

DELEGATED APPLICATION REPORT

Ward: Ward: Redlands

App Ref: a) PL/24/0274 Householder planning permission & b) PL/24/0275 Listed Building Consent

Address: 57 Christchurch Road, Reading, RG2 7BD

Proposal: a) & b) Internal Alteration and installation new external sliding door with flat roof insulation

Applicant: Mrs Liz Rhodes

Received date: 04/03/2024

Target Decision date: 31 October 2024 (EXT)

(Planning Officer Note: The Planning Officer continued to work with the agent/applicant after this date.)

Case Officer: Miss Huimin Chen

1. SITE DESCRIPTION

The application site is a detached, Grade II Listed Building located at the Northeast corner of the junction of The Mount and Christchurch Road. It is located within The Mount Conservation Area.

The building was first listed in 1978 and Historic England listing is as follows:

*CHRISTCHURCH ROAD 1. 5128 (North Side) The Mount Nos 57 and 57A SU 7272 9/437 II GV
2. House for manager of Huntley and Palmer's. On corner of Christchurch Road and the Mount estate. Angle turret towards Christchurch. Circa 1876. 2 1/2 storeys. Gault brick with paler brick bands at cill and lintel levels. (latter brick-block flush-work). Modillion eaves cornice. Slate roof with fish-scale bands. 2 chimneys lacking cogged capping. Plate glass sash windows with bracket cills, cast-iron flower basket guards and stop-moulded stone lintels. 3 bays to main road with corner angled bays, to left as polygonal turret, both with turret roofs, left hand one with diaperwork in pointed relieving arches over 1st floor. Central gabled break with diaperwork and irregularly placed windows, paired on 1st floor. Gabled hood to doorpiece which has floral caps and pointed entrance. Decoratively panelled door. Coped gable to east with diaper in gable. 2 windows and angle turret to the Mount. Railings, Standards etc retained.*

From the historical maps and planning history of the subject building, it is noted that the footprint of the building started to alter starting from the 1950s, new extension to the north, applications for conversion into two flats (App. No. 0000004243), erection of a garage (App. No. 0000004244) and alterations to form flat (App. No. 0000011748) resulting in eastern side extension (existing kitchen).

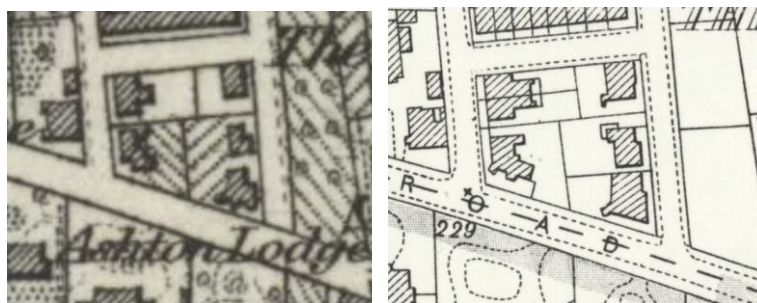


Fig 1: The original footprint of the building appears on the OS Map dating 1872-1877 and 1898

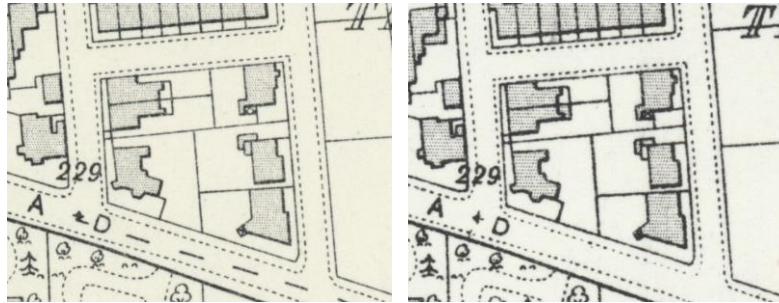


Fig 2: Original footprint in 1910 (Left) and 1932 (Right) on the OS Maps



Fig 3: Northern and eastern extensions enlarging the original footprint in the 1950s and 1970s from the Council's Historic Mapping Tool

It is also noticed that between 2013 and 2021, a canopy-type structure was erected on the eastern elevation, which does not have permission.



