

To all members of the Planning  
Applications Committee

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Your Ref:

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21 May 2018

Your contact is: **Nicky Simpson - Committee Services**

**NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE - 30 MAY 2018**

A meeting of the Planning Applications Committee will be held on Wednesday 30 May 2018 at **6.30 pm in the Council Chamber**, Reading. The Agenda for the meeting is set out below.

Please note that with regard to the planning applications, the order in which applications are considered will be at the Chair's discretion, and applications on which members of the public have requested to speak are likely to be considered first.

**AGENDA**

	<u>ACTION</u>	<u>WARDS AFFECTED</u>	<u>PAGE NO</u>
1. MINUTES OF THE PLANNING APPLICATIONS COMMITTEE HELD ON 25 APRIL 2018		-	1
2. DECLARATIONS OF INTEREST	-	-	-
3. QUESTIONS	-	-	-
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	DECISION	BOROUGHWIDE	7
5. PLANNING APPEALS	INFORMATION	BOROUGHWIDE	10
6. APPLICATIONS FOR PRIOR APPROVAL	INFORMATION	BOROUGHWIDE	14

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## Planning Applications to be determined

Item(s)	Action	Ward(s)	Page
7-9	DECISION	ABBEY	25
10	DECISION	BATTLE	129
11-12	DECISION	CAVERSHAM	155
13	DECISION	MINSTER	207
14	DECISION	REDLANDS	231
15	DECISION	TILEHURST	249

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Members of the public who participate in the meeting will be able to speak at an on-camera or off-camera microphone, according to their preference.

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## BOROUGH WIDE

### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 30<sup>th</sup> May 2018

Item:	7
Page No:	25
Ward:	Abbey
Application Number	171814
Application Type	Full Planning Approval
Applicant	Thames Properties Limited
Address	Cox & Wyman Ltd, Cardiff Road, Reading, RG1 8EX
Proposal	Demolition of existing site buildings and boundary treatments and erection of 96 no. dwellings including associated surface car parking, public realm and landscaping on land at the former Cox & Wyman building, Cardiff Road
Recommendation	Permitted subject to Legal Agreement
Item:	8
Page No:	57
Ward:	Abbey
Application Number	180273
Application Type	Full Planning Approval
Applicant	Express Team Ltd
Address	109b Oxford Road, Reading, RG1 7UD
Proposal	Amended Description: Change of use from sui generis (betting shop) to A3 restaurant with ancillary A5 takeaway and replacement shopfront (revised elevation details)
Recommendation	Application Permitted
Item:	9
Page No:	71
Ward:	Abbey (& Out of Borough)
Application Number	171108 (& 171662)
Application Type	Regulation 3 Planning Approval (& Adjacent Authority Consultation)
Applicant	Reading Borough Council Highways and Transport (& Wokingham Borough Council)
Address	Land between Thames Valley Business Park, Napier Road, Reading
Proposal	Construction of a segregated fast-track public transport, pedestrian and cycle bridge and viaduct, comprising concrete bridge structure with a river span of 59.5m and a land span of 316m, supported by concrete columns, steel beams and reinforced soil embankment, together with new footpath links and existing footpath alterations, replacement supermarket car parking provision, junction improvements and landscaping.
Recommendation	Permitted subject to Legal Agreement (& Observations sent)
Item:	10
Page No:	129
Ward:	Battle
Application Number	172192
Application Type	Prior Notification
Applicant	Network Rail
Address	Reading West Footbridge, Reading West Station, Oxford Road, Reading
Proposal	Prior Approval under Part 18 Class A to Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (the GPDO) for reconstruction of the footbridge to provide the necessary clearance for the OLE which is to run underneath the structure.
Recommendation	Application Refused

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## BOROUGH WIDE

### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 30<sup>th</sup> May 2018

Item:	11
Page No:	155
Ward:	Caversham
Application Number	180552
Application Type	Regulation 3 Planning Approval
Applicant	Reading Borough Council
Address	The Heights Primary School, 82 Gosbrook Road, Caversham, Reading
Proposal	Extension to the existing planning approval ref 151283 until 31st August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works including the temporary annexation of a portion of the adjacent Westfield Road Recreation Ground for pupils' outdoor play area during school hours.
Recommendation	Permitted subject to Legal Agreement
Item:	12
Page No:	192
Ward:	Caversham
Application Number	180204
Application Type	Householder
Applicant	Mr G Frost
Address	79 Henley Road, Caversham, Reading, RG4 6DS
Proposal	First floor rear extension (resubmission of 171302)
Recommendation	Application Permitted
Item:	13
Page No:	207
Ward:	Minster
Application Number	171740
Application Type	Full Planning Approval
Applicant	Ulterra Limited
Address	62-79 Armadale Court, Reading, RG30 2DF
Proposal	Extension of existing flat block with two additional storeys to accommodate 12 new apartments and provision of lift.
Recommendation	Application Refused
Item:	14
Page No:	231
Ward:	Redlands
Application Number	180144
Application Type	Full Planning Approval
Applicant	Mr Paul Kilshaw
Address	25 Redlands Road, Reading, RG1 5HX
Proposal	Demolition of a single-storey rear projection, followed by the construction of a single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self- contained flats (C3a) with associated car parking, bin and cycle storage.
Recommendation	Permitted subject to Legal Agreement

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## BOROUGH WIDE

### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 30<sup>th</sup> May 2018

Item:	15
Page No:	249
Ward:	Tilehurst
Application Number	180171
Application Type	Regulation 3 Planning Approval
Applicant	Reading Borough Council
Address	Moorlands Primary School, Church End Lane, Tilehurst, Reading, RG30 4UN
Proposal	School expansion from a two form of entry (420 pupils) to a three form of entry (630 pupils) to include two, two-storey double modular units (with new cladding), one single storey modular building (with new cladding) and two single storey extensions, demolition of single temporary classroom, retention of 2 double modular units, external landscaping works and increase in car parking numbers including off- site parking on adjacent Recreation Ground.
Recommendation	Permitted subject to Legal Agreement



## KEY TO CODING OF PLANNING APPLICATIONS

1. Planning application reference numbers are made up of 2 parts.
  - 1.1 The number begins with the year e.g. 15
  - 1.2 This is followed by a consecutive number, showing what number the application is in any year (e.g. 150128).
  
2. The following is a key to existing officers with their direct dial telephone numbers.

GF1	-	Giorgio Framalico	9372604
KAR	-	Kiaran Roughan	9374530
LEB	-	Lynette Baker	9372413
JW6	-	Julie Williams	9372461
RJE	-	Richard Eatough	9373338
JPM	-	Johnathan Markwell	9372458
SDV	-	Steve Vigar	9372980
CR2	-	Claire Ringwood	9374545
CJB	-	Christopher Beard	9372430
SGH	-	Stephen Hammond	9374424
MDW	-	Mark Worringham	9373337
AJA	-	Alison Amoah	9372286
SEH	-	Sarah Hanson	9372440
RSC	-	Ralph Chakadya	9372993
BXP	-	Boja Petkovic	9372352
MJB	-	Mathew Burns	9373625
HB3	-	Heather Banks	9374175
EH1	-	Ethne Humphreys	9374085
SKB	-	Sarah Burr	9374227
TRH	-	Tom Hughes	9374150
SFB	-	Susanna Bedford	9372023
NW2	-	Nathalie Weekes	9374237
TF1	-	Tom French	9374068

**GUIDE TO USE CLASSES ORDER**  
and Permitted Changes of Use (England)

Use Classes (Amendment) Order 2005	Use Classes Order 1972	Description	General Permitted Development (Amendment) Order 2005
<b>A1</b> Shops	Class I	<ul style="list-style-type: none"> <li>Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, dry cleaners, internet cafes, etc.</li> <li>Pet shops, cat-meat shops, tripe shops, sandwich bars</li> <li>Showrooms, domestic hire shops, funeral directors</li> </ul>	No permitted changes
<b>A2</b> Financial and Professional Services	Class II	<ul style="list-style-type: none"> <li>Banks, building societies, estate and employment agencies</li> <li>Professional and financial services, betting offices</li> </ul>	Permitted change to A1 <i>where a ground floor display window exists</i>
<b>A3</b> Restaurants and Cafes		Restaurants, snack bars, cafes	Permitted change to A1 or A2
<b>A4</b> Drinking Establishments		Pubs and bars	Permitted change to A1, A2 or A3
<b>A5</b> Hot Food Take-Aways		Take-Aways	Permitted change to A1, A2 or A3
<b>Sui Generis</b>		Shops selling and/or displaying motor vehicles, retail warehouse clubs, laundrettes, taxi or vehicle hire businesses, amusement centres, petrol filling stations	No permitted change
<b>B1</b> Business	Class II  Class III	(a) Offices, not within A2 (b) Research and development, studios, laboratories, high tech (c) Light industry	Permitted change to B8 <i>where no more than 235m</i>
<b>B2</b> General industry	Class IV-IX	General industry	Permitted change to B1 or B8 <i>B8 limited to no more than 235m</i>
<b>B8</b> Storage or Distribution	Class X	Wholesale warehouse, distribution centres, repositories	Permitted change to B1 <i>where no more than 235m</i>
<b>Sui Generis</b>		Any work registrable under the Alkali, etc. Works Regulation Act, 1906	No permitted change
<b>C1</b> Hotels	Class XI	Hotels, boarding and guest houses	No permitted change
<b>C2</b> Residential Institutions	Class XII Class XIV	<ul style="list-style-type: none"> <li>Residential schools and colleges</li> <li>Hospitals and convalescent/nursing homes</li> </ul>	No permitted change
<b>C2A</b> Secure residential institutions		Prisons, young offenders institutions, detention centres, secure training centres, custody centres, short-term holding centres, secure hospitals, secure local authority accommodation or use as military barracks.	No permitted change
<b>C3</b> Dwelling houses		<ul style="list-style-type: none"> <li>Single occupancy or single households (in the family sense);</li> <li>No more than six residents living as a single household where care is provided;</li> <li>No more than six residents living as a single household where the building is managed by a local housing authority, a registered social landlord, a police authority, a fire authority, or a health service body.</li> </ul>	Permitted to change to C4
<b>C4</b> Houses in multiple occupation		Use of a dwellinghouse by between three and six residents, who do not form a single household (in the family sense) and share basic facilities (toilet, bathroom or kitchen).	Permitted to change to C3
<b>Sui Generis</b>		<ul style="list-style-type: none"> <li>House in multiple occupation with more than six residents</li> <li>Hostel</li> </ul>	No permitted change



<b>D1</b> Non-Residential Institutions	Class XIII Class XV Class XVI	<ul style="list-style-type: none"> <li>• Places of worship, church halls</li> <li>• Clinics, health centres, creches, day nurseries, consulting rooms</li> <li>• Museums, public halls, libraries, art galleries, exhibition halls</li> <li>• Non-residential education and training centres</li> </ul>	No permitted change
<b>D2</b> Assembly and Leisure	Class XVII Class XVIII	<ul style="list-style-type: none"> <li>• Cinemas, music and concert halls</li> <li>• Dance, sports halls, swimming baths, skating rinks, gymnasiums</li> <li>• Other indoor and outdoor sports and leisure uses, bingo halls, casinos</li> </ul>	No permitted change
<b>Sui Generis</b>	Class XVII	Theatres, nightclubs	No permitted change



Present: Councillor Livingston (Chair);

Councillors Brock, Duveen, Hopper, Maskell, McKenna, Page, Pearce, Robinson, Singh, Vickers, J Williams and R Williams.

Apologies: Councillor Gavin.

#### RESOLVED ITEMS

It was reported at the meeting that application 172213/FUL (After Dark Nite Club, 112 London Street) had been withdrawn.

#### 73. MINUTES

The Minutes of the meeting held on 4 April 2018 were agreed as a correct record and signed by the Chair.

#### 74. SITE VISITS

The Director of Environment and Neighbourhood Services submitted, at the meeting, a schedule of applications to be considered at future meetings of the Committee to enable Councillors to decide which sites, if any, they wished to visit prior to determining the relevant applications.

Resolved -

- (1) That the under-mentioned application together with any additional applications which the Head of Planning, Development and Regulatory Services might consider appropriate, be the subject of an unaccompanied site visit with briefing note:

#### 180358/FUL - BRISTOL & WEST ARCADE, MARKET PLACE

Demolition of vacant former Bristol & West Arcade (173 - 175 Friar Street) and erection of an eight storey mixed -use building (plus basement) to provide 35 residential units, 4,212 sqm of B1 office floorspace, and 5 retail units (A1/A2/A3), demolition of rear parts of 29 - 31 and 32 Market Place, the change of use of the retained units at 27 - 28, 29 - 31 Market Place at first, second and third floors to provide 8 residential units, change of use at ground and basement level of 32 Market Place from A2 to flexible retail use (A1/A2/A3), retention of 260.4 sqm of A4 use at ground and basement at 29-31 Market Place, change of use at ground and basement of 27 Market Place.

- (2) That the under-mentioned application together with any additional applications which the Head of Planning, Development and Regulatory Services might consider appropriate, be the subject of an accompanied site visit:

#### 180204/HOU - 79 HENLEY ROAD, CAVERSHAM

First floor rear extension.

**75. PLANNING APPEALS**

**(i) New Appeals**

The Director of Environment and Neighbourhood Services submitted a schedule giving details of notification received from the Planning Inspectorate regarding one planning appeal, the method of determination for which she had already expressed a preference in accordance with delegated powers, which was attached as Appendix 1 to the report.

**(ii) Appeals Recently Determined**

The Director of Environment and Neighbourhood Services submitted details of five decisions that had been made by the Secretary of State, or by an Inspector appointed for the purpose, which were attached as Appendix 2 to the report.

**(iii) Reports on Appeal Decisions**

There were no reports on appeal decisions.

Resolved -

- (1) That the new appeal, as set out in Appendix 1, be noted;
- (2) That the outcome of the recently determined appeals, as set out in Appendix 2, be noted.

**76. APPLICATIONS FOR PRIOR APPROVAL**

The Director of Environment and Neighbourhood Services submitted a report giving details in Table 1 of seven pending prior approval applications, and in Table 2 of eight applications for prior approval decided between 16 March 2018 and 13 April 2018.

Resolved - That the report be noted.

**77. QUARTERLY PERFORMANCE MONITORING REPORT - DEVELOPMENT MANAGEMENT SERVICE**

The Director of Environment and Neighbourhood Services submitted a report providing performance monitoring information for Quarter 4 (January-March) of 2017/18. It set out the Council's current performance against government criteria for designation and corporate indicators where they varied from the government criteria.

Resolved - That the report be noted.

**78. ANNUAL PERFORMANCE MONITORING REPORT- DEVELOPMENT MANAGEMENT SERVICE**

The Director of Environment and Neighbourhood Services submitted a report setting out details of performance in development management (applications, appeals, enforcement and associated services) during 2017/18.

Resolved - That the report be noted.

**79. DRAFT REVISED NATIONAL PLANNING POLICY FRAMEWORK AND ASSOCIATED CONSULTATIONS**

The Director of Environment and Neighbourhood Services submitted a report on a draft Revised National Planning Policy Framework (NPPF) which had been published by the Department for Housing Communities and Local Government (DHCLG) on 9 March 2018.

The report explained that the revised NPPF was intended to set out how various reforms which the government had previously consulted on would be taken forward, with the main aim being to provide more housing to meet current high levels of unmet need for housing. DHCLG had also published several other documents including National Planning Policy Framework Consultation Proposals, Draft Planning Practice Guidance, a consultation on 'Supporting housing delivery through developer contributions', a Housing Delivery Test Draft Measurement Rule Book, and a Government response to the Planning for the Right Homes in the Right Places consultation.

The report briefly summarised the contents of the revised NPPF and the other consultation documents, and considered some of the possible implications for the planning system as it currently operated and specifically implications for the Council. A draft recommended response to the consultations was set out for approval at Appendix 1.

Resolved -

- (1) That the contents of the Draft Revised NPPF and associated documents published by DCLG in March 2018 and the various proposed changes to the planning system be noted;
- (2) That the general thrust of the recommended response to the consultation and other proposals as outlined in the report be agreed, with the final comments to be agreed by the Head of Planning, Development and Regulatory Services in consultation with the Lead Councillor for Strategic Environment, Planning and Transport.

**80. STREET NAME ASSIGNMENT FOR DEVELOPMENT AT REAR OF 52 RUSSELL STREET**

The Director of Environment and Neighbourhood Services submitted a report asking the Committee to agree a street name for a development site to the rear of 52 Russell Street. A plan of the site detailing the street layout and location of the development was attached to the report at Appendix 1.

The report stated that a proposed name of Aldworth Rise had been suggested by the developer and referenced the history of the location which had previously been the site of a property called 'Aldworth Rise', built circa 1840 by a world-renowned architect called James Brooks.

The report stated that, if the proposed name was not considered suitable, the Committee should select an alternative from the Approved Street Names List which was attached to the report at Appendix 2.

This item was brought to the Committee for urgent consideration, in accordance with Section 100B 4(b) of the Local Government Act 1972 (as amended), on the grounds that the matter needed to be determined prior to the next scheduled meeting of the Committee.

Resolved - That the development to the rear of 52 Russell Street be named Aldworth Rise.

## 81. PLANNING APPLICATIONS

The Committee considered reports by the Director of Environment and Neighbourhood Services.

Resolved -

- (1) That, subject to the conditions now approved, permission be granted under planning legislation and, where appropriate, under the Advertisement Regulations, as follows:

### 172295/FUL - 41 MINSTER STREET

Upgrade of existing rooftop base station comprising the relocation of an existing antenna and the provision of additional 3 No antennas together with feeder cables, steelworks and ancillary development.

Granted as recommended.

Conditional planning permission and informatives as recommended.

### 172296/LBC - 41 MINSTER STREET

Upgrade of existing rooftop base station comprising the relocation of an existing antenna and the provision of additional 3 No antennas together with feeder cables, steelworks and ancillary development.

Granted as recommended.

Conditional consent and informatives as recommended.

### 180094/FUL - EQUITY HOUSE, 4-6 SCHOOL ROAD

Change of use from B1 (offices) to D1 (non-residential institution) for use as a community facility offering space for worship, training, education and meetings with associated works. Part retrospective.

An update report was tabled at the meeting which recommended changes and clarifications to conditions regarding amplified music and singing, parking and turning spaces, submission and monitoring of a Travel Plan, and ensuring a range of uses. The report also stated that there had been additional comments received and that an acceptable car parking plan had been submitted, which was appended

to the update report.

Granted as recommended in the original report.

Conditional planning permission and informatives as recommended in the update report, with the condition regarding amplified music and singing amended to require no amplified sound.

Comments and objections received and considered.

Objectors Nick Brailsford and Gavin Pearce Boby, and Hussain Haidry on behalf of the applicant, attended the meeting and addressed the Committee on this application.

(Councillor Duveen declared a prejudicial interest in this item on the grounds that he had previously expressed support for the application and held meetings with the applicants as Ward Councillor. He made a statement to the Committee but did not take part in the debate or decision.)

(2) That consideration of the following application be deferred for the reason indicated:

180204/HOU - 79 HENLEY ROAD, CAVERSHAM

First floor rear extension.

An update report was tabled at the meeting which made two corrections to the original report.

Deferred for an accompanied site visit including the neighbouring properties.

Objectors Tim Page and Barbara Camanzi, and the applicant Gavin Frost, attended the meeting and addressed the Committee on this application.

