

Section 55 Town and Country Planning Act

Design and Access Statement

Construction of new two-storey detached house with associated landscaping, access and car parking.

Land adjacent to 2 Hadleigh Rise Reading

Site Information

Consultant	Jonathan McDermott
Client	Paul Darvell
Site Address	Land adjacent to 2 Hadleigh Road Reading
LA	Reading Borough Council
Description of Development	Construction of new two-storey detached house with associated landscaping, access and car parking.
Pathway (PD/Application/Appeal)	Application

Constraints Review

Flood Risk Zone	1
Contaminated Land	No
Tree Preservation Order	No
Heritage Assets	No
Noise Abatement Areas	No
Explosive Hazard Areas	No
Area of Outstanding Natural Beauty	No
Special Protection Area	No
Site of Special Scientific Interest	No
RAMSAR Convention Site	No
Site of Importance to Nature Conservation	No
Article 4(2) Directions	No

Local Policy Requirements

Local Plan/Core Strategy

READING BOROUGH LOCAL PLAN
Adopted November 2019

Effective Policies in Development Control

CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT
CC2: SUSTAINABLE DESIGN AND CONSTRUCTION
CC5: WASTE MINIMISATION AND STORAGE
CC8: SAFEGUARDING AMENITY
H1: PROVISION OF HOUSING
H2: DENSITY AND MIX
H3: AFFORDABLE HOUSING
H5: STANDARDS FOR NEW HOUSING
H10: PRIVATE AND COMMUNAL OUTDOOR SPACE
H11: DEVELOPMENT OF PRIVATE RESIDENTIAL GARDENS
TR4: CYCLE ROUTES AND FACILITIES
TR5: CAR AND CYCLE PARKING AND ELECTRIC VEHICLE CHARGING

SPG/SPD's

Planning History

Relevant History

N/A

Report Date

05/10/2020

1. Introduction

1.1. The application site relates to No2 Hadleigh Rise and garden land to the side of the building which is located on the west side of the road and at the junction with Kingsway. Surrounding the site to the west and south are a mix of two-storey detached and semi-detached houses constructed as part of a wider estate in the 1980's.

1.2. Directly opposite the site to the north and east are visually similar 2-storey semi-detached houses.

1.3. The site is not located within a Conservation Area, the building is not Listed or included within the Council's Local List and there are no overriding environmental constraints preventing the development of this site.



Site Location



Site Photograph

Matters Pursuant to the application

1.4. Pre-application advice was sought from the LPA and LHA in accordance with para 39 of the NPPF and this development as now presented reflects that advice issued. The development as proposed comprises a simple interpretation of the existing detached houses within Kingsway on this wide corner plot respecting the building lines of both Hadleigh Rise and Kingsway and providing space for two off-street parking spaces.

Summation of Case

1.5. Having taken advice from the LPA and the Highway Authority the applicant presents this scheme. The development as presented provides for an attractive 2 storey 2-bedroom home with acceptable provision of car parking and garden space. Given this the development is considered acceptable and would accord with the newly adopted Reading Local Plan.

2. Site Context

2.1. The first written description of Caversham as Cavesham appeared in the Domesday Book (1066) within the hundred of Binfield. This entry indicates that a sizeable community had developed with a considerable amount of land under cultivation.

2.2. Some time before 1106 a Shrine of Our Lady was established in Caversham. Its precise location is unknown, but it may have been near the present St Peter's Church. It became a popular place of pilgrimage, along with the chapel of St. Anne on the bridge and her well, whose waters were believed to have healing properties. By the 15th century the statue was plated in silver; Catherine of Aragon is recorded as visiting on 17 July 1532. The shrine was destroyed on 14 September 1538 under the command of Henry VIII. Only the well survives, now dry and surrounded by a protective wall, topped with a domed iron grill. A modern shrine to Our Lady has been re-established at the Roman Catholic Church of Our Lady and St. Anne.

2.3. In the Middle Ages Caversham Manor was one of the demesnes of William Marshal (1146 or 47 – 1219), Earl of Pembroke and regent during King Henry III's minority. It was the place of his death.

2.4. The medieval community was clustered on the north side of Caversham Bridge east of St. Peter's Church, which was built in the 12th century. The third Earl of Buckingham[clarification needed] donated the land for the church and neighbouring rectory, together with a considerable amount of land around it, to the Augustinian Abbey of Notley near Long Crendon in Buckinghamshire. After the Dissolution of the Monasteries, these lands were given to Christ Church, Oxford. The rectory stood in what is now Caversham Court park and herb garden where there are remains with information panels and flat foundation stones as well as a ha ha wall below giving a view over the River Thames and much of Reading and Tilehurst.

2.5. In the Civil War there was fierce fighting around Caversham Bridge for a short time in April 1643. Reading had been held by Royalists and was besieged by a Parliamentary force under the Earl of Essex. Royalists marched south from Oxford to try to relieve the town's defenders but were heavily defeated, and the town fell to the Parliamentarians a few days later.

