

DELEGATED APPLICATION REPORT

App Ref: 212082/FUL

Address: 190 Henley Road, Caversham, Reading, RG4 5LN

Proposal: Demolition of garage and erection of a detached dwelling

Case Officer: Connie Davis

Target Decision date (agreed extension of time): 24/10/23 (ext)

Site Description and Surrounding Area

The site relates to land to the rear of 190 and 192 Henley Road, and is located on the south western side of All Hallows Road. The site currently hosts a detached double garage which serves 190 Henley Road and is accessed from a dropped curb via All Hallows Road. All Hallows Road is characterised by a mix of detached and semi-detached dwellings which front on to a tree-lined roadway. It is within an air quality management area.

Proposal

The proposed development includes the demolition of the existing detached garage and construction of a 2.5 storey detached 3-bedroom dwelling, bicycle storage, landscaping, and associate works. The proposed dwelling is to be 6.18m wide, with approximately 1m to each side boundary, the proposed dwelling would be 9.6m long and have a height of 9.0m. The proposal incorporates a bay window feature, with a small front porch setback from the bay feature, similar to that of the adjacent dwellings. The roof form is proposed to be gable with a front facing gable dormer style window facing All Hallows Road.

The proposed development would be serviced by the existing dropped kerb. To the front of the site (All Hallows Road), there would be the space for two cars, to the rear, it is proposed to have a secure bicycle storage. In addition, the development includes the provision of additional hedging to the side of the carparking spaces and includes the proposal to retain the existing hedging to the rear.

Internal Consultations

Transport - No objection subject to conditions

Ecology - No objection subject to conditions

Environmental Health - No objections subject to conditions

Natural Environment - No objection subject to conditions

Thames Water - No comments received

External Consultees

Public

Consultation letters were sent to the adjoining properties, and the applicant displayed a site notice on the site. No representations have been received.

Plans/Documents Considered

3490/210 Rev M - Proposed landscaping plan

Received 24th October 2022

Full Arboricultural Method Statement - V5 prepared by Heritage Tree Services Ltd dated September 2022

HTS-TPP-01H - Tree Protection Plan
Received 29th September 2022

3490/211 Rev A - Proposed Construction Method Plan
Received 19th April 2022

3490/209 Rev F - Proposed Driveway Section
Received 4th March 2022

3490/101 Rev B - Existing plans and elevations
3490/208 Rev D - Block and location plan
CIL Form
Design and Access Statement
Received 17th February 2022

Preliminary Bat Roost Assessment
Received 13th April 2022

3490/205 Rev F - Proposed Elevations
3490/206 Rev B - Proposed Street Scene
3490/204 Rev E - Proposed floor plans
Initial Bat Assessment
Material Schedule
Designed SAP Calculation
Received 23rd December 2022

Relevant Planning History

181305/FUL - Demolition of existing garage and replacement with detached dwelling -
Application Permitted

Equality Act 2010

In determining this application, the Council is required to have regard to its obligations under the Equality Act 2010. However, there is no indication or evidence (including from consultation on the application) that the protected groups identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Therefore, in terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

Relevant Planning Policy and Guidance

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. The Development Plan for Reading relevant to the application site comprises the Reading Borough Local Plan (2019).

The 'National Planning Policy framework' ('NPPF') 2021 states clearly that its content is to be a material consideration in the determination of applications. The 'NPPF' states that due weight should be given to the adopted policies of the Local Development Framework (LDF) (Reading Borough Local Plan, 2019) according to their degree of consistency with the 'NPPF' (the closer the policies in the plan to the policies in the 'NPPF', the greater the weight that may be given).