**82. EXCLUSION OF THE PRESS AND PUBLIC**

Resolved -

That, pursuant to Section 100A of the Local Government Act 1972 (as amended), members of the press and public be excluded during consideration of item 83 as it was likely that there would be a disclosure of exempt information as defined in the relevant paragraphs of Part 1 of Schedule 12A (as amended) of the Act.

**83. PLANNING ENFORCEMENT QUARTERLY UPDATE**

The Director of Environment and Neighbourhood Services submitted a report on the current status of all outstanding enforcement notices/prosecutions, including cases where formal enforcement action and/or prosecutions had been undertaken but where the action taken had not yet resolved the breach of planning control. An overview of all outstanding cases involving formal action was attached at Appendix 1.

Resolved - That the report be noted.

PLANNING APPLICATIONS COMMITTEE MINUTES - 25 APRIL 2018

(Exempt information as defined in paragraphs 6 & 7).

(The meeting started at 6.30 pm and closed at 8.15 pm).



**READING BOROUGH COUNCIL  
REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES**

<b>TO:</b>	<b>PLANNING APPLICATIONS COMMITTEE</b>		
<b>Date:</b>	<b>30 May 2018</b>	<b>AGENDA ITEM:</b>	<b>4</b>
<b>TITLE:</b>	<b>POTENTIAL SITE VISITS FOR COMMITTEE ITEMS</b>		
<b>SERVICE:</b>	<b>PLANNING</b>	<b>WARDS:</b>	<b>BOROUGH WIDE</b>
<b>AUTHOR:</b>	<b>Kiaran Roughan</b>	<b>TEL:</b>	<b>0118 9374530</b>
<b>JOB TITLE:</b>	<b>Planning Manager</b>	<b>E-MAIL:</b>	<b>kiaran.roughan@reading.gov.uk</b>

**1. PURPOSE AND SUMMARY OF REPORT**

- 1.1 To identify those sites where, due to the sensitive or important nature of the proposals, Councillors are advised that a Site Visit might be appropriate before the meeting of the next Committee (or at a future date) and to confirm how the visit will be arranged.

**2. RECOMMENDED ACTION**

- 2.1 That you resolve to visit the sites which will be identified by officers in a paper in the update Agenda on the day of the forthcoming Planning Applications Committee and confirm if there are any other sites Councillors consider necessary to visit before reaching a decision on an application.
- 2.2 That you confirm how the site will be visited, unaccompanied or accompanied, and if accompanied agree the site visit date and time.

**3. THE PROPOSAL**

- 3.1 The potential list of agenda items submitted since the last meeting of the Planning Applications Committee will be provided with the update Agenda on the day of forthcoming Planning Applications Committee. Where appropriate, I will identify those applications that I feel warrant a site visit by the Committee prior to formal consideration of the proposals.
- 3.2 Councillors may also request a site visit to other sites on that list if they consider it relevant to their ability to reach a decision on the application.
- 3.3 Officers may also recommend a site visit if they intend to report a normally delegated application to the Committee for a decision.
- 3.4 A site visit may also be proposed in connection with a planning enforcement issue which is before the Committee for consideration.
- 3.5 Site visits in the above circumstances should all take place in advance of a Committee decision and should only be used where the expected benefit is substantial.

- 3.6 A site visit is only likely to be necessary if the impact of the proposed development is difficult to visualise from the plans and any supporting material including photographs taken by officers (although, if this is the case, additional illustrative material should have been requested); or, there is a good reason why the comments of the applicant and objectors cannot be expressed adequately in writing; or, the proposal is particularly contentious.
- 3.7 Accompanied site visits consist of an arranged inspection by a viewing Committee, with officers in attendance and by arrangement with the applicant or their agent. Applicants and objectors however will have no right to speak but may observe the process and answer questions when asked. The visit is an information gathering opportunity and not a decision making forum.
- 3.8 Recently Councillors have expressed a preference to carry out unaccompanied site visits, where the site is easily viewable from public areas, to enable them to visit the site when convenient to them. In these instances the case officer will provide a briefing note on the application and the main issues to be considered by Councillors when visiting the site.
- 3.9 There may also be occasions where officers or Councillors request a post completion site visit in order to review the quality or impact of a particular development.

#### 4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Planning services contribute to producing a sustainable environment and economy within the Borough and to meeting the 2015 -18 Corporate Plan objective for “Keeping the town clean, safe, green and active.” Under the heading, Neighbourhoods, the Corporate Plan aims to improve the physical environment - the cleanliness of our streets, places for children to play, green spaces, how we feel about our neighbourhood and whether we feel safe, have a sense of community and get on with our neighbours.

#### 5. COMMUNITY ENGAGEMENT AND INFORMATION

- 5.1 Statutory neighbour consultation takes place on planning applications.

#### 6. EQUALITY IMPACT ASSESSMENT

- 6.1 Officers when assessing an application and when making a recommendation to the Committee, will have regard to its duties Under the Equality Act 2010, Section 149, to have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

#### 7. LEGAL IMPLICATIONS

- 7.1 None arising from this report.

**8. FINANCIAL IMPLICATIONS**

8.1 The cost of site visits is met through the normal planning service budget.

**9. BACKGROUND PAPERS**

Reading Borough Council Planning Code of Conduct.

Local Safety Practice 2013 Planning Applications Committee site visits.

# READING BOROUGH COUNCIL

## REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	30 May 2018	AGENDA ITEM:	5
TITLE:	PLANNING APPEALS		
AUTHOR:	Kiaran Roughan	TEL:	0118 9374530
JOB TITLE:	Planning Manager	E-MAIL:	Kiaran.roughan@reading.gov.uk

### 1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To report notifications received from the Planning Inspectorate on the status of various planning appeals.

### 2. RECOMMENDED ACTION

- 2.1 That you note the appeals received and the method of determination as listed in Appendix 1 of this report.
- 2.2 That you note the appeals decided as listed in Appendix 2 of this report.
- 2.3 That you note the Planning Officers reports on appeal decisions provided in Appendix 3 of this report.

### 3. INFORMATION PROVIDED

- 3.1 Please see Appendix 1 of this report for new appeals lodged since the last committee.
- 3.2 Please see Appendix 2 of this report for new appeals decided since the last committee.
- 3.3 Please see Appendix 3 of this report for new Planning Officers reports on appeal decisions since the last committee.

### 4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Defending planning appeals made against planning decisions contributes to producing a sustainable environment and economy within the Borough and to meeting the 2015 -18 Corporate Plan objective for “Keeping the town clean, safe, green and active.”

### 5. COMMUNITY ENGAGEMENT AND INFORMATION

- 5.1 Planning decisions are made in accordance with adopted local development plan policies, which have been adopted by the Council following public consultation. Statutory consultation also takes place on planning applications and appeals and this can have bearing on the decision

reached by the Secretary of State and his Inspectors. Copies of appeal decisions are held on the public Planning Register.

## 6. EQUALITY IMPACT ASSESSMENT

6.1 Where appropriate the Council will refer in its appeal case to matters connected to its duties Under the Equality Act 2010, Section 149, to have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

## 7. LEGAL IMPLICATIONS

7.1 Public Inquiries are normally the only types of appeal that involve the use of legal representation. Only applicants have the right to appeal against refusal or non-determination and there is no right for a third party to appeal a planning decision.

## 8. FINANCIAL IMPLICATIONS

8.1 Public Inquiries and Informal Hearings are more expensive in terms of officer and appellant time than the Written Representations method. Either party can be liable to awards of costs. Guidance is provided in Circular 03/2009 “Cost Awards in Appeals and other Planning Proceedings”.

## 9. BACKGROUND PAPERS

9.1 Planning Appeal Forms and letters from the Planning Inspectorate.

## APPENDIX 1

### Appeals Lodged:

WARD: PEPPARD  
APPEAL NO: APP/E0345/W/17/3191047  
CASE NO: 170691  
ADDRESS: 4 Copse Avenue  
PROPOSAL: Erection of 2 x 4 bedroom detached dwellings, access and parking  
CASE OFFICER: Susanna Bedford  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 19.04.2018

WARD: MAPLEDURHAM  
APPEAL NO: APP/E0345/W/17/3192214  
CASE NO: 170176  
ADDRESS: Caversham Lawn Tennis Club, Queensborough Drive  
PROPOSAL: Erection of 9 no. floodlighting columns (6.7 metres high) supporting 0 no. luminaires (HiLux Match LED Gen 3) with LED lamps (overall height 7.0 metres) to provide lighting to Courts 3 and 4 for Recreational Tennis (BS12193-2007 Class III).  
CASE OFFICER: Jonathan Markwell  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 18.04.2018

## APPENDIX 2

### Appeals Decided:

WARD: CHURCH  
APPEAL NO: APP/E0345/W/17/3184513  
CASE NO: 170609  
ADDRESS: 8 Benson Close  
PROPOSAL: A new build 3 bedroom house beside the existing No 8 Benson Close  
CASE OFFICER: Claire Ringwood  
METHOD: Written Representation  
DECISION: Dismissed  
DATE DETERMINED: 13/04/2018  
WARD: SOUTHCOTE  
APPEAL NO: APP/E0345/C/17/3182865  
CASE NO: E16251  
ADDRESS: Land at 2 Fontwell Drive  
PROPOSAL: Enforcement notice on erection of dwelling house without planning permission  
CASE OFFICER: Chris Beard  
METHOD: Written Representation  
DECISION: Allowed  
DATE DETERMINED: 01.05.2018

### APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

No reports available this time.

READING BOROUGH COUNCIL

REPORT BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	30 May 2018	AGENDA ITEM:	6
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Lynette Baker & Julie Williams		
JOB TITLE:	Area Team Leaders	E-MAIL:	<a href="mailto:Julie.williams@reading.gov.uk">Julie.williams@reading.gov.uk</a> <a href="mailto:Lynette.baker@reading.gov.uk">Lynette.baker@reading.gov.uk</a>

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To advise Committee of new applications and decisions relating to applications for prior-approval under the amended Town and Country Planning (General Permitted Development) Order (GPDO 2015).

2. RECOMMENDED ACTION

- 2.1 That you note the report.

3. BACKGROUND

- 3.1 At your meeting on 29 May 2013 a report was presented which introduced new permitted development rights and additional requirements for prior approval from the local planning authority for certain categories of permitted development. It was agreed then that a report be brought to future meetings for information and to include details of applications received for prior approval, those pending a decision and those applications which have been decided since the last Committee date.

4 TYPES OF PRIOR APPROVAL APPLICATIONS

- 4.1 The categories of development requiring prior approval under the Town and Country Planning (General Permitted Development)(England) Order 2015, or amended by the Town and Country Planning (General Permitted Development)(England)(Amendment) Order 2016 that are of most relevance to Reading Borough are summarised as follows:

- Householder development - single storey rear extensions. GPDO Part 1, Class A1(g-k).
- Change of use from A1 shops or A2 financial & professional, betting office, pay day loan shop or casino to A3 restaurants and cafes. GPDO Part 3 Class C.
- Change of use from A1 shops or A2 financial & professional, betting office or pay day loan shop to Class D2 assembly & leisure. GPDO Part 3 Class J.
- Change of use from A1 shops or A2 financial and professional or a mixed use of A1 or A2 with dwellinghouse to Class C3 dwellinghouse. GPDO Part 3 Class M\*
- Change of use from an amusement arcade or a casino to C3 dwellinghouse & necessary works. GPDO Part 3 Class N
- Change of use from B1 office to C3 dwellinghouse GPDO Part 3, Class O\*.
- Change of use from B8 storage or distribution to C3 dwellinghouse GPDO Part 3, Class P



- Change of use from B1(c) light industrial use to C3 dwellinghouse GPDO Part 3, Class PA\*
- Change of use from agricultural buildings and land to Class C3 dwellinghouses and building operations reasonably necessary to convert the building to the C3 use. GPDO Part 3 Class Q.
- Change of use of 150 sq m or more of an agricultural building (and any land within its curtilage) to flexible use within classes A1, A2, A3, B1, B8, C1 and D2. GPDO Part 3 Class R.
- Change of use from Agricultural buildings and land to state funded school or registered nursery D1. GPDO Part 3 Class S.
- Change of use from B1 (business), C1 (hotels), C2 (residential institutions), C2A (secure residential institutions and D2 (assembly and leisure) to state funded school D1. GPDO Part 3 Class T.
- Temporary use of buildings for film making for up to 9 months in any 27 month period. GPDO Part 4 Class E
- Development under local or private Acts and Orders (e.g. Railways Clauses Consolidation Act 1845). GPDO Part 18.
- Development by telecommunications code system operators. GPDO Part 16.
- Demolition of buildings. GPDO Part 11.

4.2 Those applications for Prior Approval received and yet to be decided are set out in the appended Table 1 and those applications which have been decided are set out in the appended Table 2. The applications are grouped by type of prior approval application. Information on what the estimated equivalent planning application fees would be is provided.

4.3 It should be borne in mind that the planning considerations to be taken into account in deciding each of these types of application are specified in more detail in the GDPO. In some cases the LPA will first need to confirm whether or not prior approval is required before going on to decide the application on its planning merits where prior approval is required.

4.4 Details of any appeals on prior-approval decision will be included elsewhere in the agenda.

## 5. CONTRIBUTION TO STRATEGIC AIMS

5.1 Changes of use brought about through the prior approval process are beyond the control or influence of the Council's adopted policies and Supplementary Planning Documents. Therefore it is not possible to confirm how or if these schemes will contribute to the strategic aims of the Council.

## 6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Statutory consultation takes place in connection with applications for prior-approval as specified in the Order discussed above.

## 7 EQUALITY IMPACT ASSESSMENT

7.1 Where appropriate the Council must have regard to its duties under the Equality Act 2010, Section 149, to have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 There are no direct implications arising from the proposals.

## 8. LEGAL IMPLICATIONS

8.1 None arising from this Report.

## 9. FINANCIAL IMPLICATIONS

9.1 Since the additional prior notifications were introduced in May 2013 in place of applications for full planning permission, the loss in fee income is estimated to be £964,274

(Office Prior Approvals - £888,023: Householder Prior Approvals - £60,640:  
Retail Prior Approvals - £5836: Demolition Prior Approval - £2135: Storage Prior  
Approvals - £5350: Shop to Restaurant Prior Approval - £1886: Shop to Leisure Prior  
Approval - £305)

*Figures since last report*

Office Prior Approvals - £38982: Householder Prior Approvals - £1648

9.2 However it should be borne in mind that the prior notification application assessment process is simpler than would have been the case for full planning permission and the cost to the Council of determining applications for prior approval is therefore proportionately lower. It should also be noted that the fee for full planning applications varies by type and scale of development and does not necessarily equate to the cost of determining them.

## 10. BACKGROUND PAPERS

The Town and Country Planning (General Permitted Development) (England) Order 2015

Town and Country Planning (General Permitted Development)(England)(Amendment) Order 2016.

Table 1 - Prior-approval applications pending @ 16 May 2018

## Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	180589	276 Tilehurst Road, Reading, RG30 2NE	Norcot	Rear extension measuring 5m in depth, with a maximum height of 3.625m, and 3m in height to eaves level.	04/04/2018	15/05/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180621	53 Culver Road, Reading, RG6 1QA	Park	Rear extension measuring 6m in depth, with a maximum height of 3.9m, and 2.2m in height to eaves level.	09/04/2018	20/05/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180687	10 De Beauvoir Road, Reading, RG1 5NS	Redlands	Rear extension measuring 1.9m and 6m in depth, with a maximum height of 2.86m, and 2.86m in height to eaves level.	20/04/2018	05/06/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180622	20 Underwood Road, Reading, RG30 3LR	Southcote	Rear extension measuring 6m in depth, with a maximum height of 2.7m, and 2.6m in height to eaves level.	10/04/2018	21/05/2018		£206

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application
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								fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	180584	5 Ilkley Road, Caversham, Reading, RG4 7BD	Thames	Rear extension measuring 8 metres in depth, with a maximum height of 4 metres, and 2.5 metres in height to eaves level.	05/04/2018	27/05/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180620	119 Callington Road, Reading, RG2 7QF	Whitley	Rear extension measuring 5m in depth, with a maximum height of 3m, and 2.65m in height to eaves level.	09/04/2018	20/05/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180640	65 Whitley Wood Lane, Reading, RG2 8PW	Whitley	Rear extension measuring 4m in depth, with a maximum height of 3.6m, and 2.52m in height to eaves level.	13/04/2018	24/05/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180727	85 Spencer Road, Reading, RG2 8TP	Whitley	Rear extension measuring 4m in depth, with a maximum height of 3m, and 3m in height to eaves level.	01/05/2018	11/06/2018		£206

Office to Residential Prior Approval applications pending

Application type	Application reference	Address	Ward	Proposal 18	Date Received	Target Determination	Comments	Equivalent planning
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	number					Date		application fee
Office use to dwelling house - Class O, Part 1 GPDO 2015	180722	Clarendon House, 59-75 Queens Road, Reading, RG1 4BN	Abbey	Change of use of building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 49 dwellings.	27/04/2018	03/07/2018		£22080
Office use to dwelling house - Class O, Part 1 GPDO 2015	180658	Land to the rear of, 223 Oxford Road, Reading, RG1 7PX	Battle	Change of use of ground floor from Class B1(c) (light industrial) to C3 (dwelling house) to comprise of a 1 bed flat.	18/04/2018	20/06/2018		£366
Office use to dwelling house - Class O, Part 1 GPDO 2015	180654	14 Arkwright Road, Reading, RG2 0LS	Katesgrove	Change of use of office building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 37 dwelling units.	18/04/2018	13/06/2018		£16536

#### Retail Prior Approvals applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Retail Prior Approval	180572	180 Wantage Road, Reading, RG30 2SJ	Norcot	Notification for Prior Approval for a Proposed Change of Use of a Building and detached garage from Class A1 (shops) to C3 (dwellinghouses) to comprise three dwellings.	29/03/2018	24/05/2018		£256

#### Prior Notification applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
				19			

Prior Notification	172192	Reading West Footbridge, Reading West Station, Reading	Battle	Prior Approval under Part 18 Class A to Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (the GPDO) for reconstruction of the footbridge to provide the necessary clearance for the OLE which is to run underneath the structure.	07/12/2017	01/02/2018	
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Demolition Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
Demolition Prior Approval	180217	20 Hosier Street, Reading, RG1 7JL	Abbey	Application for prior notification of proposed demolition.	02/02/2018	02/03/2018	

Shop to Restaurant Prior Approval applications pending - None

Shop to Assembly & Leisure Prior Approval applications pending - None

Telecommunications Prior Approval applications pending - None

Storage to Residential Prior Approval applications pending - None

Table 2 - Prior-approval applications decided 13 April 2018 to 16 May 2018

## Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Householder Prior Approval - Class A, Part 1 GPDO 2015	180571	22 Newport Road, Reading, RG1 8EA	Abbey	Rear extension measuring 4.3m in depth, with a maximum height of 3.5m, and 2.7m in height to eaves level.	29/03/2018	09/05/2018	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	180460	15 Hemdean Rise, Caversham, Reading, RG4 7SA	Caversham	Rear extension measuring 4.3m in depth, with a maximum height of 4.0m, and 3.0m in height to eaves level.	13/03/2018	23/04/2018	Prior Approval Notification - Refusal
Householder Prior Approval - Class A, Part 1 GPDO 2015	180570	110 Basingstoke Road, Reading, RG2 0ET	Katesgrove	Rear extension measuring 6m in depth, with a maximum height of 3m, and 3m in height to eaves level.	29/03/2018	09/05/2018	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	180502	21 St Saviours Road, Reading, RG1 6EJ	Minster	Rear extension measuring 4.957 metres in depth, with a maximum height of 4.0 metres, and 2.871 metres in height to eaves level.	18/03/2018	18/04/2018	Prior Approval NOT REQUIRED

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Householder Prior Approval - Class A, Part 1 GPDO 2015	180504	453 Basingstoke Road, Reading, RG2 0JF	Whitley	Rear extension measuring 6 metres in depth, with a maximum height of 2.85 metres, and 2.7 metres in height to eaves level.	20/03/2018	30/04/2018	Prior Approval NOT REQUIRED

Shop to Restaurant Prior Approval applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Shop, Financial, Betting, Pay day, Casino to Restaurant/ Cafe - Class C	180323	172 Oxford Road, Reading, RG1 7PL	Battle	Notification of Prior Approval for a Change of Use from Office (Class A2) to a cafe (Class A3).	20/02/2018	18/04/2018	Application Withdrawn

Office to Residential Prior Approval applications decided - None

Telecommunications Prior Approval applications decided - None

Demolition Prior Approval applications decided - None

Retail to Residential applications decided - None

Prior Notification applications decided - None

Storage to Residential Prior Approval applications decided - None

Shop to Assembly & Leisure Prior Approval applications decided - None



# ABBEY



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 7

PLANNING APPLICATIONS COMMITTEE: 30<sup>th</sup> May 2018

Ward: Abbey

Application No.: 171814/FUL

Address: Cox and Wyman Site, Cardiff Road

Proposal: Demolition of existing site buildings and boundary treatments and erection of 96 no. dwellings (48 x 3 bed houses; height 2 to 3.5 storey and 40 x 1-2 bed flats, 8 x 3 bed flats within 2 apartment blocks; height 3 to 4 storey) including associated surface car parking, public realm and landscaping on land at the former Cox & Wyman building, Cardiff Road.