2.6. The fortified manor house was replaced by Caversham House and Park in the 16th century. Several houses have stood on the site, notably the home of William Cadogan, 1st Earl Cadogan. The present Caversham Park House, built in 1850, is occupied by BBC Monitoring, which is a section of the BBC World Service that analyses news, information and comment

gathered from mass media around the world. It is also the premises of the BBC Written Archives Centre and BBC Radio Berkshire. The BBC announced in July 2016 that it planned to leave the site and transfer its operations elsewhere.

2.7. Caversham was an urban district and part of Oxfordshire until 9 November 1911,[9] when it was transferred to Berkshire and became part of the county borough of Reading

3. Local Development Framework

National Planning Policy Framework

3.1. The Ministry of Housing, Communities and Local Government published the revised National Planning Policy Framework on 24 July 2018. This was the first revision of the National Planning Policy Framework since 2012. It implemented around 85 reforms announced previously through the Housing white paper, the planning for the right homes in the right places consultation and the draft revised National Planning Policy Framework consultation. Following a technical consultation on updates to national planning policy, we have made very minor changes to the text and published an updated Framework on 19 February 2019. The National Planning Policy Framework is a vital tool in ensuring that we get planning for the right homes built in the right places of the right quality at the same time as protecting our environment.

3.2. The current Core Strategy post dates the 2006 relevance date within the NPPF and together with the NPPF provides the most current planning policy for Maidstone. The relevant sections of the NPPF are set out below:

Introduction

2. Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise³. The National Planning Policy Framework must be taken into account in preparing the development plan, and is a material consideration in planning decisions. Planning policies and decisions must also reflect relevant international obligations and statutory requirements.

5. The Framework does not contain specific policies for nationally significant infrastructure projects. These are determined in accordance with the decision making framework in the Planning Act 2008 (as amended) and relevant national policy statements for major infrastructure, as well as any other matters that are relevant (which may include the National

Planning Policy Framework). National policy statements form part of the overall framework of national planning policy, and may be a material consideration in preparing plans and making decisions on planning applications.

Achieving sustainable development

7. The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

8. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

9. These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

11. Plans and decisions should apply a presumption in favour of sustainable development. For plan-making this means that:

a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;

b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area;

or ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay;

or d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed;

or ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Decision Making

38. Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.

Decision-makers at every level should seek to approve applications for sustainable development where possible.

Determining Application

47. Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing.

48. Local planning authorities may give weight to relevant policies in emerging plans according to: a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given); b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given) 22.

*22 During the transitional period for emerging plans submitted for examination (set out in paragraph 214), consistency should be tested against the previous Framework published in March 2012.

Delivering a sufficient supply of homes

59. To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

60. To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.

61. Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers 25, people who rent their homes and people wishing to commission or build their own homes 26).

70. Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.

Promoting sustainable transport

102. Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains;
- and e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

104. Planning policies should:

- a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;
- b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned;

- c) identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;
- d) provide for high quality walking and cycling networks and supporting facilities such as cycle parking (drawing on Local Cycling and Walking Infrastructure Plans);
- e) provide for any large scale transport facilities that need to be located in the area 42, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements;
- and f) recognise the importance of maintaining a national network of general aviation airfields, and their need to adapt and change over time – taking into account their economic value in serving business, leisure, training and emergency service needs, and the Government's General Aviation Strategy 43.

105. If setting local parking standards for residential and non-residential development, policies should take into account:

- a) the accessibility of the development;
- b) the type, mix and use of development;
- c) the availability of and opportunities for public transport;
- d) local car ownership levels;
- and e) the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

106. Maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or for optimising the density of development in city and town centres and other locations that are well served by public transport (in accordance with chapter 11 of this Framework). In town centres, local authorities should seek to improve the quality of parking so that it is convenient, safe and secure, alongside measures to promote accessibility for pedestrians and cyclists.

108. In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users;

and c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

109. 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 would be severe.

Making effective use of land

117. Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land 44.

118. Planning policies and decisions should:

- a) encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation or improve public access to the countryside;
- b) recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production;
- c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;
- d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure) 45; and
- e) support opportunities to use the airspace above existing residential and commercial premises for new homes. In particular, they should allow upward extensions where the development would be consistent with the prevailing height and form of neighbouring properties and the overall street scene, is well designed (including complying with any local design policies and standards), and can maintain safe access and egress for occupiers.

119. Local planning authorities, and other plan-making bodies, should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development

needs, including suitable sites on brownfield registers or held in public ownership, using the full range of powers available to them. This should include identifying opportunities to facilitate land assembly, supported where necessary by compulsory purchase powers, where this can help to bring more land forward for meeting development needs and/or secure better development outcomes.

