

DELEGATED APPLICATION REPORT

Application No: 230179/FUL

Address: 20 Norcot Road, Tilehurst,
Reading, RG30 6BU

Proposal: Relating the use to Class E (b) Restaurant, erection of front retractable canopy, provision of disabled ramp, removal of internal staircase & erection of external staircase to existing first/second floor flat over. Rear single storey extension, provision of flues to the rear to service the Restaurant. Part-Retrospective.

Case Officer: Anthony Scholes

Applicant: Mrs Eglantina Klosi

Received on: 15/02/2023

Valid from: 06/03/2023

Target Date: 10/11/2023, extended
decision date agreed with applicant from
5/11/2024

Application No: 230742/ADV

Address: 20 Norcot Road, Tilehurst,
Reading, RG30 6BU

Proposal: 2X Black pizza restaurant sign
with yellow and white font. Part-
Retrospective

Case Officer: Anthony Scholes

Applicant: Mrs Eglantina Klosi

Received on (valid from): 30/05/2023

Target Date: 10/11/2023, extended
decision date agreed with applicant from
5/11/2024

1. SITE DESCRIPTION

The proposal site is a two-storey detached building on Norcot Road, Tilehurst. The ground floor has a historic use as a bookmaker and is located within the Tilehurst Triangle District Centre. The first and second floors consist of a residential use.

The proposal site is located to the edge of the Tilehurst Triangle District Centre, with the area surrounding the site to the north, east and south considered predominantly residential.



Fig 1. Front of 20 Norcot Road. Site photo taken by case officer on 20/04/2023



Fig 2. Front of 20 Norcot Road. Site photo taken by case officer on 16/04/2024

The proposal site is also within an Air Quality Management Area (AQMA). The proposal site itself is not listed or within a Conservation Area.

A site visit was undertaken on 24/02/2022 by the Case Officer and the Conservation & Urban Design Officer. A further site visit was undertaken by the Case Officer in January 2024, with additional glass installed within the unauthorised works. The existing situation varies significantly from that sought for approval, as a result of negotiations with the case officer.

2. PROPOSAL AND SUPPORTING INFORMATION

The proposal seeks retrospective full planning permission for the following:

- The use of the ground floor as a restaurant.
- The erection of a raised veranda area to the front.
- The erection of a three step stairs, ramp and balustrade for access to raised veranda
- A single storey rear extension.
- Installation of a kitchen extraction system.
- Erection of external staircase to the side elevation, providing access to the residential use to the first and second floors.

Advertisement Consent is sought for:

- The erection of signage to the front and side elevation of the building for the restaurant.

3. Plans /Documents Provided

The agent supplied the following plans and documents for application 230179/FUL:

- Kitchen Extraction Details
Received on 15/02/2023

- BS4142:2014 Assessment of 20 Norcot Road prepared by JosTec – 23069 dated 06 April 2023
Received on 06/04/2023
- Odour Assessment – Kitchen Extract – RFE-0508-23-01-03 AQ FINAL
Received on 06/07/2023
- Awning Details
Received on 13/10/2023
- Drawing No: 9213-110 – Proposed Side Elevations
- Drawing No: 9213-109 – Proposed Elevations
- Drawing No: 9213-108 – Proposed Second Floor and Roof Floor Plan
- Drawing No: 9213-107 – Proposed Ground and First Floor Plan
Received 25 October 2024

The agent supplied the following plans and documents for application 230742/ADV:

- Drawing No: 9213-110 – Proposed Side Elevations
- Drawing No: 9213-109 – Proposed Elevations
Received 25 October 2024

4. Relevant Planning History

Relevant Planning History

231165/CLE - Lawful use application for an existing use of the B2 operations – REFUSED.
Appeal dismissed.

230312/FUL - Demolition and rebuilding of garage workshop – Application Withdrawn on 30/05/2023

210433/RPA - Change of use of ground floor from Betting Office (Sui Generis Use) to C3 (dwellinghouses) to comprise 1 flat. Prior Notification under Class M, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (as amended). (Amended Description) – Application Withdrawn on 12/05/2021

200766/OPA - Change of use of bookmakers (sui generis) to B1(a) use (offices). Prior Notification under Class JA, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 1995 (as amended). – Granted Prior Approval on 06/08/2020

200373/FUL - Erection of part 1.5 storey, part 2.5 storey apartment block comprising 1 x 1-bed flat and 2 x 2-bed flats following demolition of existing car sales building – Application Permitted on 26/04/2021

190849/CLP - Application for a Lawful Development Certificate for a Proposed change of use from B2 to B1 – Application Withdrawn on 06/11/2020

181302/FUL - Erection of 3 semi-detached dwellings following demolition of the existing garages -

891093/FUL - CHANGE OF USE 1ST FLOOR PLUS ATTIC FROM RESIDENTIAL TO PRIVATE OFFICE – Application Refused on 29/08/1989

890472/FUL - CHANGE OF USE FROM RESIDENTIAL FLAT TO OFFICE (B1) – Application Refused on 23/03/1989

5. CONSULTATIONS

230179/FUL

Reading Borough Council, Transport Development Control – Response received on 20/04/2023.

