

DELEGATED APPLICATION REPORT

Ward: Abbey

App Ref: 220130/FUL

Address: 2 Kings Road, Reading, RG1 3AA

Proposals: Single storey vertical extension and associated works to provide 4x1 bed flats, following demolition of roof top plant room structure

Case Officer: Mr David Brett

Applicant: OOK Developments Limited

Date received (Valid from): 28/01/2023

Target Decision date: 06/09/2023, extension of time agreed on decision from 25/03/2022

1. INTRODUCTION

The proposal site consists of a prominent four storey building on the corner of Kings Road and Duke Street. The building has a historic use as offices, with approvals attached to convert to flats at first, second and third floor level.

2 Kings Road is located within the Market Place/London Street Conservation Area.

2. PROPOSAL AND SUPPORTING INFORMATION

The proposed development seeks an additional storey to 2 Kings Road to facilitate the creation of four self-contained 1-bed flats.

Plans considered:

- Heritage Statement and Impact Assessment prepared by Janus Conservation Ltd - 0659-2
- Design & Access Statement 2-4 Kings Road, Reading - 17867-DAS02A
- Daylight/Sunlight/Overshadowing and Internal Daylight Assessment prepared by Syntegra Consulting - 21-8528 Rev A
- Transport Note prepared by Evoke Transport - R-21-092-05.A
- Environmental Noise Assessment prepared by Paragon Acoustic Consultants Ltd - 20211201_4919_ENA01
- Ecology Survey Report prepared by Whittingham Ecology
- Internal Daylight Assessment prepared by Syntegra Consulting- 21-8528
- Air Quality Assessment prepared by Redmore Environmental - 5024r1
- Affordable Housing Statement
- Archaeological Assessment
- Contaminated Land Survey
- External Lighting
- Planning Statement - 17867
- Location Plan - 17867-100 Rev A
- Existing Block Plan - 17867-101 Rev B
- Existing Site Plan - 17867-102 Rev B
- Existing Ground Floor Plan - 17867-103 Rev A
- Existing First Floor Plan - 17867-104 Rev A
- Existing Second Floor Plan - 17867-105 Rev A
- Existing Third Floor Plan - 17867-106 Rev A
- Existing Fourth Floor Plan - 17867-107 Rev B
- Existing Elevations - 17867-108 Rev A
- Existing Back Elevations - 17867-109 Rev A
- Existing Roof Plan - 17867-110 Rev A
- Proposed Block Plan - 17867-161 Rev B
- Proposed Site Plan - 17867-162 Rev B

~~Proposed Fourth Plan 17867 163 Rev A~~
~~Proposed Roof Plan 17867 164 Rev B~~
~~Proposed Elevations & Section (PD3) 17867 165~~
~~Proposed Ground Floor Plan 17867 166~~
~~Proposed Back Elevations 17867 167~~

Received on 28/01/2022

- Financial Viability Appraisal prepared s106 Management
- Schedule 1 prepared by s106 Management

Received on 03/02/2022

~~Proposed 4th Floor Plan JEA-PA-001b~~

Received on 11/08/2022

~~Proposed 4th Floor Plan JEA-PA-001c~~

Received on 24/08/2022

- Proposed Ground Floor Services - JEA-BC-004c

Received on 29/09/2022

- Bat Roost Assessment - RP-JEA-003

Received on 07/11/2022

- Proposed 4th Floor Plan - JEA-PA-001d

Received on 15/11/2022

- Manthorpe Swift Nest Brick Product Information Sheet
- Manthorpe Swift Brick Fitting Instructions - MBP1079d

Received on 16/11/2022

~~Construction Method Plan~~

- Construction Health and Safety Plan

~~Construction Method Statement~~

Received on 23/02/2023

- Construction Method Statement
- Construction Method Plan

Received on 27/04/2023

3. RELEVANT PLANNING HISTORY

211263/OPA - Change of use of 1st, 2nd and 3rd floors from Class B1(a) (offices) to C3 (dwelling houses) to comprise 12 Flats. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 - Application Permitted

211410/OPA - Change of use of plant room from Class E (Commercial, Business and Service) to C3 (dwelling houses) to comprise 1 dwelling. Prior Notification under Class MA, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 - Application Closed

211389/FUL - The proposed works seek to introduce windows to the existing plant room on the roof of the 4 storey building know as Abbey Corner - Application Permitted

211207/OPA - Change of use of 1st, 2nd and 3rd floors from Class B1(a) (offices) to C3 (dwelling houses) to comprise 9 new dwellings. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015. Prior Approval Given.

