



Planning, Design and Access & Heritage Impact Statement

8a London Road, Twyford, RG10 9ER

Replacement Windows on Front and Rear Elevations

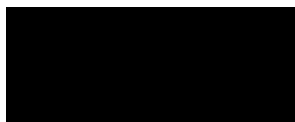
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1 Introduction and Purpose

1.1 Introduction

- 1.1.1 This statement represents a Planning, Design and Access and Heritage Impact Statement submitted in support of the planning application for replacement windows to the front and rear elevations (the 'proposed development') at 8a London Road, Twyford, RG10 9ER (the 'site').

1.2 Purpose

- 1.2.1 Planning law¹ requires that applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 1.2.2 The Courts² have determined that it is enough that a proposal accords with the development plan when considered as a whole. It is not necessary to accord with each and every policy contained within the development plan. Indeed, it is not at all unusual for development plan policies to pull in different directions.
- 1.2.3 The position was also clarified by Patterson J in *Tiviot Way Investments Ltd v Secretary of State for Communities and Local Government and Stockton-on-Tees BC* [2015] EWHC 2489 Admin) at paragraph 31:

I do not accept, lest it be thought to establish the proposition, that the case of Hampton Bishop (supra) establishes that a breach of one key policy was sufficient to find conflict with the development plan as a whole.

- 1.2.4 The Planning & Compulsory Purchase Act 2004 defines the Development Plan for the purposes of this assessment process as the strategy for the region in which the site is located and development plan documents, taken as a whole, which have been approved or adopted for the area.
- 1.2.5 The purpose of this statement is therefore to identify Development Plan policies that are relevant in the assessment of the development proposals. Then to determine if the proposals conflict with their provisions and if they do, to determine whether there are material considerations which outweigh such conflict.
- 1.2.6 In addition, development proposals that affect a heritage asset are subject to the policy provisions set out in the National Planning Policy Framework (NPPF).

¹ Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990

² See for example *BDW Trading Ltd. v Secretary of State for Communities and Local Government* [2016] EWCA Civ 493; [2017] P.T.S.R. 1337, at paragraphs 18 to 23; *Gladman Developments Ltd. v Canterbury City Council* [2019] EWCA Civ 669; [2019] P.T.S.R. 1714, at paragraphs 21 and 22; and *Chichester District Council v Secretary of State for Housing, Communities and Local Government* [2019] EWCA Civ 1640; [2020] 1 P. & C.R. 9, at paragraphs 31 and 32).

- 1.2.7 In order to comply with the advice set out in the NPPF applicants are required to provide a description of the significance of the heritage asset and/or its setting and a Heritage Statement should provide the local planning authority with enough information to adequately understand the impact of the proposals on the significance of any heritage assets affected.
- 1.2.8 Understanding the significance of an historic building complex or area (the 'heritage asset') and the possible impact of the proposed scheme on this significance is the key to good conservation practice. It is important therefore to understand the significance of a heritage asset when considering any proposals to alter, demolish, extend it or develop within its setting. An early understanding of the significance will inform the direction of any application.
- 1.2.9 However, the level of information provided should be appropriate and proportionate to the significance of the heritage asset and the potential impact upon that significance of the proposals. An application for a minor alteration to part of the asset is likely only to require detailed information on the affected part of the asset, with only a brief explanation of how the impact relates to the significance of the asset as a whole.
- 1.2.10 In this regard, this Statement also forms the Heritage Statement.

1.3 Proposed Development

- 1.3.1 The proposed development seeks to replace the three first floor windows on the front elevation (retaining the original ground floor window) and replacing the three first floor windows on the rear elevation.
- 1.3.2 The proposed windows will be UPVC to match the existing timber framed windows.

2 Site Location, Description and History

2.1 Site Location and Description

- 2.1.1 The application site lies on the southern side of London Road which continues from High Street and forms the main thoroughfare and commercial centre of Twyford.
- 2.1.2 The application site consists of a maisonette which is accessed at ground floor level fronting London Road, but the main accommodation is at first floor level and sits above an undercroft which provides access to a car park at the rear.



