is required for a proposed change of use under 150 Sq Mts from Agriculture to Flexible Use falling within Classes A1, A2, A3, B1, B8, C1 or D2, pursuant to Schedule 2, Part 3, Class R of	Not required. 17.11.2021.

	the Town and Country Planning (General Permitted Development) (England) Order 2015.	
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- 2.2 Both the Design, Access and Planning Statement and the applicant's Highway Consultant refer to a suggested fall-back position provided by 21/02415/CLASSR (in which the conversion is underway).
- 2.3 Under Schedule 2, Part 3, Class R of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (now referred to as GPDO) it is permitted development to change the use of agricultural buildings to Use Class B8 (storage or distribution), Class C1 (hotels) and Class E (commercial, business or service). Where the floor space is under 150 square metres the prior approval of the Local Planning Authority is not required, but notice must be given. 21/02415/CLASSR is the giving of this notice.
- 2.4 Whilst these permitted development rights exist, it is considered that for this application limited weight can be given to this fall-back position. Firstly, the operational development (demolition and re-building of the steel barn) proposed as part of this application could not be carried out under permitted development. Furthermore, there are reservations as to whether the existing steel barn would be able to provide the facilities listed in this application without carrying out building operations (re-building, external structural alterations or additions). Therefore, it is considered there would be a material difference in the intensity of use between the conversion under permitted development rights and that proposed by this application.
- 2.5 It is also noted the floor space proposed by this application would be over 150sqm under Class R in the GPDO this would have required the local planning authority to determine if prior approval was required for: (i) transport and highways impacts of the development, (ii) noise impacts of the development, (iii) contamination risks on the site; and (iv) flooding risks on the site.

## Procedural Matters

- 2.6 **EIA:** Given the nature and scale of this development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 2.7 **Publicity:** As site notice was displayed on 27th May 2022 at the entrance to Manns Farm; the deadline for representations expired on 19th June 2022.
- 2.8 **CIL:** Community Infrastructure Levy (CIL) is a levy charged on most new development to pay for new infrastructure required as a result of the new development. CIL will be charged on residential (C3 and C4) and retail (A1 - A5) development at a rate per square metre (based on Gross Internal Area) on new development of more than 100 square metres of net floorspace (including extensions) or when a new dwelling is created (even if it is less than 100 square metres). Based on the CIL PAAIR form, it appears that the development would not be CIL liable. However, CIL liability will be formally confirmed by the CIL Charging Authority under separate cover following the grant of any permission. More information is available at [www.westberks.gov.uk/cil](http://www.westberks.gov.uk/cil).
- 2.9 **Amendments:** An amended plan PL-05 A (Proposed Block Plan) was received during the course of the application to demonstrate that the existing hedge at Manns Farm was not to be removed by the proposal and additional parking could be accommodated at

the site. During the course of the application further details on the intended use and responses to the Highway Officer's objections were submitted. A phase 2 protected species survey was also submitted.

### 3. Consultation

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

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

<b>Stratfield Mortimer Parish Council:</b>	<ul style="list-style-type: none"> <li>• Supports the proposed development under its NDP (policy 11.2.4 Use of Farm Buildings) on the assumption the barn is not listed.</li> <li>• Concerns that there is sufficient parking spaces when at full capacity.</li> <li>• Parish Council not aware of pre-submission consultation.</li> </ul>
<b>Highways Authority:</b>	<ul style="list-style-type: none"> <li>• Objection on the grounds of sustainable location (comments expanded upon in report).</li> </ul>
<b>Environmental Health:</b>	<ul style="list-style-type: none"> <li>• No objections.</li> </ul>
<b>Archaeological Officer:</b>	<ul style="list-style-type: none"> <li>• Mann's Farm is a historic farmstead (18<sup>th</sup> century origins). Cart-shed might be a non-designated heritage asset.</li> <li>• Welcome the retention and conversion of the cart-shed. The steel framed Dutch barn appears to be of a less historic interest.</li> <li>• Internal photos sufficient for records.</li> </ul>
<b>Conservation Officer:</b>	<ul style="list-style-type: none"> <li>• Cart shed is a non-designated heritage asset due to local historic and architectural interest.</li> <li>• No objections: proposal consistent with paragraphs 203 and 197 of the NPPF.</li> </ul>
<b>Ecology Officer:</b>	<ul style="list-style-type: none"> <li>• Objection due to the loss of hedge was withdrawn following the submission of Drawing PL-05 A.</li> <li>• Conditions recommended including securing protection measures identified in the ecology reports submitted.</li> </ul>
<b>Lead Local Flood Authority:</b>	<ul style="list-style-type: none"> <li>• No comments received at time of writing the report.</li> </ul>
<b>Public Rights of Way Officer:</b>	<ul style="list-style-type: none"> <li>• No comments received at time of writing the report.</li> </ul>

