

Notice of Meeting



Scan here to access the public documents for this meeting

Eastern Area Planning Committee Wednesday 6 August 2025 at 6.30 pm in the Council Chamber, Council Offices, Market Street, Newbury

This meeting will be streamed live here: [Link to Eastern Area Planning Committee broadcasts](#)

You can view all streamed Council meetings here: [Link to West Berkshire Council - Public Meetings](#)

If members of the public wish to make representations to the Committee on any of the planning applications being considered at this meeting, they can do so either remotely or in person. Members of the public who wish to make representations must notify the Planning Team by no later than 4.00pm on 5 August 2025 by emailing 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 29 July 2025

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.

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



WestBerkshire
C O U N C I L

Agenda - Eastern Area Planning Committee to be held on Wednesday 6 August 2025
(continued)

Any queries relating to the Committee should be directed to the Democratic Services Team by emailing executivecycle@westberks.gov.uk.



West Berkshire
C O U N C I L

Agenda - Eastern Area Planning Committee to be held on Wednesday 6 August 2025
(continued)

To: Councillors Alan Macro (Chairman), Richard Somner (Vice-Chairman),
Jeremy Cottam, Paul Kander, Ross Mackinnon, Geoff Mayes,
Justin Pemberton, Vicky Poole and Clive Taylor

Substitutes: Councillors Jane Langford, Janine Lewis, Tom McCann, Biyi Oloko,
Christopher Read and Joanne Stewart

Agenda

Part I

Page No.

1. **Apologies for absence**
To receive apologies for inability to attend the meeting (if any).
2. **Minutes** 5 - 6
To approve as a correct record the Minutes of the meeting of this Committee held on 9 July 2025.
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) **25/01035/FUL - The Nurseries, Bath Road, Midgham** 7 - 20

Proposal: Change of Use to allow Retention of Four and Proposed Siting of 20 Additional Storage Containers for Self-Storage.

Location: The Nurseries, Bath Road, Midgham, Reading, RG7 5XB

Applicant: Mr Nathan Harley

Recommendation: To delegate to the Development Manager to GRANT PLANNING PERMISSION subject to the conditions listed in the report.
 - (2) **25/00732/HOUSE - Gardeners Cottage, Buckhold, Pangbourne** 21 - 42

Proposal: Erection of side extension to existing dwelling and internal alterations

Location: Gardeners Cottage, Buckhold, Pangbourne

Agenda - Eastern Area Planning Committee to be held on Wednesday 6 August 2025
(continued)

Applicant: Miss K Lane-Standley

Recommendation: To delegate to the Development Manager to
REFUSE PLANNING PERMISSION for the reasons
listed in the report.

(3) **25/00733/LBC - Gardeners Cottage, Buckhold, Pangbourne** 43 - 56

Proposal: Erection of side extension to existing dwelling and
internal alterations

Location: Gardeners Cottage, Buckhold, Pangbourne,
Reading, RG8 8QA

Applicant: Miss K Lane-Standley

Recommendation: To delegate to the Development Manager to
REFUSE LISTED BUILDING CONSENT for the
reason listed in the report.

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
Interim Executive Director - Resources
West Berkshire District Council

If you require this information in a different format or translation, please contact
Sam Chiverton on telephone (01635) 519824

DRAFT

Note: These Minutes will remain DRAFT until approved at the next meeting of the Committee

EASTERN AREA PLANNING COMMITTEE**MINUTES OF THE MEETING HELD ON
WEDNESDAY 9 JULY 2025**

Councillors Present: Alan Macro (Chairman), Richard Somner (Vice-Chairman), Jeremy Cottam, Paul Kander, Geoff Mayes, Justin Pemberton, Vicky Poole and Clive Taylor

Also Present: Stephen Chard (Zoom Host), Gareth Dowding (Principal Engineer (Traffic and Road Safety)), Shaheen Kauser (Senior Legal Representative), Emma Nutchey (Principal Planning Officer), Thomas Radbourne (Clerk), Simon Till (Development Control Team Leader)

Apologies for inability to attend the meeting: Councillor Ross Mackinnon

PART I**1. Minutes**

The Minutes of the meeting held on 7 May 2025 were approved as a true and correct record and signed by the Chairman.

The Minutes of the meeting held on 15 May 2025 were approved as a true and correct record and signed by the Chairman.

2. Declarations of Interest

There were no declarations of interest received.

3. Schedule of Planning Applications**(1) 24/02564/FUL – former stables and garage adjacent to 1 to 3
Stable Cottages, Wallingford Road, Streatley**

1. The Committee considered a report (Agenda Item 4(1)) concerning Planning Application 24/02564/FUL in respect of the proposed demolition of the existing stable and garage, and erection of a new single-storey 2-bedroom dwelling at The Stables at number 3 Stable Cottages.
2. Emma Nutchey (Principal Planning Officer) introduced the report to Members, which took account of all the relevant policy considerations and other material planning considerations. In conclusion the report detailed that the proposal was acceptable in planning terms and officers recommended that the Development Manager be authorised to grant planning permission, subject to the conditions outlined in the main report.
3. In accordance with the Council's Constitution, Mr Paul Fenton, applicant, addressed the Committee on this application.

Applicant/Agent Representation

4. Mr Fenton addressed the Committee. This representation can be viewed on the recording: [Western Area Planning Committee – 9 July 2025](#)

Member Questions to the Applicant/Agent

5. Members asked questions of clarification and were given the following responses:

EASTERN AREA PLANNING COMMITTEE - 9 JULY 2025 - MINUTES

- The building was of no current use and would not be suitable for commercial storage as it would cause disturbance to neighbouring buildings.
- The surface water would drain to a soakaway, however, another soakaway could be needed to address the runoff from the roof.
- The foul drainage would join to the existing sewage connection, which connected to the sewage works to the rear of the property.

Member Questions to Officers

6. Members asked questions of clarification and were given the following responses:
- There was no definition on 'good quality' regarding residential amenity space referred to in paragraph 6.11 of the report. However, usability contributed to the quality of the space with size and privacy, and sufficient space for functional activities.
 - The parking spaces were within the green area in the middle of the development. It was considered that the parking spaces alone did not undermine the value of the site and were sufficiently small enough that they would not dilute the character of the space.

Debate

7. Councillor Richard Somner opened the debate by noting that the reasons for the application going before the Committee had been rectified in the report. He noted that the proposal was better than the current use of the property considering it had been redundant for 30 years and would be a benefit to the area.
8. Councillor Jeremy Cottam believed the site was not overlooked and would make no impact on the surrounding areas. He supported the recommendations from Officers and felt that the parking spaces in the green section of the proposal would be of no detriment to the space.
9. Councillor Clive Taylor raised no objection to the application and noted it would increase the housing stock in the area.
10. Councillor Jeremy Cottam proposed to accept Officer's recommendation and grant planning permission subject to the conditions listed in the main report. This was seconded by Councillor Justin Pemberton
11. The Chairman invited Members of the Committee to vote on the proposal by Councillor Jeremy Cottam, seconded by Councillor Justin Pemberton, to grant planning permission. At the vote the motion was carried.

RESOLVED that the Development Manager be authorised to grant planning permission subject to the conditions in the main report.

(The meeting commenced at 6.30 pm and closed at 6.55 pm)

CHAIRMAN

Date of Signature

Agenda Item 4.(1)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(1)	25/01035/FUL Midgham	11 th July 2025 ¹	Change of Use to allow Retention of Four and Proposed Siting of 20 Additional Storage Containers for Self-Storage. The Nurseries, Bath Road, Midgham, Reading, RG7 5XB Mr Nathan Harley
¹ Extension of time agreed with applicant until 8 th August 2025			

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

<https://publicaccess.westberks.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=SVU50NRD04Z00>

Recommendation Summary: Approval subject to conditions

Ward Member(s): Councillor Read

Reason for Committee Determination: More than 10 letters of objection have been received during the consultation period.

Committee Site Visit: 30th July 2025

Contact Officer Details

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

Introduction

The purpose of this report is for the Committee to consider the proposed development against the policies of the development plan and the relevant material considerations, and to make a decision as to whether to approve or refuse the application.

This application seeks planning permission for the retention of four shipping containers and the siting of an additional twenty containers to be used for self storage. The proposed containers will match the appearance of the existing measuring approximately 6m x 2.4m and 2.6m high. The containers will be sited on an existing area of hard standing.

The Nurseries comprises of approximately 1.3ha of commercial land. The site was originally occupied by a horticultural landscaping business but since this ceased trading the site has been subject to a number of planning applications which have seen the use of the land change to one of mixed general industrial alongside storage and distribution. Most recently retrospective permission was granted to allow for the retention of six storage containers for self storage. These are rented to individuals and small businesses.

The site is accessed from a road linking the site entrance to the A4 and is enclosed by 2m high palisade fencing. Views from the A4 are largely screened by established vegetation.

Planning History

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

Application	Proposal	Decision / Date
20/00286/FUL	Change of use of the existing agricultural building on site to B8 storage and distribution use.	Approved 28 th May 2020
21/00661/FUL	Demolition of existing portacabin office buildings and erection of two buildings to provide mixed B2 General Industrial and B8 Storage and Distribution use.	Approved 21 st June 2021
23/00461/FUL	Retrospective: retention of 2m high boundary fencing and gates	Approved 31 st August 2023
23/00462/FUL	Retrospective: retention of cabins for Class E G(i) Office Use	Approved 23 rd June 2023
23/00463/FUL	Retrospective: Change of Use to allow retention of six storage containers for self storage	Approved 23 rd June 2023

Legal and Procedural Matters

Environmental Impact Assessments (EIA): Given the nature, scale and location of this

development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.

Publicity: Publicity has been undertaken in accordance with Article 15 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, and the Council's Statement of Community Involvement. A site notice was displayed on 1st July 2025 on the signage at the entrance to the site adjacent to the A4, with a deadline for representations of 22nd July 2025.

Local Financial Considerations: Section 70(2) of the Town and Country Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. Whether or not a 'local finance consideration' is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision based on the potential for the development to raise money for a local authority or other government body. The table below identified the relevant local financial considerations for this proposal.

Consideration	Applicable to proposal	Material to decision	Refer to paragraph(s)
Community Infrastructure Levy (CIL)	No	No	
New Homes Bonus	No	No	
Affordable Housing	No	No	
Public Open Space or Play Areas	No	No	
Developer Contributions (S106)	No	No	
Job Creation	Yes	Not directly but supports local businesses	

Community Infrastructure Levy (CIL): Community Infrastructure Levy (CIL) is a levy charged on most new development within an authority area. The money is used to pay for new infrastructure, supporting the development of an area by funding the provision, replacement, operation or maintenance of infrastructure. CIL will be used to fund roads and other transport facilities, schools and other educational facilities, flood defences, medical facilities, open spaces, and sports and recreational areas. Subject to the application of any applicable exemptions, CIL will be charged on residential (Use Classes C3 and C4) and retail (former Use Classes A1 – A5) development at a rate per square metre (based on Gross Internal Area) on new development of more than 100 square metres of gross internal area (including extensions) or when a new dwelling is created (even if it is less than 100 square metres). CIL liability, and the application of any exemptions, will be formally confirmed by the CIL Charging Authority under separate cover following any grant of planning permission. More information is available at <https://www.westberks.gov.uk/community-infrastructure-levy>

Public Sector Equality Duty (PSED): In determining this application the Council is required

to have due regard to its obligations under the Equality Act 2010. The Council must have due regard to the need to achieve the following objectives:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to —

- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief. Whilst there is no absolute requirement to fully remove any disadvantage, the duty is to have regard to and remove or minimise disadvantage. In considering the merits of this planning application, due regard has been given to these objectives.

There is no indication or evidence (including from consultation on the application) that persons with protected characteristics as identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application and there would be no significant adverse impacts as a result of the development.