Property in the street scene



Rear Elevation

- 2.1.3 The property forms the end of a terrace which includes 4-6 London Road which is Grade II listed with a statutory address of 'NSS NEWSAGENT, 4 AND 6, LONDON ROAD'. The official listing entry states:

SU 77 NE TWYFORD LONDON ROAD (south side)

2/34 Nos. 4 and 6 (N.S.S. Newsagent)

II

House, now shop and office. C18 front on older building altered C20. Painted stucco. Old tile gabled roof. 2 storeys, small dentilled cornice and plain parapet, chimney on rear slope at right. 3 bays sash windows with glazing bars in architrave surrounds. C20 shop front and door on ground floor.

Listing NGR: SU7882076003

- 2.1.4 It is clear from the listing that this does not include the application site.
- 2.1.5 However, the site is within the Twyford Conservation Area. This is described in more detail below.
- 2.1.6 Surrounding buildings include a mix of styles including more modern retail premises opposite the site
- 2.1.7 The site lies within the designated Twyford Town Centre and within the Primary Shopping Area. However, the property contains no retail uses.

2.2 Planning History

- 2.2.1 No planning history has been found which relates to the application property.
- 2.2.2 However, nearby applications include:
- 241012 (4-6 London Road) - Application for Listed Building consent for the installation of 1 no. fascia sign, 1 no. hanging sign and 1 no. menu board with associated external illumination. (Retrospective) – Approved
 - 240579 (4-6 London Road) - Application for advertisement consent for 1 no. externally illuminated fascia sign, 1 no. externally illuminated hanging sign and 1 no. externally illuminated menu board. (Retrospective) – Approved
 - 242150 (Land outside 8 London Road) – application for advertisement consent for the proposed installation of 1 no. internally illuminated digital display within the communications kiosk - Withdrawn

- 242149 (Land outside 8 London Road) – full application for proposed installation of 1no new communications kiosk - Withdrawn

3 Development Plan Context, Designations and Material Considerations

3.1 Development Plan Context and Designations

- 3.1.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. This represents the starting point for assessing the development prospects for a particular site or property.
- 3.1.2 The Development Plan context in Twyford is provided by the **Wokingham Core Strategy DPD** (2010) and the **Managing Development Delivery Local Plan** (2014).
- 3.1.3 In addition, the site within the area covered by the **Twyford Neighbourhood Plan** (2023)
- 3.1.4 The Policies Map confirms that the site lies within Twyford Town Centre and within the Primary Shopping Area.

3.2 Relevant Development Plan Policies

- 3.2.1 The following policies of the Core Strategy have been identified as relevant:
- CP1 Sustainable Development
 - CP3 General Principles for Development
- 3.2.2 The following policies of the Managing Development Delivery Local Plan have been identified as relevant:
- CC01 Presumption in Favour of Sustainable Development
 - CC02 Development Limits
 - CC04 Sustainable Design and Construction
 - TB24 Designated Heritage Assets
- 3.2.3 The following policies of the Twyford Neighbourhood Plan have been identified as relevant:
- TW13 Design Codes
- 3.2.4 These are discussed below, where relevant.

3.3 Material Consideration - National Planning Policy Framework

- 3.3.1 The Government's National Planning Policy Framework (2024) (the 'NPPF') is a material consideration in the assessment of development proposals. The Framework confirms that the purpose of the planning system is to contribute to the achievement of sustainable development.
- 3.3.2 The Framework confirms that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways:

- *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;*
- *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*
- *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.*

3.3.3 The Framework emphasises that 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.

3.3.4 The Framework confirms that at its heart is a presumption in favour of sustainable development and that for decision taking this means approving development proposals that accord with an up-to-date development plan without delay.

3.3.5 This is discussed in more detail below with particular regard to design and heritage and design considerations.

3.4 Material Consideration - Supplementary Planning Guidance

3.4.1 The supplementary planning guidance of relevance includes the **Borough Design Guide** (2012).

4 Planning Assessment

4.1 Introduction

- 4.1.1 The following assessment considers the relevant Development Plan policies and material considerations identified in the preceding section and the degree to which the proposed development complies with their provisions or not as the case may be.
- 4.1.2 The principal considerations in the assessment of the development proposals are considered to be as follows:
- Principle of development (including Green Belt considerations)
 - Design and heritage impact
 - Impact on neighbouring amenity
 - Other Matters
- 4.1.3 These considerations are summarised in turn below.