<b>Public Health &amp; Wellbeing:</b>	<ul style="list-style-type: none"> <li>• Queries need for the CAM space (any clear evidence), active travel and whether Environmental Health have been consulted.</li> <li>• Make applicants aware that consideration required for operations with regard to risks of running a business on a working farm.</li> <li>• Wouldn't have an issue with the application in theory.</li> </ul>
<b>Economic Development:</b>	<ul style="list-style-type: none"> <li>• No comments to provide.</li> </ul>
<b>Emergency Planning:</b>	<ul style="list-style-type: none"> <li>• Low density area within the Detailed Emergency Planning Zone, low number of staff and visitors no adverse comments.</li> <li>• Conditions requested for comprehensive emergency plan during the construction phase, an outline emergency plan for the wellness centre and a comprehensive emergency plan for the wellness centre.</li> </ul>
<b>Office for Nuclear Regulation:</b>	<ul style="list-style-type: none"> <li>• No objections due to adequate assurance from WBC Emergency Planners that this can be accommodated within their off-site emergency plan arrangements. Supports recommended conditions.</li> <li>• Does not present a significant external hazard for the safety of the nuclear site.</li> </ul>
<b>AWE:</b>	<ul style="list-style-type: none"> <li>• No comments received at time of writing the report.</li> </ul>
<b>NatureSpace Partnership (Newt Officer, Berkshire):</b>	<ul style="list-style-type: none"> <li>• Objection due to the loss of hedge was withdrawn following the submission of Drawing PL-05 A.</li> </ul>
<b>Ramblers Association:</b>	<ul style="list-style-type: none"> <li>• No comments received at time of writing the report.</li> </ul>

### ***Public representations***

- No public representations were received during the course of the application.

## **4. Planning Policy**

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

- Policies ADPP1 (Spatial Strategy), ADPP6 (East Kennet Valley), CS8 (Nuclear Installations- AWE Aldermaston and Burghfield), CS10 (Rural Economy), CS11

(Hierarchy of Centres), CS13 (Transport), CS14 (Design Principles), CS15 (Sustainable Construction and Energy Efficiency), CS16 (Flooding), CS17 (Biodiversity and Geodiversity), CS18 (Green Infrastructure), CS19 (Historic Environment and Landscape Character) of the West Berkshire Core Strategy 2006-2026 (WBCS).

- Policies OVS.5 (Environmental Nuisance and Pollution Control), OVS.6 (Noise Pollution), ENV.16 (Farm Diversification), ENV.19 (The Re-use and Adaptation of Rural Buildings), TRANS.1 (Meeting the Transport Needs of New Development) of the West Berkshire District Local Plan (WBDLP) 1991-2006 (Saved Policies 2007).
- Policies C1, C2, C6 and C7 (Commercial), B1-3 (Biodiversity and Environmental Gains), GD1-6 (General Design) of the Stratfield Mortimer Neighbourhood Development Plan (NDP) (2017).

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

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- WBC Quality Design SPD (2006)
- Local Transport Plan for West Berkshire (2011-2026)
- Stratfield Mortimer Village Design Statement (2007)

## 5. Appraisal

5.1 The main issues for consideration in this application are:

- Principle of development
- Sustainable location
- Character and appearance
- Neighbouring amenity
- Highway safety
- Ecology and trees
- Other matters

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

5.2 Manns Farm is located outside of a defined settlement boundary and therefore within the open countryside. According to Policy ADPP1 of the Core Strategy, only appropriate limited development in the countryside will be allowed focused on addressing identified needs and maintaining a strong rural economy. This is re-enforced by Policy ADPP6, the spatial strategy for the East Kennet Valley, where development will be strictly controlled in the open countryside.