141408/FUL - Ground floor change of use from A1 Retail to A3 Restaurant/cafe. Installation of air conditioning plant and air extraction ductwork at roof level. Permitted.

080134/FUL - Change of use from A1 Retail to A3 Restaurant/cafe. Installation of air conditioning plant and air extraction ductwork at roof level. Permitted.

071309/ADV - Non-illuminated blue hanging 600mm square panel sign, projecting on to Kings Road. Permitted.

011276/FUL - To construct new ground floor entrance which serves offices on upper floors. Permitted.

010711/ADV - 2 no. sets of internally illuminated letters, each set consisting of 3 no. logos. Permitted.

4. CONSULTATIONS

4.1 The following addresses were consulted by letter.

1 Duke Street, Reading, RG1 4FU - No response received.

3-5 Duke Street, Reading, RG1 4SA - No response received.

6 King Street, Reading, RG1 2HB - No response received.

1-9 Kings Road, Reading, RG1 3AS - No response received.

75 Blakes Quay, Reading, RG1 3EN - Response received on 23/02/2022

- Concerns with regard to the impact of the development upon highway safety.
- Clarification required as to where bins will be collected.

4.2 Internal consultees

The following is a summary of response received from internal consultees.

Reading Borough Council, Transport Development Control - Response received on 02/03/2022

- The future occupants of the dwellings should be aware that they would not be eligible for any resident or visitor parking permits.
- Cycle storage needs to be provided, with a minimum provision of 0.5 cycle storage spaces per flat.
- Design and Access Statement confirms that refuse servicing will take place from the rear of the site from Highbridge Wharf which is deemed acceptable.
- Subject to conditions, there are no in principle transport objections to the application.

Reading Borough Council, Environmental Protection - Response received on 23/02/2022

- Noise impact on development.
- Noise transmission between dwellings.
- Air Quality Impact - increased exposure / new receptors.
- Construction and demolition phase.
- Bin storage - rats.

Reading Borough Council, Ecology - Response received on 28/02/2022

- The building has a number of features potentially suitable for use by roosting bats and further surveys will need to be undertaken to confirm if the building hosts a bat roost.

Reading Borough Council, Conservation & Urban Design Officer - No response received.

Reading Conservation Area Advisory Committee - No response received.

5. 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.

6. LEGAL AND PLANNING POLICY CONTEXT

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. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

The following local and national planning policy and guidance is relevant to this application:

National Policy

National Planning Policy Framework

National Planning Practice Guidance

Reading Borough Local Plan (Adopted November 2019)

CC1 Presumption in Favour of Sustainable Development

CC2 Sustainable Design and Construction

CC3 Adaption to Climate Change

CC5 Waste Minimisation and Storage

CC6 Accessibility and the Intensity of Development

CC7 Design and the Public Realm

CC8 Safeguarding Amenity

EN1 Protection and Enhancement of the Historic Environment

EN2 Areas of Archaeological Significance

EN3 Enhancement of Conservation Areas

H3 Affordable Housing

H5 Standards for New Housing

H10 Private and Communal Outdoor Space

EN15 Air Quality

TR1 Achieving the Transport Strategy

TR3 Access, Traffic and Highway-Related Matters

TR5 Car and Cycle Parking and Electric Vehicle Charging

CR1 Definition of Central Reading

CR2 Design in Central Reading

CR6 Living in Central Reading

SPG/SPD

Affordable Housing SPD (March 2021)

Revised Parking Standards and Design SPD (October 2011)

Planning Obligations under Section 106 SPD (April 2015)

Sustainable Design and Construction SPD (December 2019)

Market Place/London Street Conservation Area Appraisal (2007)

7. APPRAISAL

7.1 Land use principles

The existing building at 2 Kings Road consists of office use at ground floor level, with office uses at first, second and third floor level. Prior approval has been granted for the conversion of the first, second and third floors to a total of 12 flats.

There are no in principle objections to the proposed additional storey to 2 Kings Road to provide four residential flats, provided the development complies with the policies set out within the Reading Borough Local Plan, which will be discussed further within this report.

7.2 Design and Heritage

Policy CC7 of the Reading Borough Local Plan requires all development to be of high quality design and maintain and enhance the character and appearance of the surrounding area. In this specific case; this concerns the following components:

- Layout
- Landscape
- Scale: height and massing; and
- Architectural detail and materials

Policy EN3 of the Reading Borough Local Plan states that; “The special interest, character and architecture of Conservation Areas will be conserved and enhanced. Development proposals within Conservation Areas must make a positive contribution to local character and distinctiveness. Positive consideration will be given to proposals which take opportunities to enhance the character of conservation areas.”