Applicant: Thames Properties Limited

Date Valid :12/12/2017

Application target decision date: Originally 13/3/2018 (13 weeks for a major development); An extension of time has been agreed until 6 /6/2018

26 week date: 13/5/2018

### RECOMMENDATION

GRANT full planning permission subject to completion of a S106 legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by the 6<sup>th</sup> June 2018 (unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the legal agreement),

The legal agreement to secure the following:

- Affordable Housing:

Provision of 29 on-site residential units as affordable housing, comprising 8 social rented (6 x 3 bed houses, 2 x 3 bed flats); 12 Affordable rent (12 x 1 and 2 bed flats) and 9 Shared ownership 9 x 1 and 2 bed flats).

- A financial contribution (sum to be agreed) to undertake formal road closures and associated legal costs

- A financial contribution of £7,500 toward a Traffic Regulation Order

- Car-club (minimum 1 vehicle) and 12 electric charging points

- Provision and Implementation of a Travel Plan

- An Employment, Skills and Training Plan (construction phase) or financial contribution

- Provision of Public Open Space and play equipment

- Financial contribution of (sum to be agreed) towards off site leisure improvements

And the following conditions to include:

1. Time Limit - 3 years
2. Approved plans
3. Pre-commencement (barring demolition) details of all external materials to be

submitted to the LPA and approved in writing with the LPA.

4. Pre-commencement (including demolition) construction (and demolition) method statement
5. Pre-occupation vehicle parking spaces provided in accordance with the approved plans
6. Pre-occupation vehicle accesses provided in accordance with the approved plans
7. Pre-occupation bicycle parking - plans to be approved
8. Pre-occupation bin storage provided in accordance with the approved plans
9. Parking permits - pre-occupation notification of postal addresses
10. Parking permits - prohibition on entitlement to a car parking permit
11. Access closure with reinstatement
12. Pre- occupation roads to be provided
13. Implementation of approved noise mitigation scheme
14. No mechanical plant shall be installed until a noise assessment of the proposed mechanical plant has been submitted and approved by this Council. Maintained as approved thereafter.
15. Submission of measures to control noise and dust during demolition and construction measures
16. Pre-commencement (including demolition) contaminated land site characterisation assessment
17. Pre-commencement (including demolition) contaminated land remediation scheme
18. Pre-construction contaminated land validation report
19. Reporting of unexpected contamination at any time
20. Hours of demolition/construction works
21. No burning of materials or green waste on site
22. Arboricultural method statement to be followed
23. All hard and soft landscape works shall be carried out in accordance with the Soft Landscape Planting Plan 2G-L-03A and Landscape Details drawing RG-L-04 2 A
24. Pre-commencement submission of details of services for approval
25. Implementation of approved soft landscaping prior to occupation or a timetable agreed in writing with the LPA.
26. Replacement planting for anything that dies within 5 years of planting.
27. Pre-occupation submission of a landscape management plan & implementation
28. No development shall commence until a report detailing the lighting scheme and how this will not adversely affect wildlife has been submitted to and approved in writing by the LPA.
29. Prior to commencement of the development, a biodiversity enhancement and monitoring scheme to include a minimum of 30 swift bricks on and around the new buildings shall be submitted to and approved.
30. Vegetation clearance and building demolition works are only to be undertaken outside the bird-nesting season (March - August inclusive), or if clearance during the bird-nesting season cannot reasonably be avoided, a suitably qualified ecologist will survey the areas to be demolished immediately prior to clearance and advise whether nesting birds are present
31. Development in accordance with the FRA hereby approved.
32. Pre-occupation completion of the approved sustainable drainage scheme.
33. Subsequent management and maintenance in accordance with the approved details.
34. Pre-occupation evidence of 50% of dwellings (within each phase) achieve a minimum 19% improvement in the dwelling emission rate over the target emission rate
35. Pre-occupation play facilities details to be submitted / approved / implemented / retained.
36. Flat roof areas not to be used as roof terraces unless where specified on the approved plans
37. Removal of permitted development rights in relation to Part 1 Classes A-D and Part 2 Classes A-C) for single dwelling houses hereby approved

38. The first floor side facing windows of the garage unit for Plot 48 orientated towards the rear garden of No 40 Cardiff Road, of Plot 15 orientated towards plot 16 and 22 orientated towards plot 21 to be obscurely glazed and fixed shut and retained as such.
39. The proposed garage buildings hereby permitted shall not be occupied at any time other than for purposes ancillary to the use of the principal dwelling within the plot.

Informatives:

1. Building Control
2. Terms and conditions
3. Positive and Proactive Statement
4. Access construction
5. Damage to the highway
6. Highways
7. High density residential development and car parking
8. Noise between residential properties - sound insulation of any building
9. The Health and Safety Executive should be consulted by the developer re asbestos removal from the site
10. Section 106 Legal Agreement
11. Clarification over pre-commencement condition
12. CIL
13. Permission is required to carry out works to TPO trees
14. Work must be carried out in accordance with the approved Arboricultural Method Statement
15. Monitoring of tree works to be recorded where required.

## 1.0 INTRODUCTION

- 1.1 The application site (approximate area 1.3ha) contains buildings constructed specifically for the Cox and Wyman printing works which are no longer operational (Cox & Wyman vacated the site in 2015). The site is bounded on each side by a vehicular road; Cardiff Road to the south, Meadow Road to the north, Milford Road to the west and Addison Road to the east. The site lies within, but on the edge of, the Richfield Avenue Core Employment Area (CEA) with active commercial uses set to the north and east. To the south, east and north east the site is bounded by residential dwellings, most predominantly Victorian/Edwardian terraced houses but these are interspersed with modern infill residential properties.
- 1.2 In addition to the application site being within the Richfield Avenue Core Employment Area (see figure 3 below), as designated within the current Adopted Reading Borough Council Local Plan Core Strategy, the site has a number of other designations, including:
- Air Quality Management Area
  - Periphery of the site is within Flood Zone 2
  - Potential contaminated land (owing to former commercial use )
  - The site is subject to TPO 21/14 which includes 3 mature trees (T3, T4 & T9) and 7 younger trees.

Site Location Plan (not to scale)

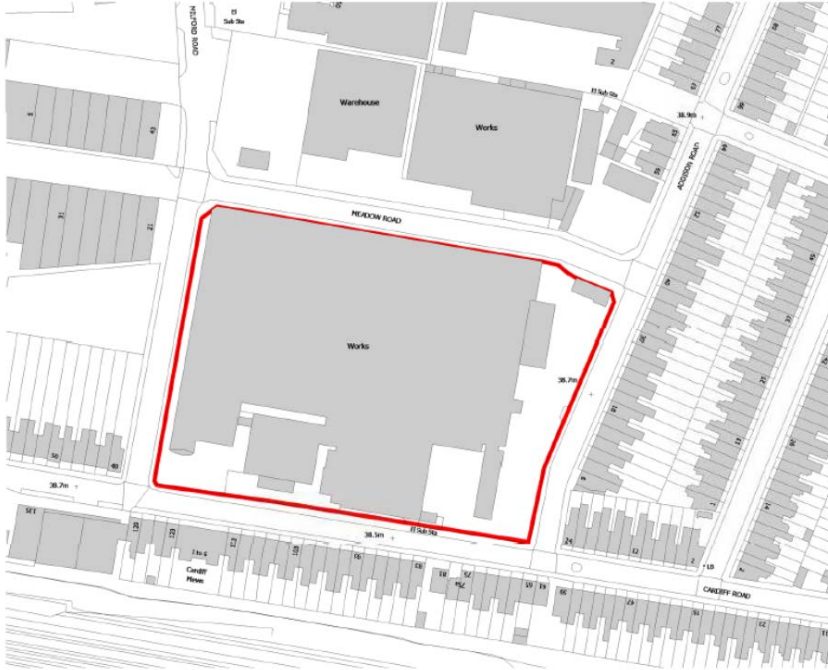


Fig 3 - Source submitted DAS



FIGURE 3: CHARACTER AREAS

KEY

- Existing Employment Area
- Site Area
- Residential Area
- Retail Area

## 2.0 PROPOSALS

- 2.1 Full planning permission is sought for the comprehensive redevelopment of the site. The proposal firstly seeks the comprehensive demolition of each of the existing buildings and boundary walls within the site. Secondly the proposal seeks the erection of 96 residential units, consisting of three distinct architectural styles; terraced dwellings, urban town houses and two blocks of apartments. Each proposed style of unit seeks to respond to the differing form of existing development opposite the application site. This is set out in more detail below. The proposed layout of the scheme seeks to site terraced family homes to the south and east of the site looking outwards, with a new vehicular road running east to west through the site providing access to a row of street facing townhouses within the centre of the site, parking and a children's play area. The apartment buildings are proposed to be sited north-west of the site facing the edge of the Core Employment Area.
- 2.2 Access into the site is proposed via the new internal access road running from Addison Road to Meadow Road. There is an existing vehicular access point from Addison Road that will be utilised. The built form within the site is interspersed with soft landscaping and communal areas in the form of landscaping on the Addison Road frontage to retain protected trees, a communal central space containing a children's play area and tree planting; the communal garden area that separates the proposed apartment blocks; and a landscape buffer containing grass and mature trees orientated toward Meadow Road/Milford Road and the employment uses beyond.

Proposed Site Layout: Cardiff Road running parallel to the south of the site.



### Illustrative View from the Corner of Meadow Road and Milford Road



2.3 The description of the differing house types is set out below; Illustrative plans from within the submitted Design and Access Statement:

- i) **Terraced Units:** A row of 24 modern terraced dwellings is proposed along the entire width of the Cardiff Road frontage, with a further 10 terraced dwellings and one vehicular entrance to the site orientated towards Addison Road. Each of these dwellings contains 3 bedrooms, some with the third bedroom contained within the roofspace served by velux windows. These units are shown to be constructed in a dark red/brown brick with a grey slate roof and grey metallic fenestration detailing. These units each have 10m deep private rear gardens. In keeping with character of the existing terraced dwellings adjacent to the site parking has not been provided on the plot frontages. However to meet current parking standards and ensure the required level of parking is provided on site garages and surface level parking are sited to the rear of these dwellings accessed from the proposed internal road. The garages are formed of short rows with some being two stories in height to accommodate home office /gym accommodation at first floor. These structures are flat roofed, constructed of brick at ground floor, with landscape/ amenity space at first floor; or with a metal and glazed finish to create a useable room.





ii) **Urban Town Houses:** A row of 10 x 3 bedroom urban town houses is proposed within the site with a side to side relationship to Meadow Road and the proposed access road within the site. The dwellings are constructed back to back with an innovative approach to the provision of external amenity space which is provided within forward facing balconies and a roof terrace. Living accommodation is proposed over three floors, each floor is provided with outdoor amenity space off a main habitable room with a large roof garden at third floor level. Parking and servicing is provided at ground level. These dwellings will be constructed of the same materials as the terraced units with additional metal cladding at second floor and roof level.



iii) **Apartment Blocks:** The two apartment blocks are 3 storey in height with a recessed 4th storey and will contain 1, 2 and 3 bed flats. There are also 3 storey town houses linked to Block B linking these blocks. The apartment blocks are set to the rear of the site in closest proximity to the commercial units within the CEA to the north and west. The proposed elevations contain brickwork and full height windows and balconies. The fourth storey of both apartment blocks is set back and metal clad in powder coated aluminium profiles to match the window profiles used elsewhere in the scheme. Each unit has a balcony with further amenity space provided at podium level in the form of a communal garden. Parking for this block is at ground level beneath the podium with access from the proposed new road.



- 2.4 The proposed development has been submitted after substantial pre-application discussions and meetings with the local planning authority over several years. The scheme has been evolved through a significant reduction in the number of units proposed, the introduction of terraced dwellings and increased landscaping and open space. The applicant has also made representations through the review of the local plan process and the site is allocated for residential use within the Submission Draft of the Local Plan to 2036. See Policy section below.
- 2.5 Prior to the submission of the application the developer gave a presentation to the Bell Tower Community Association and Ward Councillors on 30th May 2017. A public exhibition was held on 10th July 2017 at the Reading Deaf Centre on Cardiff Road. The application was accompanied by Statement of Community Involvement.
- 2.6 The application was accompanied by the following documents:
- CIL Form
  - Design and Access Statement, prepared by Barton Willmore
  - Report on Community Engagement, prepared by Development Communications
  - Air Quality Assessment, prepared by Peter Brett Associates
  - Daylight and Sunlight Reports, prepared by EB7
  - Flood Risk Assessment and SUDS Assessment, prepared by Water Environment
  - Ecological Appraisal, prepared by Aspect Ecology
  - Phase 1 Geoenvironmental Desk Study, prepared by Geotechnical Engineering
  - Heritage Statement, prepared by Icen Projects Limited
  - Lighting Strategy, prepared by MMA Lighting Consultancy
  
  - Energy and Sustainability Statement
  - Environmental Noise Assessment, prepared by Paragon Acoustic Consultants
  - Transport Statement, prepared by TTP Consulting
  - Residential Travel Plan, prepared by TTP Consulting
  - Arboricultural Survey, prepared by Merewood Arboricultural Consultancy Services
  - Tree Constraints Plan, prepared by Merewood Arboricultural Consultancy Services
  - Arboricultural Impact Assessment, prepared by Merewood Consultancy Services

- Utilities Statement, prepared by Hydrock
- Existing Services Drawing, prepared by Hydrock
- Reading, Cardiff Road, Former Cox & Wyman Works - Analysis of suitability for the current market (November 2016), prepared by Campbell Gordon

### 3.0 PLANNING HISTORY

#### Application site

- 3.1 There are several applications relating to the commercial use of the Cox and Wyman buildings since the late 1980s which are not relevant to the current proposals for residential use. Those applications considered to be of relevance in the determination of this application are specified below:
- 3.2 170846 Request for screening opinion for the demolition of the existing buildings and the erection of 96 dwellings with associated works. Letter of 4<sup>th</sup> July 2017 concluded that an Environmental Statement was not required in the submission of an application for these works.
- 3.3 Pre application submissions were also submitted and responded to under ref 150416/PRE, 160485/PRE and 162145/PREAPP.
- 3.4 Other sites:  
Land at the Junction of Addison Road and Meadow Road  
130882 for Construction of 5 x 3 bedroom dwellings with associated parking - approved 25/ 2/2016. Not yet implemented.

### 4. CONSULTATIONS

#### i) RBC Transport

- 4.1 Final comments: Following the submission of revised information and amended plans no objection subject to conditions and S106 contributions to secure necessary highway works.

#### Trip Rates

- 4.2 The trip generation assessment has been undertaken to estimate the number of vehicle trips throughout a typical weekday, with emphasis placed on the AM peak period (7am - 10am) and PM peak period (4pm - 7pm), and also the total number of daily trips.
- 4.3 Vehicle trip rates for the existing light industrial use have been extracted from the Trip Rate Information Computer System (TRICS) trip generation database. TRICS is the national standard system of trip generation and analysis in the UK and Ireland, and is used as an integral and essential part of the Transport Assessment process. It is a database system, which allows its users to establish potential levels of trip generation for a wide range of development and location scenarios, and is widely used as part of the planning application process by both developer consultants and local authorities and is accepted by Inspectors as a valid way to ascertain likely trip generation.

- 4.4 In reviewing the trip rate information for the existing use it is noted that a combination of B1 Industrial Unit and B2 has been used, however the planning application states that the existing use is solely B2. Revised Trip Rates have therefore been submitted that are solely for a B2 use.
- 4.5 As previously stated it is acknowledged within the Planning Statement Paragraph 2.3, that the existing site accommodated approximately 30 spaces which equates to a parking provision of 1 space per 333m<sup>2</sup>. The trip rates should therefore be updated to reflect a more comparable assessment in terms of parking. The applicant has identified five different scenarios to assess the existing use; these trip rates vary suggesting the site could have generated between 47 and 235 arrivals in a day. The sites selected however still have vast variances in terms of parking numbers and floor space which will impact upon the actual trip rate. The applicant has however stated that *'we consider the trip rates from the original assessment to have provided a fair representation of expected trips to the existing site, being approximately equal to the average of the five scenarios'*. Officers have reviewed the trip rates provide and assessed each scenario.
- 4.6 Officers have previously acknowledged that the site location has been highlighted within the applicants TRICS assessment as Edge of Town, however having reviewed the TRICS database it is noted that there are no sites within comparable locations i.e. Edge of Town Centre. As a result officers are happy to accept trip rates at less sustainable locations but it should be noted that these are likely to result in a higher trip rate than the application site given its more sustainable location. In terms of the residential Trip Rates these are now in accordance with the selection previously provided by officers and are therefore acceptable.
- 4.7 The proposed residential development does result in an increase in trips to and from the site but these are spread out throughout the day. However, the development does represent a benefit to the area in terms of reducing the frequency of heavy goods vehicles the proposal is therefore acceptable subject to mitigation measures to separate the commercial and residential areas further detailed in below.

#### Access

- 4.8 The Townhouses that will front onto Cardiff Road and Addison Road are proposed to be in keeping with the existing properties on the opposite side of the streets. The Cardiff Road set of townhouses will have an office / parking garage at the rear of their garden which will be accessed via the new east / west route that will be constructed through the site connecting Addison Road and Milford Road.
- 4.9 Within the site, there will be two north / south cul-de-sacs with back to back townhouses which will have parking in front of their properties. A new apartment block will be located on the corner of Milford Road and Meadow Road. Parking for the apartment block will primarily be located in a courtyard under a green podium. Pedestrian footways are provided within the site to access the properties on the northern half of the site with the properties on the southern side generally accessed from Cardiff Road directly, access to these properties can also be gained from within the site through rear gated entrances.
- 4.10 In order to connect the new internal access road to the existing highway network a new crossover is required on Milford Road, necessitating the loss of 2 - 3 on-street parking spaces. In principle the access design is acceptable and the tracking diagrams identify that a refuse vehicle can enter and exit utilising this access,

however this is also dependant on the restriction of parking opposite the application site and therefore results in a further 4 or 5 unrestricted on street parking spaces being lost. The proposal involves reinstating the existing crossover on Addison Road, which is currently gated but which previously provided vehicle access into the site. It should be noted that although this access is currently blocked up this could have been reinstated at any time by the previous use.