Fig 4: Aerial photographs of the application site showing the extensions and latest canopy structure addition (circled in yellow) in 2013 (Left) and 2021 (Right) (from the Council's iShare data)

When the internal layout schemes and block plans permitted in the 1950s and 1960s are compared with the change in the original footprint of the building since the late 19th century, there must have been some internal alterations to the listed building, which has caused some loss of historic fabric.

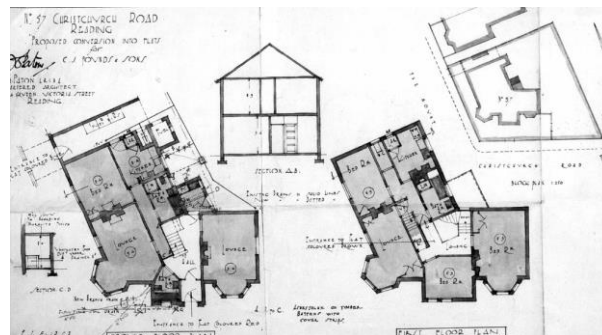


Fig 5: Drawings from planning permission for the conversion into two flats – site plan shows the additional masses to the original form of the footprint (1956)

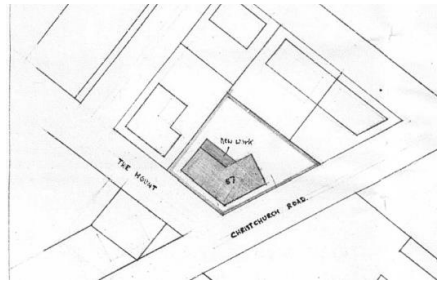


Fig 6: Drawing from planning permission for the erection of the existing kitchen extension (1964)



Fig 7: Ground Floor Plan of planning permission ref. 0000011748 – The line of the original footprint to the north and east is shown in red dashes (1964)

The existing ground floor plan confirms that the alterations carried out in the 1960s have shaped today's layout. The existing boiler room and pantry are the original service spaces of the listed house – have the same/similar use and form from the late 19th century, while another original small service (attached to the living room) space was removed to enlarge the kitchen.



Fig 8: Drawing No: 57CR.MP01 The existing plans - The line of the original footprint to the north and east is shown in red dashes where the proposal would touch the historic fabric



Fig 9: View of the canopy and existing kitchen extension, taken on 30/04/2024

There are three TPOs to the south of the application site. Apart from 2 The Mount, all adjoining properties, 59 Christchurch Road and 40 The Mount are listed, as well as the wall between 57 and 59 Christchurch Road. The surrounding area comprises various land uses, including residential, theatres, schools, parks etc.

2. PROPOSAL AND SUPPORTING INFORMATION

The proposals include internal alterations and the installation of a new external sliding door with flat roof insulation.

Based on the preliminary heritage significance assessment and the site visit by the Conservation Officer, concerns were raised regarding the originally submitted proposal, as it would remove remaining original walls and elements from the ground floor plan. This would have harmed the special interest with regard to the architectural and historic integrity of the listed building at a moderate to high level. Due to the fact of how the unauthorised canopy was incorporated into the original proposed scheme and that the material and details specification were not submitted, a proper assessment could not be made. As such, the Conservation Officer confirmed that the original proposal would have had less than substantial harm to the setting of the subject listed building and character and appearance of the conservation area at a moderate level.



Fig 10: Drawing No. MP02 – Proposed Plans (original proposal)

Following communications with the agent (please refer to the Consultation section below), an amended proposal was submitted including the submission of some material specifications. Part of the infill wall would still be removed to facilitate the installation of the kitchen, but the original wall, along with the fireplace element, would be retained, which would help preserve the original footprint of the listed building. The canopy was removed from the proposed plan. The revision includes the relocation of the

kitchen, compared to the original proposal, and the repair of the existing felt flat roof with a new insulated roofing system.



Fig 11: Drawing No: 57CR.MP02 Rev. B – Proposed Ground Floor Plan

In terms of elements affecting the exterior of the property these remained unchanged, i.e. the installation of aluminium patio sliding doors and a cavity wall to replace the existing timber clad stable door and fixed glazing.

Both planning permission and Listed Building Consent have been applied for.

