

## DELEGATED OFFICER REPORT



**WOKINGHAM**  
**BOROUGH COUNCIL**

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| <b>Application Number:</b>                                                                                                                                                                                                                                                                                                                            | 242872                                                           |
| <b>Site Address:</b>                                                                                                                                                                                                                                                                                                                                  | The Swan, Basingstoke Road, Three Mile Cross, Wokingham, RG7 1AT |
| <b>Expiry Date:</b>                                                                                                                                                                                                                                                                                                                                   | 25 June 2025                                                     |
| <b>Site Visit Date:</b>                                                                                                                                                                                                                                                                                                                               | 5 December 2024                                                  |
| <b>Proposal:</b> Full application for the proposed demolition of rear extensions preceding the erection of new single storey extension. Addition of pergola and pathway from carpark to new entrance, including associated landscaping. Replacement of existing boundary wall. Removal of existing storage outbuilding. Installation of new driveway. |                                                                  |

### **PLANNING CONSTRAINTS/STATUS**

Listed Building  
Contaminated Land Consultation Zone  
Green Routes and Riverside Paths  
Areas of Special Character  
Bat Roost Habitat Suitability  
Scale and Location of Development Proposals – Modest Development Location (Three Mile Cross)  
Ground Water Zones  
District Town and Local Centres  
Nuclear Consultation Zone  
Landscape Character Assessment Area  
Great Crested Newt Consultation Zone

### **PLANNING POLICY**

|                             |                                                                                                                                                                                                                                                                                                                                                                                    |
|-----------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>National Policy</b>      | National Planning Policy Framework (NPPF)<br>National Planning Policy Guidance (NPPG)                                                                                                                                                                                                                                                                                              |
| <b>Core Strategy (CS)</b>   | CP1 – Sustainable Development<br>CP3 – General Principles for Development<br>CP6 – Managing Travel Demand<br>CP7 – Biodiversity<br>CP9 – Scale and Location of Development Proposals                                                                                                                                                                                               |
| <b>MDD Local Plan (MDD)</b> | CC01 – Presumption in Favour of Sustainable Development<br>CC02 – Development Limits<br>CC03 – Green Infrastructure, Trees and Landscaping<br>CC04 – Sustainable Design and Construction<br>CC06 – Noise<br>CC07 – Parking<br>CC09 – Development and Flood Risk<br>CC10 – Sustainable Drainage<br>TB04 – Development in vicinity of Atomic Weapons Establishment (AWE), Burghfield |

|                                             |                                                                                                                                                                                                                                                                                                                                           |
|---------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                             | TB17 – Local Centres and Neighbourhood and Village Shops<br>TB23 – Biodiversity and Development<br>TB24 – Designated Heritage Assets<br>TB26 – Buildings of Traditional Local Character and Areas of Special Character                                                                                                                    |
| <b>Joint Minerals and Waste Plan (JMWP)</b> | DM1 - Sustainable Development<br>DM2 - Climate Change – Mitigation and Adaptation<br>DM3 - Protection of Habitats and Species<br>DM7 - Conserving the Historic Environment<br>DM9 - Protecting Health, Safety and Amenity<br>DM10 - Flood Risk<br>DM11 - Water Resources<br>DM12 - Sustainable Transport Movements<br>DM15 - Site History |
| <b>Other</b>                                | Borough Design Guide Supplementary Planning Document<br>CIL Guidance + 123 List<br>Sustainable Design and Construction Supplementary Planning Document<br>A Vision for Our Villages: Ryeish Green, Spencers Wood, Three Mile Cross                                                                                                        |

## PLANNING HISTORY

| Application No. | Description                                                            | Decision & Date        |
|-----------------|------------------------------------------------------------------------|------------------------|
| 22874           | Extension to car park                                                  | Approved<br>01/03/1985 |
| 34092           | Erection of 1 spotlight wall plaque and 1 non-illuminated wall plaque. | Approved<br>10/07/1989 |
| 34093           | Erection of a spotlight wall plaque                                    | Approved               |