- 4.11 The internal road network will be 6m wide and allow two-way traffic flow. The tracking diagrams for the existing access onto Addison Road however demonstrate that a refuse vehicle would travel through the parking bays located either side of the access and therefore results in a further loss of 2 residents parking bays. The loss of these spaces is discussed in more detail within the parking section of these comments.
- 4.12 The existing vehicle crossovers on Cardiff Road, Addison Road and Meadow Road which become redundant will be 'made good' and reinstated as footway. The area in which the application site is located currently experiences rat running between Richfield Avenue and Caversham Road and the proposal results in the extension of the residential area to within the existing commercial zone. Given the proposed layout which incorporates a through route this could result in rat running through the application site. It had been proposed at the Pre-Application stage that closures would be introduced to remove the rat running through the area and segregate the residential from the commercial to vehicular movement whilst retaining access by foot and bicycle. It was also stated at the time that any additional closure measures segregating the commercial from the residential would have led to the width restrictions surrounding the site also being able to be removed. However these measures are no longer included within the current proposals. It should be noted that the existing restrictions are located where the commercial and residential uses adjoin but the result of the application is that the proposed residential development would be fully within the commercial area and is likely to be the subject of rat running either within the site or on its periphery. Given the proposed change of use for this site the existing restrictions should be altered to protect the residents of the development.
- 4.13 The applicants have stated that *'whilst the change from commercial use at the site to residential use creates an opportunity to revise the nature of the movements around the local street network it is considered that the removal of commercial use itself is a significant benefit to residential amenity in terms of reduced goods vehicle movements and hence consider that a contribution towards a review of and implementation of further / revised road traffic orders is not justified'*. It is accepted that the development will reduce the amount of goods vehicles from the area but as has been addressed above the proposal does result in an increase in vehicle trips overall. As a result a contribution is sought towards the implementation of formal road closures to segregate the commercial from the residential to through traffic and the removal of existing width restrictions. This contribution would cover all legal orders as well as the physical works associated with this and the figure will be confirmed as part of future correspondence once this has been calculated.

#### Parking

- 4.14 In total, 121 on-site car parking spaces will be provided for the 96 dwellings. The development proposes 2 spaces per dwelling for the 48 three bedroom town houses which is in accordance with the Councils parking standards. Transport officers

consider this provision is acceptable given that changes to the surrounding Highway restrictions will be undertaken, covered later in this report.

- 4.15 The 2011 Census has been interrogated by the applicant to establish car ownership levels locally. In Abbey Ward, flats have an average of 0.6 vehicles per household with flats in the locality of the application site having a slight higher ratio of 0.7 vehicles per household. It is therefore accepted that the proposed parking provision for the one and two bedroom flats is close to the local car ownership, and again along with the proposed parking restrictions dealt with later in this report complies with National Policy.
- 4.16 The applicant has also stated that they are willing to enter into a permit-free agreement for all dwellings to ensure there is no impact from overspill resident parking on the local streets that are permit controlled. Notwithstanding this, the Transport Statement does identify that there is currently some uncontrolled carriageway surrounding the site which would be available for use. To ensure that overspill parking does not occur from the development this area should be included within a change to the parking restrictions surrounding the site.
- 4.17 Whilst dedicated wheelchair accessible spaces have not been identified on the plans, all of the office / garage parking spaces have the potential to be able to accommodate wheelchair users with additional space around each parking space. Likewise, some of the bays along the two cul-de-sacs and within the parking court have space surrounding the bays or a dedicated 1.2m transfer zone adjacent, which would be suitable for wheelchair users. However, as per the Councils Parking Standards it is stated that the disabled parking provision should be in addition to the standard bays required. The standards stipulate that a provision of 3 spaces or 5% be provided, whichever is greater, it is noted that the 5% ratio equates to 6 spaces and therefore should be provided. It is considered acceptable to reduce this to 3 spaces given that all of the parking bays to the rear of the garages do have sufficient width as mentioned above. A revised drawing has now been submitted that illustrates the provision of 3 disabled bays, which are in addition to the required parking provision. These are therefore acceptable.
- 4.18 No dedicated visitor parking bays have been proposed on the site but following discussions with the applicant at the Pre-Application stage it was agreed that this was agreeable subject to areas of the existing carriageway restrictions being revised to increase the number of shared use bays. The Councils standards would require a provision of 4 visitor parking bays and the applicant has confirmed that there is the potential to convert kerb space on Meadow Road to provide up to 11 shared use bays which could be utilised by visitors to the development and the wider area.
- 4.19 The parking survey results summarised in Table 2.1 of the Transport Statement demonstrated that there was up to 25 available spaces during the day along the unrestricted areas of carriageway, and I agree with the Transport Statement that there is likely to be more available space overnight. Although this would also be able to accommodate any visitor parking demand this would also encourage overspill from the development. This should therefore be reviewed in addition to the restriction changes on Meadow Road which have been covered above, this would also re-provide for any loss of resident parking bays on Addison Road which would be utilised by the tracking of refuse / delivery vehicles accessing / egressing the site. To undertake a review of the car parking restrictions that surround the site a contribution of £7,500 towards a Traffic Regulation Order is required, this

would also include the cost of the legal order and to undertake the works. This contribution has been accepted by the applicant.

- 4.20 Car Clubs can help to reduce car ownership by offering the convenience of a car without the costs of repairs, servicing, insurance and parking. The Councils Policy on Car Clubs requires a provision for developments of more than 10 residential units in Zones 1 and 2, and developers will be required to:
- Provide or support a car club on the site, or demonstrate that the development will have access to and the use of a car club on a nearby site.
  - Create dedicated car parking spaces on the site for the car club.
- 4.21 It is acknowledged that there are existing car club bays on Garrad Street, located 1km southeast of the site and two located adjacent and behind Broad Street Mall, a 1.3km walk south of the site. However the proposal is for 96 units and a proportion of them will not have access to a car parking space; a dedicated car club should therefore be provided on the application site. A revised drawing has been submitted illustrating the allocation of a car club space on the site and this is deemed acceptable.
- 4.22 A provision of 12 electric charging points on the site have been proposed in accordance with the Councils emerging Policy and this is deemed acceptable. These spaces are generally located within the garages of the proposed town houses with 3 provided for the flats within the internal parking area and this has been deemed acceptable.
- 4.23 The development it to provide 126 cycle parking spaces for residents in accordance with the Council’s minimum standards which are set out in Table 5.2 (taken from the Transport Statement) below:

<b>Unit Type</b>	<b>Minimum Parking Standards</b>	<b>Number of Units in Scheme</b>	<b>Minimum Parking in Development</b>
Flat 1 – 2 beds	0.5 spaces	38	20
Flat 3 beds	1 space	10	10
House 3 beds	2 spaces	48	96
<b>Total</b>		<b>96</b>	<b>126</b>

A cycle store with Sheffield stands or similar is proposed at ground level for the apartment block which will be secure and weatherproof, with access to the store to be taken via the car park. In principle this is acceptable however the cycle stores are to accommodate 30 bikes as stipulated within the Transport Statement. It has been clarified that two tier cycle parking will be proposed and this is deemed acceptable and could be accommodated within the proposed stores. Full details would however need to be illustrated but this matter can to be dealt with by way of a condition.

- 4.24 For the majority of houses that front onto Cardiff Road, it is proposed that bikes are stored in the garages which have been sized to meet the Council’s minimum standards. Where townhouses do not have access to a garage, it is proposed there will be a bike shed in the rear gardens. In principle this is acceptable but no rear access is provided to all the dwellings to access the proposed sheds and therefore bicycles would need to be transported through the properties, this would not encourage the use of the bicycle and therefore revised

drawings should be provided illustrating access to the rear of the properties. A revised plan has been submitted to try and address this but not all of the units have been reviewed (those in the north eastern corner of the site) and there are still concerns with the rear access located adjacent to car parking space 97 as this does not provide suitable access, and two properties are required to access onto the driveway between car parking spaces 95 and 96 which would be a private driveway. This will therefore need to be reviewed but can be dealt with by way of a condition. For the north / south houses, bikes will be stored in bike lockers in the front gardens of the properties and the submitted drawings have confirmed that this is acceptable.

- 4.25 Travel Plan: A draft Travel Plan has been submitted and in principle is acceptable, this will however require a full Travel Plan to be submitted following occupation of the development and this can be secured through a planning condition.

#### General Comments

- 4.26 It is anticipated that the development will generate a requirement for the following deliveries each day:
- Post;
  - On-line food deliveries;
  - Non-food deliveries; and
  - White good / household furniture.

It is anticipated that servicing vehicles will stop on-site on the new road and is acceptable, it has also been mentioned that there will be opportunities for larger vehicles to stop on the existing road network with the site benefitting from frontage to Milford Road, Meadow Road, Addison Road and Cardiff Road. The street network is also already supporting deliveries for all of the existing residential area, this would only be accepted subject to no obstructions taking place and compliance with the surrounding restrictions. A swept path analysis has been undertaken which demonstrates the suitability of the layout to accommodate 7.5t box vans which are used by many home furniture and white goods delivery companies and this acceptable. The impact of servicing vehicles on the local highway network is accepted as being negligible, particularly given the lawful use of the site and likely composition of vehicles that would have previously served the site of which a significant proportion which would have been heavy goods vehicles.

- 4.27 Waste and recycling bins for the townhouses will be stored in the gardens at the front of each house. Refuse and recycling from the townhouses that front onto Cardiff Road, Addison Road and Meadow Road will be collected from the respective street to which their property relates. Residents will be responsible for presenting their bins in a convenient position at the back of the footway on the day of collection in the same way as existing local residents currently do.
- 4.28 Residents living in the two cul-de-sacs will also be required to present their bins either to the back of the footway on Cardiff Road or to the new internal road for collection. Refuse vehicles will be able to enter and exit the new road in the development in forward gear, from either Milford Road or Addison Road, however as mentioned above the swept path plots provided identify a reduction in car parking as a result of these manoeuvres. A shared refuse store will be provided for the apartment block at ground level with access via the car park. Key pad entry will be provided to residents of the apartment block for access to the refuse store. A temporary store has also been included to house bins from the apartment block on the day of collection as part of a managed strategy, to ensure that minimum drag



distances for bins by refuse operatives are met. It is anticipated that a caretaker will be employed to oversee refuse collection as required, this arrangement has been deemed acceptable.

ii) RBC Environmental Health - Environmental Protection (EP)

Noise impact on development

- 4.29 A noise assessment was submitted in support of the application which seeks to erect new residential development in an existing noisy area. This report has been assessed against the recommendations for internal noise levels within dwellings and external noise levels within gardens / balconies in accordance with BS 8233:2014 and WHO guidelines for Community Noise. The report is required to identify any mitigation measures that are necessary to ensure that the recommended standard is met.

Where appropriate, the noise assessment data should also include noise events (L<sub>A</sub>Max) and the design should aim to prevent noise levels from noise events exceeding 45dB within bedrooms at night. Noise levels above 45dB are linked with sleep disturbance.

Internal noise criteria (taken from BS8233:2014)

Room	Design criteria	Upper limit
Bedrooms	(23:00 to 07:00)	<30dB LAeq,8hour
Living rooms	(07:00 - 23:00)	<35dB LAeq,16hour
Gardens & Balconies		<50dB LAeq,T <55dB LAeq,T

- 4.30 Due to the proximity of the railway line in addition to the above British standards the submitted noise assessment takes into account Officers concerns about low frequency noise (LFN) and includes a LFN assessment. There is no national standard for the assessment of LFN therefore Paragon Acoustics reviewed the potential options and opted to use the thresholds in ISO 226 for the assessment. This appears to be a conservative approach, and when applied in this situation the recommended standard for internal noise levels can be met, if the recommendations from the assessment are incorporated into the design.
- 4.31 It is also noted in the assessment that during the assessment period the dominant noise source was often from the industrial units on Meadow Road. Again the assessment suggests that the recommended internal noise levels can be met if the recommendations from the assessment are incorporated into the design.
- 4.32 It is recommended that a condition be attached to consent to ensure that 1) the glazing (and ventilation) recommendations of the noise assessment will be followed, or that alternative but equally or more effective glazing and ventilation will be used and 2) sound insulation of any building. In addition, an informative should be added to advise insulation requirements set out in Building Regulations Approved Document E.

Noise generating development

- 4.33 Applications which include noise generating plant when there are nearby noise sensitive receptors should be accompanied by an acoustic assessment carried out in accordance with BS4142:2014 methodology. A noise assessment for the proposed substation has not been submitted with the application and therefore this matter cannot be fully assessed at this stage. However this matter can be dealt with by

condition to require a BS4142 Noise assessment - to be submitted prior to any mechanical plant shall being installed.

#### Air Quality

- 4.34 Air quality in the vicinity of the development is below the national objective levels for the pollutants of concern, and the air quality assessment submitted with the application finds that the development has no significant impact to air quality. Therefore no mitigation is recommended.

#### Contaminated Land

- 4.35 The development lies on the site of an historic printing works which has the potential to have caused contaminated land and the desk study submitted with the application has identified potential pollutant linkages. Further investigation must be carried out by a suitably qualified person to ensure that the site is suitable for the proposed use or can be made so by remedial action. This matter can be controlled by condition to ensure that future occupants are not put at undue risk from contamination. These conditions to include

1. Site Characterisation -No development shall take place until an assessment of the nature and extent of contamination has been submitted to and approved in writing by the Local Planning Authority. This assessment must be undertaken by a competent person, and shall assess any contamination on the site, whether or not it originates on the site. Moreover, it must include:

2. Submission of Remediation Scheme -No development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been submitted to and approved in writing by the Local Planning Authority.

3. Implementation of Approved Remediation Scheme - The remediation scheme shall be implemented in accordance with the approved timetable of works. A validation report (that demonstrates the effectiveness of the remediation carried out) must be submitted to and approved by the Local Planning Authority prior to construction of the development.

4. Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development not previously identified, development must be halted on that part of the site and it must be reported in writing to the Local Planning Authority.

#### Construction and demolition phases

- 4.36 There are concerns about potential noise, dust and bonfires associated with the construction (and demolition) of the proposed development and possible adverse impact on nearby residents (and businesses). Fires during construction and demolition can impact on air quality and cause harm to residential amenity. Burning of waste on site could be considered to be harmful to the aims of environmental sustainability. These matters can be controlled by condition.

#### iii) RBC Planning Natural Environment

- 4.37 Final comments: Due to the submission of additional information in overall terms the impact on existing protected trees and proposed landscaping works are considered to be acceptable. In relation to the revised soft landscaping, amendments were made to proposed tree species and there are no objections to

these or the remainder of the landscaping. Further tree pits specifications have been provided on drawing RG-L-04 2 A, as requested, which are acceptable.

- 4.38 It is noted that the ground within RPAs will be improved from the existing tarmac, however, works within RPAs will be required. Works wholly outside the RPA would be preferable, however the revised AIA and Arb Method Statement are acceptable for the layout currently indicated. Further amendments have also been made to the Tree Protection Plan.

iv) RBC Ecology Consultant

Bats

- 4.39 An Ecological report (Aspect Ecology, September 2017) has been submitted that states that bat activity surveys have been undertaken and the works are unlikely to impact upon roosting bats. This is not contested, and the site at present is considered to be of little value to foraging and commuting bats. The addition of new planting - to include an orchard, trees, hedgerow, communal lawns and 'meadow' plantings (as per the landscaping plans) can also enhance the site for wildlife. This can be required by the following condition:

Condition: In addition, a wildlife-friendly external lighting scheme should be conditioned to ensure that light-sensitive species, such as bats, are not adversely affected by illumination on the site.

Nesting birds

- 4.40 The Maidenhead, Marlow and Cookham Swift Group have made the council and the developer aware that a breeding colony of swifts is known to use the Cox and Wyman buildings during the nesting season. Furthermore, during the ecological survey of the site, swifts were observed nesting in building B2. As such, any building demolition as well as vegetation clearance works should be undertaken outside of the bird nesting season to avoid harming or disturbing nesting birds.

In addition, since all existing bird nesting opportunities within the buildings will be lost during the demolition works, new nesting provisions should be incorporated into the development in the form of at least 30 swift bricks, as recommended by the Maidenhead, Marlow and Cookham Swift Group.

The timing of any vegetation clearance or building removal, as well as the provision of alternative bird nesting opportunities, can be ensured through the appropriate conditions.

Other wildlife

- 4.41 The existing habitats (primarily hardstanding, buildings and a small area of amenity grassland) are considered to be of low wildlife value and are unlikely to be used by any protected species (except those outlined above). Nonetheless, the proposed habitat enhancements will improve the opportunities for wildlife on site overall. In addition, the specifications of the new garden fencing show that the panels will be raised off of the ground, which will allow small mammals such as hedgehogs to traverse through the site. It is therefore considered unlikely that the development will have any adverse effect upon wildlife.

v) RBC Leisure and Recreation

- 4.42 Final comments: A LEAP was requested in addition to the proposed LAP, however given the current proposed layout, this is not achievable. It is noted that the size of the LAP is confirmed as being 162m<sup>2</sup>. This being the case, there is scope to support a greater variety of equipment. While there are still some issues that need to be addressed, these matters can be dealt with by way of conditions to

include: fencing, gates (including maintenance gates), signage, maintenance regime, inspections and record keeping. Finally, if these additional improvements to the play area are incorporated within the scheme, the proposal would be acceptable subject to an off-site contribution, the level of which is still to be agreed (and included in the update report).

vi) RBC Lead Local Flood Authority

4.43 The SuDs proposals are acceptable subject to the following conditions.

Sustainable Drainage

No building / dwelling hereby permitted shall be occupied until the sustainable drainage scheme for the site has been completed in accordance with the submitted and approved details. The sustainable drainage scheme shall be managed and maintained thereafter in accordance with the agreed management and maintenance plan. In accordance with NPPF Paragraph 103, Core Strategy Policy CS1 and Sites and Detail Policies document Policy DM1

Sustainable Drainage

No development shall take place until details of the implementation, maintenance and management plan of the sustainable drainage scheme have been submitted to and approved by the Local Planning Authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved plan.