Further to the communications with the agent, following plans+materials are under considerations:

- Drawing No. 57CR.MP01 – Existing Plan & Elevations (with Existing Location Plan & Block Plan)
 - Planning Statement: Heritage Statement/Design and Access Statement
- Received 5 March 2024.

- ~~Drawing No. MP02 – A Proposed Plan and Elevations~~
- ~~Material Schedule~~

Received on 7 October 2024.

- Drawing No. 57CR.MP02 Rev. B – Proposed Plan & Elevations (with Location & Block Plan)
 - Drawing No. 57CR.MP03 – Typical Sections and Notes
- Received on 21 November 2024.

3. RELEVANT PLANNING HISTORY

- No. 0000004243 – Conversion into two flats. Unconditional consent on 29 March 1956.
- No. 0000004244 – Garage. Conditional consent granted bef Aug 1977 on 29 March 1956.
- No. 0000011748 – Alterations to form flats. Unconditional consent on 17 July 1964.

4. CONSULTATIONS

Public Consultation:

The following addresses were consulted by letter.

40 The Mount, Christchurch Road, Reading, RG1 5HL
 55 Christchurch Road, Reading, RG2 7AT
 2 The Mount, Reading, RG1 5HL
 Flat 1, 59 Christchurch Road, Reading, RG2 7BD
 2, 59 Christchurch Road, Reading, RG2 7BD
 4, 59 Christchurch Road, Reading, RG2 7BD
 3, 59 Christchurch Road, Reading, RG2 7BD

No letters of representation were received.

Internal Consultation: Conservation Consultee – Response dated 24/05/2024:

Objection to the original proposal - The proposed development would lead to less than substantial harm at the moderate to highest level to the significance of the listed building and at moderate level to the listed curtilage, setting of the subject listed building, listed wall between No. 57 and 59 and listed building at No. 59, and at the moderate to low degree to the character and appearance of the The Mount Conservation Area due to the loss of original-surviving walls and elements, lack of design and material specification and existing poor designed canopy. I would highly recommend considering revisions and submit amended plans. Otherwise, the proposed development to the listed building would conflict with Policies EN1, EN3 and EN6 of the Local Plan and cannot be supported on heritage grounds.

Planning Officer Note: The following is a summary of the subsequent correspondence between the Conservation Officer and the Agent (via the Planning Officer) from June to December 2024:

- The agent emailed to clarify the method for the proposed internal works, which include the removal of internal walls to create an open-plan kitchen/dining area, the formation of a utility room, and the replacement of a timber structure with a cavity wall and sliding aluminium doors. Additionally, facing brickwork to match the existing and white aluminium sliding doors are proposed. The agent also clarified that the canopy was considered a temporary structure by the previous owners, who confirmed with the local authority that no planning permission was required.
- In response to the agent's clarification, the Conservation Officer highlighted that the removal of the original walls would cause substantial harm to the historic fabric of the listed building and suggested exploring alternative kitchen layouts. Additionally, a full schedule of proposed internal and external works would be required. Regarding the unauthorised canopy, further details were requested, including evidence of prior discussions with the local authority; otherwise, it would not be deemed acceptable.
- Further to two revisions made by the agent, the removal of the canopy was confirmed. Part of the internal wall, along with the fireplace element, would be retained. The revised plans and section plans outlined the schedule of proposed external works and part of the proposed internal works. The Conservation Officer confirmed that the proposed internal alterations and the replacement of the sliding doors and cavity wall are acceptable in principle, subject to a pre-commencement condition to secure details for the kitchen installation, as the new kitchen would be located within an area containing original historic fabric of the building.
- Finally, the Officer requested the agent's agreement on the following pre-commencement condition, dated 16 December 2024. However, no confirmation has been received from the agent/applicant to date. Therefore, an alternative condition has been recommended, as outlined in the assessment section below.

Prior to commencement of any work for the installation of the kitchen, details of the kitchen extractor system and finishes for the internal wall, floor and ceiling shall be submitted to and approved in writing by the Local Planning Authority. The works thereafter shall be carried out in accordance with the approved details.

REASON: The reconfiguration of the kitchen includes a new island with the hob and extractor, and the application contained insufficient information to enable these matters to be considered prior to granting listed building consent. The matters are required to be agreed upon in order that the works on the designated heritage asset are undertaken in an acceptable manner.

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.

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

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.

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.