5.3 The proposed change of use and operational development seeks to create a secondary business at the existing arable farm. Policy CS10 of the Core Strategy advises that proposals to diversify the rural economy will be encouraged, particularly where they are located in or adjacent to Rural Service Centres and Service Villages.

5.4 The Design, Access and Planning Statement applies Saved Policy ENV.19 of the WBDLP. However, the proposal seeks an extension to the cart-shed and replacement building and therefore this policy would not apply as criteria (b) requires no extensive alteration, rebuilding or enlargement of existing buildings. Officer's also considered the relevance of Saved Policy ENV.16 of the WBDLP. However, it was considered that

whilst supplementing the income of the farm, the economic benefits to the rural economy of the area would be limited to some local employment.

- 5.5 However, the NPPF is relevant for the principle in which paragraphs 84 provides guidance of determining applications supporting a prosperous rural economy. Paragraph 84 states that decisions should enable the sustainable growth and expansion of all types of business in rural areas both through conversion of existing buildings and well-designed new buildings. The proposal would help the applicant's develop their existing freelance CAM business.
- 5.6 The Stratfield Mortimer NDP also informs the principle of development. It is noted the Parish Council refer to policy C6 for the use of farm buildings. Similarly to Saved Policy ENV.16 this policy would not fully apply because of the demolition and re-building of the steel barn. However, it is considered that policy C7 in the NDP is relevant. This policy advises that new, renovated or extended buildings for employment and commercial activity will be supported providing they meet a range of criteria including adding high value sustainable employment, prevent creeping urbanisation, retain and respect any architectural and historic features of the buildings, are sustainably located and of appropriate scale, form and high quality design so they do not adversely affect the setting of the village of Mortimer, the character of the area, views within the village and the amenities of residents and other countryside users. In addition, to the location outside of the settlement boundary the developments should make a long-term contribution to sustaining the agricultural enterprise or other land-based activities and are accompanied with any appropriate surveys and mitigation for protected species.
- 5.7 There is a general principle of support in both national and local policies for the development of local rural businesses. However, at both national and local policy there are considerations that the development is required to meet for the proposal to be acceptable in principle this includes whether the location is sustainable.

### ***Sustainable location***

- 5.8 Paragraph 85 of the NPPF states that planning decisions *“should recognise that sites to meet local business and community needs in rural area may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that the development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport).”*
- 5.9 This is reflected in local policy in which Policy CS11 of the Core Strategy seeks town centre uses (including health and fitness centres) to be directed to town and district centres. Furthermore, Policy C7 of the Stratfield Mortimer NDP requires development to be located in a sustainable location.
- 5.10 The proposed use and scale is considered to be too intense for its location to be sustainable and in accordance with Paragraph 85 of the NPPF. The proposed treatment rooms and studios would significantly increase the traffic generation to the site. The Highway Officer estimates that overall could be 93 vehicle movements per day.
- 5.11 The Highway Officer advises that as a result of the specialised use that those visiting the 'Wellness Centre' would be deliberate trips (with very limited uses being by pass-by, diverted or transferred trips). Furthermore, due to the type of use and the smaller population it is highly likely that the trips would be drawn in from outside of Mortimer from the wider area, including for instance, Reading. The Highway Officer is not satisfied that the village of Mortimer on its own would sustain the prescribed use and to be viable and would need to cater to a wider area that would likely mean car travel.

- 5.12 The increase in traffic generation would be in a location that is unsustainable because there are no footways within the vicinity of the site (apart from Public Right of Ways to the south) but this would be unlit and not encourage walking. Due to the nature of Nightingale Lane it would not encourage cycling and there are no public transport services or bus stops within 1.2km of the site and there would be little encouragement to walk from the nearest bus stop to the site. The Highway Officer advises that most journeys would be made by motorised vehicle.
- 5.13 The location for the proposed 'Wellness Centre' is not considered to comply with paragraph 85 in the NPPF in terms of sustainable location. Furthermore, the increase in motorised vehicles to the site would be contrary to Policy CS13 of the Core Strategy and Paragraph 9 in the NPPF which promote sustainable transport. It would also be at odds with the Council's Climate Change Emergency declaration.
- 5.14 The Transport Consultant for the applicant advises that consideration should be given to the fall-back position in which a 'Wellness Centre' could be implemented at the site. However, it is considered that the intensity achieved by this proposal would be significantly greater than that achieved under 21/02415/CLASSR. Therefore, it is considered that this does not alter the objection to the proposal under the sustainable location grounds.
- 5.15 Whilst, it is acknowledged that there is a need to support rural businesses it is considered that the intensity of the use in this location would be unsustainable which would be unacceptable and contrary to both national and local policy.