4.2 Principle of development

- 4.2.1 Core Strategy Policy CP1 seeks sustainable development and the Managing Development Policy CC01 introduces a presumption in favour of sustainable development.
- 4.2.2 The site is not allocated with any site-specific land use designation which would prevent alterations to the building.
- 4.2.3 The development proposed through this application makes better use of an existing developed site, without detriment to its appearance and extends its life. As such the development supports the objectives of the National Planning Policy Framework (NPPF) and contributes to the creation of a safe, good quality and sustainable community.
- 4.2.4 In addition, the NPPF, although making no reference to residential extensions, recognises the Government's commitment to the reuse of urban land and buildings in meeting the underlying demand for new housing and sets a presumption in favour of development for housing development to be on previously developed (brownfield) land.
- 4.2.5 In this regard, the principle of development should be acceptable subject to design and heritage considerations and the other matters as discussed below.

4.3 Design and heritage impact

- 4.3.1 In respect of design considerations Paragraph 131 of the NPPF confirms that 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.

- 4.3.2 Paragraph 135 states that planning decisions should aim to ensure that developments function well and add to the overall quality of the area; establish a strong sense of place; optimise the potential of the site to accommodate development; are sympathetic to local character and history and are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
- 4.3.3 Paragraph 139 advises that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design⁵², taking into account any local design guidance and supplementary planning documents such as design guides and codes.
- 4.3.4 Significant weight should be given to:
- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or
 - b) 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.
- 4.3.5 In this respect the NPPF offers support to the proposed development which will be of a high quality, as discussed below.
- 4.3.6 Policy CP1 seeks to provide attractive, functional, accessible, safe, secure and adaptable schemes.
- 4.3.7 In addition, Policy CP3 states that planning permission will be granted for proposals that:
- i. *Are of an appropriate scale of activity, mass, layout, built form, height, materials and character to the area together with a high quality of design without detriment to the amenities of adjoining land users including open spaces or occupiers and their quality of life;*

The proposed development is a high quality bespoke window solution which complements the character of the wider area and, as discussed below, has no impact on the significance of the Conservation Area.
 - ii. *Provide a functional, accessible, safe, secure and adaptable scheme;*

The proposed development will provide an enhanced dwelling which meets all the above requirements.
 - iii. *Have no detrimental impact upon important ecological, heritage, landscape (including river valleys) or geological features or water courses.*

The proposed development will not have any detrimental impacts on the above.
 - iv. *Maintain or enhance the ability of the site to support fauna and flora including protected species;*

There is no impact on any ecological interests.

- v. *Use the full potential of the site and contribute to the support for suitable complementary facilities and uses;*

The proposed development is an extension and will not require any complementary facilities.

- vi. *Contribute to a sense of place in the buildings and spaces themselves and in the way they integrate with their surroundings (especially existing dwellings) including the use of appropriate landscaping;*

The proposed development will have no impact on landscaping which is already entirely hardstanding.

- vii. *Provide for a framework of open space in secure community use achieving at least 4.65 ha/1,000 population provision together with recreational/sporting facilities in addition to private amenity space;*

This is not relevant to the proposed development which provides replacement windows.

- viii. *Contribute towards the provision of an appropriate sustainable network of community facilities;*

This is not relevant to the proposed development.

- ix. *Do not lead to a net loss of dwellings and other residential accommodation or land; and*

There is no loss of any dwellings.

- x. *Do not lead to a loss of community or recreational facilities/land or infrastructure unless suitable alternative provision is available.*

This is not relevant to the application.

4.3.8 Therefore, there is no conflict with the above policy.

Heritage Impact Assessment

4.3.9 Policy TB24 states that the Borough Council will conserve and seek the enhancement of designated heritage assets in the Borough and their settings by:

- a. Requiring works to or affecting heritage assets or their setting to demonstrate that the proposals would at least conserve and, where possible enhance the important character and special architectural or historic interest of the building, Conservation Area, monument or park and garden including its setting and views.