## CONSULTATION RESPONSES

### Internal

WBC Drainage – No objection subject to conditions  
 WBC Highways – No objection subject to conditions  
 WBC Landscape and Trees – No objection subject to conditions  
 WBC Emergency Planning – No objection subject to conditions  
 WBC Built Heritage Officer – No objection subject to conditions  
 WBC Cleaner and Greener – No comments received  
 WBC Ecology Newts – No objection  
 WBC Ecology – No objection subject to conditions

### External

Office for Nuclear Regulation – “Do not advise against the development”  
 West Berks Emergency Planning Officer – No objection subject to conditions  
 AWE Burghfield – No comments received

## REPRESENTATIONS

|                     |                                                          |
|---------------------|----------------------------------------------------------|
| Parish/Town Council | Shinfield Parish Council fully support this application. |
|---------------------|----------------------------------------------------------|

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| Ward Member(s) | No comments received                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Neighbours     | <p>Three neighbours have commented objecting to this application and their points are summarised below:</p> <ul style="list-style-type: none"> <li>Impacts on neighbours' privacy and house security<br/><i>Officer comments: Overlooking concerns are addressed in the 'Neighbouring Amenity' section of the main report below. It is not deemed that a single storey extension to a pub raises security concerns.</i></li> <li>Dust allergies may be triggered<br/><i>Officer comments: It is not anticipated that the construction would result in unacceptable levels of dust being produced. However, if this issue does occur to an excessive degree, it should be reported to Environmental Health.</i></li> <li>If building works proceed there may be an increase in noise.<br/><i>Officer comments: Potential noise impacts will be assessed within the 'Neighbouring Amenity' section of the main report below.</i></li> <li>Traffic impacts<br/><i>Officer comments: This will be assessed within the 'Highway Access and Parking Provision' section of the main report below.</i></li> </ul> <p>One neighbour has commented expressing their support for the application.</p> |

## APPRAISAL

### Site Description:

The application site is located on the eastern side of the Basingstoke Road in Three Mile Cross. The site features a Grade II listed building, The Swan, which is currently in use as a public house. The site is approximately 4 miles south of the centre of Reading and it is within 1 mile of junction 11 of the M4 motorway. Further to this, the site is set within the Three Mile Cross Special Character Area, and it is also within the Burghfield Atomic Weapons Establishment (AWE) Detailed Emergency Planning Zone. The surrounding area is a mixture of rural and suburban landscape.

The Swan benefits from an outdoor seating area to the front and additionally features a larger outdoor seating area to the rear. Beyond this, there is a large parking area, which can be accessed via the north of the building from the Basingstoke Road. Additionally, further east of the parking area, is an area of grass which can be used as an overflow car park.

### Description of Development:

This application seeks permission for the erection of single storey rear extension to provide a new commercial kitchen, dining facilities and toilets. This will follow the demolition of the existing 20<sup>th</sup> century extensions. A timber pergola is proposed which will surround the new extension and also extends out over the entrance walkway and outdoor seating area. The southern boundary brick wall is to be dismantled and rebuilt.

Additionally, further landscaping and associated parking alterations are also proposed, along with the removal of the existing storage building and the installation of a new driveway.

**Atomic Weapons Establishment (AWE) Burghfield – DEPZ:**

Policy TB04 of the MDD allows development in the vicinity of the Atomic Weapons Establishment (AWE) at Burghfield, but only where it can be demonstrated by the applicant that the increase in the number of people visiting the site can be safely accommodated with regards to the needs of “Blue light” services and the emergency off-site plan for the AWE.

The application site is located within the Detailed Emergency Planning Zone (DEPZ) of AWE Burghfield, and more specifically, the site is right on the edge of the Urgent Protections Actions (UPA) area. As a result, the Council’s Emergency Planning Manager, West Berks’ Emergency Planning Officer, and the Office for Nuclear Regulation (ONR) were consulted on this application. Initial comments from these consultees were negative as it had not been adequately demonstrated that those visiting the site could be safely accommodated with regards to the emergency off-site plan. However, during the planning application process, further information has been provided by the applicant with regards to the existing and proposed capacities.

This further information demonstrated that the existing beer garden, say on a busy summer’s day, would have a higher capacity than the proposed restaurant area, and this was evidenced by photographs of a large gathering at the pub that would not be unusual during busy periods. Additionally, as additional floor space is being provided in the form of the new dining area, the pub would have an increased internal floor area, and this would allow for more people/customers to be sheltered at The Swan in the unlikely event of an emergency at AWE Burghfield.