National Policy

National Planning Policy Framework
National Planning Practice Guidance

Reading Borough Local Plan (2019)

CC7 (Design and the Public Realm)
CC8 (Safeguarding Amenity)
EN1 (Protection and Enhancement of the Historic Environment)
EN3 (Enhancement of Conservation Areas)
EN6 (New Development in a Historic Context)

Others:

The Mount Conservation Area Appraisal (April 2009)
Historic England Good Practice Guide Note Number 2: managing significance in decision-taking.
Principles of Conservation (Historic England, 2008)
Guide to the Conservation of Historic Buildings (British Standards Publication BS 7913:2013, 2015)

6. APPRAISAL

Character and Appearance Impacts on the Listed Building and Conservation Area

Policies CC7 states that all developments must be of high quality that maintains and enhances the character and appearance of the property itself as well as its surrounding area.

Policy EN1 states that proposals affecting Listed Buildings are acceptable where it will not have an adverse impact on those elements which contribute to their special architectural or historic interest including, where appropriate, their setting.

Policy EN3 states that development proposal within Conservation Area must make a positive contribution to local character and distinctiveness, including removing inappropriate additions or alterations to buildings and restoring original building features.

Policy EN6 states that new development will make a contribution to the historic character of the area by respecting and enhancing its architectural and visual qualities and considering how heritage considerations can influence the design of new development.

Following positive and proactive communications between the Council and the agent, it has been agreed that the existing unauthorised canopy will be removed from the proposed plan. The original internal wall, along with the fireplace, would be retained as part of the revisions made by the agent, and these elements are considered positive contributions to the character and appearance of the listed building and its local distinctiveness. The proposed replacement of the sliding door and cavity wall is considered to cause minimal harm due to the location of the doors in the extended/modern section of the building. The schedule of materials and section plans for the dining area and new utility room have been submitted, and the Conservation Officer has confirmed that they are acceptable.

Although the revised proposal and the submitted schedule of materials would be acceptable in principle, the Conservation Officer recommended a pre-commencement condition to secure further details of the proposed kitchen. This is because the installation of a new kitchen, involving elements including extractor fans, pipes, electricity, etc, within an area where there is original historic fabric of the building, could potentially harm the historic walls, floors, or ceilings. As set out in the consultation section above, the Officer requested the agreement to a pre-commencement condition or further details regarding the installation of the kitchen from the agent, dated 16/12/2025.

No response was received from the agent, but the applicant responded on 22/01/2025, as follows:

The kitchen design will not be finalised as of yet nor a vendor chosen. expecting no disruption to external drainage which was a 1960s addition. Extractor fans will be recirculating type and hence no new port will be required. Regarding electrical connections, obviously we will be rerunning the 1960s cabling to new appliances and lighting fixtures etc. The current kitchen and flooring are 1960s Lino. External door is a 1960s single glazed abomination. To be replaced with a hardwood Victorian style decorated in to match current house decor. There will no changes further to original features. However, the kitchen as it stands has no original features.

Following this the Officer contacted the applicant by phone on 5/2/2025 to discuss a number of possible options to avoid the requirement for a pre-commencement condition or the requirement for further details regarding the installation of the kitchen and to explain the rationale for the requirement. The Officer also emailed the agent with all available options, as listed below:

- *Agree on the pre-commencement condition.*
- *Provide further information regarding the installation of the kitchen prior to decision to avoid the pre-commencement condition.*
- *Submit a written and signed statement explaining that there will be minimal damage to the historic floors, walls, and ceilings of the kitchen due to the proposed new services and acknowledging that any damage would be subject to enforcement action and potential prosecution.*
- *Or the following condition and informatives would be included within the permission:*
Condition: This consent shall not extend to permit any works not expressly shown, or specified, on the approved plans and/or particulars. No other works including the formation of holes, channels, or other works involving removal or alteration of existing fabric, shall be carried out at any time.
Reason: For the avoidance of doubt and in the interests of the preservation of the special historic character of the listed building, in accordance with Policy EN1.

Informatives: The whole building is Listed and the requirement for consent applies to the whole building, both internal and external. This consent only extends to those works expressly detailed

on the submitted plans and specifications. All other works to the fabric of the building remain subject to further Listed Building Consent.