Human Rights Act: The development has been assessed against the provisions of the Human Rights Act, including Article 1 of the First Protocol (Protection of property), Article 6 (Right to a fair trial) and Article 8 (Right to respect for private and family life and home) of the Act itself. The consideration of the application in accordance with the Council procedures will ensure that views of all those interested are taken into account. All comments from interested parties have been considered and reported in summary in this report, with full text available via the Council's website.

The key issues associated with this application relate to the impact on the amenity of neighbours by virtue of noise related disturbances and the impact of external lighting.

Any interference with property rights is in the public interest and in accordance with the Town and Country Planning Act 1990 regime for controlling the development of land. This recommendation is based on the consideration of the proposal against adopted Development Plan policies, the application of which does not prejudice the Human Rights of the applicant or any third party.

Consultation

Statutory and non-statutory consultation

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.

Midgham Parish Council:	Strongly object on the grounds that the site is overdeveloped and not in keeping with the rural setting. Noise disturbances are frequent for neighbouring properties.
Highways:	No objection subject to a condition to restrict the use to storage only.
Environmental Health:	No objection subject to conditions regarding self storage use only, hours of operation and a lighting condition.
Archaeology:	No objection
Drainage:	No objection
Pipelines:	Exolum apparatus are affected by the proposals and applicant advised to contact Fisher German.

Public representations

Representations have been received from 16 contributors, 0 of which support, and 16 of which object to 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. Only those matters which are material planning considerations for this application are reported. In summary, the following issues/points have been raised:

- Impact on neighbouring amenity: noise from storage containers being accessed both late at night and early in the morning. Concern machining taking place from the containers, impact of additional traffic on the access road as vehicles unable to pass.
- Road safety concerns at the site entrance from the A4 and inability of vehicles to pass each other on the access road.
- Removal of trees from the site
- Impact on character of the area – increase in hardstanding,
- Construction near to the oil pipeline
- Excessive lighting in the countryside
- Impact on wildlife
- Concerns for rural crime

Planning Policy

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.

Development Plan Document	Relevant Policies
West Berkshire Local Plan Review 2023-2041 (WBLPR)	SP1, SP3, SP5, SP6, SP7, SP8, SP11, SP19, DM5, DM35, DM44

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

- The National Planning Policy Framework (NPPF)
- The Planning Practice Guidance (PPG)
- Planning Obligations SPD (2014)
- Sustainable Drainage Systems SPD (2018)

Appraisal

Principle of development

Policy SP1 of the West Berkshire Local Plan Review 2023-2041 sets the overarching spatial strategy for West Berkshire dividing the district into three spatial areas. The Nurseries is located within the open countryside in the defined Eastern Area. This spatial policy seeks to direct employment development to sites allocated as employment land, to sites within settlement boundaries, to Designated Employment Areas and to existing suitably located employment sites to help promote sustainable patterns of development, prioritising the use of previously developed land. While development in the open countryside is more restricted compared to in settlement, policy SP1 recognises the need to support proposals which strengthen and diversify the rural economy and goes on to state that existing small and medium sized enterprises within the countryside will be supported in order to provide local job opportunities. The application site is currently occupied by a mix of general industrial and storage uses and as such is already in employment use. Its proximity to the A4 provides for a sustainable rural location. As such the site is deemed to be an existing suitably located employment site in accordance with Policy SP1. While the proposal will not directly provide local job opportunities it is understood that the containers will be hired by small local businesses and individuals for storage and as such the use will support the existing economy.

Policy SP17 'Strategic approach to employment land' of the WBLPR seeks to facilitate the growth of business development over the plan period. The policy provides a list of sites where proposals for business development will be directed. Criterion d) relates to previously developed land within existing suitably located employment sites while criterion e) relates to sites within the countryside provided the proposal is in accordance with other relevant policies particularly policy DM35. The proposal meets with both of these criteria.

Policy DM35 'Sustaining a Prosperous Rural Economy' states that proposals that contribute to sustaining a prosperous rural economy will be encouraged. To support the rural economy proposals for economic development will only be permitted where they satisfy the following criteria:

- a) The proposals demonstrate the business can make a positive contribution to the rural area – the containers will support existing local businesses by providing storage.
- b) The use/development is suitable for a rural location – The site is in close proximity to the A4 and deemed to be sustainable.
- c) The proposals are compatible with uses in the surrounding area – the proposed containers compliment the existing uses on the site and as such are considered appropriate in this location. There is a dwelling in close proximity to the site and the impact on this property is considered later in this report.
- d) Where new buildings are proposed the landowner has not disposed of, or converted, any buildings to a residential use in the previous 3 years – no.
- e) Considered in detail in the character and appearance section of this report.
- f) Considered in detail in the character and appearance section of this report.
- g) It would not generate traffic or a type or amount inappropriate for the rural roads – no objections have been raised by Highways
- h) It would not impact on buildings of historic value – no.
- i) Appropriate proposals which make more efficient use of previously developed land will be encouraged – the proposal does make more efficient use of previously developed land.

In conclusion the principle of development is considered to be acceptable in accordance with Policies SP1, SP17 and DM35 of the West Berkshire Local Plan Review 2023-2041 and the guidance within the National Planning Policy Framework.

Character and appearance

The Nurseries comprises of approximately 1.3ha of commercial land. The site was originally occupied by a horticultural landscaping business but since this ceased trading the site has been subject to a number of planning applications which have seen the use of the land change to one of mixed general industrial alongside storage and distribution. The redline for the application site has been drawn tightly around the area within which the proposed containers are to be sited. The site itself sits within The Nurseries, the boundaries of which are clearly marked by 2m high palisade fencing which enclose the site. The boundary with the A4 to the south is heavily screened by established trees.

The site is accessed by a track which runs from the A4 into the site and extends northwards to a private property known as Church View Farm. The garden of this property adjoins The Nurseries.

Policy SP7 'Quality Design' of the West Berkshire Local Plan Review 2023-2041 states that new development will be required to strengthen a sense of place through high quality design and must conserve and enhance the character of the area. Criterion e) of Policy DM35 similarly requires new development to be of a high quality and appropriate in its scale, form, massing, character and appearance having regard to the surrounding rural area and its setting in the wider rural landscape.

The site currently has a commercial appearance set within an open rural context with surrounding fields. The undeveloped nature of the surrounding land means that both The Nurseries and Church View Farm are prominent when you leave the A4 and travel along the access road. From the A4 itself there are very limited views of the site. The proposed containers are themselves small with a footprint of 6m x 2.4m and height of 2.6m. This application seeks retrospective permission for four containers which sit immediately north of six existing containers. Read alongside the authorised containers these 4 proposed units are in keeping in scale and read in front of a backdrop of other structures.

The proposed 20 containers are sited further within the site with a large industrial unit to the west, portacabin to the north and the 6 containers to the east which effectively enclose the site and views from the access road. As such the proposed containers are of an appropriate scale and form in accordance with criterion e) of Policy DM35. Criterion f) seeks to ensure that any new buildings are located within an existing group of buildings and to avoid further expansion into the countryside which the proposed siting achieves. As such the proposal is not considered to have a harmful impact on the character and appearance of the area.

Concern has been raised for the presence of lighting within the site and the impact of this on the rural character of the area. A condition has been added such that in the event new external lighting is required details shall be first submitted to and approved in writing by the Local Planning Authority to ensure any lighting scheme is appropriate to the rural location and will not impact on the amenity of neighbouring occupiers. Concern has also been raised for the loss of trees however it is understood that this is a historic matter as trees have been removed front the site over the years changing the character of the area. No trees are proposed to be removed as part of this application.

In conclusion the proposed containers are not considered to have an adverse impact on the character and appearance of the area and as such the proposal accords with Policies SP7, SP8 and DM35 of the West Berkshire Local Plan Review 2023-2041.

Impact on neighbours

Policy SP7 'Design Quality' of the Local Plan Review 2023-2041 seeks to promote high quality locally distinctive design to create places that are better for people. The supporting text states paragraph 5.34 criterion h) that new development should provide a high-quality level of amenity for neighbouring properties. This is reinforced within Policy DM30 Residential Amenity which sets out a number of criteria against which new development should be assessed. Criterion d) relates to noise, dust, fumes and odours.

Policy DM5 'Environmental Nuisance and Pollution Control' states that development will be supported where it does not lead to adverse effects on pollution of the environment. Criterion a) requires that there is no harm to the amenity of occupants of neighbouring land and buildings through an increase in pollution including from light, noise, dust, vibration and odour.

Church View Farm lies immediately to the north of the application site while other properties such as Spire Ridge Bungalow and Ridge House lie to the east. Strong concerns have been raised by residents for noise impacts associated with the existing uses with the existing containers being accessed late at night and in the early hours of the morning. During the application the applicant has confirmed that they will agree to an hours of operation condition limiting access only between the hours of 7am – 7pm Monday to Saturday and 8am – 12pm on Sundays and bank holidays. It is advised by the applicant that the access key code entry point can be managed so that it will not allow for entry outside of these hours. It is considered that if the containers are used during these hours only there should not be a significantly adverse impact on the amenity of neighbouring occupiers.

Concerns have also been raised for some of the containers being used as work shops with machinery being used. A condition has been added and agreed with the applicant to ensure that the containers are used for storage purposes only as it is recognised that other uses could cause a nuisance due to the proximity to a nearby residential property.

In conclusion, it is recognised that the relationship between the application site and Church View Farm is particularly sensitive however it is considered that subject to the proposed conditions the proposal will not have an adverse impact on the amenity of neighbouring occupiers to a harmful degree that would warrant refusal of the application. As such the proposal complies with policies DM30 and DM5 of the West Berkshire Local Plan Review 2023-2041 and the guidance within the National Planning Policy Framework.

Highways

Policy SP19 of the Local Plan Review 2023 - 2041 requires new development to minimise the impacts of all forms of travel and to mitigate any adverse impacts on local transport routes. The site is located approximately 4km to the east of Thatcham. The site is accessed via an existing priority junction from the A4 Bath Road. The proposals include retaining the existing 4 storage containers and siting an additional 20 storage containers with B8 storage use for rental to individuals and businesses. The 4 containers have been on site since June 2024 and these measure 2.4m by 6.0m. The proposed 20 containers will have the same dimensions and provide an additional 345.6sq.m of B8 use.

It is considered that the site is within a sustainable location with bus stops within 400m and a footway on the northern side of Bath Road linking the site to these stops.

It is proposed that the existing access to the site via the A4 Bath Road will be retained. This is considered acceptable. Due to the use of the proposed containers for rental to individuals and businesses the Local Highways Authority consider that vehicles will include private cars and transit vans. The layout is considered acceptable to accommodate these vehicles.

There are no formal parking bays proposed however it is reasonable to assume that vehicles will drive up to their allocated unit, load and unload before departing. This is therefore acceptable.

No details have been provided with regards to trip generation. However due to the size of the proposals the Local Highways Authority consider that the impact on the surrounding highway network would be negligible.

In conclusion no objections have been raised and the proposals are considered to comply with Policies SP19 and DM44 of the West Berkshire Local Plan Review 2024-2041 and the guidance within the National Planning Policy Framework.

Drainage

Policy SP6 relates to flood risk and in line with the NPPF seeks to locate new development within areas at lowest risk of flooding. The site is within Flood Zone 1 and is not within a critical drainage area. No objections have been raised by the drainage engineer. The proposal is considered to comply with Policy SP6 and no objections have been raised.

Ecology

Policy SP11 requires new development to conserve and enhance biodiversity and sets out the

Council's requirements with respect to Biodiversity Net Gain (BNG). With regards to Biodiversity Net Gain the application is subject to the de minimis exemption as the proposal is Contained within an area of existing hardstanding and therefore will not remove any habitat. Therefore the development affects less than 25 sqm of habitat and is exempt from BNG.