The plan shall include:

- i. a timetable for its implementation, and
- ii. a management and annual maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

In accordance with NPPF Paragraph 103, Core Strategy Policy CS1 Sites and Detail Policies document Policy DM1

vii) RBC Housing

4.44 Final comments: Following negotiation the number, unit size and tenure agreed with the applicant is considered to be acceptable. The location of units on plan A-PP-P10-06 A, Affordable Housing is also considered to be acceptable.

viii) Environment Agency

4.45 This planning application is for development that they did not wish to be consulted on as it can be dealt with by their Flood Risk Standing Advice (FRSA).

ix) Archaeology

4.46 The site's archaeological potential was considered during the recent site allocation consultations and was found to have a low potential, in part due to the previous phases of development on the site. There are therefore no archaeological issues.

x) Thames water

4.47 No objection to the above planning application.

Others

- 4.48 The following organisations were all formally consulted on the application, but no response has been received at the time of writing:

Primary Care Commissioning Manager; Berkshire Fire and Rescue; Southern Gas Networks; SSE Power Distribution

- 4.49 Should responses be received from any of these organisations prior to the committee meeting they will be summarised in an update report.

xi) Public consultation

- 4.50 Notification letters were sent to nearby occupiers on 15/12/2016. A separate site notice was erected at the site on 5/1/2018. A press notice was published on 21/12/2017 which referenced the scheme as a Major Development and a departure from the local plan. A total of 6 responses have been received at the time of writing

- 4.51 A summary of the matters raised are as follows:

The Bell Tower Community Association broadly welcomes the proposed development of the former Cox and Wyman site, with some concerns, suggestions for improvement and suggested that conditions as set out below:

Access

1. Access for construction vehicles should be from Milford Road only and this restriction should be imposed as soon as the site is sufficiently cleared.
2. Seek to relocate the main entrance to Meadow Road
3. If the main entrance has to be in Addison Road we are concerned about the loss of residents' parking spaces there.
4. Seek to retain the Victorian boundary wall in Addison Road and would like to see the Victorian bricks from the works retained and reused,

Public amenity of the development

5. The communal outdoor space at the centre of the proposed development is very small and could a larger communal green space be accommodated at the centre of the development?
6. The view from 14-16 Addison Road into the development could be improved by adding an avenue of trees along the centre of the access road (we would eventually prefer this road to be blocked by bollards at the Addison Road junction if possible).
7. Provision should be made for residents' parking on the part of Cardiff Road parallel to the site.

Protection of the environment

8. The geo-environmental report on the site recommends both asbestos surveys prior to site clearance and a site investigation for geoenvironmental assessment including targeting former building locations and contamination sources.
9. There is an existing breeding colony of Swifts that nest in the Cox & Wyman buildings during their seasonal breeding period. Therefore seek conditions to ensure: i) The provision of sufficient new internal nesting spaces in the form of swift bricks, ii) To make temporary provision nearby for Swifts if the building work spans a breeding season and iii) Demolition to take place only outside the Swift nesting season (late April to September/October), otherwise the developers will be breaking the law (Wildlife and Countryside Act 1981).

The following objections to:

- The proposed access location opposite 16 Addison Road due to increased vehicular traffic volume and noise and footfall noise to the properties being located in a quiet part of Addison Road effecting local amenity, vehicle and cycle headlights will intrude directly into property during the evening and early mornings.
- Noise created from evening deliveries and night time working will be detrimental to property during the night, impacting quality of life.
- The proposed access location in Addison Road will result in a loss of approximately 5 parking spaces in an area where parking is already at capacity leading to safety concerns as resident are required to walk alone, at night from a number of roads away.
- Proposed fob activated vehicular security gate is a concern whereby these may become noisy in operation.
- Seek that the existing access or a new access point on Meadow Road could not be used and a one way system within the proposed development site, would alleviate access disruption ie approached from Meadow Road to flow through to exit onto Milford Road.
- The existing gate in Addison Road has been disused and boarded up for probably in excess of 25years and is not a key factor in the use of the site.
- Extreme traffic congestion already exists on a daily basis today in the local areas. The proposal will create snarl ups and potential gridlocks to and from the new location but also potentially causing queuing back into Caversham Road.
- In the proposed plan there are 'home office' units above garages which may generate further delivery type traffic.
- The design shows the proposed terrace houses to have very large windows that don't appear to be within keeping of the locale, within the Edwardian era housing.

Other comments:

- Seek residents of the new properties are restricted from applying for a residents parking permit for the on street parking on the surrounding residential roads.
- Seek restrictions be imposed on the times that works on site can take place restricting works to normal working hours only and not evenings, early mornings, weekends or bank holidays. Restrictions should also be imposed on deliveries to site outside normal working hours so as not to disturb nearby residents.
- Seek all delivery/construction traffic access the site via Richfield Avenue, Tessa Road, Cremyll Road and Milford Road and not the residential roads which contain a number of parked cars and width restrictions.
- Seek residents are required by planning condition to retain the bin stores in their proposed location.

## 5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 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.

- 5.2 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.
- 5.3 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'.
- 5.4 The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (Updated: 2015) - The EIA regulations apply the EU directive "on the assessment of the effects of certain public and private projects on the environment" (usually referred to as the Environmental Impact Assessment Directive) to the planning system in England.
- 5.5 The application has been assessed against the following policies:
- 5.6 **National**  
National Planning Policy Framework - NPPF (2012)  
Planning Policy Guidance - PPG (2014 onwards)
- 5.7 **Reading Borough Local Development Framework - Adopted Core Strategy (2008) (Altered 2015)**  
CS1 Sustainable Construction and Design  
CS2 Waste Minimisation  
CS3 Social Inclusion and Diversity  
CS4 Accessibility and the Intensity of Development  
CS5 Inclusive Access  
CS7 Design and the Public Realm  
CS9 Infrastructure, Services, Resources and Amenities  
CS10 Location of Employment Development  
CS11 Use of Employment Land for Alternative Uses  
CS12 Maintaining a Variety of Premises  
CS14 Provision of housing  
CS15 Location, Accessibility, Density and Housing Mix  
CS16 Affordable Housing  
CS20 Implementation of the Reading Transport Strategy  
CS21 Major Transport Projects  
CS22 Transport Assessments  
CS23 Sustainable Travel and Travel Plans  
CS24 Car / Cycle Parking  
CS29 Provision of Open Space  
CS30 Access to Open Space  
CS34 Pollution and Water Resources  
CS35 Flooding  
CS36 Biodiversity and Geology  
CS38 Trees, Hedges and Woodlands
- 5.9 **Sites and Detailed Policies Document (2012) (Altered 2015)**  
SD1 Presumption in Favour of Sustainable Development  
DM1 Adaptation to Climate Change  
DM2 Decentralised Energy  
DM3 Infrastructure Planning

- DM4 Safeguarding Amenity
- DM5 Housing Mix
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway Related Matters
- DM16 Provision of Open Space
- DM17 Green Network.
- DM18 Tree Planting
- DM19 Air Quality
- SA12 Core Employment Areas
- SA14 Cycle Routes
- SA17 Major Landscape Features

5.10 Submission Draft Reading Borough Local Plan draft Local Plan Proposals Map (March 2018)

- EM2: Location of New Employment Development
- WR3: Other sites for development in West Reading and Tilehurst, to include WR3A Former Cox and Wyman Site Cardiff Road.

5.11 Reading Borough Council Supplementary Planning Documents

- Affordable Housing SPD (2013)
- Employment, Skills and Training SPD (2013)
- Revised Parking Standards and Design SPD (2011)
- Revised SPD on Planning Obligations under Section 106 (2015)
- Sustainable Design and Construction SPD (2011)

5.12 Other relevant documentation

- Reading Tree Strategy (2010)
- DCLG Technical housing standards - nationally described space standard (2015)
- BRE Site Layout Planning for Daylight and Sunlight - A guide to good practice, 2<sup>nd</sup> edition (2011)

6. APPRAISAL

6.1 The main issues are considered to be:

- i) Principle of development and land use considerations,
- ii) Transport
- iii) Housing density / mix and provision of affordable housing
- iv) Transport
- v) Demolition, layout, height & massing, appearance and design
- vi) Open space / public realm, trees, landscaping and ecology
- vii) Quality of accommodation for future occupiers
- viii) Amenity for nearby occupiers
- ix) Sustainability, energy, SuDS and flooding
- x) Other matters - Archaeology,
- xi) S106, CIL, Equality & Procedural Point

i) Principle of development and land use considerations

6.2 In relation to the demolition of the existing building the applicant has submitted a Heritage Statement to consider the impact of the proposals. The site is unlisted at national and local level and is not located within a Conservation Area or the setting of a Listed Building or Conservation Area. Therefore there is no relevant



heritage legislation which applies to the site. The submitted report concludes that the “degree of heritage impact arising will be very low, in line with the test of NPPF Paragraph 135”. The building due to its age, design which is bespoke to the former printing works use and structural condition is not considered able to be converted; and therefore there is no objection in principle to its demolition.

- 6.3 The principle of the redevelopment of the site for non employment uses must then be then be considered in relation to the current designation of the site within a Core Employment Area (CEA). The Sites and Detailed Policies Document Policy SA12 (Core Employment Areas) specifies the current boundary of the Richfield Avenue CEA (ref SA12g) shown on Fig 3 above, which contains the application site. Policy CS11 (Use of Employment Land for Alternative Uses) specifies that within the CEA the overall level of employment land should be maintained; and that proposals resulting in the loss of land should not be permitted.
- 6.4 However in relation to the consideration of this application the suitability of the site for continued employment /commercial use has been carefully considered by officers. The continued use of the site is limited by the bespoke nature and quality of the existing buildings; that the site is bounded on 3 sides by residential development; and the constrained vehicular access to the site. The site has also been formally assessed within ‘The suitability of the Reading Employment Area Analysis’ document (March 2018). Para 4.16 of this document sets out analysis to show areas which are ‘most’ suitable for release from the employment land designations at “various sites on the fringes of larger employment areas” including the application site. The applicant has also submitted a Market Suitability Report to support this (dated November 2017). It is considered that the application submission and other independent documentation has demonstrated the loss of the application site will not have a detrimental impact on employment land availability. Also the constraints of the site for continued employment use and positive benefits of the scheme to the wider area are material considerations to be weighed against the current land use designation of this site; and the proposal for residential development is considered to be acceptable in principle on this basis.
- 6.5 The Emerging Draft Reading Borough Local Plan 2036 has been subject to 2 rounds of consultation, was submitted to the Secretary of State in March 2018 and is scheduled for Examination in Public later this year. Within this document Draft Policy EM2 and the draft Local Plan Proposals Map revise the current boundary of the Richfield Avenue Core Employment Area to remove the former Cox & Wyman site from the CEA. This is supported by Draft Policy WR3 ‘Other sites for development in West Reading and Tilehurst’ further proposed the allocation of the site for residential development, with some scope for commercial use on the western edge. This adds further weight to the acceptability of the proposed development subject to the proposal meeting the requirements of Draft Policy WRA3, which states

**“WR3a FORMER COX & WYMAN SITE, CARDIFF ROAD**

Development for residential, with potential for commercial uses on the western edge of the site, and on-site public open space.

Development should:

- Take account of access restrictions on surrounding streets and ensure that residential access is generally separated from accesses to commercial areas;
- Include all parking requirements within the site to avoid exacerbating parking issues on existing streets;
- Ensure appropriate separation or buffers between residential and industrial areas, to improve the relationship between the two uses in the local area;

- Use materials on the frontages to existing residential streets that complement the character of those streets, which contain examples of Reading patterned brickwork;
  - Avoid adverse effects on important trees including those protected by TPO along Addison Road;
  - Address air quality impacts on residential use;
  - Address noise impacts on residential use;
  - Address any contamination on site;
  - Address flood risk issues arising from a Flood Risk Assessment;
  - Take account of the potential impact on water infrastructure in conjunction with Thames Water, and make provision for upgrades where required; and
  - Ensure that development has no adverse effect on water quality.
- Site size: 1.31 ha 70-110 dwellings”

These matters are considered as part of the appraisal section below.

ii) Housing density, mix and provision of affordable housing

- 6.6 Policy CS15 states that within an Urban Area the density range should fall within 40-75 dwellings per hectare. The proposed density equates to 73 dwellings per hectare (96 units /1.3ha) which is within range and is in fact lower than the density of the existing Victorian terraced dwellings adjacent to the site (at over 90 dph).
- 6.7 In relation to housing mix the proposal consists of 19 x 1 bed (20%), 21 x 2 bed (22%) and 56 x 3 bed (58%). This mix is welcomed and is compliant with policy DM5.
- 6.8 With regards to affordable housing matters the application proposed a policy compliant level of 30% of the total number of dwellings which equates to 29 affordable housing units on the site. In order to meet tenure split sought of 70% social rent to 30% intermediate rent/ shared ownership tenure, the following breakdown has been agreed

Social rent	Affordable rent	Intermediate rent
6 x 3 bed houses	12 x 1 and 2 bed flats	9 x 1 & 2 flats
2 x 3 bed flats		

- 6.9 The tenure sought for the 3 bed units is considered to off-set the number of 3 bed units offered for affordable housing, which does not directly equate to the dwelling mix on site. Also in terms of the location of the flatted units there can be a degree of flexibility in tenure to ensure they can be practically managed on site. Plan A-PP-P10-06 has been submitted to demonstrate their location which is considered to be acceptable.

iii) Demolition, layout, height & massing, appearance and design

- 6.10 As set out above in relation to the demolition of the existing buildings within the site, they are not considered to be of particular special architectural merit to warrant retention. Demolition, including the boundary wall along Addison Road, is therefore considered to be appropriate subject to the proposed replacement buildings being suitable in line with other material considerations as set out below.

- 6.11 In terms of the built form within the site the proposals seek to respond to the differing land uses that surround the site whilst creating a sense of place for future occupants. The orientation of the dwellings directly facing the existing dwellings on Cardiff Road and Addison Road create an attractive street scene which is welcomed. The dwellings adjacent to the boundaries with the employment area are reoriented and provided with a landscape buffer to seek to provide a good quality living environment and create a visual 'end stop' for residential development in this area. It is considered that the scheme achieves a good balance between the extent of buildings, necessary hardstanding to form access roads and parking and proposed soft landscaping. At present commercial buildings cover the majority of the site and the introduction of landscaping retaining protected trees on the site boundary is considered to be a significant benefit to the wider area.
- 6.12 In terms of the height and massing of the proposed development the three differing forms of dwellings have been specifically designed to create a transitional roof line from the 2 storey dwellings to the south of the site and the large scale commercial buildings to the north. The scale of the proposed two storey terraced dwellings on the Cardiff Road and Addison Road frontages is considered to be in keeping with the existing character of the area, with the urban town houses visually stepping up to the 4 storey apartments blocks. At 4 storeys these blocks exceed the height of some commercial buildings adjacent to the site but there are 3 and 4 storey buildings the wider area. The proposed fourth floor has been recessed and taken in the context of the wider area the proposed height is considered to be acceptable.
- 6.13 In relation to the appearance and detailed design of the proposals, it is considered that a high quality approach is proposed throughout the site. It is noted that the proposed terraced dwellings will have a more contemporary appearance than the existing with large front windows and the use of metallic finishes. The proposed design seeks to overcome some of the constraints of the older dwellings in terms of restricted light and car parking. The proposed garages set to the rear of these dwellings are considered to form an interesting design solution to accommodate vehicles and create additional living space to the rear of the terraced dwellings. These units also form an internal street scene within the site and due to some units having the upper floors with glazing or amenity areas these also create an active street scene to provide visual interest and natural surveillance.
- 6.14 The proposed urban town houses provide suitable variety and visual interest within the center of the site and have a functional relationship to the neighboring commercial uses on Meadow Road. The use of glazing and metal finishes together with brickwork at lower floors is considered to achieve a high quality appearance. The 2 apartment blocks although the largest structures proposed have a significantly smaller footprint than the existing buildings on site. These blocks have been designed in the context of the surrounding development with the lower ridge heights adjacent to the external boundaries of the site; and incorporate a recessed top with further articulation in the form of balconies, glazing and a central stair core. Residential development also wraps around the internal parking at ground floor providing an active frontage and natural surveillance within the street scene. Significant additional landscaping is also proposed within and surrounding these blocks which is considered to soften their appearance and provide an attractive street scene.
- 6.15 In terms of materials the re-use of existing bricks has been discussed with the applicant however it not considered that sufficient brick of good quality could be

retained. However the DAS sets out the “*landscape strategy will reference the finials found on the gable ends of the existing buildings. This subtle reference will be picked up within two dwarf brick walls with piers and topped with the retained finials as removed from the existing buildings. The new brick wall is to reflect the brick type, colour and finishing detailing of the existing wall and have a toothed feature underneath the capping.*”

- 6.16 All 3 styles of units will be constructed of the same palette of materials which will give a sense of cohesion within the site and create a sense of place whilst complementing the existing surrounding development. All facing materials will be secured via condition, to ensure the design quality envisaged at application stage is achieved in practice. There are also suitable boundary treatments within the development, creating a suitable balance between usable and defensible space. In addition, all communal entrances are clear and legible for the benefit of future residents.
- 6.17 Related to design matters, it is noted that the proposal includes numerous single dwellinghouses, which could in the future take advantage of permitted development rights to make numerous changes to the proposed scheme. A condition removing the relevant Permitted Development Rights is therefore considered to be necessary and reasonable to safeguard the visual amenities of the area, as individually and cumulatively the high quality design sought to be created by the development could be diluted in time with works possible under permitted development. The proposal are therefore considered to accord with policy CS7.

iv) Open space / public realm, trees, landscaping and ecology

- 6.18 In accordance with policy CS29 of the Core Strategy, all new development should make provision for the open space needs of the development through appropriate on or off-site provision, or through contributions towards the provision or improvement of leisure or recreational facilities, including open space. New provision will be sought on residential sites of 50 or more units, or for developments where the availability and quality of existing provision has been identified as deficient in the provision for open space.
- 6.19 The proposal as amended is considered to provide a satisfactory Local Area for Play (LAP) for younger children. The area of the LAP is now considered to be acceptable and appropriate play equipment and furniture can be secured by condition. The provision of an additional large LEAP was also discussed with the applicant but due to the constrained nature of the site it was not considered viable to provide. Although regrettable, this is accepted and, as such, in addition to the proposed LAP a contribution to new off-site provision is therefore required to be secured via a S106 legal agreement.
- 6.20 The applicant has indicated a willingness to contribute towards improvements to nearby Rivermead play area and Christchurch Meadows, the adjacent Thames Parks... Leisure officers specify these open spaces are currently well used but work is required to increase capacity. The type of improvements that could be undertaken may include additional outdoor play and sports facilities, landscaping, access and communication improvements, other infrastructure such as furniture and safety/security enhancements. This would be suitable to meet the needs of future residents and therefore accords with policies CS9, CS29, DM16, Open Space Strategy (2007), Revised Supplementary Planning Document (SPD) on Planning Obligation under s106 (April 2015) and the NPPF. The final amount to be updated at your meeting.

- 6.21 With regard to the existing trees on Addison Road which are subject to a Tree Preservation Order sufficient additional information has been submitted to ensure the construction and siting of the proposed dwellings will allow the retention of these trees. The proposed landscaping has also been considered and following amendments to the proposed trees species can be supported subject to a range of conditions.
- 6.22 In relation to ecology the presence of the swift colony, highlighted by several objectors, has been noted by officers. The presence of swifts does prevent development of the site but conditions are therefore required to protect birds during the demolition phase, and to provide swift bricks within the new scheme. RBC Ecology Consultant confirms that the surveys and associated assessment are acceptable and wider ecology improvements within the site can be secured by condition. The proposal is considered to be in accordance with Policy CS38 and CS36.

v) Quality of accommodation for future occupiers

- 6.23 The internal layout of each of the 3 forms of dwelling units are arranged to provide a high standard of living accommodation for all future occupiers. As a basic requirement, all units comfortably meet the national overall and individual room space standards, with floor to ceiling heights and opportunities for suitable outlook.
- 6.24 The proximity of the site to a Core Employment Area and the nearby railway was carefully considered by officers and detailed noise and air quality surveys were submitted by the applicant. These reports are considered to be acceptable. In relation to the possible impact from low frequency noise emissions from idling trains an additional acoustic assessment was undertaken to measure the noise emissions from the railway line and depot to the south of the site. The submitted report concludes that ventilation will need to be provided to the most noise exposed dwellings via a whole house type arrangement with acoustically treated air inlet and exhaust paths. Therefore the proposed development makes provision for Mechanical Ventilation Heat Recovery Systems (MVHR) and the layout of the properties to the south of the site are arranged such that bedrooms are also situated to the rear of the properties furthest away from noise sources.
- 6.25 As set out in detail above the design of the dwellings can incorporate suggested mitigation measures that can provide acceptable noise levels within the dwellings. The control of any asbestos to be found with the site is a matter to be resolved and regulated by the Health and Safety Executive (HSE). To ensure that these measures are carried out a number of noise, contaminated land / land gas, hours of works and no bonfire based compliance conditions are therefore recommended, with an informative to be added to highlight the role of the HSE.
- 6.26 In relation to overlooking between proposed units a 20m separation distance is retained between the habitable room windows of apartment Blocks A and B, and 18.5 between the elevations of Block B and the Urban Town Houses. In this specific instance this shortfall is not considered to compromise the overall quality of accommodation. A 20m separation distance is also achieved between the units sited either side of the proposed access road, including the garage accommodation orientated toward the road. This distance reduces at the access from Addison Road but these dwellings have a side-to-side relationship which is considered to be acceptable. The units within the apartment block set in at corner locations have

also been carefully designed to avoid direct overlooking. It is considered necessary to condition the first floor side facing windows of the garage structure for Plot 48 orientated towards the rear garden of No 40 Cardiff Road, of Plot 15 orientated towards Plot 16, and Plot 22 orientated towards Plot 21 are obscurely glazed and fixed shut. The layout of the scheme and the proposed units within it are not considered to result in any units being overbearing on others.