- b. Supporting development proposals or other initiatives that will conserve and, where possible, enhance the local character, setting, management and historic significance of designated heritage assets, with particular support for initiatives that would improve any assets that are recognised as being in poor condition or at risk. 3.
- 4.3.10 The policy also states that proposals for building works shall retain or incorporate existing features or details of historic or architectural significance or design quality into the scheme.
- 4.3.11 The above policy follows the guidance as set out in the National Planning Policy Framework in relation to heritage assets.
- 4.3.12 In this respect, the National Planning Policy Framework confirms at paragraph 203 that local planning authorities should take into account:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - the desirability of new development making a positive contribution to local character and distinctiveness; and
 - opportunities to draw on the contribution made by the historic environment to the character of a place.
- 4.3.13 Paragraph 207 confirms 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.
- 4.3.14 Paragraph 210 states that in determining planning applications, local planning authorities should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.

- 4.3.15 Paragraph 212 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 4.3.16 Paragraph 213 confirms that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of grade II listed buildings, or grade II registered parks or gardens, should be exceptional.
- 4.3.17 Paragraph 214 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- a. the nature of the heritage asset prevents all reasonable uses of the site; and
 - b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - c. conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
 - d. the harm or loss is outweighed by the benefit of bringing the site back into use.
- 4.3.18 Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 215).
- 4.3.19 In summary, the Framework seeks to ensure that proposals affecting a Heritage Asset first make an assessment of the impact of the proposal on the significance of the asset and should be granted if there is no harm to the significance. Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that there are substantial public benefits that outweigh that harm or loss.
- 4.3.20 Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 4.3.21 In this respect, in accordance with the NPPF it is clear that the approach in determining applications affecting a Heritage Asset is as follows:
- Assess the significance of the Heritage Asset.
 - Assess the impact of the proposed development on the significance of the Heritage Asset.

Assessment of the significance of the Heritage Asset(s)

- 4.3.22 The Twyford Conservation Area Leaflet confirms that the Twyford Conservation Area is focused on the High Street and London Road—in other words along the original Old Bath Road.
- 4.3.23 The building styles in the Conservation Area are generally modest with a mixture of rendered and red brick frontages. Building heights vary between two and three storeys with gabled dormer windows in the roofs.
- 4.3.24 The housing varies from small scale terraced cottages to large, detached, double fronted villas. This diverse area contains properties dating as far back as the 16th century
- 4.3.25 Moving out from the central cross-roads, the first parts of both Wargrave Road and London Road feature many large double fronted detached properties, generally two-storey and red-brick.
- 4.3.26 In this regard, the age of the application property is unclear. However, given the form of development, including the undercroft access to the car park to the rear it is thought to be a modern ‘mock tudor’ addition to the streetscene and not of any historic value.
- 4.3.27 In this regard, it is neutral in the significance of the street scene.
- 4.3.28 The nearby listed building (4-6 London Road) has its significance arising from the appearance in the street scene, in particular its old tile gabled roof, painted stucco and sash windows. However, the significance of the listed building has been eroded by its 20th century shop front and nearby commercial and residential buildings including the application site and modern parade opposite.

Assessment of the impact of the proposed development on the significance of the Heritage Asset.

- 4.3.29 The Conservation Area Leaflet makes clear that Conservation Areas are living communities which must be allowed to change over time in order to retain vitality and prosper. Consequently, the emphasis is to guide and control development rather than to prevent it.
- 4.3.30 It is important that all new development should be sympathetic to the special architectural and aesthetic qualities of the area, particularly in terms of scale, design and materials.
- 4.3.31 The Leaflet also states that original windows and doors should be repaired where possible or, if beyond repair, replaced with new ones to match the originals in terms of materials used and details of their design.
- 4.3.32 However, in this regard, it is noted that the existing windows are not thought to be of any historic value and are on a building which is of no historical value with the adjoining retail unit having modern windows and signage.
- 4.3.33 The terrace contains a mix of window styles and shopfronts and the upper windows at No. 8 already appear to be UPVC in appearance, as shown below:



- 4.3.34 UPVC windows already also exist on other windows on London Road, especially opposite the site and at 18-24 London Road.
- 4.3.35 The site lies within a town centre location with other modern buildings with modern shopfronts.
- 4.3.36 In this context, the proposed windows, which will have the same appearance as the existing, will have little impact on the appearance of the building, or the character or appearance and significance of the Conservation Area.
- 4.3.37 Similarly, the proposed development will have no impact on the setting of the nearby listed building.