The Council’s Emergency Planning Officer, West Berks’ Emergency Planning Officer, and the ONR were satisfied with the further information that has been provided. They therefore have no objection to the principle of development, subject to conditions requiring a Construction Phase Emergency Plan and an End User Emergency Plan to be prepared and submitted prior to works commencing. Accordingly, these conditions are recommended. The Council’s Emergency Planning Officer noted that getting these emergency plans in place would ensure that the development would result in a betterment of the existing situation on site (with regards to AWE Burghfield), subject to the plans being acceptable.

**Principle of Development:**

The National Planning Policy Framework has an underlying presumption in favour of sustainable development which is carried through to the local Development Plan. The Managing Development Delivery Local Plan Policy CC01 states that planning applications that accord with the policies in the Development Plan for Wokingham Borough will be approved without delay, unless material considerations indicate otherwise.

The site is located within settlement limits and as such the development should be acceptable providing that it complies with the principles stated in the Core Strategy. Policy CP3 of the Core Strategy states that development must be appropriate in terms

of its scale of activity, mass, layout, built form, height, materials and character to the area in which it is located and must be of high quality design without detriment to the amenities of adjoining land uses and occupiers.

### **Heritage and Conservation:**

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that development must ensure the preservation of any nearby listed building, including its setting. Paragraphs 189 to 208 of the NPPF requires consideration of the harm to the significance of a designated heritage asset and Policy TB24 of the MDD Local Plan requires the conservation and enhancement of Listed Buildings, Historic Parks and Gardens, Ancient Monuments and Conservation Areas, including their views and setting.

More specifically, Para. 194 of the NPPF states that *“in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.”*

Policy TB26 of the MDD Local Plan allows development to Buildings of Traditional Local Character, Areas of Special Character and Areas of Special Landscape Importance where it will retain and enhance the traditional, historical, local and special character of the building or area and its setting.

Revised plans were submitted on 24/04/2025 to address the initial heritage concerns raised by the Council’s Built Heritage Officer. The amended plans have seen the roof overlap being omitted, and the air extraction systems are now sited on the area of flat roof to the new rear extension over where the kitchens are to be located. These changes have adequately addressed the initial heritage concerns, and the Council’s Built Heritage Officer is now satisfied that there would be no harm to the significance of The Swan, as a designated heritage asset.

Therefore, the proposal complies with Policy TB24 and guidance on heritage assets contained within the NPPF, subject to compliance with

Conditions for further details, finishes and materials have been suggested so as to ensure appropriate measures are used in order to avoid any harm to the historic significance of the building. As the application building is a listed building, a separate application (242873) has also been submitted for Listed Building Consent. Accordingly, these conditions are recommended as part of application 242873.

### **Character of the Area:**

Policy CP3 of the Core Strategy states that development must be appropriate in terms of its scale, mass, layout, built form, height and character of the area and must be of high-quality design. R1 of the Borough Design Guide SPD requires that development contribute positively towards and be compatible with the historic or underlying character and quality of the local area. R19 and R23 of the Borough Design Guide SPD require a coherent and well-designed approach that influences and responds to the original

building. Para. 134 of the NPPF states that permission should be refused where it fails to reflect local design policies and government guidance on design.

The proposed rear extension would extend 9.9 metres from the rear of the existing store. The extension is approximately 9.4 metres in width, and it has a maximum height of 3.7 metres. The main section of the proposed rear extension, which features the new dining area and toilets, has a modern appearance, and this provides a welcomed juxtaposition from the existing listed building. For this main section brick piers are proposed, between which there are panels of fixed glazing to the new dining area, above which are panels of dark timber cladding. Between this new extension and the existing building, a new connection is proposed which is set down 0.6 metres from the extension, and this will be formed using glass walling and modern flat roofing. This allows the modern architecture to integrate with the historical elements, and it ensures that the additions complement rather than compete with the original building.

A dark timber pergola is proposed over the entrance walkway and the outdoor seating area which is proposed to the rear of the new dining area. The maximum height of the pergola is 0.75 metres lower than the height of the rear extension. The pergola projects 1.6 metres from the side of the extension and 6.5 metres from the rear. Along the pergola climbing foliage is proposed to create a natural screening and to enhance the aesthetics of the proposal.