- No Transport objections to the application.

Reading Borough Council, Environmental Protection – Response received on 15/03/2023.

- Concerns raised with regards to the following:
 - o Noise arising from development
 - o Opening hours
 - o Odour and noise – kitchen extraction

230742/ADV

Reading Borough Council, Transport Development Control – Response received on 06/06/2023.

- No Transport objections to the application.

Reading Borough Council, Environmental Protection – Response received on 26/06/2023.

- No objections to the proposed signage as it will not be illuminated.

External Consultees

The following were notified by letter for both applications 230179/FUL and 230742/ADV.

22 Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

17 Recreation Road, Tilehurst, Reading, RG30 4UB – No response received.

9 Recreation Road, Tilehurst, Reading, RG30 4UB – No response received.

18 Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

11 Recreation Road, Tilehurst, Reading, RG30 4UB – No response received.

16 Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

20 Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

Peter Moss Services, 20 Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

16A Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

20B Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

20A Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

22A Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

22B Norcot Road, Tilehurst, Reading, RG30 6BU – No response received.

6. Equalities Act 2010

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.

7. LEGAL AND PLANNING POLICY CONTEXT

Application 230179

- 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 (adopted November 2019).
- The 'National Planning Policy Framework' ("NPPF") 2023 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 Plan 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).

Application 230742

- Regulation 3 of the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 requires the Local Planning Authority to exercise its powers under these regulations in the interests of amenity and public safety taking into account the provisions of the development plan, so far as they are material; and any other relevant factors. Regulation 3 states that factors relevant to amenity include the general characteristics of the locality, including the presence of any feature of historic, architectural, cultural, or similar interest.
- Factors relevant to public safety include highway safety and whether the advert would hinder security or surveillance devices, including speed cameras.

Relevant Policies

The application has been assessed against the following policies:

National

National Planning Policy Framework 2023;
National Planning Policy Guidance 2014 onwards;

Reading Borough Local Plan (November 2019)

- CC7: Design and the Public Realm
- CC8: Safeguarding Amenity
- EN15: Air Quality

- EN17: Noise Generating Equipment
- RL1: Network and Hierarchy of Centres
- RL3: Vitality and Viability of Smaller Centres
- OU4: Advertisements (Application 230742/ADV only)
- OU5: Shopfronts and Cash Machines

Other documents

- Design Guide to Shopfronts SPD (Adopted January 2022)

8. APPRAISAL

The main issues considered for these three separate applications are as follows:

Application 230179 Appraisal – Full Planning Permission

- a) Land Use Principles
- b) Design and Access
- c) Safeguarding Amenity
- d) Air Quality
- e) Other Matters

Application 230742 Appraisal – Advertisement Consent

- a) Advertisements

Application 230179 Appraisal – Full Planning Permission

- a) Land Use Principles

The site is within the Tilehurst Triangle District Centre and is therefore subject to Policy RL3 of the Reading Borough Local Plan 2019. It is important to note that the last use of the ground floor shop unit was as an office for a facilities management company (B1(a) office). The use as an office was granted on 06/08/2020, prior to the change to the Use Class Order in September 2020. The applicant has demonstrated the last use of the ground floor as an office. Establishing the last use of the site has implications for the consideration of the application against Policy RL3.

Policy RL3 sets out that development within the key frontage will only be permitted where:

- There would be no more than 3 consecutive units which are not in A1 or A2 retail use;
Complies – site is already not in an A1 or A2 class and
- The proportion of the total length of the Key Frontage within the centre that is in A1 or A2 use would exceed the relevant proportion below: Tilehurst Triangle District Centre – 60% ***Complies – site is already not in an A1 or A2 class***

Further to Policy RL3; the existing use is a 'centre use' as a restaurant, and the development does not impact the number of fast food take-aways within the Tilehurst Triangle District Centre. The development is therefore considered in accordance with Policy RL3 of the Reading Borough Local Plan 2019.