Relevant Policies

The application has been assessed against the following policies:

National

National Planning Policy Framework 2021;
National Planning Policy Guidance 2014 onwards;

Reading Borough Local Plan 2019

CC1: Presumption in Favour of Sustainable Development
CC2: Sustainable Design and Construction
CC3: Adaptation to Climate Change
CC5: Waste Minimisation and Storage
CC6: Accessibility and the Intensity of Development
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
CC9: Securing Infrastructure
EN12: Biodiversity and the Green Network
EN14: Trees, Hedges and Woodland
EN15: Air Quality
EN16: Pollution and Water Resources
H1: Provision of Housing
H2: Density and Mix
H3: Affordable Housing
H5: Standards for New Housing
H8: Residential Conversions
H10: Private and Communal Outdoor Space
TR1: Achieving the Transport Strategy
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging

RBC Supplementary Planning Documents

Affordable Housing SPD (2021)
Revised Parking Standards and Design SPD (2011)
Revised SPD on Planning Obligations under Section 106 (2019)
Sustainable Design and Construction SPD (2019)

Appraisal

The main issues are considered to be:

- Principle of development
- Design and impact on the surrounding area
- Impact on existing and future occupiers
- Transport Matters
- The Natural Environment
- Affordable Housing and CIL

Principle of development

The NPPF states that LPAs should “encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value”. The NPPF definition of ‘previously developed land’ excludes private residential gardens.

Therefore, it is clear that the priority for development should be on previously developed land, in particular vacant and derelict sites and buildings. However, that does not mean that the development of private residential garden land is unacceptable in principle, rather than previously developed land should be the first choice for housing development.

The Council's Local Plan Policy H11: Development of Private Residential Gardens requires that new residential development that involves land within the curtilage or the former curtilage of private residential gardens will be acceptable where:

- 1) The proposal makes a positive contribution to the character of the area
- 2) The application site provides a site of adequate size and dimensions to accommodate the development proposed in terms of the setting and spacing around buildings, amenity space, landscaping and space for access roads and parking;
- 3) The proposal includes access, which meets appropriate highway standards;
- 4) The proposal does not lead to tandem development;
- 5) The design and layout minimises exposure of existing private boundaries to public areas, and avoids the need for additional physical security measures;
- 6) The proposal does not cause a significant detrimental impact to the amenity of adjacent and nearby occupants;
- 7) The emphasis is on the provision of family-sized housing;
- 8) The development provides biodiversity net gain wherever possible, and would not have an adverse impact on biodiversity in terms of the fragmentation of blocks of gardens, which as a unit or in association with adjacent green space are deemed to make an important contribution to biodiversity and contribute to the green network; and
- 9) The proposal does not prejudice the satisfactory development of a wider area.

Therefore, the principle of the redevelopment of the site for further residential development could be acceptable subject to the above criteria and following other material planning considerations.

The existing garage structure is not considered to be of particular architectural merit. There is no in-principle objection to the existing garage being demolished in design terms, subject to the replacement building being appropriate in all other respects (which is detailed further below).

Design and impact on the surrounding area

The building line along this part of All Hallows Road is somewhat staggered, however, the proposed dwelling would not be forward of No.1 Marlow Court to the north east, nor would it be forward of No.192 Henley Road to the south west, which is appropriate. Although sited to the rear of Nos. 190 and 192 Henley Road, it would form part of the All Hallows Road frontage. A two-storey dwelling would not be out of keeping with the majority of surrounding properties in principle, and the height of the proposed dwelling, as shown, would appear to be comparable with its surroundings.

It is considered that the width of the dwelling allows an appropriate separation to the northern boundary which would be beneficial in terms of its appearance in the street scene. The proposed dwelling allows for 1m to each side boundary so as not to result in a cramped appearance within the street scene.

Traditional style materials have been selected (brick and slate) with appropriate finish and detailing. Given the varied surrounding area, these are considered acceptable, and the submitted materials schedule will be secured by condition.

Policy H11 also states that development should favour the creation of a family sized dwelling. This would be the case in this instance.

The proposal is therefore considered an acceptable design and can be supported in terms of Policy CC7 and H11 of the Reading Borough Local Plan (2019).