Given the absence of any trees, planting or existing buildings being affected by the proposals it is further considered that a Preliminary Ecological Appraisal is not required in this instance. As such the proposal complies with Policy SP11 of the West Berkshire Local Plan Review 2023-2041 and the guidance within the National Planning Policy Framework.

Planning Balance and Conclusion

The Nurseries comprises an existing rural commercial site within a sustainable location. The proposal seeks to intensify the existing use of the site by seeking retrospective approval for four self storage containers and an additional twenty containers. The containers are sited within the existing built envelope and are sensitively located so as not to spread development into the open countryside. While it is recognised from the comments from third parties that the site has changed significantly over the last 20 years through the loss of trees and an intensification of the commercial uses taking place the proposed containers are of a scale and form which themselves are not considered to be harmful to the wider rural landscape.

The site is located in close proximity to Church View Farm a neighbouring residential property. The impact of the proposals on the amenity of this property is a key material planning consideration. It is recognised that a number of concerns have been raised by residents and the parish council in this regard. Due consideration has been given to these impacts and it is considered that subject to conditions the impacts can be mitigated to an acceptable degree.

The impact on highways has also raised a number of concerns locally however the proposal has been fully assessed by the Highways Officer and no technical objections have been raised.

In conclusion the proposals are considered to comply with the policies in the West Berkshire Local Plan Review 2023-2041 and the guidance within the National Planning Policy Framework and as such the scheme is recommended for approval subject to conditions.

Full Recommendation

To delegate to the Development Manager to GRANT PLANNING PERMISSION subject to the conditions listed below.

Conditions

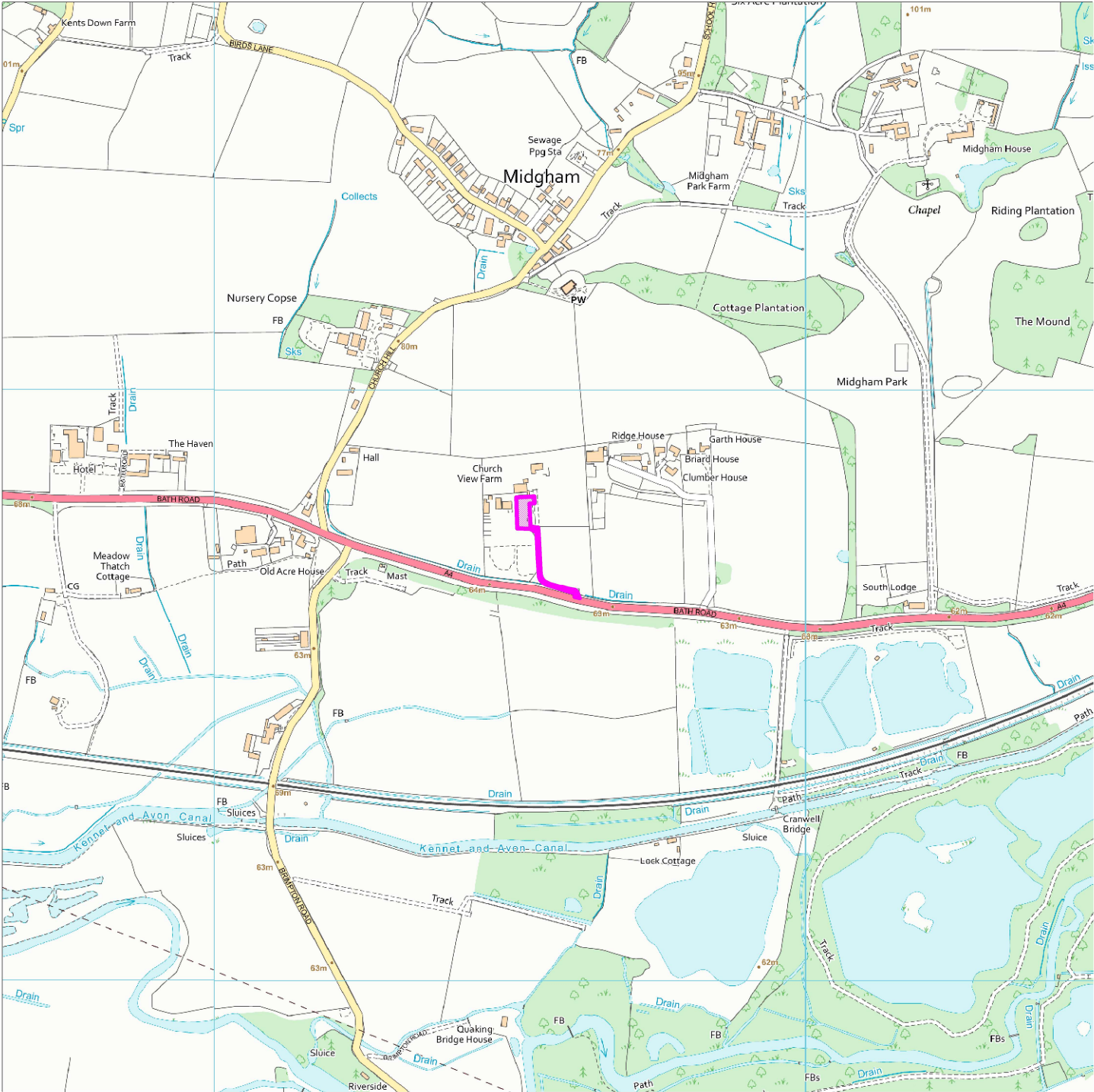
1.	Commencement of development The development hereby permitted shall be begun before the expiration of three years from the date of this permission. Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).
2.	Approved plans

	<p>The development hereby permitted shall be carried out in accordance with the approved plans and documents listed below:</p> <p>Location Plan and Block Plan drawing number CDF.SP900 Rev.A</p> <p>Reason: For the avoidance of doubt and in the interest of proper planning.</p>
3.	<p>Use restriction</p> <p>The containers hereby approved shall be used for the purposes of storage only and shall not be used for any other purpose including but not limited to workshops.</p> <p>Reason: To protect the amenity of nearby residents from adverse impacts associated with noise in accordance with Policies DM5 and DM30 of the West Berkshire Local Plan Review 2023-2041 and in accordance with the National Planning Policy Framework.</p>
4.	<p>Hours of use</p> <p>The containers hereby approved shall be accessed between the hours of 7am – 7pm Monday to Saturday and 8am – 12pm on Sundays and Bank holidays only.</p> <p>Reason: To protect the amenity of nearby residents from adverse impacts associated with noise in accordance with Policies DM5 and DM30 of the West Berkshire Local Plan Review 2023-2041 and in accordance with the National Planning Policy Framework.</p>
5.	<p>External lighting</p> <p>The containers hereby approved shall not be brought into use until details of any external lighting have been submitted to and approved in writing by the Local Planning Authority. The lighting shall thereafter be installed in accordance with the approved details and no other external lighting shall be installed.</p> <p>Reason: To protect the amenity of nearby residents from adverse impacts associated with noise in accordance with Policies DM5 and DM30 of the West Berkshire Local Plan Review 2023-2041 and in accordance with the National Planning Policy Framework.</p>

Informatives

1.	<p>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 which improves the economic, social and environmental conditions of the area.</p>
2.	<p>BIODIVERSITY NET GAIN - exemption</p> <p>The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for development of land in England is deemed to have been granted subject to the condition (biodiversity gain condition) that development may not begin unless:</p> <p>(a) a Biodiversity Gain Plan has been submitted to the planning authority, and</p> <p>(b) the planning authority has approved the plan.</p>

	<p>The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan, if one is required in respect of this permission would be West Berkshire District Council.</p> <p>There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply. These are listed below.</p> <p>Based on the information available this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because the following statutory exemption applies:</p> <p>4.2 Development below the de minimis threshold, meaning development which:</p> <ul style="list-style-type: none"> i) does not impact an onsite priority habitat (a habitat specified in a list published under section 41 of the Natural Environment and Rural Communities Act 2006); and ii) impacts less than 25 square metres of onsite habitat that has biodiversity value greater than zero and less than 5 metres in length of onsite linear habitat (as defined in the statutory metric).
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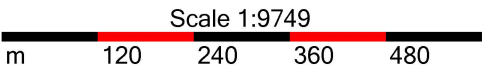
Map Centre Coordinates :

Scale : 1:9748

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Organisation	West Berkshire Council
Department	
Comments	Not Set
Date	24 July 2025
SLA Number	0100024151



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Agenda Item 4.(2)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(2)	25/00732/HOUSE Bradfield	5 th June 2025 ¹	Erection of side extension to existing dwelling and internal alterations. Gardeners Cottage, Buckhold, Pangbourne, Reading, RG8 8QA Miss K Lane-Standley
¹ Extension of time agreed with applicant until 20 th August			

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

<https://publicaccess.westberks.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=SU707QRD0HE00>

Recommendation Summary: To delegate to the Development Manager to REFUSE PLANNING PERMISSION

Ward Member(s): Councillor Ross Mackinnon

Reason for Committee Determination: Call-in

Committee Site Visit: 30th July 2025

Contact Officer Details

Name: Lewis Richards
Job Title: Planning Officer
Tel No: 01635 519111
Email: Lewis.Richards1@westberks.gov.uk

1. Introduction

- 1.1 The purpose of this report is for the Committee to consider the proposed development against the policies of the development plan and the relevant material considerations, and to make a decision as to whether to approve or refuse the application.
- 1.2 This application seeks planning permission for the erection of a 1.5 storey side extension, together with internal alterations.
- 1.3 Gardeners Cottage is a Grade II Listed Building that lies outside of a defined settlement boundary, within the North Wessex Downs National Landscape and Yattendon and Basildon Woodland biodiversity opportunity area. It appears in the Historic Environment Record under entry HER MWB18484, which identifies the building as a grade II listed 19th century estate cottage, designed in a Gothic Revival style by Alfred Waterhouse, adjacent to a walled garden.
- 1.4 The Historic England list entry states:

Estate lodge, built as gardener's cottage. 1885, by Alfred Waterhouse. Red brick with raised brick panel patterns in the gables with corbelled corners and toothed verges. Plain tile roof with gabled ends. Brick axial stack at centre with brick shafts and corbelled brick cap. PLAN: Cruciform plan. EXTERIOR: 2 storeys. Asymmetrical elevations. Gable-ends of wings with patterned brickwork and 3 and 4-light casements with glazing bars in the top lights and in segmental arch openings. Wooden lean-to open porch on timber post with arch and studding above; segmental-headed doorway with plank door. Main roof carried down as catslide over outshut in angle at rear. INTERIOR not inspected.