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

- 5.16 Policy C7 in the NDP requires development to be of an appropriate scale, form and high quality design. Regard is given to the general design policies in the NDP.
- 5.17 Policy CS14 and CS19 of the Core Strategy also reflects this seeking development that respects and enhances the character of the area with particular regard given to the sensitivity of the area to change and ensuring new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character.
- 5.18 The proposal will retain the existing cart-shed and construct a new link and extension that reflects the form and design of the existing car shed. The materials are intended to reflect the style of the existing cart shed. The extensions to the cart shed will be a small increase in scale from the steel-framed building to be demolished and therefore would not be inappropriate to the site.
- 5.19 The 'Wellness Centre' is positioned within the existing complex of built form and therefore would reduce the impact on the rural landscape and setting. It is acknowledged that as a result of the proposal there would be some light spill from the windows and external lighting that would likely be installed. It is considered that there would not be a significantly harmful impact on the landscape as the glazing would face into the existing complex and retain the blank elevations adjacent to the road. Furthermore, external lighting can be controlled by a condition for details to be submitted and agreed prior to installation including hours in which the lighting is used.
- 5.20 The existing timber cart-shed is considered to be a non-designated heritage asset. The Conservation Officer and Archaeological Officer were pleased to see the retention of this building. It was considered that the proposal would be consistent with paragraph 197 of the NPPF which advises that local planning authorities take into account the desirability of sustaining the significance of the heritage asset and putting them to viable uses consistent with their conservation.

5.21 It is considered that the proposed use and associated development would be acceptable in terms of impact to the rural character of the area, the wider setting (including the setting of Mortimer) and the character of the site.

### ***Neighbouring amenity***

5.22 Policy C7 in the NDP requires that the amenities of local residents and other countryside users to not be adversely effected by the proposal. Saved Policies OVS.5 and OVS.6 in WBDLP require development not to give rise to unacceptable levels of pollution including noise with consideration given to sensitive locations.

5.23 The proposed building operations associated with the proposal will be contained within the existing complex of agricultural buildings. Therefore, the impact of the built form, including overbearing impact, daylight/sunlight impact and privacy would be minimal for the nearest residential dwellings.

5.24 It is noted that the farm access is close to 1 and 2 Mann's Farm Cottages. Therefore, the proposed use would result in some additional disturbance to these properties due to the proposed vehicle movements in and out of the site. There is approximately 13.6 metres separation distance between the access and the amenity space for the two neighbouring cottages and therefore on balance there would not be a significantly harmful impact to warrant refusal.

5.25 In addition, it is considered that, with conditions to restrict opening hours, that this would help to reduce the disturbance to the nearest neighbouring properties.

### ***Highway safety***

5.26 Policy CS13 of the Core Strategy states that road safety is a key consideration for all development.

5.27 The Highway Officer's comments from 28<sup>th</sup> July consider all highway matters and are summarised below:

- **Access:** Using the Automatic Traffic Counter data and the recorded traffic speeds it was determined visibility splays of 2.4 by 35.0 metres were required at the access. These can be achieved and therefore access arrangements are acceptable.
- **Existing traffic generation:** The existing cart-shed and steel barn would generate on average 4 vehicle movements per day.
- **Proposed traffic generation:** The Highway Officer notes there will be a significant increase in traffic generation at the site with the maximum of 93 vehicle movements per day (46/47 in, 46/47 out).
- **Traffic impact:** Traffic levels and speeds on Nightingale Lane are very low. If approaching from the east there are very few passing places. However, it is expected most traffic would approach from the west which is shorter with more passing place opportunities. Therefore, on balance the Highway Officer raised no objection on traffic impact in terms of highway safety.
- **Car parking:** Highway Officer originally raised concerns that the parking provided would not be sufficient and electric vehicle charging points should be provided.