Impact on existing and future occupiers

Future occupiers

The scheme provides suitable room sizes, outlook, ventilation and daylighting for future occupiers. It also meets the minimum space standards set out in Policy H5 of the Local Plan (2019).

It is noted that the site is located within an AQMA. In the supporting Design & Access Statement, it makes reference to the fact the site is located on the periphery of this designation. The proposed dwelling would be set back from the road by approximately 45m which is positive and will reduce the amount of pollution future occupiers would be exposed to. No further justification or mitigation was required by Environmental Health Officers and therefore the proposal is considered acceptable in relation to Policy EN15 of the Reading Borough Local Plan (2019).

Amenity Space

Although there is a limited amount of rear amenity space proposed, it is considered that this would be acceptable in respect of the size and character of the similar spaces opposite along All Hallows Road and the adjacent Marlow Court so as to comply with Policy H10 of the Local Plan.

Existing occupiers

Given the distance of at least 18m to Nos. 190 and 192 Henley Road to the south-east, whilst visible, it is unlikely there would be any significant material loss of amenity in terms of loss of light or overbearing impact. The rear of the proposed dwelling would face 'across' the rear gardens of Henley Road and the flank and rear elevations. There may be a perception of overlooking to the rear of these gardens. However, the internal layout of the dwelling is comparable to the previous planning approval for a new dwelling which was accepted. It is noted that under the previous application, the positioning of rooms were amended so that the proposed rear bedroom would be closest to 1 Marlow Court so that views would be to the edge of neighbouring amenity space rather than being more central. An obscure glazed bathroom window would face onto neighbouring gardens, but this would result in limited views and overlooking onto neighbouring gardens, due to not being a habitable space and being obscure glazed. A condition will be attached to ensure this window remains obscure glazed in the interests of neighbouring amenity. It is considered that the first-floor layout minimises, as far as practicably possible, the amount of real or perceived overlooking, as part of the proposal, whilst maintaining the amenity for future residents.

Although this proposal results in a first floor window within closer proximity/ potential for overlooking to the rear of no.1 Marlow Court, the relationship between these properties is similar to that of the other dwellings in Marlow Court and more generally in a denser urban setting. It is therefore considered acceptable in this regard.

The dwelling at No.1 Marlow Court is located to the north-west of the site. There is one proposed window at ground floor facing this dwelling and would serve a bathroom and this is proposed to be obscure glazed. The south-east elevation similarly includes one ground floor window serving the kitchen, one at first floor level serving the landing and another at second floor serving the landing. Given adequate separation distances and side windows at first/ second floor not serving habitable rooms, this is unlikely to result in a loss of privacy.

The Natural Environment

Ecology

The application site comprises a detached garage associated with 190 Henley Road where it is proposed to demolish the existing garage and to erect a new dwelling. The plans submitted show that no vegetation is to be removed during the works, however, if any vegetation clearance needs to be undertaken, it should be carried out outside the bird nesting season (May-August inclusive). These should be conditioned to ensure that no birds are disturbed or harm during the development.

The bat survey report (Eaves Ecology, April 2022) has been undertaken to an appropriate standard and concludes that it is unlikely that the works will adversely affect bats. The plans also indicate 4 high level swift boxes to enhance biodiversity on site. The proposal is therefore considered acceptable in relation to Policy EN12 of the Reading Borough Local Plan (2019).

Trees

An Arboricultural Method Statement has been provided which demonstrated that the proposal would be acceptable in relation to nearby trees. Compliance with the AMS will be secured via condition. Adequate landscaping has also been demonstrated, as shown on the proposed landscaping plan. This provides a soakaway and a variety of vegetation species. Compliance with this landscaping plan will be secured via condition in line with policy EN14 of the Reading Borough Local Plan.

Transport Matters

Henley Road is a classified road and is located in Zone 3, Secondary Core Area of the adopted Parking Standards and Design SPD. In accordance with the adopted SPD, the development would be required to provide parking provision of 2 spaces for the proposed new detached dwelling whilst maintaining 2 parking spaces for No 190.