2. Planning History

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

Application	Proposal	Decision / Date
25/00733/LBC	Erection of side extension to existing dwelling and internal alterations.	Pending Consideration
15/00833/HOUSE & 15/00834/LBC2	Proposed two storey extension.	Refused / 21/05/2015
14/03232/HOUSE & 14/03233/LBC2	Proposed two-storey side extension.	Refused / 29/01/2015 Appeal Dismissed
96/49475/FUL & 96/49658/LBC	Two storey extension to form living room-bedroom with en-suite.	Approved / 26/03/1997 & 01/04/1997
95/47714/LBC	New single storey detached garage	Withdrawn / 11/12/1995

95/47713/FUL	New single storey detached garage	Approved / 21/02/1996
94/45762/FUL	Alterations and extension to existing cottage for residential use	Withdrawn / 26/01/1995

3. Legal and Procedural Matters

- 3.1 **Environmental Impact Assessments (EIA):** Given the nature, scale and location of this development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 3.2 **Publicity:** Publicity has been undertaken in accordance with Article 15 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, and the Council's Statement of Community Involvement. A site notice was displayed on 19th May, with a deadline for representations of 10th June. A public notice was displayed in the Newbury Weekly News on 24th April; with a deadline for representations of 8th May. A notification letter was sent to 1 neighbouring occupier.
- 3.3 **Local Financial Considerations:** Section 70(2) of the Town and Country Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. Whether or not a 'local finance consideration' is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision based on the potential for the development to raise money for a local authority or other government body. No local financial considerations are material to this application.
- 3.4 **Community Infrastructure Levy (CIL):** Community Infrastructure Levy (CIL) is a levy charged on most new development within an authority area. The money is used to pay for new infrastructure, supporting the development of an area by funding the provision, replacement, operation or maintenance of infrastructure. CIL will be used to fund roads and other transport facilities, schools and other educational facilities, flood defences, medical facilities, open spaces, and sports and recreational areas. Subject to the application of any applicable exemptions, CIL will be charged on residential (Use Classes C3 and C4) and retail (former Use Classes A1 – A5) development at a rate per square metre (based on Gross Internal Area) on new development of more than 100 square metres of gross internal area (including extensions) or when a new dwelling is created (even if it is less than 100 square metres). CIL liability, and the application of any exemptions, will be formally confirmed by the CIL Charging Authority under separate cover following any grant of planning permission. More information is available at <https://www.westberks.gov.uk/community-infrastructure-levy>
- 3.5 **Public Sector Equality Duty (PSED):** In determining this application the Council is required to have due regard to its obligations under the Equality Act 2010. The Council must have due regard to the need to achieve the following objectives:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 3.6 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 3.7 The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief. Whilst there is no absolute requirement to fully remove any disadvantage, the duty is to have regard to and remove or minimise disadvantage. In considering the merits of this planning application, due regard has been given to these objectives.
- 3.8 There is no indication or evidence (including from consultation on the application) that persons with protected characteristics as identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application and there would be no significant adverse impacts as a result of the development.
- 3.9 **Human Rights Act:** The development has been assessed against the provisions of the Human Rights Act, including Article 1 of the First Protocol (Protection of property), Article 6 (Right to a fair trial) and Article 8 (Right to respect for private and family life and home) of the Act itself. The consideration of the application in accordance with the Council procedures will ensure that views of all those interested are taken into account. All comments from interested parties have been considered and reported in summary in this report, with full text available via the Council's website.
- 3.10 Any interference with property rights is in the public interest and in accordance with the Town and Country Planning Act 1990 regime for controlling the development of land. This recommendation is based on the consideration of the proposal against adopted Development Plan policies, the application of which does not prejudice the Human Rights of the applicant or any third party.
- 3.11 **Listed building setting:** Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special regard must be had to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. Section 16(2) has the same requirement for proposals for listed building consent. The application site hosts a Grade II listed building and an assessment has been undertaken on this basis.
- 3.12 **National Landscapes (AONB):** Section 85 of the Countryside and Rights of Way (CROW) Act 2000 (as amended) provides a general duty for public bodies: "Any relevant authority exercising or performing any functions in relation to, or so as to effect, land in an area of outstanding natural beauty in England must seek to further the purpose of conserving and enhancing the natural beauty of the area of outstanding natural beauty)." AONBs have been rebranded to be known as National Landscapes, although their legal AONB status continues.

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.

Bradfield Parish Council:	No objection subject to property not being used as two separate dwellings.
Pangbourne Parish Council:	No objection
Local Highway Authority:	No objection, request informatives
Conservation Officer:	Objection due to harm to listed building
Archaeology Officer:	No objection
Ecology Officer:	No objection subject to conditions

Public representations

- 4.2 No public representations have been received for this application.

5. Planning Policy

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

Development Plan Document	Relevant Policies
West Berkshire Local Plan Review 2023-2041	SP1: The Spatial Strategy SP2: North Wessex Downs National Landscape SP5: Responding to Climate Change SP7: Design Quality SP8: Landscape Character SP9: Historic Environment SP11: Biodiversity & Geodiversity DM10: Listed Buildings DM28: Residential Extensions DM30: Residential Amenity DM44: Parking

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

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

6. Appraisal

Principle of development

6.1 According to Policy DM28, the principle of the extension of existing permanent dwellings will be supported. The policy gives criteria where residential extensions will be permitted; these relate to the impacts of the development and are considered, as appropriate, under the headings below.

Character and appearance

6.2 Forming part of the West Berkshire Local Plan Review 2023-2041, Policies SP7 and SP8 relate to design and impacts on the character of the area.

6.3 Policy SP7 states that new development will be required to strengthen a sense of place through high quality locally distinctive design and place shaping. This will enable healthy place making, creating places that are better for people, taking opportunities available for conserving and enhancing the character, appearance and quality of an area and the way it functions. Development proposals will be expected to show how they have responded positively to both national and local design guidance. At a national level this includes the characteristics of a well-designed place as set out in the National Design Guide (2021), or as superseded, and at a local level, this includes neighbourhood plans, design guides or codes and relevant community planning documents that identify the local character and distinctiveness of an area which is valued by local communities. Policy SP8 seeks landscape led development which conserves and enhances the diversity and local distinctiveness of the landscape character of the district. New development is expected to be appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character.

6.4 Policy SP9 states that development proposals will be required to conserve and, where appropriate, enhance those aspects of the historic environment which are recognised as being of archaeological, architectural, artistic or historic interest, or of landscape or townscape significance. These heritage assets include listed buildings.

6.5 Policy DM10 states that proposals for development affecting a Listed Building and/or its setting will be determined in accordance with policy SP9. Furthermore, unless justified otherwise, development would not be permitted if it would:

- Adversely affect the character, scale, proportion, design, detailing, or materials used in the Listed Building; or
- Result in the loss of/or irreversible change to original features or other features of importance or interest; or
- Harm the setting of the Listed Building.

- 6.6 From a design standpoint, Policy DM28 outlines that an extension will be permitted where the proposal complies with the following criteria:
- The scale of the enlargement or outbuilding is clearly subservient to the original dwelling.
 - It is of a high quality design, in accordance with policy SP7, which conserves and enhances the character and local distinctiveness of the surrounding area in accordance with policy SP8.
 - It does not harm the setting of the existing dwelling and the space occupied within the plot boundary.
 - It does not harm the historic and/or architectural interest of the existing dwelling.
 - The use of materials is appropriate within the local architectural context.
 - The windows are appropriate in terms of number, architectural style and type, position, size and proportion, extent of opening and need for obscure glazing.
- 6.7 Paragraph 189 of the NPPF states that 'great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and National Landscapes which have the highest status of protection.' As the application site is located within the NWD, the potential negative impact of the proposal must be considered.
- 6.8 Furthermore, on 16th December 2024, the Government published '*Guidance for relevant authorities on seeking to further the purposes of Protected Landscapes*.' The Protected Landscapes duty requires relevant authorities to seek to further the statutory purposes of Protected Landscapes. The Council are required to comply with the duty, and it should be applied, among other things, '*in decision making in respect of development management and planning applications*.' As outlined in the guidance, the statutory purposes of National Landscapes are to conserve and enhance the natural beauty of the area. The guidance makes clear that this an active, not passive duty. Harm to the landscape should be avoided, and development should contribute to the conservation and enhancement of the natural beauty, special qualities and key characteristics of Protected Landscapes. For the purposes of development management decisions affecting a Protected Landscape, the Council are required to seek to further the purposes of the Protected Landscape and, in doing so, consider whether measures can be embedded in the design of plans and proposals.
- 6.9 The proposal is considered to conflict with the above criteria. The Conservation Officer was consulted. The application is accompanied by a detailed heritage statement that correctly describes the history of the site and details the significance of the site lying in its historic illustrative and associative values, through its connection and illustration of the historic running of Buckhold House and its connection to the prominent architect Alfred Waterhouse. It also possesses architectural/aesthetic value due to its interesting crucifix planform, modest scale and intricate detailing, which reflects its ancillary function and connection to the estate.
- 6.10 The building was extended in the 1990s, to the east, with a smaller 2 storey element (similarly following a cruciform plan), connected via a single storey link. This extension has resulted in a floor area increase of 69%. This application follows two refused LBC applications; 14/03233/LBC2 (dismissed at appeal) and 15/00834/LBC2, where concerns were raised about the cumulative impact of the existing and proposed extensions resulting in a change of character and loss of legibility of the modest estate

lodge. The appeal decision for 14/03232/HOUSE & 14/03233/LBC2 is provided in Appendix A.

6.11 Although these applications were assessed under different adopted policies at the time, and there are nuances in the proposals, within this decision there are a number of considerations that remain applicable to the application under consideration, namely:

- Paragraph 5: The proposal would be a significant addition to the original modest cottage, and would alter the modest proportions of the cottage such that an important of its special interest would be significantly and detrimentally altered. Overall, it would result in a far-from-modest dwelling with significant levels of accommodation, that fails to preserve the special interest of the listed building.
- Paragraph 8: The proposal, when combined with the previous extension, would result in a dwelling that is significantly greater than its original size. The combined effects would be obvious and would unacceptably affect the character and modest proportions of the original cottage, and there are no factors that can disguise or mitigate the effect. The secluded and largely screened location is acknowledged, but this did not alter the Inspector's view of the harmful effects of the proposal as a matter of principle.
- Paragraph 9: Refers to highest status of protection of National Landscapes. Although the site only forms a small part of the National Landscape and is in a secluded location, the proposal would not respect or respond to the historic environment and, through the provision of a significantly larger building, would not conserve and enhance local distinctiveness and landscape quality.

6.12 Each point is significant in that, despite the proposed extension now protruding from a different façade, the Inspector previously identified harm that remains significant irrespective of where the extension is located. The extension currently proposed is similar in terms of proportion, footprint and scale to that previously refused and dismissed at appeal. It is also an important consideration established through appeal precedent and case law that listed buildings are safeguarded for their inherent architectural and historic interest irrespective of whether or not public views can be gained.

6.13 Figure 6.1 below provides a plan comparison of the dismissed scheme of 14/03232/HOUSE & 14/03233/LBC2 (L), and the applications currently under consideration (R):



Figure 6.1 – Plan comparison of alternative scheme

- 6.14 Focussing on the application under consideration, while the proposal will not impact any historic fabric, it will impact the setting of the house and its significance and interpretation as a small cottage associated with a large estate. This further extension will now mean that the 20th century elements of the house are larger than the historic listed house, and would subsume it as a consequence.
- 6.15 The Conservation Officer considers that the proposal would result in a medium level of less than substantial harm which will affect the significance of the listed building, and therefore recommends the application should be refused. From a planning perspective, paragraph 215 of the NPPF states, inter alia, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. As the building is in use as a private residence the public benefits are negligible.
- 6.16 Officers consider that through the unavoidable intrinsic harm that will be caused to the listed building, its setting, and the immediate surroundings, the proposal does not respond positively to the national and local design guidance as required by SP7, and therefore fails to respect, conserve, or enhance the character of the area, in which great weight should be given to as per paragraph 189 of the NPPF. Furthermore, it does not conserve or enhance the historic environment as required by SP9, nor does it comply with DM10 which seeks to avoid adverse impacts on listed buildings, both to their fabric and setting. As a consequence, the proposal conflicts with DM28 as the scale is not subservient to the original dwelling, and harms the setting of a designated heritage asset.
- 6.17 Therefore, the proposal is contrary to the provisions of the NPPF when read as a whole, as well as policies SP7, SP8, DM10 and DM28 of the West Berkshire Local Plan Review 2023-2041.
- 6.18 The proposed internal works do not require planning permission, only Listed Building Consent. These further elements are substantively assessed in the committee report for 25/00733/LBC.