- 5.28 On 19<sup>th</sup> August an amended Block Plan (PL-05 A) was received which indicated further parking could be provided to the south-east of the replacement barn. The Highway Officer considered this would be acceptable to address the concerns raised.
- 5.29 In terms of highway safety it is considered that the proposed development would on balance not result in demonstrable harm to warrant refusal.

### ***Ecology and trees***

- 5.30 Policy CS17 and CS18 of the Core Strategy seek the protection and enhancement of biodiversity and green infrastructure in the District. The application site is in a Biodiversity Opportunity Area. The NDP supports biodiversity and environmental gains from proposals.
- 5.31 The application is accompanied by the preliminary ecological appraisal and phase 2 surveys for protected species.
- 5.32 It is identified by the Council's Ecologist that a European Protected Species Licence (EPSL) is required to be obtained from Natural England before works commence due to one of the buildings supporting protected species. An EPSL can only be granted if the development proposal is able to meet the three tests:
- The consented operation must be for 'preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment;
  - There must be 'no satisfactory alternative'; and
  - The action authorised 'will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range'.
- 5.33 It is considered that there is an imperative economic reason in supporting a rural business, there are no satisfactory alternatives within Manns Farm, and that given the proposed mitigation measures there would not be a detrimental impact on the protected species.
- 5.34 It is considered that with conditions the protected species on the site could be protected and enhanced.
- 5.35 The Council's Ecologist and the Berkshire Newts Officer did have objections to the application as the original plans appeared to indicate the removal and replacement of the hedgerow adjacent to Nightingale Lane. However, this was clarified by Drawing PL-05 A, that landscaping would supplement the existing hedgerow. Therefore, the ecology objections were withdrawn. It is noted part of the proposed planting would be outside of the application site, it is understood the applicants as part of wider scheme are carrying out planting at the farm but this would not form part of the application.
- 5.36 With the use of appropriate conditions including: the submission of a Landscape Environmental Management Plan, adherence to protected species and tree protection measures, the submission of details for external lighting, details of SuDs if required, a condition requesting reports to be updated if they expire and request for evidence of the EPS licence it is considered that the impact on biodiversity and the existing hedgerow would be acceptable.

### ***Other matters***

- 5.37 **Detailed Emergency Planning Zone (DEPZ):** The site is located within AWE Burghfield DEPZ. No objections were received from the Council's Emergency Planner or ONR subject to conditions that require an emergency plan to be secured during construction and operation of the business.
- 5.38 **Flooding and Drainage:** The application is located in Flood Zone 1 and therefore in accordance with Policy CS16 of the Core Strategy. Some details of drainage have been submitted. However, it is considered a condition could secure a drainage scheme for the proposed development.
- 5.39 **Public Rights of Way:** STRA/17/3 is located to the south-west of the application site and the entrance is on the opposite side of Nightingale Lane to Manns Farm. It is considered that there would not be a harmful impact on the footpath.
- 5.40 **Operational Matters:** Comments were received from Public Health and Wellbeing referring to health and safety considerations for operating a business on a working farm. It is considered that these operational matters are covered under separate legislation and not a matter for planning. Environmental Health raised no objections to the development.
- 5.41 **Sustainable Construction and Energy Efficiency:** The Design, Access and Planning Statement advises that 'Excellent' BREEAM standards could not be achieved due to economic and technical viability. Due to the use of the existing cart-shed it is considered that this is a reasonable justification. However, to ensure that every effort is made to achieve a sustainable construction it is recommended a condition is applied for an energy statement to be provided which would demonstrate how the building would both mitigate and adapt to climate change.

## **6. Planning Balance and Conclusion**

- 6.1 The proposed 'Wellness Centre' would provide economic and social benefits. These benefits include supporting an existing agricultural enterprise and provide some limited opportunities for local employment. In addition, it would also bring social benefits by providing a place for social interaction and health benefits. The proposed development would also deliver environmental benefits by restoring a non-designated heritage asset and demolishing an existing steel barn which is in a poor condition.
- 6.2 However, the intensity of the use would significantly increase the amount of motorised vehicles visiting the site and on Nightingale Lane. The proposal does not provide opportunities for sustainable modes of transport and due to the location and nature of Nightingale Lane would unlikely encourage customers to walk or cycle to the site. The permitted development rights under Class R of the GPDO are acknowledged but limited weight is applied to this as a fall-back position as the proposed development would have a greater intensity. The proposed development would be contrary to the advice in the NPPF at paragraph 85 (supporting a prosperous rural economy) and chapter 9. It would also conflict with local policies including ADPP1, ADPP6, CS10, CS11 and CS13 of the West Berkshire Core Strategy (2006-2026), Policy C7 of the Stratfield Mortimer NDP (2017), the Local Transport Plan for West Berkshire (2011-2026) and the Council's declared Climate Change Emergency.
- 6.3 In the planning balance significant weight has been given to the unsustainable location of the development as this would not comply with development plan policies and the NPPF. Whilst, the economic and social benefits are acknowledged it is considered that these would be limited and would not in this instance outweigh the harm identified.