The submitted block and location plan 3490/208 Rev D identifies No 190 will be provided with 2 off road parking spaces with direct access from Henley Road from an existing access point, which is deemed acceptable. Proposed Driveway Section Plan 3490/209 Rev F and Block and Location Plan 3490/208 Rev D illustrate 2 off road parking spaces for the new dwelling accessed from an existing dropped kerb from All Hallows Road, with no alterations proposed to the existing dropped crossings. Parking areas must be made of permeable material and any proposal should not increase surface water run-off from the site onto the Public Highway. Dimensions of all the parking spaces must be provided in accordance with the Council's current standards.

The Council's Local Transport Plan 3 Strategy 2011 - 2026 includes policies for investing in new infrastructure to improve connections throughout and beyond Reading which include a network of publicly available Electric Vehicle (EV) charging points to encourage and enable low carbon or low energy travel choices for private and public transport. The Council's Local Plan was adopted in November 2019 and this includes a requirement at Policy TR5 for each new house to be provided with an electric charging point. This will be secured via condition,

In accordance with the adopted Parking SPD, the development is required to provide a minimum of 2.0 cycle parking spaces which should be in a conveniently located, lockable, covered store. The plans submitted states that cycle storage will be provided at the rear of the property within a bike shed which is acceptable in a development of this nature.

Bin storage should not be located further than 15m from the access point of the site to avoid the stationing of service vehicles on the carriageway for excessive periods, and should comply with Manual for Streets and British Standard 5906: 2005 for Waste Management in Buildings to avoid the stationing of service vehicles on the carriageway. Plans illustrate bin storage/collection area at the front of the property adjacent to the highway which is reflective of current provision for the other properties on the road and therefore deemed acceptable.

Transport does not have any objections to this application subject to the conditions below:

- Construction Method Statement (as specified)
- Vehicle Parking (As specified)
- Vehicle Access (As specified)
- Cycle Parking (As specified)
- Refuse and Recycling (As specified)
- Electric Vehicle Charging Points

Sustainability

Policy H5 requires additional sustainability measures including EV charging points, a 19% dwelling emissions rate improvement, and an improved water efficiency level. A SAP Design has been submitted which confirms that this level has been met. An 'As Built' survey will be required and will be secured via condition.

Affordable Housing and CIL

In accordance with Policy H3 (Affordable Housing) the proposed development, being for 1 additional dwelling, would be liable for an off-site affordable housing contribution equivalent to 10% of the GDV of the development.

The applicant has agreed to provide a policy compliant contribution of £23,291. This will be secured via a S106 legal agreement in line with Policy H3 of the Reading Borough Local Plan (2019).

The proposal seeks to create 1 new residential dwelling and as such is liable for the Community Infrastructure Levy.

Conclusion

Having regard to the material considerations and all matters raised, the Local Planning Authority considers that the balance of considerations, therefore, weigh in favour of granting consent subject to conditions.

Recommendation

GRANT subject to S106 agreement and to the following conditions:

1. Time Limit
2. Approved Plans
3. Materials as specified
4. SAP as built
5. Construction Method Statement (as specified)
6. Vehicle parking (as specified)
7. Cycle parking (as specified)

8. Vehicle access (as specified)
9. Refuse and recycling (as specified)
10. EV Charging Points
11. Biodiversity enhancements (as specified)
12. Landscaping (as specified)
13. Arboricultural Method Statement and Tree Protection Plan (as specified)
14. Clearance outside of bird-nesting season or suitably qualified ecologist will check the areas to be removed immediately prior to clearance and advise whether nesting birds are present. If active nests are recorded, no vegetation clearance or other works that may disturb active nests shall proceed until all young have fledged the nest.
15. First floor windows to be obscurely glazed

Informatives

1. Terms
2. Complaints about construction
3. Building Control
4. Encroachment
5. Highways
6. Do not damage the verge
7. CIL
8. S106
9. Positive and proactive