Residential amenity (neighbours)

- 6.19 The NPPF states that planning should create places with a high standard of amenity for all existing and future users. From an amenity standpoint, Policy DM28 outlines that an extension will be permitted where the proposal complies with the following criteria:
- It is not overbearing or of a form which would be detrimental to the amenity of nearby residents by virtue of loss of outlook, daylight, sunlight and / or privacy in accordance with policy DM30.
 - It enables for the retention and provision of high quality useable private amenity space in accordance with policy DM30.
- 6.20 Policy DM30 states that all development will be required to provide and/or maintain a high standard of amenity for existing and future users of land and buildings.
- 6.21 When considering the impact on the living conditions of existing and proposed residential dwellings, development proposals will be supported where there is no unacceptable harm in terms of the following criteria:
- Any significant loss of daylight and/or sunlight to land and buildings;

- Any significant overlooking of land and buildings that results in a harmful loss of privacy;
- Development resulting in an undue sense of enclosure, overbearing impact, or a harmful loss of outlook; and
- Noise, dust, fumes and odours.

6.22 The proposal has been assessed against the above metrics. It is considered that, given the nature of the proposal, and sparsity of neighbouring dwellings, there are limited negative impacts relating to neighbouring amenity.

6.23 It is therefore considered that the proposal accords with Policies DM28 and DM30 of the West Berkshire Core Strategy with regards to amenity.

Residential amenity (site occupants)

6.24 According to Policy DM30, all new residential development will be expected to include the provision of the following:

- Functional amenity space of a quality and size to meet the needs of the occupants;
- Internal accommodation of an adequate size and layout relative to the intensity of occupation envisaged;
- Natural light in all habitable rooms of the proposed development;
- A garden size which is at least a minimum of 10.5 metres in depth, where possible; and
- A minimum distance of 21 metres between directly facing windows, serving habitable rooms.

6.25 Given the nature of the proposal, these elements are not considered to apply.

Highway matters

6.26 According to Policy SP19, development that generates a transport impact will be required to (amongst others) mitigate any adverse impact on local transport networks.

6.27 From a highways standpoint, Policy DM28 outlines that an extension will be permitted where, following construction of the extension, sufficient space is available for on-site vehicular parking in accordance with policy DM44 in a way that does not detract from the character and appearance of the area.

6.28 According to the NPPF, in assessing specific applications for development, it should be ensured that (amongst others) safe and suitable access to the site can be achieved for all users, the design of parking areas and other transport elements reflects national guidance. Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

- 6.29 The Highways Authority have raised no objection to the proposed development. Therefore, the parking for the extended dwelling is considered to comply with policies DM28 and DM44.

Trees and Ecology

- 6.30 From an environmental standpoint, Policy DM28 outlines that an extension will be permitted where the proposal complies with the following criteria:
- It would not result in adverse impacts on trees (including their roots and canopy spread) on and off site, in accordance with policy DM15. Trees should be retained where possible; and
 - The proposal conserves and enhances biodiversity, in accordance with policy SP11.
- 6.31 Given the nature of the proposal, it is considered that there is little impact in terms of trees and ecology, and the proposal accords with policy DM28 in this respect.
- 6.32 Householder development is exempt from mandatory Biodiversity Net Gain.

Archaeology

- 6.33 The Archaeologist was consulted, commenting that Gardener's Cottage was constructed in the late 19th century as part of the designed landscape of Buckhold, with local architect Alfred Waterhouse involved in the country house and estate buildings, likely including the adjacent walled garden. Although the former park itself isn't designated, it is mentioned in the listing for St Andrew's School, and does retain historic and architectural interest overall.
- 6.34 The cottage as shown in 1899 was a modest building, but it was extended in 1996. A modern garage was also constructed. The Archaeologist considers the current proposal for further extension to be primarily a Conservation matter in terms of the impact on heritage assets. The applicants have submitted a Heritage Statement which does provide some useful information although the author did not consult the HER. It is not considered that there would be a major impact to any below ground archaeology.

Climate change

- 6.35 According to Policy SP5, the principles of climate change mitigation and adaptation will be required to be embedded into new development. Proposals should be accompanied by a Sustainability Statement which demonstrates how the principles in Policy SP5 have been embedded into the development, proportionate to the scale and nature of the development proposed.
- 6.36 Although no Sustainability Statement has been provided, it is noted that the application was submitted before the adoption of the West Berkshire Local Plan Review 2023-2041. The Council is in the process of preparing a model Sustainability Statement to be used for householder applications. During this transitional period, the Case Officer considers it is justified to disapply this policy in the decision making context.

7. Planning Balance and Conclusion

- 7.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions. It includes a presumption in favour of sustainable development which means approving development proposals that accord with an up-to-date development plan without delay. However, where a planning application conflicts with an up-to-date development plan, permission should not usually be granted.
- 7.2 In this instance, the proposed extension would result in a disproportionate addition to a modest Grade II listed estate cottage, causing a medium level of less than substantial harm to its significance and setting. The identified level of harm is not outweighed by the negligible public benefits.
- 7.3 The development also fails to conserve or enhance the character and distinctiveness of the North Wessex Downs National Landscape. Its scale and cumulative impact conflict with the landscape-led approach that underpins the district's spatial planning policy.
- 7.4 In this particular case, a previous appeal decision (Appendix A) for a similar in principle scheme where, despite the extension now being sited in a different location, the same level of harm to the heritage asset and landscape remains, offers a further degree of weight in the overall planning balance.
- 7.5 For the reasons given above, it is considered that there is a strong reason for refusing the proposed development. Overall, the proposal conflicts with the provisions of the National Planning Policy Framework when read as a whole, as well as Policies SP7, SP8, SP9, DM10 and DM28 of the West Berkshire Local Plan Review 2023-2041.

8. Full Recommendation

- 8.1 To delegate to the Development Manager to REFUSE PLANNING PERMISSION for the reasons listed below.

Refusal Reason

1.	<p>Harm to Listed Building</p> <p>The proposed extension, by virtue of its scale, massing and cumulative impact with existing additions, would result in a disproportionate and unsympathetic alteration to the modest historic form of the Grade II listed building, a former estate cottage. It would harm the building's significance and setting, failing to preserve its special architectural and historic interest.</p> <p>As a result, the proposal is contrary to the provisions of the NPPF, as well as Policies SP7, SP8, SP9, DM10 and DM28 of the West Berkshire Local Plan Review 2023–2041.</p>
2.	<p>Harm to Character of the Area / National Landscape</p> <p>The proposed development, by reason of its scale, form and cumulative impact, would fail to conserve or enhance the local distinctiveness or character of the area. The extension would result in a building of significantly greater scale than the original dwelling, which does not reflect the historic estate character or respond positively to its sensitive setting within the North Wessex Downs National Landscape.</p>

	<p>The proposal therefore fails to comply with the statutory duty to further the purposes of Protected Landscapes, particularly the conservation and enhancement of natural beauty and special qualities, as set out in the Government's 2024 guidance; 'Guidance for relevant authorities on seeking to further the purposes of Protected Landscapes.'</p> <p>As a result, the proposal is contrary to the provisions of the NPPF, as well as Policies SP7, SP8, SP9 and DM28 of the West Berkshire Local Plan Review 2023–2041.</p>
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Informatives

1.	<p>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 been unable to find an acceptable solution to the problems with the development so that the development can be said to improve the economic, social and environmental conditions of the area.</p>
2.	<p>BIODIVERSITY NET GAIN</p> <p>The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for development of land in England is deemed to have been granted subject to the condition (biodiversity gain condition) that development may not begin unless:</p> <p>(a) a Biodiversity Gain Plan has been submitted to the planning authority, and</p> <p>(b) the planning authority has approved the plan.</p> <p>The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan, if one is required in respect of this permission would be West Berkshire District Council.</p> <p>There are statutory exemptions and transitional arrangements which mean that the biodiversity gain condition does not always apply. These are listed below.</p> <p>Based on the information available this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because one or more of the statutory exemptions or transitional arrangements in the list below is/are considered to apply.</p> <p>EXEMPTIONS AND TRANSITIONAL ARRANGEMENTS</p> <p>The following are the statutory exemptions and transitional arrangements in respect of the biodiversity gain condition.</p> <ol style="list-style-type: none"> 1. The application for planning permission was made before 12 February 2024. 2. The planning permission relates to development to which section 73A of the Town and Country Planning Act 1990 (planning permission for development already carried out) applies. 3. The planning permission was granted on an application made under section 73 of the Town and Country Planning Act 1990 and

<p>(i)the original planning permission to which the section 73 planning permission relates* was granted before 12 February 2024; or (ii)the application for the original planning permission* to which the section 73 planning permission relates was made before 12 February 2024.</p> <p>4. The permission which has been granted is for development which is exempt being:</p> <p>4.1 Development which is not 'major development' (within the meaning of article 2(1) of the Town and Country Planning (Development Management Procedure) (England) Order 2015) where: i) the application for planning permission was made before 2 April 2024; ii) planning permission is granted which has effect before 2 April 2024; or iii) planning permission is granted on an application made under section 73 of the Town and Country Planning Act 1990 where the original permission to which the section 73 permission relates* was exempt by virtue of (i) or (ii).</p> <p>4.2 Development below the de minimis threshold, meaning development which: i) does not impact an onsite priority habitat (a habitat specified in a list published under section 41 of the Natural Environment and Rural Communities Act 2006); and ii) impacts less than 25 square metres of onsite habitat that has biodiversity value greater than zero and less than 5 metres in length of onsite linear habitat (as defined in the statutory metric).</p> <p>4.3 Development which is subject of a householder application within the meaning of article 2(1) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. A "householder application" means an application for planning permission for development for an existing dwellinghouse, or development within the curtilage of such a dwellinghouse for any purpose incidental to the enjoyment of the dwellinghouse which is not an application for change of use or an application to change the number of dwellings in a building.</p> <p>4.4 Development of a biodiversity gain site, meaning development which is undertaken solely or mainly for the purpose of fulfilling, in whole or in part, the Biodiversity Gain Planning condition which applies in relation to another development, (no account is to be taken of any facility for the public to access or to use the site for educational or recreational purposes, if that access or use is permitted without the payment of a fee).</p> <p>4.5 Self and Custom Build Development, meaning development which: i) consists of no more than 9 dwellings; ii) is carried out on a site which has an area no larger than 0.5 hectares; and iii) consists exclusively of dwellings which are self-build or custom housebuilding (as defined in section 1(A1) of the Self-build and Custom Housebuilding Act 2015).</p> <p>4.6 Development forming part of, or ancillary to, the high speed railway transport network (High Speed 2) comprising connections between all or any of the places or parts of the transport network specified in section 1(2) of the High Speed Rail (Preparation) Act 2013.</p> <p>* "original planning permission means the permission to which the section 73 planning permission relates" means a planning permission which is the first in a sequence of two or more planning permissions, where the second and any subsequent planning permissions are section 73 planning permissions.</p> <p>APPLICABLE EXEMPTION</p>