Achieving well-designed places

124. The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

125. Plans should, at the most appropriate level, set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development.

126. To provide maximum clarity about design expectations at an early stage, plans or supplementary planning documents should use visual tools such as design guides and codes. These provide a framework for creating distinctive places, with a consistent and high quality standard of design. However their level of detail and degree of prescription should be tailored to the circumstances in each place, and should allow a suitable degree of variety where this would be justified.

130. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and

completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).

131. In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

Annex 1: Implementation

212. The policies in this Framework are material considerations which should be taken into account in dealing with applications from the day of its publication. Plans may also need to be revised to reflect policy changes which this replacement Framework has made. This should be progressed as quickly as possible, either through a partial revision or by preparing a new plan.

213. However, existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).

214. The policies in the previous Framework published in March 2012 will apply for the purpose of examining plans, where those plans were submitted 69 on or before 24 January 2019. Where such plans are withdrawn or otherwise do not proceed to become part of the development plan, the policies contained in this Framework will apply to any subsequent plan produced for the area concerned.

215. The Housing Delivery Test will apply from the day following the publication of the Housing Delivery Test results in November 2018. For the purpose of footnote 7 in this Framework, delivery of housing which was substantially below the housing requirement means where the Housing Delivery Test results published in:

- a) November 2018 indicate that delivery was below 25% of housing required over the previous three years;
- b) November 2019 indicate that delivery was below 45% of housing required over the previous three years;
- c) November 2020 and in subsequent years indicate that delivery was below 75% of housing required over the previous three years.

Local Policy

3.3. The Local Development Framework comprises the newly adopted Reading Local Plan 2019. The relevant policies are set out below:

CC1: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT
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4. Principle of Development

4.1. The pre-application concluded that the principle of development is sound subject to detailed design and amenity considerations.

4.2. Policies H10 and H11 of the Local Plan do not prevent the development so long as (inter alia):

The proposal makes a positive contribution to the character of the area;
The application site provides a site of adequate size and dimensions to accommodate the development proposed;
The proposal includes access, which meets appropriate highway standards;
The proposal does not lead to tandem development;
The design and layout minimises exposure of existing private boundaries to public areas, and avoids the need for additional physical security measures;
The proposal does not cause a significant detrimental impact to the amenity of adjacent and nearby occupants;
The emphasis is on the provision of family-sized housing;

The development provides biodiversity net gain wherever possible; and
The proposal does not prejudice the satisfactory development of a wider area.

4.3. Substantive thought has been applied to the above questions leading to a proposed development in a line-abreast configuration that does not have a significant impact on the adjoining or surrounding occupiers and allows for the creation of a two-bedroom home within an area of family housing providing an important intervening step between the housing types.

5. The Design Appraisal

Scale

5.1. The scale of the surrounding area is characterised by two-storey family housing. The scale of the proposed development reflects upon this providing a two-storey scale dwelling to mimic its surroundings and to avoid any perception of incongruity. As such the scale of the development at 2-storeys is considered acceptable.

Amount

5.2. The amount of development on the site has reduced both in terms of the potential physical mass of the building, the number of bedrooms proposed within each house and the number of family homes proposed within the development. Given the requirements of policy H11 it is considered that the addition of one dwelling on this site is appropriate and would not have a deleterious effect to the overall character of the area.

Layout

5.3. The layout has been altered to address comments within the pre-app in order to preserve the amenity of adjoining houses, car parking, building line and to ensure a net biodiversity uplift over the site. In respect of Hadleigh Rise the development maintains the current front-to-back arrangement of the street.

5.4. To Kingsway the side of the property would be presented (as the current status quo) and as such this is considered appropriate.

Landscape

5.5. In pre-application the Council requested a net biodiversity gain. To this end the landscape scheme focuses on the provision of planting to the front and side of the application site in the highway verge and on the border between the highway and the site. It is considered when compared to the existing landscape treatment that this approach is a marked improvement.



Appearance

5.6. The appearance of the development has gone through an evolution of design stages starting with the pre-application scheme.

5.7. The development as now shown is highly articulated with window header details and openings that reflects the appearance of the existing building and presents a coherent addition to the street.

5.8. The pallet of materials selected will reflect local patterns of contemporary development including red-multi brick, through colour render and london plain tile.

6. The Access Appraisal

6.1. Matters relating to vehicular parking and movement and these are addressed within the attached technical note prepared by Mode Transport.

7. Affordable Housing

7.1 The Council's policy towards affordable housing is noted and we await the Council's heads of terms accordingly.

8. Conclusion

8.1. As stated above it is considered that the development as now presented has successfully overcome the reservations at pre-app and represents an opportunity to provide an additional family homes within the district. Further this can be done in a manner that would not have a substantive impact on the amenity of the adjoining occupiers or the appearance of the street.

8.2. As such it is requested that planning permission is approved in this instance and in the event any alterations are sought they are requested at the council's earliest opportunity.