## 7. Full Recommendation

- 7.1 To delegate to the Service Director of Development & Regulation to REFUSE PLANNING PERMISSION for the reason listed below.

### **Refusal Reason**

#### 1. **Unsustainable location**

Manns Farm is located outside of a defined settlement boundary and therefore within the open countryside. Policies ADPP1 and ADPP6 in the Core Strategy advise only appropriate limited development will be allowed. Policy CS10 of the Core Strategy supports proposals to diversify the rural economy in appropriate locations and Policy CS11 directs main town centre uses to town and district centres. This is supported in the NPPF where proposals for local rural businesses are sensitive to the surrounding area, do not have an unacceptable impact on local roads and exploits opportunities to make a location more sustainable.

The proposed 'Wellness Centre' will significantly increase traffic in a remote rural location that has no pedestrian or bus routes and is accessible only by rural roads which are not conducive to cycling. Accordingly, by virtue of the nature, intensity and location of the development it would significantly increase traffic where the mode of travel can only reasonably be reached by the use of private car. The proposal is therefore in an unsustainable location.

The proposed development is therefore contrary to Policies ADPP1, ADPP6, CS10, CS11 and CS13 of the West Berkshire Core Strategy (2006-2026), the Local Transport Plan for West Berkshire (2011-2026), the NPPF and the West Berkshire's Climate Change Emergency.

### **Informatives**

#### 1. **Proactive Statement**

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 the local planning authority has attempted to work proactively with the applicant to find a solution to the problems with the development, however; an acceptable solution to improve the economic, social and environmental conditions of the area could not be found.