The Market Place/London Street Conservation Area Appraisal (2007) makes little reference to the proposal site. Features that make positive and negative contributions to the conservation area are identified within the appraisal. The development is considered to maintain the transition from the central core shopping area to other uses, including a nearby hotel, casino and offices.

The proposed development seeks an upward extension to 2 Kings Road. During the course of the application, the design of the upward extension has been revised to reduce the maximum height of the extension and set the development back from the parapet. All of these alterations have helped to achieve a more subservient design from what was considered to be a top-heavy design as originally proposed.

The development will utilise existing forms of access to the main building, with access from ground floor level provided through the existing ground floor entrance from Kings Road. The materials and detailing in the proposed upward extension reflect the design and quality of the existing building and are considered acceptable.

The flat roof design of the extension, combined with the set back from the parapet wall is considered to form a subservient extension that has a neutral impact upon the character and

appearance of the conservation area. The demolition of the existing plant room is considered acceptable, with the proposed upward extension considered an enhancement over the existing arrangement.

The development is therefore considered in accordance with Policies CC7, EN1 and EN3 of the Reading Borough Local Plan (2019).

7.3 Standards for New Housing

As this application seeks a replacement dwelling, policy H5 of the Reading Borough Local Plan is applicable.

Policy CC3 (Adaptation to Climate Change) requires that development proposal incorporate sustainable design practices to take account of climate change. Policy H5 (Standards for New Housing) requires that all new housing is be built to the higher level of water efficiency standards under Building Regulations and achieves at a minimum a 19% improvement in the dwelling emission rates above the Building Regulations standards and details of this in the form of design and construction stage SAP reviews can be secured by way of conditions. A design stage certificate has been submitted for this application that shows that the development can achieve a minimum of 19% improvement in dwelling emission rates. A condition will be included for an “as-built” assessment to be carried out, demonstrating that the development has achieved the minimum of 19% improvement in dwelling emission rates.

The proposed dwellings exceed the minimum gross internal floor areas and storage requirements as set out in policy H5 of the Reading Borough Local Plan. The gross internal floor space of the three flats are as follows: Flat 1 = 50m²; Flat 2 = 44m²; Flat 3 = 45m²; Flat 4 = 43m². All of the proposed flats are above the minimum space requirement of 39m² for a one bed, one-person, one storey dwelling. Therefore, the proposed development is considered in accordance with policy H5 of the Reading Borough Local Plan.

7.4 Safeguarding Amenity

This proposal has also been assessed against Reading Borough Local Plan policy CC8: Safeguarding Amenity, which states that proposals are acceptable where they will not cause a detrimental impact on the living environment of existing residential properties with regard to:

- *Privacy and overlooking*
- *Access to sunlight and daylight*
- *Visual dominance and overbearing effects of a development*
- *Harm to outlook*

The proposed dwelling is located within Reading town centre, therefore, the development would be prone to reasonable level of noise and disturbance due to the busy comings and goings from the town centre. 2 Kings Road is prominently located on the corner of a busy junction that experiences high levels of bus and vehicle movement.

The living conditions of future occupants of the proposed flats will be safeguarded from noise and disturbance from through the implementation of a noise mitigation scheme. The recommendations made within the Environmental Noise Assessment, carried out by Paragon Acoustics, include building envelope sound insulation and ventilation. The recommendations made within this report will be secured via condition to any approval of this application and will need to be carried out to ensure that the future occupants of the development do not suffer from harmful levels of noise and disturbance. Acceptable levels of daylight, natural light and outlook will be provided to all four of the proposed flats.

The development is not considered to give rise to harmful level of noise and disturbance to nearby residents. It is also considered unlikely that the development would harm the living

conditions on potential future occupants of the floors below, which could become residential under prior approval 211263/OPA.

Overall, the proposed dwelling is not considered to harm the living conditions to neighbouring properties or the surrounding area. Therefore, the proposed development is considered in accordance with policies CC7 and CC8 of the Reading Borough Local Plan.

7.5 Private and Communal Outdoor Space

This proposal has also been assessed against Reading Borough Local Plan policy H10: Private and Communal Outdoor Space, which states that:

- *Usable outdoor space for houses should be no less than the gross floor area of the dwelling. To which it relates.*

It is acknowledged that the development would not provide a private outdoor amenity space to the proposed flats. Nevertheless, the proposal site is located within 200m of Forbury Gardens to the north of the proposal site. The development has also secured suitable provision for bike storage and bin storage, within the existing site. The location of the proposed flats also benefit from being close to local amenities and conveniences within Reading town centre.