- 6.27 In terms of daylight and sunlight matters two studies were carried out by the applicant. The second was sought by officers to consider light levels being achieved to the rear of terrace dwellings that contain 2 storey garage structures; and units within the flatted block. In terms of daylight the report concludes that 95% of dwellings achieve the required levels, the other 5% being living/kitchen/dining rooms with the apartment blocks, where the kitchen is set to the rear of the room and the living room is situated by the window but beneath an overhanging balcony. In relation to sunlight 20 of the 26 rooms orientated towards 90 degree of due south achieve sunlight levels on or in excess of the BRE targets. Officers consider that in this instance that the benefits of providing individual external amenity spaces outweigh the day/sunlight deficiencies, when applying an overall critical planning balance. Accordingly, the day/sunlight provision within dwellings in overall terms is considered adequate.
- 6.28 An assessment of the sunlight available to the proposed amenity space has also been carried out. With regard to the gardens within the proposed scheme the results show that the suggested targets are not wholly met; however this is caused by the orientation of the standard row of terrace houses which were sought as part of the scheme to be in keeping with the existing street scene. It is stated that the proposed communal spaces retain sunlight levels in excess of the BRE targets, therefore when weighed against the positive benefits of the of the scheme, the results can be considered acceptable. The communal area within Blocks A and B may result in noise and disturbance to future occupiers from activities taking place in these spaces (albeit the provision of such amenity space is a positive benefit). In these regards it is considered that the benefits of providing these amenity spaces outweigh the potential noise/disturbance impacts caused to future occupiers from them.
- 6.29 In overall terms it is considered that the proposals comply with policies RC9 and DM4, providing a high standard of accommodation for all future occupiers.

vi) Amenity for nearby occupiers

- 6.30 With regards to privacy and overlooking matters, as set out above the site is bounded on 3 sides by residential development. The rows of terraced housing within the site orientated towards Cardiff Road and Addison Road create a front-to-front or side-to side relationship with the existing Victorian/Edwardian terrace units opposite the site and are separated by the road width. This relationship is considered to be acceptable. In relation to the proposed flatted Block A this 3 story block with recessed 4<sup>th</sup> floor, has habitable room windows and balconies orientated toward Milford Road. It is noted that the rear gardens of the terraced dwellings fronting Cardiff Road, adjacent to the junction with Milford Road, run parallel to Milford Road. These gardens are in excess of 25m long with Block A set beyond the rear boundary of these existing plots. Block A is set back from the site boundary creating a 15m separation distance to the opposite side of Milford Road. The proposed windows and balconies set at an oblique angle to the rear of the dwellings on Cardiff Road with a 20m separation distance to the rear boundary of 40 Cardiff Road and over 40m to the rear of the dwelling itself. Due to the

orientation and separation distance between dwellings and their amenity space a detrimental impact on privacy and overlooking to the dwellings and their amenity space on Cardiff Road is not considered to be detrimentally effected.

- 6.31 In relation to the daylight and sunlight impacts on existing nearby occupiers, the applicant has submitted a Daylight Sunlight assessment with reference to the BRE 'Guide to good practice'. The following existing residential properties were considered within the assessment as those with potential to see an impact to their daylight: 40 Cardiff Road, 67 - 129 Cardiff Road (odd numbers only) and Cardiff Mews, 24 Cardiff Road and 6 - 40 Addison Road (even numbers only). This assessment concludes that the results of the VSC and NSC assessments have shown that all windows / rooms within the surrounding properties would retain compliant daylight levels in line with the BRE criteria. 8.3. The results of the APSH sunlight assessment also shows that all potentially relevant windows / rooms comply with the BRE guidelines.
- 6.32 In terms of other amenity based matters (noise and disturbance, artificial lighting, vibration, dust and fumes, smells and crime and safety), consistent with the quality of accommodation section above, the proposals are considered appropriate in these regards subject to a series of conditions. In particular, the public consultation responses have raised concerns regarding disturbance during the construction period, which will be suitably managed by a pre-commencement (including demolition) construction method statement. Furthermore, with specific regard to post-completion noise/disturbance, an additional condition is also considered necessary owing to some flat roofed areas being proposed. Where these are not proposed for small terraces associated with individual units, in order to protect the amenity of nearby occupiers (and future occupiers) from noise/disturbance and possibly overlooking/loss of privacy too, a condition shall prevent the use of such areas as balconies, roof garden or similar amenity areas (unless they are already explicitly shown as such on the approved plans).
- 6.33 In overall terms the proposals are not considered to cause a significant detrimental impact to the living environment of existing or new residential properties or wider users of the area.

#### vii) Transport

- 6.34 As per the consultee section above, following the submission of revised information in overall terms from a transport perspective the proposals are considered to be acceptable, subject to a number of conditions and s106 obligations. Third party comments are noted in relation to the proposed access into the site, traffic generation and concern in relation to parking for existing and future occupiers.
- 6.35 The proposal is considered to positively alter the vehicle use of the site, reducing the number of trips by HGV lorries. The proposed residential development does result in an increase in trips to and from the site but these are spread out throughout the day. However due to the resultant increase in trips to the site a contribution is sought towards the implementation of formal road closures to segregate the commercial from the residential through traffic and the removal of existing width restrictions. This contribution would cover all legal orders as well as the physical works associated with this and the figure will be updated at your meeting.

- 6.36 In relation to parking, comprising of 121 parking spaces and 121 cycle space spaces is also considered to be acceptable with alterations to the existing kerb space on Meadow Road to provide shared use bays which could be utilised by visitors to the development or wider area. Other surrounding parking should also reviewed in order to re-provide for any loss of resident parking bays on Addison Road which would be utilised by the tracking of refuse / delivery vehicles accessing / egressing the site. To undertake a review of the car parking restrictions that surround the site a contribution of £7,500 towards a Traffic Regulation Order is required, this would also include the cost of the legal order and to undertake the works. The applicant has also stated that they are willing to enter into a permit-free agreement for all dwellings to ensure there is no impact from overspill resident parking on the local streets that are permit controlled.
- 6.37 As well as a number of conditions, financial contributions will be secured via s106 legal agreement to formal road closures and Traffic Regulation Orders as well as the Travel Plan and car-club / electric charging points.

viii) Sustainability, energy, SuDS and Flooding

- 6.38 A sustainability statement is required and has been submitted for consideration. This report sets out that carbon compliance requirements have been applied and the residential development achieves an overall improvement (DER/TER) in regulated emissions of circa 22% over Part L 2013 standard, through the adoption of high standards of insulation, efficient gas fired heating/hot water systems, with electricity generation via roof mounted photovoltaic (PV) panels. The individual new build residential properties are also designed to meet many of the aspiration of the - now withdrawn - Code for Sustainable Homes standards in terms of overall environmental performance, which aligns with the requirements of Reading's Core Strategy policies as supplemented by the Environmental Design and Construction SPD. In overall terms this information is considered appropriate, with the standard condition securing written evidence that at least 50% of the dwellings (within each phase) will achieve at least a 19% improvement in the dwelling emission rate over the target emission rate, as per Part L of Building Regulations (2013).
- 6.39 In terms of SuDS, as set out above, the proposals are considered to be acceptable subject to a condition stipulating the scheme to be completed in accordance with the details submitted and be managed / maintained thereafter in accordance with the details hereby approved.
- 6.40 In relation to flooding matters, given the size of the site and part of it being within Flood Zone 2, a Flood Risk Assessment has been submitted. As land sought to be allocated within the Submission Draft Local Plan, the local planning authority has carried out a flooding assessment of the site published within 'Sequential test and Exception Test of sites in the Pre Submission Local Plan' dated December 2017. This document which is considered to be up to date concludes that "The development passes the sequential test for allocation for residential use, due to the fact that the identified development needs cannot be accommodated on sequentially preferable sites. There are opportunities to reduce and minimise flood risk on site." An exception test is not required in this instance.
- 6.41 The site specific FRA submitted follows an appropriate methodology. This will be subject to a condition specifying that the development will be carried out in accordance with the measures noted in the FRA.

ix) S106, CIL, Equality & Procedural Point



- 6.42 As set out in the recommendation section of this report Officers are seeking the affordable housing, transport and open space based matters referenced above in the appraisal to be secured via s106 legal agreement. It is also considered necessary to secure Employment, Skills and Training Plan.Policies CS9 and DM3 allow for necessary contributions to be secured to ensure that the impacts of a scheme are properly mitigated. It is considered that each of the obligations referred to above would comply with the National Planning Policy Framework and Community Infrastructure Levy (CIL) in that it would be: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonably related in scale and kind to the development.
- 6.43 Separately, the applicant duly completed a CIL liability form as part of the submission of this application. Based on the information provided, the site has been occupied by another user (for the storage of film sets) since Cox and Wyman vacated. If it remains occupied for six continuous months of the thirty-six previous months when a decision is issued, and the floor space of the proposal is less than that of the existing building (as stated) this would result in a £0 CIL charge.
- 6.45 Equality - In determining this application the Council is required to have 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, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular application.
- 6.46 Procedural Point - The Town and Country Planning (Consultation) (England) Direction 2009, provides guidance on which applications local authorities must notify the Secretary of State. This direction removed the need for local authorities to inform the Secretary of State of all applications they intend to approve that constitute a departure from the adopted local plan. The 2009 Direction still requires local planning authorities to notify the Secretary of State before approving certain types of very significant development but this proposal does not form one of these criteria.

## 7. CONCLUSION

- 7.1 The proposals although not formally in accordance with adopted policy CS11 are considered to be acceptable when weighed against other material considerations; including the Submission Draft Local Plan, that it is considered to have been demonstrated that the site is not viable for continued employment use and the planning benefits associated with the development, such as the removal of derelict buildings, the provision of 29 affordable units and the high quality design approach proposed throughout the site. As such, full planning permission is recommended for approval, subject to the recommended conditions and completion of the S106 Legal Agreement.

Case Officer: Susanna Bedford

Drawings:

Plans and Drawings  
A-PP-E10-01 Location Plan

A-PP-E10-02 Location Plan  
A-PP-E10-03 Block Plan  
A-PP-E10-04 Existing Site Plan  
A-PP-E10-05 Demolition plans

A-PP-P10-01 Rev D Proposed Site Plan  
A-PP-P10-02 Rev C Proposed Roof Plan  
A-PP-P10-03 Rev B Proposed Block Plan  
A-PP-P10-04 Rev B Proposed Servicing Plan  
A-PP-P10-05 Combined Landscape and Architecture Plan  
A-PP-P10-06 Rev A Affordable Housing Plan

A-PP-P12-01 Proposed Site Sections  
A-PP-P13-01 Proposed Street Elevations  
A-PP-P13-02 Proposed Street Elevations  
A-PP-P13-03 Proposed Street Elevations  
A-PP-P13-04 Proposed Street Elevations

A-PP-P11-10 Apartments - Ground Floor Plan  
A-PP-P11-11 Apartments - First Floor Plan  
A-PP-P11-12 Apartments - Second Floor Plan  
A-PP-P11-13 Apartments - Third Floor Plan  
A-PP-P11-14 Apartments - Roof Plan  
A-PP-P13-11 Apartments - North & East Elevations  
A-PP-P13-12 Apartments - South & West Elevations  
A-PP-P13-13 Apartments - Landscaped Deck Elevations  
A-PP-P13-14 Apartments - Landscaped Deck Elevations  
A-PP-P13-31 House Type D.01  
A-PP-P13-32 Rev A House Type D.02  
A-PP-P13-41 House Type E.01  
A-PP-P13-42 House Type E.02  
A-PP-P13-43 House Type E.03  
A-PP-P13-44 Rev A House Type E.04

A-PP-P13-51 House Type G.01  
A-PP-P13-52 House Type G.02  
A-PP-P13-53 House Type G.03  
A-PP-P13-54 House Type G.04  
A-PP-P13-61 Substation

L-01 Rev E Landscape General Arrangement  
L-02 Rev E Landscape Illustrative Masterplan  
L-03 Soft Landscape  
L-04-1 Landscape Details  
L-04-2 Landscape Details

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 30 <sup>th</sup> May 2018	ITEM NO. 8
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Ward: Abbey

App No.: 180273

App Type: FUL

Address: 109b Oxford Road, Reading, RG1 7UD

Proposal: Amended Description: Change of use from sui generis (betting shop) to A3 restaurant with ancillary A5 takeaway and replacement shopfront (revised elevation details)

Applicant: Express Team Ltd

Date valid: Minor Application: 8 week target decision date: 9<sup>th</sup> April 2018

Extended decision date:

**RECOMMENDATIONS**

Grant full planning permission, subject to conditions and informatives:

Conditions to include:

- 1) Time limit
- 2) Plans to be approved
- 3) Details and Samples of all External Materials (including pavement treatment)
- 4) Extraction System details
- 5) Hours of Use: 11:30-23:00 Sun - Thurs and 11:30 - 23:30 Fri - Sat
- 6) Construction Hours - no noisy works outside hours of 08:00 - 18:00 Mon - Fri and 08:00 - 13:00 Saturdays. No work shall take place Sundays or Bank Holidays
- 7) Delivery Hours/Waste Collections: 08:00 - 20:00 Mon - Sat and 10:00 - 18:00 Sundays and Bank Holidays
- 8) Bin Storage and Litter Management Plan Details to be Submitted

Informatives to include:

- 1) Terms and Conditions
- 2) Building Regs
- 3) Damage to Highway
- 4) Works Affecting Highways
- 5) Separate advertisement consent required; No signage is approved as part of this application
- 6) Positive and Proactive

**1. INTRODUCTION/BACKGROUND**

- 1.1 The application relates to the ground floor of an end of terrace property located on the south side of Oxford Road, on the corner with Zinzan Street. The ground floor was occupied as a Sui Generis 'Ladbrokes' betting shop but it is currently vacant. The upper floors are in residential use.
- 1.2 This part of Oxford Road is characterized by retail/commercial activity at ground floor, with residential ancillary uses (to the ground floor use) on the upper floors. Within the vicinity of and backing on to the site are residential

properties which are predominantly Victorian terraces. Oxford Road is a busy shopping street and a major route into and out of Reading town centre for vehicles and pedestrians alike.

- 1.3 Although not listed, the application site is located within Russell Street / Castle Hill Conservation Area. The site is located within the defined Reading Central Area, but outside of the central core, primary shopping area and office core areas. In addition, the site is also within an air quality management area.
- 1.4 Although not specifically referenced within the Conservation Area Appraisal, the site is located within sub-area 4, which states:

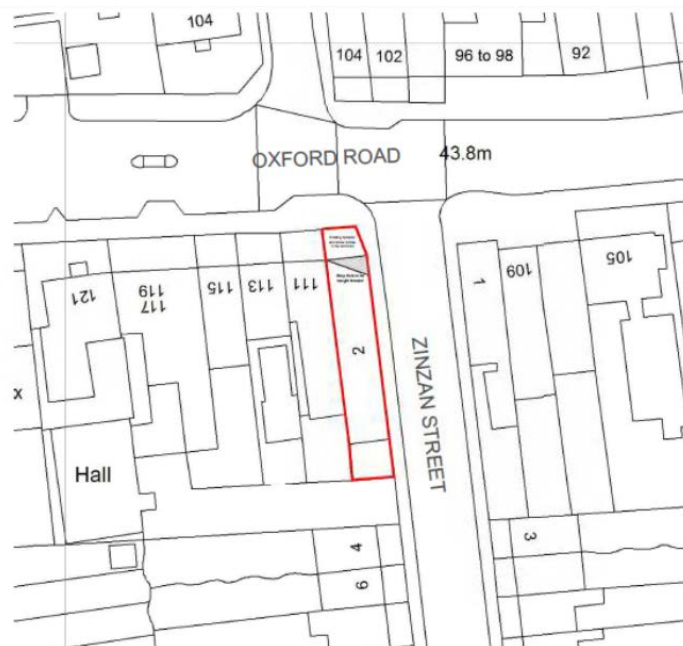
Oxford Road contains a long terrace of listed buildings, dating to the early 19th century. The terrace is divided by a shorter group of mainly late 19th century development and many of the buildings in the whole group have modern shopfronts or have been converted into offices. Nos. 169/171 have late 19th century shopfronts, somewhat altered.

Negative features:

- Busy traffic
- Poor pedestrian links across the main road
- Poor quality shopfronts, some of them in listed buildings (e.g. nos. 155 and 157)
- Poorly maintained buildings, some of them listed (e.g. no. 139)
- Plastic windows in listed buildings (e.g. nos. 171 and 177)
- Loss of chimney stacks and chimney pots (e.g. nos. 155-157 Oxford Road)

- 1.5 The application was called in by Councillor Page due to concerns regarding the proposed use and the impact on heritage assets.

### Location Plan



Not to Scale

The application site as seen from Oxford Road:

The application site as seen from Zinzan Street:

## 2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 This is an application for full planning permission for the change of use of the site from sui generis use class (betting shop) to form an A3 restaurant use with ancillary A5 takeaway. A replacement shopfront is also proposed, with external changes to both the Oxford Road and Zinzan Street elevations. The shopfront is to be brought forward removing the recessed area and it is proposed to remove the bollards and stone cobbled area at the front of the site.
- 2.2 It is proposed to remove the existing tiling to expose and make good the brick work; anthracite grey windows RAL 7016 are proposed and it is also proposed to paint the areas of exposed timber silver grey RAL 7001. Timber panelling is proposed along the front elevation and return down the side, as is a timber plinth along the top edge of the signage board along the front and again along the return down the side. Timber columns are proposed, framing the signage.
- 2.3 The proposed opening hours of the premises would be 11:30-23:30 Monday to Sunday with all deliveries during opening hours.
- 2.4 An extraction unit/flue was originally proposed to the rear of the building, to the height of the rear dormer window; however this element has now been removed by the plans and replaced with an extract system based on low level discharge and air supply system.
- 2.5 The following plans and supporting documents have been assessed:  
Existing Site - Location Plan 2017-0176 1.0  
Existing Plan/Elevation 2017-0176 2.0  
Received 12<sup>th</sup> February 2018  
Proposed Plan/Elevation 2017-0176 3.0  
Received 24<sup>th</sup> April 2018

Design and Access Statement  
Received 12<sup>th</sup> February 2018

Odour Control Equipment Specification  
Received 18<sup>th</sup> April 2018

### 3. RELEVANT PLANNING HISTORY

None relevant.