No changes are proposed to the front elevation, and the overall appearance of the pub from the street scene will largely remain the same. However, there will be slightly limited views of the rear extension via the access to the car park as the rear extension projects out slightly beyond the side elevation of the pub, and therefore the pergola projects further beyond this. These limited views of the new extensions which would not significantly detract from the character of the area or the significance of the listed building. It is therefore deemed that the extensions, by virtue of their size and appearance have an acceptable impact on the character of the area, and the proposal therefore complies with Policy CP3 of the Core Strategy.

Overall, the well-planned layout of the new extension allows it to integrate well with the existing pub whilst also preserving the historic character. The modern design of the new extensions is nicely juxtaposed from the historic appearance of the pub, and therefore the proposal complies with R1, R19 and R23 of the Borough Design Guide.

#### **Neighbouring Amenity:**

Core Strategy Policy CP3 states that development proposals should not result in a detriment to the amenities of adjoining land users including open spaces or occupiers and their quality of life.

The proposed rear extension is set on the boundary with no. 2 Ferndale Cottages. The rear extension would be taller than the existing boundary wall by approximately 0.8 metres. Given this limited increase in height and the adequate separation distance that would be retained between the main rear outlook of habitable room windows of no. 2 Ferndale Cottages no significant overbearing impact on this neighbouring property would occur such that the amenities of the occupants would be compromised. Additionally, it would not cause any adverse loss of light impacts to this neighbour. There would be a separation of approximately 5.8 metres from the pergola to the

northern boundary, and therefore it is not deemed that there would be any overbearing or loss of light impacts on 'The Mitfords'. When considering overlooking, the proposed works are single storey and therefore they pose no overlooking concerns to adjoining properties.

With regards to potential noise and disturbance it is unlikely that an extension to form a new dining area would result in any significant increases on site compared to that of the existing beer garden to the rear of the pub. However, any unacceptable or antisocial noise or disturbances should be suitably managed by on site staff, or, if they persisted could be controlled via Environmental Health legislation. Similarly, any excessive noise that might occur during the construction phase could also be suitably controlled Environmental Health legislation. The anticipation of such unlikely events is not something that would warrant further assessment from a planning perspective.

To ensure that the proposed extension and the new restaurant space does not negatively impact upon neighbouring amenities through potential noise and disturbance, an hours of use condition aligned with the opening hours of the pub is recommended. This will restrict the hours of use from 10:00 – 00:00 Mondays to Wednesdays and on Sundays, and from 10:00 – 01:00 Thursdays to Saturdays. This is aligned with the existing licensing hours of the premises. In addition, a condition is recommended to secure full details of extraction and filtration equipment for the refurbished kitchen to minimise the level of odours emitted. This should result in an improvement on the existing odour limitation arrangements on site.

#### **Highway Access and Parking Provision:**

The Council's Highways Officer was consulted on this application, and they stated that prior to the determination of the application, further information was required relating to the access and turning, parking, and cycle parking. This was put to the agent and subsequently a revised site and parking plan was received on 21/02/2025 to address the points raised by the Highways Officer. Following their review of the revised plan, the Highways Officer has no objection to the scheme subject to conditions.

There is an existing access onto Basingstoke Road and this will be retained. There are currently existing outbuildings along the northern boundary, but these are to be demolished, and this ensures a minimum 5m wide access road can be maintained past the proposed rear extension and this is acceptable. Additionally, the size of the refuse storage area has been increased as per the Highways Officer's request and so has the size of the turning area.

In terms of traffic generation, it is not deemed that the proposed extension and provision of additional covers, would have a significant impact on the highway network. Additionally, there is the opportunity to visit the site by alternative modes of travel to the private car, with it being accessible by foot, cycle and public transport.

The parking provision, which include EV charging points, and disable parking spaces is considered acceptable to serve the proposed development. Further parking has also been provided within the overspill parking area, and this will be surfaced and marked out.

A condition has been recommended for cycle parking to be provided prior to occupation of the development. However, a bike store is indicated on the submitted site and parking plan, and therefore it is not considered necessary or reasonable to secure further cycle parking by condition. Accordingly, this condition is not recommended.