Whilst the principle of the use of the ground floor to 20 Norcot Road as a restaurant is accepted, it is still considered relevant point out that the single storey element to the ground

floor rear of the main building was not included within the red line of the site for approval 200766/OPA, as demonstrated in figure 2 below.

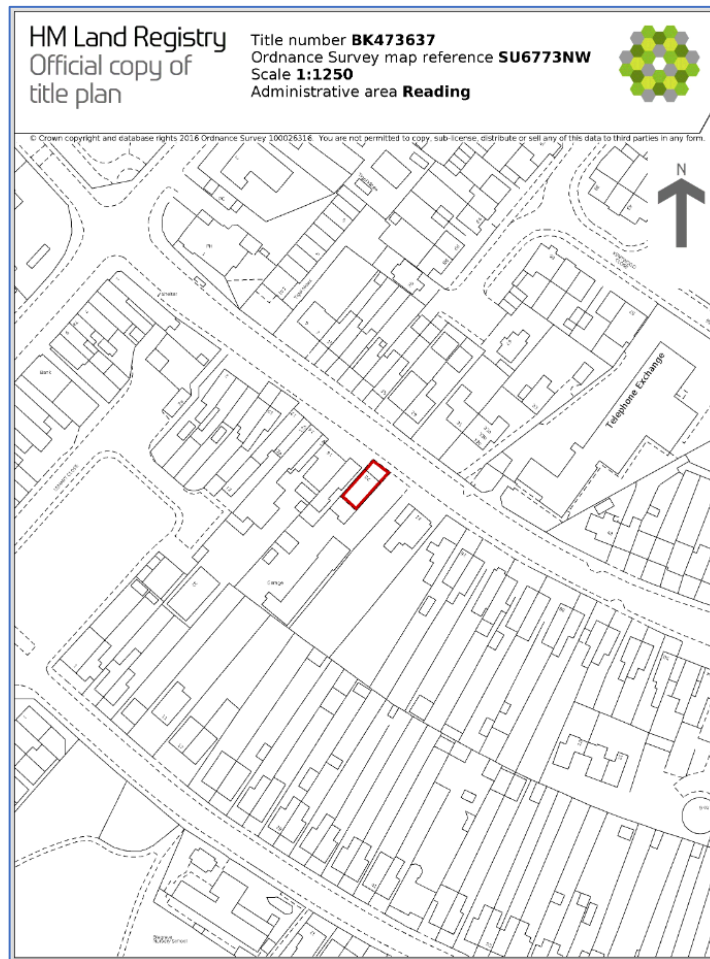


Fig 2. Location Plan submitted for application 200766/OPA

The restaurant use occupies the entire ground floor of the main building at 20 Norcot Road. It is unclear what the last use of the ground floor rear of the main building was, but it is considered pertinent to establish that a partial change of use is occurring. Nevertheless, the principle of the use of this area for the restaurant is accepted.

The principle of the development is therefore considered acceptable, provided the development is in accordance with the Policies outlined within the Reading Borough Local Plan 2019.

b) Design & Access

Policy CC7 (Design and the Public Realm) of the Reading Borough Local Plan 2019 states (parts highlighted by officer for emphasis):

All development must be of high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located. The various components of development form, including: -

- *Layout: urban structure and urban grain;*

- *Landscape;*
- *Density and mix;*
- *Scale: height and massing; and*
- *Architectural detail and materials*

will be assessed to ensure that the development proposed makes a positive contribution to the following urban design objectives: -

- *Character - a place with its own identity and sense of place*
- *Continuity and enclosure*
- *Quality of the public realm and provision of green infrastructure and landscaping*
- *Ease of movement and permeability*
- *Legibility - clear image and easy to understand*
- *Adaptability – capable of adaptation over time*
- *Diversity – meets a wide range of needs.*

Developments will also be assessed to ensure that they: -

- *Respond positively to their local context and create or reinforce local character and distinctiveness, including protecting and enhancing the historic environment of the Borough and providing value to the public realm;*

This application is seeking retrospective planning permission for external alterations and extensions that have already occurred. Each element will be discussed in turn.

Front Canopy and Veranda

The existing frontage to the restaurant consists of a raised seating area and a canopy supported by a metal frame to facilitate an outdoor seating area for the restaurant. The seating area extends from the existing shopfront to the front boundary of the site, abutting the pedestrian footpath along Norcot Road.