### 4. CONSULTATIONS

#### (i) Statutory

4.1 None

#### (ii) Non-statutory

4.2 Highways: No objection.

Environmental Protection: No objection subject to conditions and informatives.

Heritage Officer: In view of the changes to the colour, flue, timber façade detail and tiles/render, there are no objections to the proposed scheme on heritage grounds.

The following comments received refer to the plans as originally submitted:

Reading Conservation Area Advisory Committee: Object; design not sufficiently in keeping with the charge for new developments/proposals within conservation area; fails to enhance the building and prominent visual corner; anti-social behaviour; concern designed and enhanced purely to attract customers; lack of design guidance; quality of design and access statement; smoke and odours from exhaust pipe; ruby red coloured windows inappropriate; need for advertisement consent

Baker Street Area Neighbourhood Association: Object; lack of desire to engage with the community; no community need for restaurant/takeaway; hours/anti-social behaviour; quality of heritage statement submitted; design not a positive enhancement to the Oxford Road and/or to the conservation area setting; odour from exhaust pipe; negative impact on the enjoyment of the church congregation activity after services

Reading Civic Society: Object; proposed treatment/design and harm to the conservation area; ruby red coloured windows inappropriate; need for proposed use;

#### (iii) Public/ local consultation and comments received

A site notice was displayed from 21/03/18, expiring on 12/04/18 and a press notice was published on 27/02/18. Consultation letters were sent to

17 nearby occupiers and further to revised plans re-consultation letters were sent 09/05/2018 ending 23/05/2018

- 4.3 2 neighbour letters of objection received, concerned with: litter; noise; anti-social behaviour; illegal parking; parking on the pavement;

A petition was received objecting to the proposals, concerned with the following:

Excessive provision of fast food /takeaway outlets in the immediate area  
Littering  
Anti-social behaviour  
Design and colour would have adverse effect on conservation area  
Lack of willingness to engage with the local Neighbourhood Community

## 5. LEGAL CONTEXT

- 5.1 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.

- 5.2 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'.

In this regard, the NPPF states that due weight should be given to the adopted policies of the Local Development Framework (LDF) (Core Strategy, Central Area Action Plan and Sites and Detailed Policies Document) 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). Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

National Planning Policy Guidance  
National Planning Policy Framework (NPPF)

Reading Borough Local Development Framework Core Strategy (2008)  
CS7: Design and the Public Realm  
CS24: Car/Cycle Parking  
CS20: Implementation of The Reading Transport Strategy  
CS26: Network and Hierarchy of Centres  
CS27: Maintaining Retail Character of Centres  
CS33: Protection and Enhancement of the Historic Environment  
CS34: Pollution and Water Resources

Reading Borough Local Development Framework Sites and Detailed Policies Document (2012)  
DM4: Safeguarding Amenity  
DM12: Access, Traffic and Highway-Related Matters



DM19: Air Quality  
DM23: Shopfronts and Cash Machines

Reading Central Area Action Plan (2009)

RC5: Design in the Centre  
RC6: Definition of the Centre

Supplementary Planning Guidance/ Documents:  
Revised Parking Standards and Design SPD (2011)

Russell Street/Castle Hill Conservation Area Appraisal

## 6. APPRAISAL

### 6.1 The main issues are considered to be:

- Principle of change of use
- Design considerations and impact on character of the conservation area
- Impact on neighbouring amenity
- Impact on parking/highways
- Other matters

## 7. Principle of change of use

7.1 Policy S26 seeks to maintain and enhance the vitality and viability of the town centre location, which can include widening the range of uses available.

7.2 Policy RC6 also seeks to promote retail development whilst supporting other town centre uses within the wider Central Core area.

7.3 Although the site is located within the boundary of the Reading Central Area Action Plan (the 'regional centre' within Policy SC26), it is situated outside of the primary shopping area, the central core, the office core, any active frontage or district/major-local/local centre. Given this context and also mindful of Policies CS27 and RC6 and the relatively small floor space involved in this instance, it is not considered that the loss of a Sui Generis Class use at this point would harm the vitality and viability of the centre; the vitality and viability of the regional centre would be maintained. Furthermore, there are no specific policies that seek to prevent the loss of sui generis uses such as a betting shop. The unit is currently vacant and non-retail uses, where an active street frontage can be maintained, can make a valuable contribution to local economy. In this instance, it is not considered that the proposals would detract from the regional centre, as Policy CS26 outlines should be the case. When these factors are combined, it is concluded that the loss of the existing betting shop (sui generis use class) raises no in-principle land use concerns and there would be no in-principle land use objection to its replacement with an A3 use with ancillary A5 takeaway within the area.

## 8. Design considerations and impact on character of the conservation area

8.1 The application represents an opportunity to improve the appearance of the building, the ground floor of which is not currently considered to positively contribute to the conservation area (with heritage assets limited to the

upper floor). By virtue of the building's location within the conservation area, this warrants a greater quality of design and the Council is required to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. Policy CS33 of the Core Strategy states that development within Conservation Areas will be expected to... "make a contribution to the area by respecting and enhancing its architectural and visual qualities, and achieving a high standard of design. The Council will therefore have regard to both the quality of the townscape and the quality and interest of the area, rather than solely that of the individual building.". Policy CS7 seeks that new development should be of high quality and maintain and enhance the character and appearance of the surrounding area. Policy DM23 seeks that shop fronts should respect the character of the building on which they are located and the wider street and Policy RC5 seeks to promote positive design in the Reading central area.

- 8.2 The plans as originally submitted raised concerns in this respect, and it was considered that the proposal fell short in meeting expected standards for design within a conservation area. With regards the external alterations, the building is in a visually prominent corner plot location within the Russell Street/Castle Hill Conservation Area and rather than enhance the building, the proposals were considered to detract, with its visually prominent side elevation design especially. As both elevations are highly visible, the same level of attention should be afforded to the proposal's side elevation as to its front elevation. The proposed ruby red glazed panels were not considered to offer any enhancement of the building; moreover, it was considered that the large modern ruby red glazed windows would detract from the building's existing heritage assets (grey and bricked first floor wall) rather than enhance this important side façade.
- 8.3 Further to the above, the flue proposed, due to its position, bulk and scale, would have been highly visible within this prominent location and was considered to result in an incongruous feature that would neither have preserved nor enhanced the character of the conservation area, to its detriment.
- 8.4 These concerns were relayed to the applicant and revised plans were submitted removing the flue feature and replacing it with a more discrete extraction system at a lower level. In this respect the proposed plans show the extract system acoustic louvre grill and air supply system acoustic louvre grill shown at ground floor level, not readily visible from the public domain and not considered to result in any adverse effect on the character or appearance of the conservation area.
- 8.5 Revised plans also showed the replacement of ruby red glazed panels with grey windows, the removal of the existing tiling to expose the brickwork and make good the brick (rather than the previously proposed white render) and that the areas of exposed timber would be painted a silver/grey. The shopfront has been framed in an acceptable manner (and with regard to the existing context) with timber columns and timber plinth along the top edge of the signage board, allowing it to appear more traditional in appearance. These features are considered to enhance this prominent building, with proposed silver/grey colours sympathetic to the upper floor. The proposal to bring the shopfront forward, thus removing the recess in this part of the building, is also welcomed and considered an enhancement, as is the

proposal to remove the existing bollards and stone cobble at the front of the site, which is currently a negative feature.

- 8.6 Given the above, the proposals are not considered to cause harm to the character and appearance of the Russell Street/Castle Hill Conservation Area. Moreover, given the existing context, the overall design approach is considered suitable both in itself and also within the context of the wider area. In this respect, the proposals are considered to improve the character and appearance of the building, positively enhancing the character and appearance of the conservation area. It is nevertheless still considered appropriate and necessary to secure full details of all facing materials via a pre-commencement condition. This is owing to the finished visual appearance of the development being considered to be of key importance. When considered within the context of the existing building, the proposal is considered to represent a visual improvement to the site and wider area. The Council's Heritage Officer has raised no objection to the proposals.
- 8.7 Officers are content that the design approach is an appropriate response to both the building and the prevailing context at this point, with the exact details of the proposed materials being secured via condition to ensure the finished quality is appropriate. As such, this element of the proposals is considered to comply with Policies CS7, CS33 and RC5.
- 8.8 An informative will be attached to the decision notice stating that this proposal is without prejudice to any future application for advertisement consent.
9. Impact on neighbouring amenity (including environmental protection matters)
- 9.1 Policy DM4 seeks that new development should not cause a significant detrimental impact to the living environment of surrounding occupiers and Policy CS34 seeks that new development is not damaging to the environment by way of pollution and the new development should not be subject to high levels of pollution unless adequate mitigation is provided.
- The proposal does not seek to enlarge the property such that no undue loss of light or overbearing impact would occur. No additional windows are proposed and as such there would be no loss of privacy.
- 9.2 The main issue in terms of residential amenity is noise and odours from the extraction equipment associated with the proposed use. It is not uncommon for restaurants and hot food takeaways to be located close to residential accommodation and for fumes and smells to be dealt with by means of extraction equipment. It is noted that in this regard, there is considerable local opposition to the proposal.
- 9.3 The proposed use would include a commercial kitchen which would result in the emission of cooking odours. As such, an appropriate ventilation/extraction system is required to ensure that the use would not adversely harm the living conditions of the occupants of neighbouring residents.

- 9.4 The proposals, based on the original plans were submitted with a noise and odour assessment. The Environmental Protection team commented that this had been carried out in accordance with BS4142:2014 and the methodology has been correctly applied. The Environmental Team raised no objection subject to conditions and informatives. Further to the revised extraction system proposed (as a result of design and heritage concerns) a more discrete system is proposed and an associated noise and odour report submitted. The Environmental Team confirmed, that, subject to conditions as stated previously, this would be acceptable from an Environmental Protection perspective, that they were satisfied that the noise levels generated by the proposed extraction equipment would meet the required criteria for noise and that abatement measures proposed would prevent any undue harm to the amenity of surrounding occupiers by way of odour.
- 9.5 It is considered that, if properly installed and maintained (matters than can be controlled by conditions) cooking fumes and odours could be limited to an acceptable level, with a suitable and effective extraction system achieved at the site. Subject to successful approval of details under this condition, it is not considered that the proposals would result in any adverse harm to the amenity of the surrounding occupiers in accordance with Policies DM4 and CS34.
- 9.6 The proposed hours of use of the premises are 11:30 - 23:30 Monday - Sunday. Given the residential units within the vicinity the following hours are recommended: 11:30-23:00 Sunday - Thursday and 11:30 - 23:30 Friday-Saturday. This is not considered unreasonable given the operating hours of other nearby establishments and this can be secured by way of a suitably worded condition.
- 9.7 The use of the premises incorporating hot food takeaway might generate additional usage over and above the current use, especially in the evening hours, however, it is not considered that this would be so significant as to be detrimental to neighbouring residential properties especially in view of the existing hot food takeaway businesses nearby in this parade of shops together with the noise generated by the traffic on this busy road.
- 9.8 Informatives are also recommended with regard to delivery/waste collection hours.
- 9.9 In terms of crime and safety, the existing shopfront includes a recessed area which provides opportunities for potential crime/fear of crime, and an area for anti-social behaviour, such as rough sleeping for example. The proposal seeks to remove this recessed shopfront, and instead the shopfront will be flush with the façade of the remainder of the terrace. This is welcomed within the context of policy DM4.
- 9.10 It is recognised that litter can be a problem and it is recommended that a condition is attached to any decision requiring details of bin storage to be submitted by way of a pre-commencement condition, and a litter management plan to be submitted to ensure that any litter generated by the premises does not cause a nuisance. Such a plan should incorporate details of regular litter picking around the site.

In overall terms, and with the above conditions secured, the proposals are considered to comply with policies DM4 and CS34.

## 10. Impact on parking/highways

- 10.1 This site is situated on A329 Oxford Road which is a main transport corridor in and out of Reading and is a busy public transport route between central Reading and the west. It sits within a conservation area and is located in Zone 2, Primary Core Area, of the Revised Parking Standards and Design SPD. This zone directly surrounds the Central Core Area and extends to walking distances of 2 kilometres from the centre of Reading.
- 10.2 Oxford Road and the surrounding road network all have extensive parking restrictions preventing on-street parking. A residents' permit parking scheme operates in the area thereby restricting and monitoring unauthorized parking.
- 10.4 In accordance with the Council's adopted Parking Standards and Design SPD, the proposed A3 use would generate a parking demand of 1 space per 5sqm whereas the proposed A5 use would generate a parking demand of 1 space per 40sqm. However, there is no off-street parking associated with the site; therefore, the parking demand generated by the proposal would be accommodated within the short stay parking bays on Oxford Road and nearby public car parks as it does currently.
- 10.5 Oxford Road has many commercial/retail/food outlets and the proposed change of use is unlikely to have a significant impact on the trips and parking demand generated by the proposed A3/A5 use; therefore there are no transport objections to the proposed change of use.

## 11. Other Matters Raised in Representation

- 11.1 All material considerations have been discussed in the above report.
- 11.2 Lack of willingness to engage with the local Neighbourhood Community - whilst it might be best practice for applicants to discuss proposals with their neighbours/community, there is no mechanism to allow the Council to make them do so.
- 11.3 Whilst concerns raised regarding the effect of overcrowding, noise and disturbance and crime are noted, there is no substantive evidence that the proposal would result in any significant harm in respect of these matters, in isolation or with regards to the existing use of the site. Indeed, it is considered that a use with controlled operational hours would contribute to any perceived anti-social behaviour issues.
- 11.4 Excessive provision of fast food outlets - it is not the function of the planning system to safeguard existing businesses from competition.

## 12. CONCLUSION

Classification: UNCLASSIFIED

Having regard to the material considerations and all matters raised, the Local Planning Authority considers that the balance of considerations therefore weigh in favour of granting planning permission, subject to conditions and informatives.

Drawing Nos

Existing Site - Location Plan 2017-0176 1.0

Received 12<sup>th</sup> February 2018

Proposed Plan/Elevation 2017-0176 3.0

Received 24<sup>th</sup> April 2018

Design and Access Statement

Received 12<sup>th</sup> February 2018

Odour Control Equipment Specification

Received 18<sup>th</sup> April 2018

Case Officer: Ethne Humphreys

Classification: UNCLASSIFIED

Classification: UNCLASSIFIED

Location Plan

Classification: UNCLASSIFIED

Classification: UNCLASSIFIED

Proposed Plan and Elevations

Classification: UNCLASSIFIED



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 30 May 2018  
ITEM NO. 9

Ward: Abbey/Out of Borough

App No.: 171108/REG3 and 171662/ADJ

Address: Land between Thames Valley Business Park and Napier Road, Reading

Proposal: Construction of a segregated fast-track public transport, pedestrian and cycle bridge and viaduct, comprising concrete bridge structure with a river span of 59.5m and a land span of 316m, supported by concrete columns, steel beams and reinforced soil embankment, together with new footpath links and existing footpath alterations, replacement supermarket car parking provision, junction improvements and landscaping.

Applicant: Reading Borough Council Highways and Transport

Date received: 4 July 2017

Major Application with EIA: agreed PPA date: 27 July 2018

### RECOMMENDATION:

In consideration of the Environmental Statement which has been received under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 and subject to no objections being received from the Environment Agency, delegate to the Head of Planning, Development and Regulatory Services (HPDRS) to GRANT Regulation 3 planning permission, subject to the satisfactory completion of a s106 agreement/unilateral undertaking by 27 July 2018 to provide for:

- Use of the structure/route as a segregated mass rapid transit (MRT) public transport, pedestrian and cycle route only, for use only by permitted authorised vehicles (buses, minibuses, public coaches and, in emergencies only, emergency vehicles);
- Construction of the structure to an adoptable standard and thereafter to function as Public Highway under s.38 of the Highways Act 1980
- Completion of compensatory flood storage works and repair of riverbank near to the Kennetmouth within Wokingham Borough and Reading Borough, as appropriate, no later than substantial completion of development.
- Provision of community/art facilities (relocation of mosaic model/sculpture and provision of strategy for benches and storyboards) prior to first use. Submission of strategy no later than commencement of development.
- Developer to undertake or otherwise fund a construction phase Employment and Skills Plan (ESP)
- Mooring controls for 3x short-stay visitor mooring platforms
- Phasing controls: no first use of MRT route until all environmental mitigation works have been completed to the Local Planning Authority's satisfaction
- Post occupation monitoring/management requirements (ecology management, marginal shelf, wetland).

If the s106 agreement/unilateral undertaking is not completed by 27 July 2018, delegate the HPDRS to REFUSE planning permission, unless an extension of time is agreed.

### Also:

1. Notify Wokingham Borough Council of your Resolution; and

2. To advise WBC of no objections to the identical pending application submitted to Wokingham Borough (RBC reference 172662/ADJ and WBC reference 172048).