	<p>The exemption that is considered to apply to this application is: Development which is subject of a householder application within the meaning of article 2(1) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. A "householder application" means an application for planning permission for development for an existing dwellinghouse, or development within the curtilage of such a dwellinghouse for any purpose incidental to the enjoyment of the dwellinghouse which is not an application for change of use or an application to change the number of dwellings in a building.</p> <p>IRREPLACEABLE HABITAT</p> <p>If the onsite habitat includes irreplaceable habitat (within the meaning of the Biodiversity Gain Requirements (Irreplaceable Habitat) Regulations 2024) there are additional requirements for the content and approval of Biodiversity Gain Plans.</p> <p>The Biodiversity Gain Plan must include, in addition to information about steps taken or to be taken to minimise any adverse effect of the development on the habitat, information on arrangements for compensation for any impact the development has on the biodiversity of the irreplaceable habitat.</p> <p>The planning authority can only approve a Biodiversity Gain Plan if satisfied that the adverse effect of the development on the biodiversity of the irreplaceable habitat is minimised and appropriate arrangements have been made for the purpose of compensating for any impact which do not include the use of biodiversity credits.</p> <p>THE EFFECT OF SECTION 73D OF THE TOWN AND COUNTRY PLANNING ACT 1990</p> <p>If planning permission is granted on an application made under section 73 of the Town and Country Planning Act 1990 (application to develop land without compliance with conditions previously attached) and a Biodiversity Gain Plan was approved in relation to the previous planning permission ("the earlier Biodiversity Gain Plan") there are circumstances when the earlier Biodiversity Gain Plan is regarded as approved for the purpose of discharging the biodiversity gain condition subject to which the section 73 planning permission is granted.</p> <p>Those circumstances are that the conditions subject to which the section 73 permission is granted:</p> <ul style="list-style-type: none"> i) do not affect the post-development value of the onsite habitat as specified in the earlier Biodiversity Gain Plan, and ii) in the case of planning permission for a development where all or any part of the onsite habitat is irreplaceable habitat the conditions do not change the effect of the development on the biodiversity of that onsite habitat (including any arrangements made to compensate for any such effect) as specified in the earlier Biodiversity Gain Plan. <p>PHASED DEVELOPMENT</p> <p>If the permission which has been granted has the effect of requiring or permitting the development to proceed in phases, the modifications in respect of the biodiversity gain condition which are set out in Part 2 of the Biodiversity Gain (Town and Country Planning) (Modifications and Amendments) (England) Regulations 2024 would apply if the permission were subject to the biodiversity gain condition.</p> <p>In summary: Biodiversity gain plans would be required to be submitted to, and approved by, the planning authority before development may be begun (the overall plan), and before each phase of development may be begun (phase plans).</p>
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3.	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.
4.	The attention of the applicant is drawn to the Highways Act, 1980, which enables the Highway Authority to recover expenses due to extraordinary traffic.

Appeal Decisions

Site visit made on 24 August 2015

by Tim Wood BA(Hons) BTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 07 September 2015

Appeal Ref: APP/W0340/W/15/3024289

Gardeners Cottage, Buckhold, Pangbourne, Reading, Berkshire RG8 8QA

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr and Mrs M Evans against the decision of West Berkshire Council.
 - The application Ref 14/03232/HOUSE, dated 2 December 2014, was refused by notice dated 29 January 2015.
 - The development proposed is a two storey side extension.
-

Appeal Ref: APP/W0340/Y/15/3024338

Gardeners Cottage, Buckhold, Pangbourne, Reading, Berkshire RG8 8QA

- The appeal is made under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against a refusal to grant listed building consent.
 - The appeal is made by Mr and Mrs M Evans against the decision of West Berkshire Council.
 - The application Ref 14/03233/LBC2, dated 2 December 2014, was refused by notice dated 29 January 2015.
 - The works proposed are a two storey side extension.
-

Decisions

1. Both of the appeals are dismissed.

Main Issues

2. The main issues in these appeals are;
 - The effects of the proposal on the special interest and setting of the listed building
 - The effects of the proposal on its countryside location within the AONB

Reasons

The effects of the proposal on the special interest and setting of the listed building

3. Gardeners Cottage is said to date from 1885 and is an isolated dwelling, constructed of red bricks and with a tiled roof. The elevations contain raised brick details in the gables. As the name suggests, it formed a workers' cottage which served the adjacent estate. The property has been extended in the form of a 2 storey structure, linked to the main building by a glazed link (referred to

- as a satellite extension). The special interest derives from its age, its attractive design and its modest form which reflects its original purpose. Its historic association with the main property, now forming a school, enhance its interest.
4. The proposal would extend the main part of the house with a 2 storey addition. The proposal would add a continuation of the existing roof and form a gable of a similar design as the existing one. The proposal would provide a large kitchen at ground floor and a bedroom and bathroom at the first floor.
 5. The previous extension to the house resulted in a 2 storey addition which provided a reception room at ground floor and a bedroom and bathroom at the first floor. The current proposal would appear as a significant addition to the original modest cottage; it would project substantially from the main core of the building. Taken in conjunction with the existing extension, the proposal would result in significant additions to the original building. This would alter the modest proportions of this cottage such that an important element of its special interest would be significantly and detrimentally altered. The extensions would form the major part of the structure and its original element would be largely subsumed and would be indistinct from the additions, rather than the additions being subservient to the historic part. Its original form is clearly reflective of its original function as an estate workers' dwelling. This attribute would be unacceptably affected by the proposal, which would result in a far-from-modest dwelling with significant levels of accommodation. I judge that this would fail to preserve the special interest of the listed building.
 6. The appellants set out their need for the proposed extension, partly due to the unconventional internal arrangement and location of the bathroom in relation to the bedrooms in the main part of the house. Whilst I can understand the desire for a better internal arrangement, I am not convinced that an extension of this size and form is the only practical way of achieving this aim, which, in any event, does not outweigh the harm that would be caused to the listed building. As a consequence, the proposal is contrary to the aims of Policy CS19 of the West Berkshire Corer Strategy (CS).

The effects of the proposal on its countryside location within the AONB

7. The appeal site is in a countryside location, outside any defined settlement boundary and is within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). Saved Policy ENV.24 of the West Berkshire District Local Plan (LP) seeks to control residential extensions and ancillary buildings within the countryside; this includes that the proposal should not result in a dwelling that has been disproportionately extended, when compared to its original size and that it should not have an unacceptable impact on the rural character of the area. In addition, the Council has published its document '*Replacement dwellings and extensions to dwellings in the Countryside – Supplementary Planning Guidance*' (SPG). The SPG sets out that extensions to dwellings which result in a floorspace increase of 50% or more over the original dwelling would normally be regarded as disproportionate; it adds that previous extensions will be taken into account also. It adds that extensions which more than double the size of the original dwelling "...would be clearly disproportionate...and therefore contrary to criterion (d) of ENV.24".
8. The proposal would result in an increase of 120% above the original size of the dwelling. It is acknowledged that any judgement should not just be made as a result of the proposed numerical increase. However, in this case, I consider

that the proposal, when combined with the previous extension, would result in a dwelling that is significantly greater than its original size. The form of the extensions is also such that their combined effects would be obvious and would unacceptably affect the character and modest proportions of the original cottage. In this case, I consider that the proposal would result in a significantly and disproportionately extended property and there are no factors which would either disguise or mitigate that effect. Therefore, the proposal is contrary to policy ENV.24 and the SPG. I have taken account of the fact that the dwelling is in a secluded and largely screened location, but this does not alter my view of the harmful effects of the proposal as a matter of principle.

9. In relation to the AONB the National Planning Policy Framework (the Framework) advises that great weight should be given to conserving landscape and scenic beauty in, amongst other things, AONBs, which have the highest status of protection in relation to landscape and scenic beauty. This is translated at the local level into Policy ADPP5 of the CS, which is a highly detailed and comprehensive policy. Within ACPP5 the aim of the Framework is reiterated and it adds that development will conserve and enhance local distinctiveness, sense of place, whilst preserving the strong sense of remoteness and tranquillity. It also states that development will respect and respond to the historic environment of the AONB. Although the appeal site forms only a small part of the AONB and is in a secluded location, for the reasons set out above I consider that the proposal would not respect and respond to the historic environment and, through the provision of a significantly larger building, would not conserve and enhance local distinctiveness and landscape quality. As a consequence, there is conflict with the aims of ADPP5.

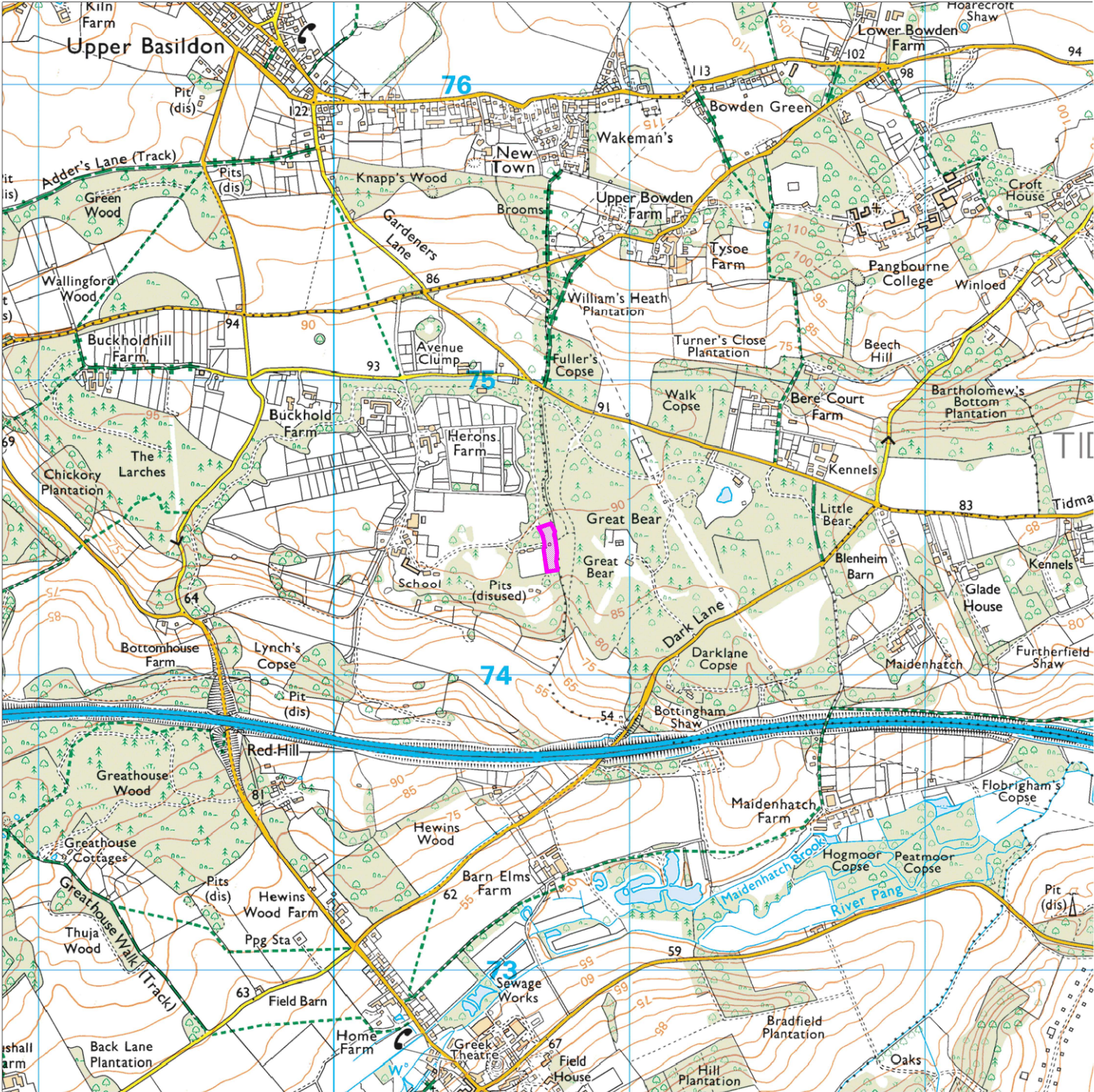
Conclusions

10. I have taken account of the efforts that have been made to ensure that the proposed extension reflects the design of the original building. However, my objections are not overcome by this matter. I have also noted the appellants' stated desire for the proposal, which I can understand; however, neither this nor any other matter amounts to a public benefit sufficient to outweigh the harm that I have identified. For the reasons set out above, the proposal would fail to preserve the special interest of the listed building and would have a harmful effect on the countryside and AONB. Therefore, the appeals are dismissed.