4.4 Impact on neighbouring amenity

- 4.4.1 Policy CP3 confirms that planning permission will be granted for proposals that are of an appropriate scale of activity, mass, layout, built form, height, materials and character to the area together with a high quality of design without detriment to the amenities of adjoining land users including open spaces or occupiers and their quality of life.
- 4.4.2 In addition, in relation to overlooking, the windows proposed will simply replace existing and will be of the same dimensions. In this regard no additional overlooking will result.
- 4.4.3 The proposed development has no impact on the size of the building and therefore no amenity impacts have been identified.

4.5 Other Matters

Transport and Parking

- 4.5.1 The proposed development does not change the current parking arrangements and does not alter the occupancy of the dwelling.

Trees, ecology and biodiversity

- 4.5.2 There are no trees within the vicinity of the proposed extension and there will be no impact on any landscaping.
- 4.5.3 Policy CP7 seeks to protect biodiversity. In addition, Policy TB23 states that development should provide opportunities, including through design, layout and landscaping to incorporate new biodiversity features or enhance existing.
- 4.5.4 The proposed development consists of a householder application (within the curtilage of a dwellinghouse).
- 4.5.5 In this regard, the proposed development is exempt from the requirements of Biodiversity Net Gain.

Flood risk and drainage

- 4.5.6 The Environment Agency Flood Map confirms that the site is within Flood Zone 1 and is therefore at the lowest risk of flooding.
- 4.5.7 In addition, the site is not at risk from surface water flooding.
- 4.5.8 The proposed development will not result in any change to the current drainage requirements.

Sustainability

- 4.5.9 Policy CC04 states that planning permission will only be granted for proposals that seek to deliver high quality sustainably designed and constructed developments. However, the policy predominantly relates to new homes or large non-residential proposals.
- 4.5.10 However, the policy states that all development, including conversions, alterations and extensions shall incorporate suitable waste management facilities, including on-site recycling.
- 4.5.11 In this regard, the proposed extension has no impact on the refuse or recycling facilities within the site which will remain the same as the existing.
- 4.5.12 However, the proposed new windows will increase the sustainability of the dwelling and there should be no objections in this regard.

5 Summary and Conclusion

5.1 Summary

- 5.1.1 In summary, this statement represents a Planning, Design and Access and Heritage Impact Statement submitted in support of the planning application for replacement windows to the front and rear elevations at 8a London Road, Twyford, RG10 9ER.
- 5.1.2 The purpose of this statement is to identify Development Plan policies that maybe relevant in the assessment of the development proposal; and to consider whether the proposal conflicts with their provisions and, if so, whether there are material considerations that outweigh any conflict with the Development Plan.
- 5.1.3 An assessment of the relevant planning policies in the adopted Development Plans confirms that there is no significant conflict with their provisions and that the statutory test imposed by Section 70(2) of the Town and Country Planning Act and Section 38(6) of the Planning and Compulsory Purchase Act 2004 is met.
- 5.1.4 The National Planning Policy Framework is a material consideration in the assessment of the development proposal. An assessment of the Framework confirms that the proposed development is consistent with national planning policies and provides further support for the application.
- 5.1.5 The proposal has minimal impact on the significance of the Conservation Area which already contains modern fenestration. The above also confirms that the design of the proposed windows will have no impact on the setting of the nearby listed building.
- 5.1.6 There are no technical impediments to the granting of planning permission.

5.2 Conclusion

- 5.2.1 In conclusion, the proposed development is considered compliant with the relevant provisions of the development plan. Planning law dictates that this justifies a grant of planning permission. Assessment against the policies contained within the Framework, which is a material consideration, further confirms that the development can be considered to be a form of sustainable development and therefore benefit from the presumption in favour of sustainable development which is a golden thread running through decision-taking.
- 5.2.2 The proposal is therefore promoted on this basis and that it can be supported and receive a grant of planning permission.

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