The existing canopy and raised platform area (as seen in Figure 1 of this report) is considered to dominate the entirety of the shop frontage and obscure views to what is an attractive shopfront along the Tilehurst Triangle District Centre. The adjacent ground floor units that front Norcot Road within the Tilehurst District Centre consist of open frontages with no obscured views to the ground floor frontages.

The size, scale and appearance of the metal framed canopy is considered excessive and harmful to the character and appearance of the Tilehurst Triangle District Centre and appears intrusive to the wider frontage of units along Norcot Road. This has resulted in a loss of the open 'centre use' frontages along Norcot Road.

The above design concerns were raised to the agent, whereby the proposed design of the raised seating area was revised to remove the existing metal framed canopy and replaced with a retractable canopy. The idea being that retractable canopy would not appear as visually dominant to the attractive shopfront to 20 Norcot Road and open up views along Norcot Road.

Turning to the raised platform area, facilitating the outdoor seating area; this is not considered harmful to the character and appearance of the surrounding area, and appears to have been well constructed.

The design of the frontage is therefore considered acceptable, provided the existing metal frame canopy is removed and replaced with a retractable canopy.

Single storey rear extension

The alterations to the rear of the building consist of the demolition of the existing single storey rear extension, and the erection of a flat roof single storey rear extension, that extends the full width of the main building to 20 Norcot Road. The replacement rear extension has a depth of 6.2m, and a maximum height of 2.9m. The pre-existing rear extension had a depth of 7.6m, featured a dual-pitched roof with a ground to eaves height of 2.5m and a maximum height of 4m.

The existing ground floor rear extension is not considered to be a significant departure from the existing arrangement in terms of size and scale. The change in appearance to the rear extension is not considered harmful, as the rear extension is largely obscured from the highway along Norcot Road, with numerous examples within the locality of flat roof rear extensions.

Kitchen Extraction

The kitchen extraction is located to the rear of the building and extends from the roof of the single storey rear extension. The maximum height to the ridge of 20 Norcot Road is 8.6m, with the maximum height of the kitchen extraction being 7.5m. It is considered that the kitchen extraction has been suitably located to the rear of the building and does not have a harmful presence to the street scene along Norcot Road. Whilst not making a positive contribution to the character and appearance of the surrounding area, the kitchen extraction is considered proportionate to the use proposed and necessary to avoid harmful levels of odour to nearby residents and facilitate the running of the restaurant.

Side Canopy and External Staircase

The side canopy is not considered to integrate well in terms of appearance with the existing building. As the metal frame supported canopy is to be removed, the side canopy would even further poorly integrate with the now proposed retractable canopy. The side canopy has therefore been removed from the proposed plans.

The external staircase to the side elevation is to serve the existing first and second floor residential use of the building. This follows the removal of the internal staircase and external door to the side elevation which originally provided access to the residential space. The external metal staircase provides access the first floor and is utilitarian in appearance. It is also acknowledged that 22 Norcot Road also has a similar arrangement with an external staircase serving the residential use above. The requirement for the staircase is considered to outweigh any perceived visual harm.

Provided the development is carried out in accordance with the approved drawings, the development is considered in accordance with Policy CC7 of the Reading Borough Local Plan 2019.

c) Safeguarding Amenity

Policy CC8 of the Reading Borough Local Plan states that; “*Development will not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties, in terms of:*

- (...)
- Noise and disturbance;
- Smell;
- (...)”

Odour

The submitted odour assessment is considered acceptable, and mitigation required will be secured by condition within 3 months of the permission date.

Noise

The proposal would result in increased noise as a result of cooking, and extraction requirements. The proposal has demonstrated that the site will operate acceptable, a conditions is recommended to require the extraction equipemnet operate 10 dB below background noise levels.

d) Air Quality

This proposal has been considered against Reading Borough Local Plan policy EN15, as the proposal site is within an Air Quality Management Area (AQMA). As demonstrated in the policy, this proposal does not meet the requirements for an Air Quality Assessment (AQA) and is considered not enough of a detrimental impact air quality to warrant such an assessment due to the size and scale of the proposal.