**Flooding and Drainage:**

Policy CC09 of the MDD Local Plan requires that all sources of flood risk, including historic flooding, must be taken into account at all stages and at the appropriate degree at all levels during the planning application process. The site and access thereto are located within Flood Zone 1 and the proposal represents no additional flood risk or vulnerability. The proposal is therefore acceptable in terms of Policy CC09.

Policy CC10 of the MDD Local Plan requires sustainable drainage methods and the minimisation of surface water flow. The Council's Drainage Officer was consulted on this application. Whilst the site is within Flood Zone 1, further development, even on existing hardstanding, can present opportunities to ensure that runoff is either maintained at current rates, or ideally, better managed, particularly where the downstream network has known sensitivities, as is the case with the Basingstoke Road. Therefore, the Drainage Officer has recommended a condition that requires a surface water drainage scheme to be submitted to and approved by the Local Planning Authority. Accordingly, the condition is recommended.

**Landscape and Trees:**

The Council's Landscape and Trees Officer was consulted on this application. They have noted that where relevant, trees are being protected, however, there are a few trees and other planting to be removed in order to facilitate the scheme. Therefore, two conditions have been suggested. One which requires a landscaping scheme to be provided, and another that requires the retention of trees and shrubs. Accordingly, the conditions are recommended.

**Ecology:**

The NatureSpace District Licensing Officer has reviewed the Ecological Assessment that has been provided by the applicant as part of this application. They are satisfied with the assessment that has been carried out and with the conclusion that the proposed development is unlikely to impact upon great crested newts and/or their habitats.

The application site is located in an area that holds the potential to support bat roosts. According to the submitted bat roost assessment inspections, the main building has numerous features that are potentially suitable for use by roosting bats. The proposed demolition of the existing rear extension and erection of a new rear extension would require the removal of approximately two to three courses of roof tiles. However, the Council's Ecology Officer is satisfied that if the development is implemented in strict accordance with the non-licenced method statement detailed in section 5.5 of the submitted Ecological Assessment, then further surveys and a European Protected Species Licence will not be required to carry out the development proposals. Therefore, the Council's Ecology Officer has recommended a condition to ensure the works are carried out in full accordance with the non-licenced method statement proposed in section 5.5 of the submitted assessment. Accordingly, this condition is recommended.

With regards to Biodiversity Net Gain, the Council's Ecology Officer has provided the following comments:

*I agree with baseline total habitat units calculated in Statutory Metric. The Headline Results sheet indicate that there would be a total 47.16 loss in biodiversity habitat. However, the AIA & AMS and the Statutory Metric have not been amended to take account of the additional habitat loss in revised proposals to create at least 2 further parking spaces. Contrary to planning policy CP3, CP7 and TB23 and BNG guidance no on-site habitat creation or enhancement is proposed. If the application is approved a Biodiversity Gain Plan and creation, management and monitoring of off-site compensation or biodiversity credits must be secured by planning condition or legal agreement to compensate habitat loss and deliver at least 10% biodiversity net gain.*

An informative is attached to this decision notice reminding the applicant of their requirement to comply with the biodiversity gain condition.

**Conclusion:**

For the reasons stated above, the proposal is acceptable in local plan policy terms and therefore is recommended for approval.

**The Public Sector Equality Duty (Equality Act 2010):**

In determining this application the Council is required to have due regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief. There is no indication or evidence (including from consultation on the application) that persons with protected characteristics as identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application and there would be no significant adverse impacts as a result of the development.

**Community Infrastructure Levy (CIL):**

When planning permission is granted for a development that is CIL liable, the Council will issue a liability notice as soon as practicable after the day on which the planning permission first permits development. Completing the assumption of liability notice is a statutory requirement to be completed for all CIL liable applications.

| RECOMMENDATION              |              |
|-----------------------------|--------------|
| Conditions agreed:          | Yes          |
| Recommendation:             | Approve      |
| Date:                       | 23 June 2025 |
| Earliest date for decision: | 9 May 2025   |

|                                                               |                                                                                   |
|---------------------------------------------------------------|-----------------------------------------------------------------------------------|
| <b>Recommendation<br/>agreed by:<br/>(Authorised Officer)</b> |  |
| <b>Date:</b>                                                  | 25/06/25                                                                          |