Policy H10 also makes allowances for development within the town centre. Paragraph 4.4.83 states that; “Flats in central Reading will not require the same amount of outdoor space as houses in other parts of Reading, and the sites are usually more constrained in any case. This is because often the needs of residents within central Reading can be different to those of the rest of the Borough. Flats in central Reading are less likely to attract families, and the ability to walk to public open space nearby reduces the need for private open space.” As the proposed development is for one-bedroom flats, the need for private outdoor space is considered to be less than what it would be for family sized dwellings/flats.

Therefore, on balance, the lack of private amenity space to the proposed flat is not considered harmful enough to warrant a recommendation of refusal for this application on this basis.

7.6 Transport

Whilst no vehicle parking spaces are provided for the development, there is no change from the existing arrangement. The location of the proposed dwelling also benefits from strong sustainable transport links to buses and cycle routes. The proposed non-provision of vehicle parking is therefore considered acceptable. Secure cycle storage and bin storage details have been provided and approved by Transport Development Control.

Conditions will be included to ensure that the proposed bin and cycle storage is carried out in accordance with the approved details. This is to ensure that an appropriate level of cycle parking is secured within this development in accordance with CC8 and TR3 of the Reading Borough Local Plan.

7.7 Affordable Housing

In accordance with Policy H3 of the Reading Borough Local Plan; “*Residential development will make appropriate contribution towards affordable housing to meet the needs of Reading:*

- *(...) on sites of 1 - 4 dwellings, a financial contribution will be made that will enable the equivalent of 10% of the housing to be provided as affordable housing elsewhere in the Borough.”*

The applicant has agreed to enter into a legal agreement to secure a financial contribution if planning were to be granted.

A Section 106 Legal Agreement has been drawn up, which secures a financial contribution of £45,000 for the purposes of providing affordable housing elsewhere within the Borough. The figure has been calculated based on the valuations of the existing dwelling and the proposed additional dwelling from two Estate Agents. As per Policy H3 of the Reading Borough Local Plan and the Affordable Housing SPD (2021); for sites of 1-4 dwellings, where the contribution required by policy H3 is 10%, this will equate to 5% of GDV of the development.

This is considered acceptable and complies with Policy H3 of the Reading Borough Local Plan and the Affordable Housing SPD (2021).

7.8 CIL

The proposal includes the addition of more than 100sqm of new floor space and so would be CIL liable. The standard informative is recommended to be included on the decision notice to advise the applicant of this separate process and requirement.

8. CONCLUSION

The proposed development has been assessed and the proposed works are considered to be in accordance with the above relevant policies and planning permission can be granted.

9. RECOMMENDATION

GRANT

10. CONDITIONS

TL1: Time Limit (Standard)

The development hereby permitted shall begin no later than three years from the date of this planning permission.

REASON: In pursuance of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004) in order to prevent an accumulation of unimplemented planning permissions.

AP1: Approved Plans

The development hereby permitted shall ONLY be carried out in accordance with the following approved plans:

Plans considered:

- Location Plan - 17867-100 Rev A
- Proposed Block Plan - 17867-161 Rev B
- Proposed Site Plan - 17867-162 Rev B

Received on 28/01/2022

- Proposed Ground Floor Services - JEA-BC-004c

Received on 29/09/2022

- Proposed 4th Floor Plan - JEA-PA-001d

Received on 15/11/2022

- Manthorpe Swift Nest Brick Product Information Sheet
- Manthorpe Swift Brick Fitting Instructions - MBP1079d

Received on 16/11/2022

- Construction Health and Safety Plan

Received on 23/02/2023

- Construction Method Statement
- Construction Method Plan

Received on 27/04/2023

REASON: For the avoidance of doubt and to ensure that the development is carried out and adhered to in accordance with the application form and associated details hereby approved.

M3: Materials (As Specified)

The materials to be used in the construction of the external surfaces of this development shall be as specified on the plans and/or application forms unless otherwise agreed in writing with the Local Planning Authority.

REASON: In the interests of visual amenity and ensuring the new development responds positively to the local context and character in accordance with Policy CC7, EN3 and CR6 of the Reading Borough Local Plan 2019.

C3: Construction Method Statement (As Specified)

The measures within the approved Construction Method Statement and Construction Method Plan as received on 27/04/2023 shall be adhered to throughout the whole of the construction period unless otherwise agreed in writing by the Local Planning Authority.

REASON: In the interests of protecting the amenity of local land uses or neighbouring residents, the character of the area and highway safety in accordance with Policy CC8 and TR3 of the Reading Borough Local Plan 2019.