Application 230742 Appraisal – Advertisement Consent

The advertisements proposed consist of the installation of two 1.2m x 0.6m signs. One sign is to be erected above the shopfront fascia, between the two first floor windows to the front elevation, the other sign is located on the side elevation. There are examples of projecting signs between first floor windows along 20 Norcot Road, so the presence of signage at first floor level would not appear at odds with other commercial units. Given the size, scale and location of the adverts proposed, these are not considered harmful to the character and appearance of 20 Norcot Road or the surrounding area. The proposed signage is non-illuminated.

a) Advertisements

The Reading Borough Local Plan advertisements policy (OU4) states that all adverts need to comply with the following criteria in order to be approved:

Advertisements will not obstruct windows, any other sign already located on the building, or cut across significant architectural features such as historic fascias, windows, pilasters, cornices or scrolls.	Complies
Where a shop or business occupies more than one adjacent unit, the advertisement will not run between the shopfronts.	Complies

Advertisements on listed buildings or in Conservation Areas will respect or enhance the building or area, and will respect the key features of the special historic interest.	Complies
Advertisements will not reduce visibility for users of the highway or accesses onto the highway.	Complies
Illumination should not detract from the amenity of the area or pose a safety hazard to users of the highway.	Complies
Advertisements should not obscure the sight lines of cameras installed for public safety.	Complies

NPPG: Advertisements – [Considerations affecting public safety](#)

The NPPG (in particular in this instance Paragraph: 068 Reference ID: 18b-068-20140306 & Paragraph: 078 Reference ID: 18b-078-20140306) provides guidance as to the considerations affecting public safety. These are detailed below (in *italics*), together with officer responses in relation to the proposal (in **bold**):

The main types of advertisement which may cause danger to road users are:

(a) <i>those which obstruct or impair sight-lines at corners, bends or at a junction, or at any point of access to a highway</i>	Complies
(b) <i>those which, because of their size or siting, would obstruct or confuse a road-user's view, or reduce the clarity or effectiveness of a traffic sign or signal, or would be likely to distract road-users because of their unusual nature</i>	Complies
(c) <i>those which effectively leave insufficient clearance above any part of a highway, or insufficient lateral clearance for vehicles on the carriageway (due allowance being made for the camber of the road-surface)</i>	Complies
(d) <i>those externally or internally illuminated signs (incorporating either flashing or static lights) including those utilising light emitting diode technology</i>	
i) <i>where the means of illumination is directly visible from any part of the road</i>	N/A – Proposed signage not illuminated
ii) <i>which, because of their colour, could be mistaken for, or confused with, traffic lights or any other authorised signals</i>	N/A – Proposed signage not illuminated
iii) <i>which, because of their size or brightness, could result in glare and dazzle, or distract road-users, particularly in misty or wet weather</i>	N/A – Proposed signage not illuminated
iv) <i>which are subject to frequent changes of the display</i>	N/A – Proposed signage not illuminated

(e) <i>those which incorporate moving or apparently moving elements in their display, or successive individual advertisements which do not display the whole message</i>	Complies
(f) <i>those requiring close study (such as Public Information Panels), which are situated so that people looking at them would be insufficiently protected from passing vehicles; or those advertisements sited on narrow footpaths where they may interfere with safe passage by causing pedestrians to step into the road</i>	Complies
(g) <i>those which resemble traffic signs, as defined in section 64 of the Road Traffic Regulation Act 1984, and may therefore be subject to removal by the traffic authority under section 69 of that Act, for example</i>	
i) <i>those embodying red circles, crosses or triangles, or any traffic sign symbol; or those in combinations of colours which might otherwise be mistaken for traffic signs; or</i>	Complies
ii) <i>those incorporating large arrows or chevrons with only the arrow or chevron made of retroreflective material or illuminated, causing confusion with similar signs in use at, or approaching roundabouts</i>	Complies
(h) <i>those which embody directional or other traffic elements and which need special scrutiny because of possible resemblance to, or confusion with, traffic signs, for example, advertisements which</i>	
i) <i>contain a large arrow or chevron (or have a pointed end and have only a few words of message)</i>	Complies
ii) <i>invite drivers to turn right on a main road, or where there is fast moving traffic</i>	Complies
iii) <i>invite drivers to turn, but are sited so close to the turning that there is not enough time to signal and turn safely</i>	Complies
iv) <i>are so close to similar advertisements, or official traffic signs, that road-users might be confused in the vicinity of a road junction or other traffic hazard</i>	Complies
<i>The prevention of crime is a public safety consideration and local planning authorities should consider whether granting express consent could block the view of CCTV cameras, or whether illumination from an advertisement would cause glare on such cameras.</i>	Complies

9. CONCLUSION

The development has been assessed and the works are considered to be in accordance with the above relevant policies and Planning Permission, and Advertisement Consent can be granted.

10. RECOMMENDATION

**Grant Full Planning Permission; and
Grant Advertisement Consent**