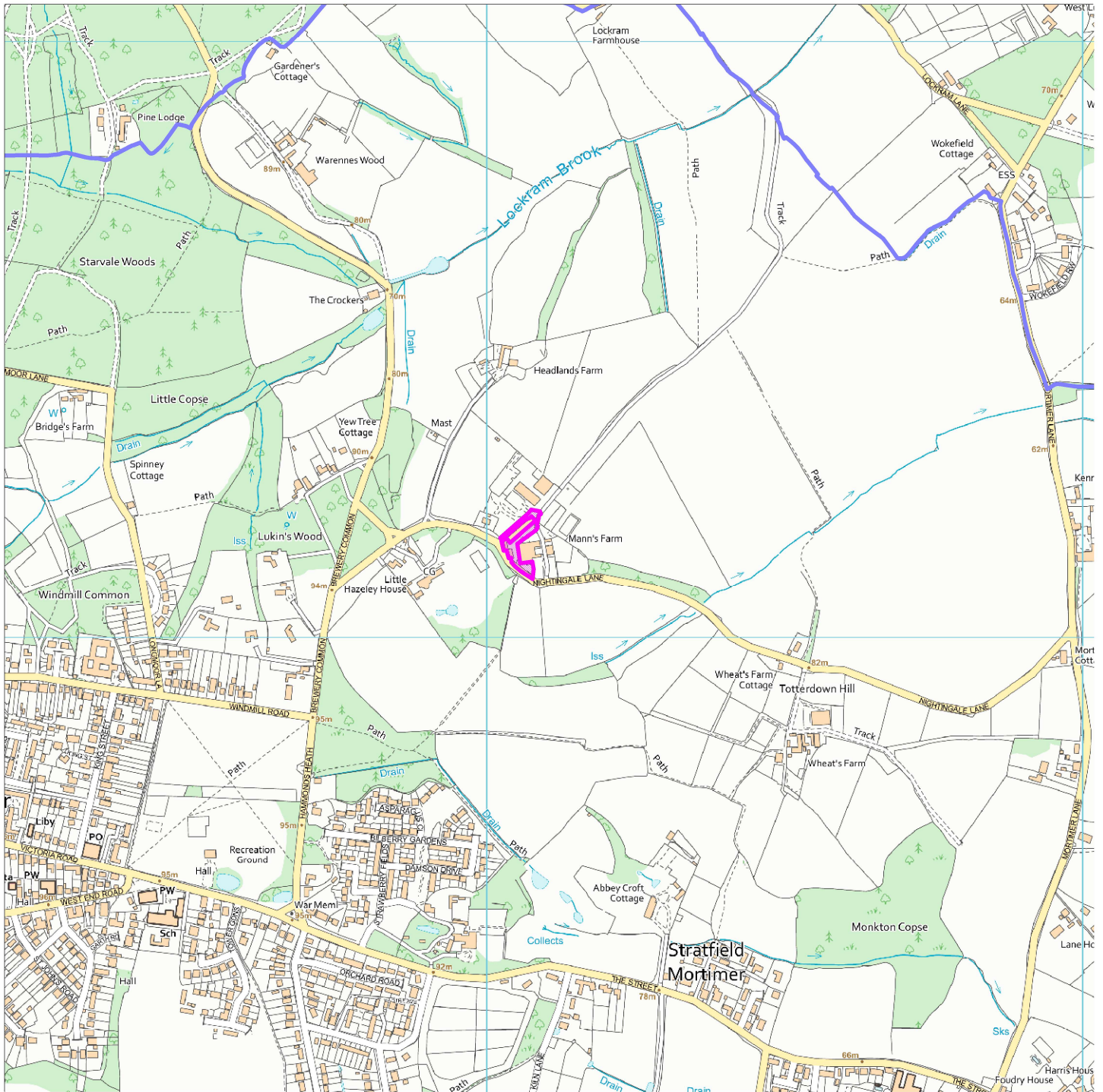
#### 2. **Plans considered**

The following plans/documents have been considered in the determination of this application:

- (i) Application Form received on 04.05.2022 (with amended page received on 09.05.2022);
- (ii) Drawing PL-04 (Ex Location and Block Plan) received on 04.05.2022;
- (iii) Drawing PL-05 A (Proposed Block Plan) received on 19.08.2022;
- (iv) Drawing PL-06 (Proposed Floor Plan) received on 04.05.2022;
- (v) Drawing PL-07 (Proposed Elevations) received on 04.05.2022;
- (vi) Drawing 1025-01 (Steel Barn: Existing Plan and Elevations) received on 04.05.2022;
- (vii) Drawing 1025-02 (Timber Barn: Existing Plan and Elevations) received on 04.05.2022;

- (viii) Drawing 1032-03 (Existing Plan and East Elevation) received on 04.05.2022;
- (ix) Photographs of Barns (Soul Barns) at Manns Farm) received on 04.05.2022;
- (x) Internal photographs inside of Cart Shed (Soul Barns) at Manns Farm received on 23.06.2022;
- (xi) Design, Access and Planning Statement (April 2022, 10041, BCM) received on 04.05.2022;
- (xii) Email from Agent: Use Classification received on 17.06.2022;
- (xiii) Email from Agent: ENV.16 Farm Diversification received on 15.06.2022;
- (xiv) Highway Technical Note (produced by Nick Culhane) received on 04.05.2022;
- (xv) Highway Technical Note (August 2020, produced by Nick Culhane) received on 04.08.2022;
- (xvi) Email from Nick Culhane re: Class R fall-back position received on 30.08.2022;
- (xvii) Preliminary Ecological Appraisal and Preliminary Roost Assessment (Enims, April 2022, EC1917) received on 04.05.2022;
- (xviii) Interim Bat Roost Survey Report (Enims, June 2022, EC1917-02) received on 20.06.2022;
- (xix) Bat Survey Report (Enims, June 2022, EC1917-02) received on 06.07.2022.

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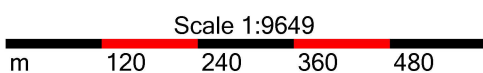
Map Centre Coordinates :

Scale : 1:9649

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<b>Organisation</b>	West Berkshire Council
<b>Department</b>	
<b>Comments</b>	
<b>Date</b>	01 September 2022
<b>SLA Number</b>	0100024151



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