S T Wood

INSPECTOR

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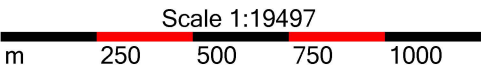
Map Centre Coordinates :

Scale : 1:19497

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Organisation	West Berkshire Council
Department	
Comments	Not Set
Date	24 July 2025
SLA Number	0100024151



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Agenda Item 4.(3)

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(3)	25/00733/LBC Bradfield	5 th June 2025 ¹	Erection of side extension to existing dwelling and internal alterations. Gardeners Cottage, Buckhold, Pangbourne, Reading, RG8 8QA Miss K Lane-Standley
¹ Extension of time agreed with applicant until 20 th August			

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

<https://publicaccess.westberks.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=SU709GRD0HE00>

Recommendation Summary: To delegate to the Development Manager to REFUSE LISTED BUILDING CONSENT

Ward Member(s): Councillor Ross Mackinnon

Reason for Committee Determination: Call-in

Committee Site Visit: 30th July 2025

Contact Officer Details

Name: Lewis Richards
Job Title: Planning Officer
Tel No: 01635 519111
Email: Lewis.Richards1@westberks.gov.uk

1. Introduction

- 1.1 The purpose of this report is for the Committee to consider the proposed development against the policies of the development plan and the relevant material considerations, and to make a decision as to whether to approve or refuse the application.
- 1.2 This application seeks listed building consent for the erection of a 1.5 storey side extension, together with internal alterations.
- 1.3 Gardeners Cottage is a Grade II Listed Building that lies outside of a defined settlement boundary, within the North Wessex Downs National Landscape and Yattendon and Basildon Woodland biodiversity opportunity area. It appears in the Historic Environment Record under entry HER MWB18484, which identifies the building as a grade II listed 19th century estate cottage, designed in a Gothic Revival style by Alfred Waterhouse, adjacent to a walled garden.
- 1.4 The Historic England list entry states:
- 1.5 Estate lodge, built as gardener's cottage. 1885, by Alfred Waterhouse. Red brick with raised brick panel patterns in the gables with corbelled corners and toothed verges. Plain tile roof with gabled ends. Brick axial stack at centre with brick shafts and corbelled brick cap. PLAN: Cruciform plan. EXTERIOR: 2 storeys. Asymmetrical elevations. Gable-ends of wings with patterned brickwork and 3 and 4-light casements with glazing bars in the top lights and in segmental arch openings. Wooden lean-to open porch on timber post with arch and studding above; segmental-headed doorway with plank door. Main roof carried down as catslide over outshut in angle at rear. INTERIOR not inspected.

2. Planning History

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

Application	Proposal	Decision / Date
25/00732/HOUSE	Erection of side extension to existing dwelling and internal alterations.	Pending Consideration
15/00833/HOUSE & 15/00834/LBC2	Proposed two storey extension.	Refused / 21/05/2015
14/03232/HOUSE & 14/03233/LBC2	Proposed two-storey side extension.	Refused / 29/01/2015 Appeal Dismissed
96/49475/FUL & 96/49658/LBC	Two storey extension to form living room-bedroom with en-suite.	Approved / 26/03/1997 & 01/04/1997
95/47714/LBC	New single storey detached garage	Withdrawn / 11/12/1995

95/47713/FUL	New single storey detached garage	Approved / 21/02/1996
94/45762/FUL	Alterations and extension to existing cottage for residential use	Withdrawn / 26/01/1995

3. Legal and Procedural Matters

- 3.1 **Environmental Impact Assessments (EIA):** Given the nature, scale and location of this development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 3.2 **Publicity:** Publicity has been undertaken in accordance with Article 15 of the Town and Country Planning (Development Management Procedure) (England) Order 2015, and the Council's Statement of Community Involvement. A site notice was displayed on 19th May, with a deadline for representations of 10th June. A public notice was displayed in the Newbury Weekly News on 24th April; with a deadline for representations of 8th May. A notification letter was sent to 1 neighbouring occupier.
- 3.3 **Local Financial Considerations:** Section 70(2) of the Town and Country Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. Whether or not a 'local finance consideration' is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision based on the potential for the development to raise money for a local authority or other government body. No local financial considerations are material to this application.
- 3.4 **Community Infrastructure Levy (CIL):** Community Infrastructure Levy (CIL) is a levy charged on most new development within an authority area. The money is used to pay for new infrastructure, supporting the development of an area by funding the provision, replacement, operation or maintenance of infrastructure. CIL will be used to fund roads and other transport facilities, schools and other educational facilities, flood defences, medical facilities, open spaces, and sports and recreational areas. Subject to the application of any applicable exemptions, CIL will be charged on residential (Use Classes C3 and C4) and retail (former Use Classes A1 – A5) development at a rate per square metre (based on Gross Internal Area) on new development of more than 100 square metres of gross internal area (including extensions) or when a new dwelling is created (even if it is less than 100 square metres). CIL liability, and the application of any exemptions, will be formally confirmed by the CIL Charging Authority under separate cover following any grant of planning permission. More information is available at <https://www.westberks.gov.uk/community-infrastructure-levy>
- 3.5 **Public Sector Equality Duty (PSED):** In determining this application the Council is required to have due regard to its obligations under the Equality Act 2010. The Council must have due regard to the need to achieve the following objectives:
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
 - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 3.6 Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
 - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
 - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
 - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- 3.7 The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief. Whilst there is no absolute requirement to fully remove any disadvantage, the duty is to have regard to and remove or minimise disadvantage. In considering the merits of this planning application, due regard has been given to these objectives.
- 3.8 There is no indication or evidence (including from consultation on the application) that persons with protected characteristics as identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application and there would be no significant adverse impacts as a result of the development.
- 3.9 **Human Rights Act:** The development has been assessed against the provisions of the Human Rights Act, including Article 1 of the First Protocol (Protection of property), Article 6 (Right to a fair trial) and Article 8 (Right to respect for private and family life and home) of the Act itself. The consideration of the application in accordance with the Council procedures will ensure that views of all those interested are taken into account. All comments from interested parties have been considered and reported in summary in this report, with full text available via the Council's website.
- 3.10 Any interference with property rights is in the public interest and in accordance with the Town and Country Planning Act 1990 regime for controlling the development of land. This recommendation is based on the consideration of the proposal against adopted Development Plan policies, the application of which does not prejudice the Human Rights of the applicant or any third party.
- 3.11 **Listed building setting:** Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special regard must be had to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. Section 16(2) has the same requirement for proposals for listed building consent. The application site hosts a Grade II listed building, hence the requirement for an application for Listed Building Consent.
- 3.12 **National Landscapes (AONB):** Section 85 of the Countryside and Rights of Way (CROW) Act 2000 (as amended) provides a general duty for public bodies: "Any relevant authority exercising or performing any functions in relation to, or so as to effect, land in an area of outstanding natural beauty in England must seek to further the purpose of conserving and enhancing the natural beauty of the area of outstanding natural beauty)." AONBs have been rebranded to be known as National Landscapes, although their legal AONB status continues.

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.

Bradfield Parish Council:	No objection subject to property not being used as two separate dwellings.
Pangbourne Parish Council:	No objection
Conservation Officer:	Objection due to harm to listed building
Archaeology Officer:	No objection

Public representations

- 4.2 No public representations have been received for this application.

5. Planning Policy

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

Development Plan Document	Relevant Policies
West Berkshire Local Plan Review 2023-2041	SP7: Design Quality SP8: Landscape Character SP9: Historic Environment DM10: Listed Buildings DM28: Residential Extensions

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

- The National Planning Policy Framework (NPPF)
- The Planning Practice Guidance (PPG)

6. Impact on Listed Building

- 6.1 Gardener's Cottage is an estate lodge built in 1885 by Alfred Waterhouse. It is of red brick construction with raised brick panel patterns in the gables with corbelled corners and toothed verges, plain tile roof with gabled ends, brick axial stack at centre with

brick shafts and corbelled brick cap. It comprises of a cruciform planform. Externally, it is of 2 storeys, with asymmetrical elevations, gable-ends of wings with patterned brickwork and 3 and 4-light casements with glazing bars in the top lights and in segmental arch openings, with wooden lean-to open porch on timber post with arch and studding above; segmental-headed doorway with plank door. Main roof carried down as catslide over outshut in angle at rear.

- 6.2 The application proposes a 1.5 storey side extension, together with internal alterations.
- 6.3 The Conservation Officer was consulted. The application is accompanied by a detailed heritage statement that correctly describes the history of the site and details the significance of the site lying in its historic illustrative and associative values, through its connection and illustration of the historic running of Buckhold House and its connection to the prominent architect Alfred Waterhouse. It also possesses architectural/aesthetic value due to its interesting crucifix planform, modest scale and intricate detailing, which reflects its ancillary function and connection to the estate.
- 6.4 The building was extended in the 1990s, to the east, with a smaller 2 storey element (similarly following a cruciform plan), connected via a single storey link. This extension has resulted in a floor area increase of 69%. This application follows two refused LBC applications; 14/03233/LBC2 (dismissed at appeal) and 15/00834/LBC2, where concerns were raised about the cumulative impact of the existing and proposed extensions resulting in a change of character and loss of legibility of the modest estate lodge. The appeal decision for 14/03232/HOUSE & 14/03233/LBC2 is provided in Appendix A.
- 6.5 Although these applications were assessed under different adopted policies at the time, and there are nuances in the proposals, within this decision there are a number of considerations that remain applicable to the application under consideration, namely:
- Paragraph 5: The proposal would be a significant addition to the original modest cottage, and would alter the modest proportions of the cottage such that an important of its special interest would be significantly and detrimentally altered. Overall, it would result in a far-from-modest dwelling with significant levels of accommodation, that fails to preserve the special interest of the listed building.
 - Paragraph 8: The proposal, when combined with the previous extension, would result in a dwelling that is significantly greater than its original size. The combined effects would be obvious and would unacceptably affect the character and modest proportions of the original cottage, and there are no factors that can disguise or mitigate the effect. The secluded and largely screened location is acknowledged, but this did not alter the Inspector's view of the harmful effects of the proposal as a matter of principle.
- 6.6 Both points are significant in that, despite the proposed extension now protruding from a different façade, the Inspector previously identified harm that remains significant irrespective of where the extension is located. The extension currently proposed is similar in terms of proportion, footprint and scale to that previously refused and dismissed at appeal. It is also an important consideration established through appeal precedent and case law that listed buildings are safeguarded for their inherent architectural and historic interest irrespective of whether or not public views can be gained.
- 6.7 Focussing on the application under consideration, while the proposal will not impact any historic fabric, it will impact the setting of the house and its significance and

interpretation as a small cottage associated with a large estate. This further extension will now mean that the 20th century elements of the house are larger than the historic listed house, and would subsume it as a consequence.

- 6.8 The Conservation Officer considers that the proposal would result in a medium level of less than substantial harm which will affect the significance of the listed building, and therefore recommends the application should be refused. From a planning perspective, paragraph 215 of the NPPF states, inter alia, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. As the building is in use as a private residence the public benefits are negligible.
- 6.9 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. Furthermore, paragraph 213 of the NPPF states that any harm to the significance of a designated heritage asset requires clear and convincing justification. In this instance, it is considered that there is no justification for the level of intrinsic harm that will be caused as a result of the proposed development.
- 6.10 As an aside, to the original cottage, the application proposes the enlargement of an existing ensuite shower room within one of the bedrooms at first floor level, as well as the re-hanging of the door to this bedroom. The Conservation Officer raises no objection to these internal elements.
- 6.11 However, overall, it is considered that the proposal is contrary to the Planning (Listed Buildings and Conservation Areas) Act 1990, the National Planning Policy Framework, and Policies SP7, SP8, SP9, DM10 and DM28 of the West Berkshire Local Plan Review 2023-2041.