At the time of writing no further response was received, and Officers have determined that the imposition of the above condition will suffice in this instance to ensure that no works, other than those shown and specified on the plans and other details submitted, are permitted.

Residential Amenity

Policy CC8 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 privacy and overlooking, access to sunlight and daylight, visual dominance and overbearing effects of a development.

The proposal would not add any footprint or significantly change the external structure of the building; therefore, it is not considered that the proposal would impact neighbouring properties in terms of residential amenity, in compliance with Policy CC8 of the Reading Borough Local Plan (2019).

7. CONCLUSION

In conclusion, the removal of the existing canopy would be beneficial to the listed building and the local environment. The replacement of the sliding door and the cavity wall would pose minimal harm to the architectural and historic value of the building, due to their location in the modern section of the property. The submitted schedule of materials and proposed internal layout alterations are acceptable in principle, as confirmed by the Conservation Officer. However, the Officer and the agent/applicant were unable to reach an agreement regarding the installation of the kitchen. Given all the assessments above, the Officer would recommend granting Householder Planning Permission and Listed Building Consent, subject to conditions and informatives to ensure that only the proposed alterations, as outlined, would be approved.

8. RECOMMENDATION

Grant Planning Permission subject to conditions and Grant Listed Building Consent subject to conditions.

CONDITIONS for LBC application:

- 1) The works hereby permitted shall begin no later than three years from the date of this consent.
REASON: In accordance with Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990 as amended by section 51 of the Planning and Compulsory Purchase Act 2004.
- 2) The works to the Listed Building hereby permitted shall be carried out only in accordance with the following approved plans or specifications:
 - Drawing No: 57CR.MP02 Rev. B – Proposed Plan & Elevations (with Location & Block Plan) received on 21 November 2024.
 - Drawing No. 57CR.MP03 – Typical Sections and Notes received on 21 November 2024.REASON: For the avoidance of doubt and to ensure that the development is carried out in accordance with the Listed Building Consent hereby approved Policy EN1 of the Reading Local Plan 2019.
- 3) Materials to be used in the construction of the works hereby permitted shall be as stated on the application form and in the submitted documents.
REASON: To preserve the special architectural and historic interest of the listed building, in accordance with Policies EN1, EN3 and EN6 of the Reading Borough Local Plan 2019.

- 4) All external and internal works of making good to the retained fabric shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile. All such works and finishes shall be maintained as such thereafter.

REASON: To preserve the special architectural and historic interest of the listed building, in accordance with Policies CC7, EN1, EN3 and EN6 of the Reading Borough Local Plan 2019.

- 5) This consent shall not extend to permit any works not expressly shown, or specified, on the approved plans and/or particulars. No other works including the formation of holes, channels, or other works involving removal or alteration of existing fabric, shall be carried out at any time.

Reason: For the avoidance of doubt and in the interests of the preservation of the special historic character of the listed building, in accordance with Policy EN1.

Informatives

- 1) Terms
- 2) Building Control
- 3) Complaints about Construction
- 4) Positive and Proactive working
- 5) The whole building is Listed and the requirement for consent applies to the whole building, both internal and external. This consent only extends to those works expressly detailed on the submitted plans and specifications. All other works to the fabric of the building remain subject to further Listed Building Consent.

CONDITIONS FOR HOU application

- 1) 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.

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

- Drawing No: 57CR.MP02 Rev. B – Proposed Plan & Elevations (with Location & Block Plan) received on 21 November 2024.
- Drawing No. 57CR.MP03 – Typical Sections and Notes received on 21 November 2024.

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.

- 3) Materials to be used in the construction of the works hereby permitted shall be as stated on the application form and in the submitted documents.

REASON: In the interests of preserving the character and appearance of the listed building, its setting and the conservation area, in accordance with Policies CC7, EN1, EN3 and EN6 of the Reading Borough Local Plan 2019.

- 4) All external works of making good to the retained fabric shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile. All such works and finishes shall be maintained as such thereafter.

REASON: In the interests of preserving the character and appearance of the listed building, its setting and the conservation area, in accordance with Policies CC7, EN1, EN3 and EN6 of the Reading Borough Local Plan 2019.

Informatives

- 1) Terms
- 2) Building Control

- 3) Complaints about construction
- 4) Positive and Proactive working