DC5: Cycle Parking (As Specified)

The dwellings hereby permitted shall not be occupied until the bicycle parking facility for that dwellings has been provided in accordance with the plans hereby approved. The facility shall be kept available for bicycle parking at all times thereafter.

REASON: To encourage travel by sustainable alternatives to driving a motorcar in accordance with Policy TR1 and TR5 of the Reading Local Plan 2019.

DC8: Refuse and Recycling (As Specified)

Prior to first occupation of the development hereby approved, the refuse and recycling storage facility shall be implemented fully in accordance with those details shown on the approved plans and thereafter retained for use by occupiers of the dwelling/building at all times.

REASON: In the interests of the visual amenity of the area and to ensure that bins can be easily accessed when required in accordance with Policy CC7 of the Reading Local Plan 2019.

SU4: SAP Assessment Minor - As Built (To Be Approved)

The development hereby permitted shall not be occupied until written verification has been submitted to and approved in writing by the Local Planning Authority demonstrating that the dwellings hereby permitted have achieved a minimum of a 19% improvement in the dwelling emission rate over the target emission rate as defined in The Building Regulations for England Approved Document L1a: Conservation of Fuel and Power in New Dwellings (2013 edition), and built to the higher water efficiency standard under Regulation 36(3). Such evidence shall be in the form of an 'As Built' Standard Assessment Procedure (SAP), produced by an accredited energy assessor.

REASON: To ensure that the development is carried out in accordance with sustainable building standards in accordance with Policy CC2 and H5 of the Reading Borough Local Plan 2019.

DC20: Parking Permits 1

No residential unit hereby approved shall be occupied until the Local Planning Authority has been notified in writing of the full postal address of the units hereby approved. The notification shall be sent to the Local Planning Authority quoting the application reference specified on this Notice.

REASON: In order that the Council can update its records to ensure that parking permits are not automatically issued to the occupiers of the new residential units hereby approved, and thus ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the already high level of on street car parking in the area in accordance with Policy TR3 and TR5 of the Reading Local Plan 2019.

DC21: Parking Permits 2

Prior to any agreement being entered into for a new occupation of, or transfer of any interest in, the residential units hereby approved, the prospective occupier/transferee shall be informed that there is no automatic entitlement to a car parking permit for any existing residential parking permit schemes and future schemes on adjacent and surrounding streets. All material used for advertising or marketing the residential units for letting or sale shall make it clear to prospective tenants and occupiers that they will not be automatically entitled to a parking permit, but any application for a parking permit will be considered on its merits.

REASON: In order that the prospective occupiers are made aware of the fact that while they can submit an application they will not be automatically entitled to an on-street car parking permit. In the interests of the proper management of parking, and to ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the already high level of on street car parking in the area Policy TR3 and TR5 of the Reading Local Plan 2019.

11. INFORMATIVES

Standard Informatives

IF3: Highways

- i) The attention of the applicant is drawn to Section 59 of the Highways Act 1980, which enables the Highway Authority to recover expenses due to damage caused by extraordinary traffic.
- ii) Any works affecting the Highway shall be in accordance with Reading Borough's Council's document "Guidance Notes for Activities on the Public Highway within the Borough of Reading". The applicant should note that compliance with this document is mandatory and licences to work on the Highway will only be issued if the requirements contained within it are met. A copy can be obtained from the Council's website.

IF4: S106

A section 106 Agreement has been completed for this development. A copy of the S106 Legal Agreement is available on the Council's Public Register of Planning

I11: Community Infrastructure Levy (CIL)

The Council introduced the Community Infrastructure Levy (CIL) on 1st April 2015. CIL is a way of securing financial contributions towards infrastructure from new development, and partially replaces the Section 106 planning obligation regime. It is a set charge per sq m of floorspace for different uses, and, unlike Section 106, it is non-negotiable. It applies to developments which

result in at least one dwelling; where the space has not been in lawful use for 6 months within the last 3 years or 100 sq m of new floorspace. For this approved development the CIL status is chargeable. If chargeable you will be sent a CIL Liability Notice with the calculated amount soon. CIL becomes payable on commencement of the development or by instalments.

For more information go to:

http://www.reading.gov.uk/media/2791/Community-Infrastructure-Levy-Advice-to-Applicants/pdf/CIL_Advice_to_Applicants.pdf

I13: Parking Permits

The occupiers of the residential unit(s) will not be automatically entitled to an on-street car parking permit. Current and new occupiers should be informed of this and be advised to find out more about parking permits on the Council's website. There is already a high level of on street car parking in the area and the site is located close to local facilities, with frequent public transport services on nearby roads.