7. Planning Balance and Conclusion

- 7.1 The proposed extension would result in a disproportionate addition to a modest Grade II listed estate cottage, causing a medium level of less than substantial harm to its significance and setting. The identified level of harm is not outweighed by the negligible public benefits.
- 7.2 In this particular case, a previous appeal decision (Appendix A) for a similar in principle scheme where, despite the extension now being sited in a different location, the same level of harm to the heritage asset remains, offers a further degree of weight in the overall planning balance.
- 7.3 For the reasons given above it is considered that the proposal is unacceptable with regards to impact on the grade II listed building. The application is therefore contrary to the provisions of the NPPF, as well as Policies SP7, SP8, SP9, DM10 and DM28 of the West Berkshire Local Plan Review 2023-2041.

8. Full Recommendation

- 8.1 To delegate to the Development Manager to REFUSE LISTED BUILDING CONSENT for the reason listed below.

Refusal Reason

1.	<p>Harm to Listed Building</p> <p>The proposed extension, by virtue of its scale, massing and cumulative impact with existing additions, would result in a disproportionate and unsympathetic alteration to the modest historic form of the Grade II listed building, a former estate cottage. It would harm the building's significance and setting, failing to preserve its special architectural and historic interest.</p> <p>As a result, the proposal is contrary to the provisions of the NPPF, as well as Policies SP7, SP8, SP9, DM10 and DM28 of the West Berkshire Local Plan Review 2023–2041.</p>
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Informatives

1.	<p>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 been unable to find an acceptable solution to the problems with the development so that the development can be said to improve the economic, social and environmental conditions of the area.</p>
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Appeal Decisions

Site visit made on 24 August 2015

by Tim Wood BA(Hons) BTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 07 September 2015

Appeal Ref: APP/W0340/W/15/3024289

Gardeners Cottage, Buckhold, Pangbourne, Reading, Berkshire RG8 8QA

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr and Mrs M Evans against the decision of West Berkshire Council.
 - The application Ref 14/03232/HOUSE, dated 2 December 2014, was refused by notice dated 29 January 2015.
 - The development proposed is a two storey side extension.
-

Appeal Ref: APP/W0340/Y/15/3024338

Gardeners Cottage, Buckhold, Pangbourne, Reading, Berkshire RG8 8QA

- The appeal is made under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against a refusal to grant listed building consent.
 - The appeal is made by Mr and Mrs M Evans against the decision of West Berkshire Council.
 - The application Ref 14/03233/LBC2, dated 2 December 2014, was refused by notice dated 29 January 2015.
 - The works proposed are a two storey side extension.
-

Decisions

1. Both of the appeals are dismissed.

Main Issues

2. The main issues in these appeals are;
 - The effects of the proposal on the special interest and setting of the listed building
 - The effects of the proposal on its countryside location within the AONB

Reasons

The effects of the proposal on the special interest and setting of the listed building

3. Gardeners Cottage is said to date from 1885 and is an isolated dwelling, constructed of red bricks and with a tiled roof. The elevations contain raised brick details in the gables. As the name suggests, it formed a workers' cottage which served the adjacent estate. The property has been extended in the form of a 2 storey structure, linked to the main building by a glazed link (referred to

- as a satellite extension). The special interest derives from its age, its attractive design and its modest form which reflects its original purpose. Its historic association with the main property, now forming a school, enhance its interest.
4. The proposal would extend the main part of the house with a 2 storey addition. The proposal would add a continuation of the existing roof and form a gable of a similar design as the existing one. The proposal would provide a large kitchen at ground floor and a bedroom and bathroom at the first floor.
 5. The previous extension to the house resulted in a 2 storey addition which provided a reception room at ground floor and a bedroom and bathroom at the first floor. The current proposal would appear as a significant addition to the original modest cottage; it would project substantially from the main core of the building. Taken in conjunction with the existing extension, the proposal would result in significant additions to the original building. This would alter the modest proportions of this cottage such that an important element of its special interest would be significantly and detrimentally altered. The extensions would form the major part of the structure and its original element would be largely subsumed and would be indistinct from the additions, rather than the additions being subservient to the historic part. Its original form is clearly reflective of its original function as an estate workers' dwelling. This attribute would be unacceptably affected by the proposal, which would result in a far-from-modest dwelling with significant levels of accommodation. I judge that this would fail to preserve the special interest of the listed building.
 6. The appellants set out their need for the proposed extension, partly due to the unconventional internal arrangement and location of the bathroom in relation to the bedrooms in the main part of the house. Whilst I can understand the desire for a better internal arrangement, I am not convinced that an extension of this size and form is the only practical way of achieving this aim, which, in any event, does not outweigh the harm that would be caused to the listed building. As a consequence, the proposal is contrary to the aims of Policy CS19 of the West Berkshire Corer Strategy (CS).

The effects of the proposal on its countryside location within the AONB

7. The appeal site is in a countryside location, outside any defined settlement boundary and is within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). Saved Policy ENV.24 of the West Berkshire District Local Plan (LP) seeks to control residential extensions and ancillary buildings within the countryside; this includes that the proposal should not result in a dwelling that has been disproportionately extended, when compared to its original size and that it should not have an unacceptable impact on the rural character of the area. In addition, the Council has published its document '*Replacement dwellings and extensions to dwellings in the Countryside – Supplementary Planning Guidance*' (SPG). The SPG sets out that extensions to dwellings which result in a floorspace increase of 50% or more over the original dwelling would normally be regarded as disproportionate; it adds that previous extensions will be taken into account also. It adds that extensions which more than double the size of the original dwelling "...would be clearly disproportionate...and therefore contrary to criterion (d) of ENV.24".
8. The proposal would result in an increase of 120% above the original size of the dwelling. It is acknowledged that any judgement should not just be made as a result of the proposed numerical increase. However, in this case, I consider

that the proposal, when combined with the previous extension, would result in a dwelling that is significantly greater than its original size. The form of the extensions is also such that their combined effects would be obvious and would unacceptably affect the character and modest proportions of the original cottage. In this case, I consider that the proposal would result in a significantly and disproportionately extended property and there are no factors which would either disguise or mitigate that effect. Therefore, the proposal is contrary to policy ENV.24 and the SPG. I have taken account of the fact that the dwelling is in a secluded and largely screened location, but this does not alter my view of the harmful effects of the proposal as a matter of principle.

9. In relation to the AONB the National Planning Policy Framework (the Framework) advises that great weight should be given to conserving landscape and scenic beauty in, amongst other things, AONBs, which have the highest status of protection in relation to landscape and scenic beauty. This is translated at the local level into Policy ADPP5 of the CS, which is a highly detailed and comprehensive policy. Within ACPP5 the aim of the Framework is reiterated and it adds that development will conserve and enhance local distinctiveness, sense of place, whilst preserving the strong sense of remoteness and tranquillity. It also states that development will respect and respond to the historic environment of the AONB. Although the appeal site forms only a small part of the AONB and is in a secluded location, for the reasons set out above I consider that the proposal would not respect and respond to the historic environment and, through the provision of a significantly larger building, would not conserve and enhance local distinctiveness and landscape quality. As a consequence, there is conflict with the aims of ADPP5.

Conclusions

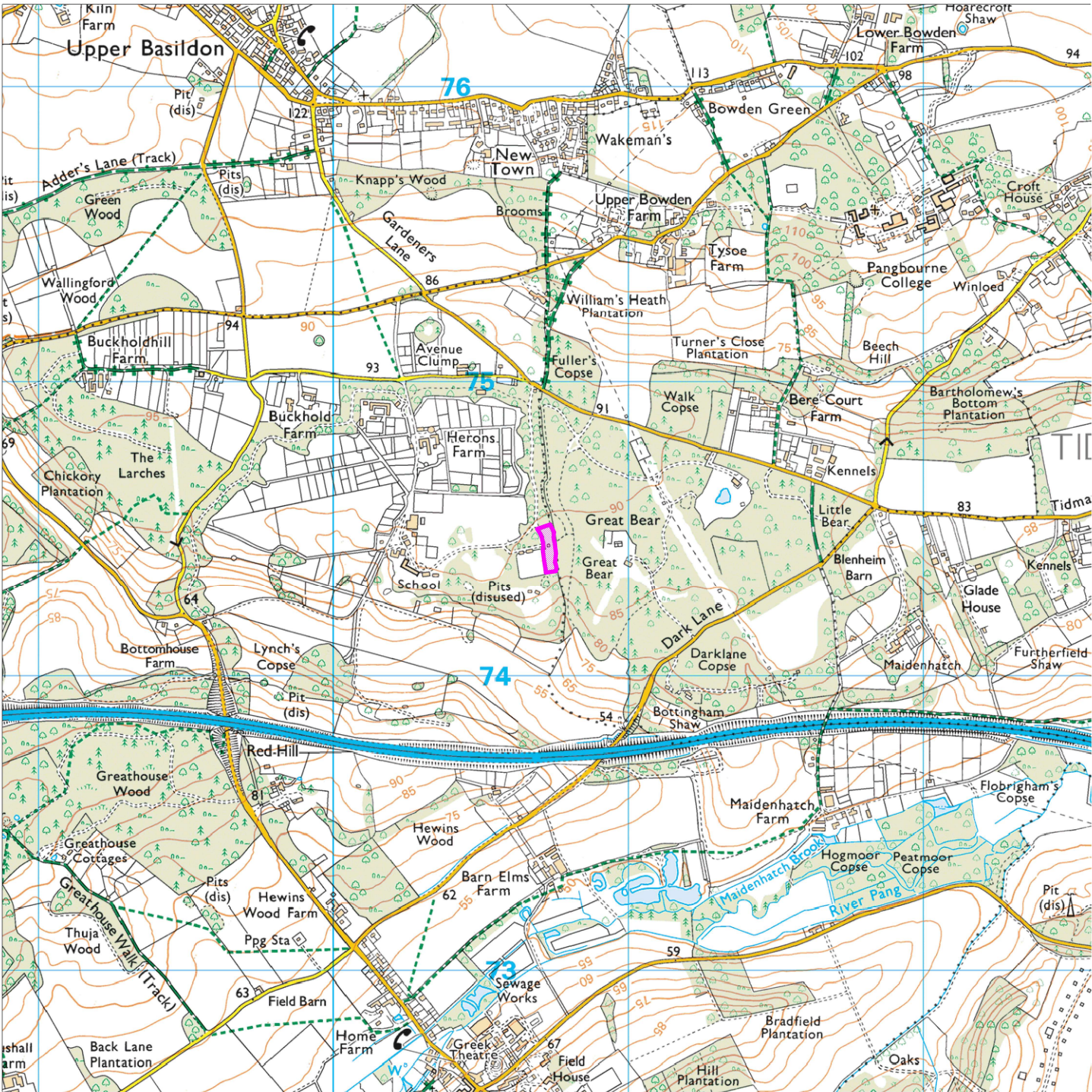
10. I have taken account of the efforts that have been made to ensure that the proposed extension reflects the design of the original building. However, my objections are not overcome by this matter. I have also noted the appellants' stated desire for the proposal, which I can understand; however, neither this nor any other matter amounts to a public benefit sufficient to outweigh the harm that I have identified. For the reasons set out above, the proposal would fail to preserve the special interest of the listed building and would have a harmful effect on the countryside and AONB. Therefore, the appeals are dismissed.

S T Wood

INSPECTOR

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Gardeners Cottage, Buckhold, Pangbourne, RG8 8QA



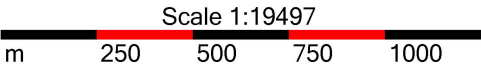
Map Centre Coordinates :

Scale : 1:19497

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Organisation	West Berkshire Council
Department	
Comments	Not Set
Date	24 July 2025
SLA Number	0100024151



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