Conditions to include:

1. Time limit: five years (major development scheme)
2. AP1 Approved plans
3. AP4 Phasing: as approved
4. M2 Materials to be as approved
5. Submission of details of cross-bracing for bridge and any other technical design details (e.g. accessibility details)
6. AC1 Archaeology, submission of archaeological method
7. Contaminated land: piling design
8. Contaminated land: reporting of unexpected contamination
9. Works as per approved plans/specifications
10. Landscaping conditions (details to be advised)
11. DC1 Vehicle parking space provided in accordance with approved plans (superstore car park changes)
12. Visibility splays provided before occupation
13. Gradient of route no greater than as shown on submitted plans
14. Submission and approval of on-site and off-site Landscape and Ecology Management Plan
15. Construction Method/Management Statement
16. SUDS Strategy condition 1
17. SUDS Strategy condition 2
18. Hours of working (std.)
19. No bonfires
20. External lighting, details to be submitted (pole-mounted and parapet lighting)

Informatives:

- IF1 Positive and Proactive Working - approval
- IF2 Pre-commencement conditions
- IF3 Highways Act
- IF4 S106
- IF5 Terms
- IF6 Building Regulations
- IF7 Complaints about construction
- IF9 Contamination and risk to construction workers
- I11 CIL
- I12 Bats
- I23 Advice to adhere to approved Arboricultural Method Statement
- OTH Notification to Environment Agency for Accommodation Licence for works over the Kennetmouth and for siting of short stay visitor mooring platforms/marginal shelves
- OTH Any temporary requirement for diversion/closure of footpath/cycleroute to be applied for separately
- Network Rail informatives
- Please note the presence of a high voltage sse cable in this area

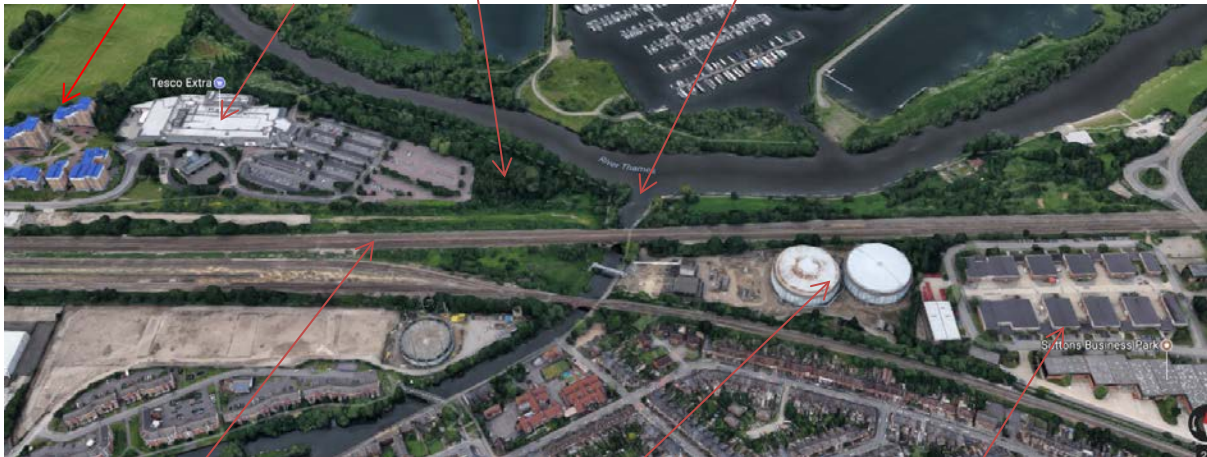
## 1. INTRODUCTION

- 1.1 The application site is long and thin, typically some 40 metres in width and approximately one kilometre end to end and stretches from Napier Road, Caversham in the West, to the Thames Valley Park roundabout within Wokingham Borough, in the East.
- 1.2 The western area of the site (within Reading Borough) where the proposed development would connect with Napier Road comprises mostly unused, overgrown land that had previously been the line of the former 1908s 'cross-town' road route which was abandoned. The route in this area would also take in a section of the Tesco Extra superstore car park/car park circulation road. Residential apartment blocks are located to the west of the site and north of Napier Road at Luscinia View. The land immediately to the south and west at this point is characterised by commercial development and surface level car parking and hard standing, with the Great Western Main Line Railway running east-west beyond on a raised embankment. Part of the route then falls within the Coal Woodland LWS ('Coal, Kennetmouth and Kings Meadow East' Local Wildlife Site (LWS)) which is a self-seeded woodland on the Thames Riverside, near to the western side of the Kennetmouth.
- 1.3 The central area of the site where the proposed development crosses the River Kennet is characterised by the confluence of the River Thames and the River Kennet. There is an existing railway bridge over the River Kennet and the attached 'horseshoe bridge' (footbridge) allowing access over the Kennet for the Thames Path National Trail. This application proposes a third bridge crossing closer to the Thames.
- 1.4 The eastern area of the Site (within Wokingham Borough), is where the proposed development would run adjacent to the proposed Thames Valley Park Park and Ride (TVP P&R, which gained planning permission in 2017 and currently under construction), is undeveloped floodplain adjacent to the River Thames. The Thames Valley Park Rowing Club and Wokingham Waterside Centre lie in the eastern part of this area. The former Dreadnought pub, which has had planning permission for a café use, although this has not been implemented, lies to the north-east. There are also temporary visitor moorings along the Southern bank of the River Thames, east of the Kennetmouth. The Thames and Kennet Marina and Redgrave and Pinsent Rowing Lake are located approximately 100 metres to the north on the opposite side of the River Thames in South Oxfordshire District. The Suttons Business Park is located to the south of the railway embankment.
- 1.5 The Environment Agency (EA) Flood Map shows that the western part of the proposed route lies within Flood Zone 2 'Medium Probability' (between 1 in 100 (1%) and 1 in 1000 (0.1%) annual probability of river flooding). The eastern part of the proposed route lies within Flood Zone 3 'High Probability' (greater than 1 in 100 (1%) annual probability river flooding). The land to the west of the River Kennet is situated on a historical landfill that was used in the past for railway sidings. The land to the east of the River Kennet comprises undeveloped land which includes two historic gravel pits. The Grade II Listed Railway Bridge and attached Accommodation ('Horseshoe') Bridge over the River Kennet are close to the proposed new crossing of the proposal at the Kennetmouth. The Borough's Air Quality Management Area also extends along the railway line, although electrification is likely to lead to better localised air quality. The Thames Path

National Trail and National Cycle Routes 4/ 5 Thames Valley pass through the site on the south bank of the River Thames.

Application site boundary (not to scale)

Luscinia View flats Tesco The Coal Woodland Kennetmouth (Borough boundary)



Bristol-London Paddington railway line Gasholders P&R site Suttons Business Park

## 2. PROPOSAL

- 2.1 The proposal is for the construction of a segregated fast-track public transport, pedestrian and cycle route, which is designed to support enhanced accessibility and continued sustainable growth in Reading, Wokingham Borough and the wider area into Bracknell Forest Borough. It will be constructed as part at-grade road, part bridge and part viaduct structure in order to convey primarily buses, but also cycles and pedestrians, between Central Reading and Thames Valley Park, providing a bypass to the A4 London Road and Cemetery Junction area and linking directly to the A4 and A3290 to the east of Central Reading, providing a significant priority for these sustainable transport modes.
- 2.2 The applicant is Reading Borough Transport, supported by Wokingham Borough. It is part-funded by the Local Enterprise Partnership (LEP) and, in contrast to the two other MRT schemes in the Borough, the application site straddles the borough boundary to include land within Wokingham Borough. The overall purpose of the East Reading MRT scheme is to improve the attractiveness of travelling more sustainably, thereby reducing private car trips, easing forecast car congestion and

improving air quality along the existing highway network, particularly on the A4 corridor in Reading Borough.

2.3 The applicant advises that the scheme seeks to achieve the following key aims:

- Provide a sustainable alternative solution to accommodate future travel demand on the London Road corridor;
- Increase capacity for movement of people thereby reducing journey times and forecast congestion, as well as improving reliability of journeys along the corridor;
- Support economic development in Reading Town Centre, east Reading, Wokingham and within the Thames Valley;
- Develop a high quality, sustainable system which provides a sustainable alternative to the private car;
- Facilitate a future MRT network for Reading and the Thames Valley; and
- Allow access for mobility impaired people and pushchairs.

2.4 The route of the East Reading MRT scheme will link the A3290 at Thames Valley Park adjacent to the proposed new Park & Ride facility which is currently under construction, to Napier Road, Reading town centre and the railway station.

2.5 The development is primarily constructed of a long, sectional concrete structure and includes patinated steel girders and concrete for the bridge, a concrete viaduct with steel parapets and steel supports, new landscaping and extensive ecological enhancements in mitigation, including dedicated ecological areas and repairs and enhanced mooring areas on the Thames.

2.6 The MRT structure itself has been designed to allow buses to pass each other along its length, except for the bridge, where an automated (non-traffic light) system would control single lane bus crossings alongside a dedicated cycle/pedestrian path. The elevated section of the pedestrian/cycle route will be illuminated from linear lighting in the top parapet rail on the south side of the bridge/viaduct for highway safety/CCTV purposes.

2.7 The proposal involves the following elements, running West to East:

- A new T-junction on Napier Road near to the Tesco superstore/Luscinia View flats
- A gentle embankment created along the southern edge of Tesco car park/The Coal Woodland, with a connecting footpath/cycle access track to the south
- The embankment gently grades into the abutment of a new bridge crossing over the Kennetmouth, set away from the Listed Brunel Bridge and accommodation bridge (Horseshoe Bridge)
- On the eastern side of the Kennetmouth (in Wokingham Borough), the bridge becomes a viaduct, supported by single 'flared' T-shape columns
- The MRT arrives back at ground level and then forms a new junction at the Thames Valley Park roundabout, next to the proposed park and ride site.

#### Supporting documentation

2.8 Supporting documentation submitted with the application is extensive and is listed below. The majority of these documents have been revised since the original submission of the application in July 2017.

- Cover letter and revised covering letter
- Planning Statement
- Design and Access Statement and Annexe (containing artist’s impressions of the scheme)
- Consultation Statement
- Environmental Statement (contains chapters on a range of matters, see below)
- Environmental Statement Addendum
- Environmental Statement: Non-Technical Summary
- Landscape and Ecology Strategy
- Topographical survey
- Ecological response to the Environment Agency’s concerns (Feb 2018)
- Sustainability Statement
- Transport Statement (contained in the ES)
- Transport Statement Addendum
- Supporting sectional plans
- Utilities Statement
- SUDS strategy
- CIL form (this is not a CIL-liable development)

2.9 The Environmental Statement contains the following chapters:

ES Volume 1 chapters:

- Socio-economics
- Transport & Access
- Air Quality
- Hydrology and the Water Environment
- Ground Conditions
- Landscape & Visual inc. Lighting
- Ecology
- Archaeology and Heritage

ES Volume 2 Appendices, including:

- Flood Risk Assessment and Drainage Strategy
- Phase 1 Ground Conditions Assessments
- Phase 2 Ground Conditions Assessments
- Tree Survey
- Arboricultural Impact Assessment
- Lighting Assessment
- Preliminary Ecological Appraisal (and other baseline survey reports)
- Heritage Desk-Based Assessment

3. PLANNING HISTORY

3.1 Relevant planning history is as follows:

Reference	Description	Status/comment
161174/PREAPP	Pre-application advice for proposed new mass rapid transport scheme	OBSERVATIONS SENT 11/7/2017
161515/SCO	Request for a Scoping Opinion for East Reading Mass Rapid Transit under Regulation 13 of the Town and Country	OPINION PROVIDED 25/11/2016

	Planning (Environmental Impact Assessment) Regulations 2011 (As Amended 2015)	
161167/ADJ	Full application for the proposed development of a Park and Ride facility providing approximately 277 vehicular spaces, motorcycle parking's and associated vehicular access and landscaping.	OBSERVATIONS SENT TO WBC 20/9/2016
RBC reference 171662/ADJ and WBC reference 172048	Full application for proposed construction of a segregated fast-track public transport, pedestrian and cycle bridge and viaduct, comprising concrete bridge structure with a river span of 59.5m and a land span of 316m, supported by concrete columns, steel beams and reinforced soil embankment, together with new footpath links and existing footpath alterations, replacement supermarket car parking provision, junction improvements and landscaping.	PENDING CONSIDERATION  This is the identical planning application in Wokingham Borough. Recommendation to RBC Planning Applications Committee to supply to WBC is in the Recommendation above.

#### 4. CONSULTATIONS

4.1 It should be noted that the application has been subject to significant amendments since its original submission in July 2017. Amendments submitted in April/May 2018 were summarised for consultation purposes as follows:

1. Viaduct to narrow by one metre in a localised area to the East of the Kennetmouth (i.e. at the narrowest point on the riverbank)
2. Minor realignment of the route to the South of the Tesco superstore car park West of the Kennetmouth, reducing land-take on the car park and The Coal woodland
3. Removal of some originally-proposed replacement car parking within the Tesco superstore car park, reducing impact on The Coal woodland
4. Two-column supporting design of the viaduct now altered to single 'flared' column
5. Lighting columns along the viaduct in original proposal to be replaced with low-level parapet lighting
6. Provision of three new short-stay visitor mooring platforms on the River Thames (North Bank, East of the Kennetmouth), with associated riverbank planting
7. Landscaping amendments to include removal of 'fedging' and reclaimed boats in original proposal and provision of wetland/marsh area under viaduct, retention of Willow tree to East of Kennetmouth and other off-side mitigating environmental improvements
8. Amended locations for compensatory flood storage (ground lowering).

4.2 The responses set out below intend to summarise the consultee's position on the application and this includes their response to the amended material above, if further responses have been provided.

(i) Statutory:

The Environment Agency has been in close communication with the applicant and officers regarding this scheme. At the time of writing, their objection is maintained, although

officers expect that objections on flooding grounds have been overcome; and outstanding issues of conflict with EA Navigation Policy on the Thames and ecological concerns are likely to have been addressed also. These issues are discussed in the Appraisal below and will also be discussed further in the forthcoming Update Report.

RBC Transport Strategy has reviewed the submitted Transport Statement, which has been based on the Reading Transport Model and concurs with the methodology used. It has been stated that the Scheme results in reductions of between 1% and 3% in peak hour traffic flow along some of the eastern area roads. The modelling demonstrates that the scheme would release traffic constrained in entering the network, ease forecast congestion and reduce rat-running.

RBC Transport Strategy agrees that the case made for the MRT scheme is positive in terms of providing a sustainable transport solution. The applicant has confirmed through additional information that technical aspects of the proposal are acceptable.

Amendments to the car parking arrangement in the superstore car park are considered to be suitable.

The Appraisal section covers transport aspects in detail.

(ii) Non-statutory:

RBC Planning (Natural Environment) Team (Tree Officer) raised strong objections to the original proposal in landscaping terms. Her current advice is that the amended information indicates that the scheme has less of an impact in environmental terms (for instance, lessened impact on The Coal and greater tree mitigation arrangements) but at the time of writing, she is unable to comment further as there appears to be inconsistencies and lack of details in the information currently presented. Her queries are currently with the applicant to respond to and the Tree Officer's revised comments shall be set out in the Update Report. RBC's Retained Ecologist objected to the original ecological proposals. His response to the amended information is awaited and this will be set out in the Update Report. Regarding both matters, the Appraisal below will discuss the main issues and how the application is now proposing to address these, with the detailed responses from the above two consultees to follow.

RBC Environmental Protection advises that the application raises the following issues:

- Noise arising from development
- Air Quality impact
- Contaminated land
- Construction & Demolition

The Appraisal below includes a section entitled, RBC Environmental Protection considerations.

RBC Leisure and Recreation advises that their concerns to the application as originally submitted regarding management of The Coal Woodland have been satisfactorily addressed, and Leisure and Recreation supports the latest amended landscape plan and ecological mitigation proposals which have been prepared.

RBC SUDS Manager advises that the SUDS Strategy is acceptable in terms of sustainable drainage and a SUDS scheme should be designed in accordance with the Strategy. Conditions are advised.



RBC Emergency Planning Manager: primary concern is flood risk and displacement of floodwaters and pleased to see that the proposal is largely raised on columns, but it must be built to withstand severe flooding situations.

The space underneath the viaduct structure may inadvertently create a potential for antisocial behaviour/rough sleeping and thus this needs careful thought. Removing any/minimising any dry hardstanding is the obvious choice to deter rough sleeping in the area, but this does not remove the potential for terrorism activity beneath such a structure/planting a device beneath it. However many such accessible structures already in the Borough and does not consider that the MRT itself would be a specific target.

A response from Thames Valley Police's Crime Prevention Design Advisor (CPDA) is awaited and this will be set out in the Update Report.

The RBC Conservation Consultant has commented as follows:

The location of the proposed MRT bridge over the Kennet to the north of the Grade II Listed Building would mean the proposed bridge would be partly screened from a direct visual relationship with the listed bridge by the existing (later) accommodation bridge, which is also part of the listing. The aesthetic elements of the north elevation of the railway bridge and later accommodation bridge are considered to be less significant than the southern elevation. The main significance of the Listed bridge is its evidential value as an industrial railway structure with the added historic value from being part of Brunel's design for the Great Western Railway line and communal value as an accommodation bridge. The bridge's aesthetic value to the north is diminished by the attached accommodation bridge. The setting of the Listed bridge is also considered to be largely industrial and utilitarian and therefore a further transport bridge in this location would not be out-of-character with the Listed bridge's setting.

There is considered to be some potential harm to the Listed Bridge from the proposed MRT bridge within its setting by restricting views toward it from the south, along the River Thames. However, it is acknowledged that the aesthetic value of the Listed Bridge's southern elevation is not substantial as the bridge's evidential, historic and communal value, due to the addition of an accommodation bridge along this elevation. The evidential, historic and communal significance of the Listed bridge would largely be unaffected by the proposed new bridge. Therefore, situating the proposed bridge to the south of the Listed Bridge is considered to be an acceptable location.

The design for the bridge, whilst largely functional, does include some design elements in the angled stone gabions and weathered steel i-beams which respond the setting of Brunel's bridge and are sympathetic to it. However, it is considered that using better quality materials for some peripheral elements, like the railings of the bridge, would provide a visually superior scheme for this communal space. In view of these considerations, there is no objection in principle to the proposed bridge design and location, subject to conditions requiring further detailing of the stone gabions, weathered steel, fencing, railings, signage and lighting

The Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust (BBOWT) strongly objects to the application on the following grounds:

- i) Development on Local Wildlife Site
- ii) Impact on Local BAP target species
- iii) Net gain in biodiversity not demonstrated
- iv) Failure to observe the mitigation hierarchy

- v) Loss of local open space & development of green corridor
- vi) Insufficient information provided to assess baseline ecology of site.

Oxfordshire County Council has responded by commenting that given that it is a non-car bridge, it doesn't seem to have any adverse impact on Oxfordshire and therefore, Oxfordshire County Council do not have any comments to make.

South Oxfordshire District Council has no comment to make on this application.

Wokingham Borough Council has no objection to the application.

Cllr. Brenda McGonigle (Park Ward) objects to the application on grounds of:

- There is no specific reference to the MRT in planning documents, so it should be refused
- It won't improve walking, access from Newtown, wheelchair users, is not necessary for cycling, modal shift and air quality improvements are false, and would harm access to open space
- There has been a lack of proper consideration of alternatives
- It would harm open space and ecological objectives for The Coal Woodland
- The scheme results in a considerable loss of amenity for Reading residents
- The scheme adversely affects the setting of listed buildings, the Brunel and Horseshoe bridge. These two heritage assets should be protected not just in their structure but in their setting
- Reading's reputation as a town with beautiful riverside will be severely affected
- Concerned that the MRT would not be just for buses in the future, so should be refused
- Some buses (e.g. the RailAir Link) would only be attracted to the route for a short period
- Considers some of the images to be misleading
- Scheme is proposed in an area of flood risk and climate change is uncertain
- The Park & Ride element of this scheme will be lit only from 7 am to 7 pm, but it is not clear if the P&R will be used as a bus interchange for passengers to leave one bus and alight another to travel further along a route out of or into Reading outside of these times
- Consultation with the local community has been poor, contrary to the view expressed in the Sustainability Statement.

Cllr Rob White (Park Ward) objects to the application. The claim is made by the application that the MRT will reduce congestion in East Reading, but 'congestion' is not the amount of traffic on a road, it is better defined as the point at which traffic becomes saturated, leading to slower speeds, longer trip times, and increased queueing - what the Council's application documents term 'driver delay'. Regarding traffic on London Road, the proposal would have a negligible effect with MRT only; a 'not significant effect' when combined with the P&R; and were the P&R in place and adding the MRT, again, a negligible effect. The real impact on reducing journeys is therefore considered to be the P&R and not the MRT.

The MRT will simply induce demand for traffic in the area. The application claims that any shift in usage from car to bus will be so small as to not be a factor in inducing increased demand. There will be no reduced congestion, so no 'inducement' to drive. This makes no sense and the scheme should be rejected as, using its own modelling, it does not meet its stated aims.

There are people living in the Coal Wood in the area which would be destroyed when the road is built. There have been people living in this area for a number of years in tents. Concerned that this would be a violation of the human rights of the people living in the tents, in particular the right to shelter. Alternatively, if the people are simply displaced to the edge of the construction site then there may be a number of health and safety considerations that might need to be dealt with through the planning process. *Officers are aware of the long-standing rough-sleeping which occurs in this area, including in parts of the Woodland. In terms of the construction process, there are mechanisms under the Health and Safety at Work Act to protect neighbours/occupiers of sites during construction, this is not of itself a planning matter.*

RBC Sustainability Team: MRT schemes are considered to be a sustainable transport option and therefore offer a positive impact on the environment. Specifically, they have the ability to reduce the pollution effects from combustion powered private vehicles. This is dependent on the vehicles used for the MRT and the occupancy levels but if designed correctly, they should improve local air quality and reduce the per passenger greenhouse gas emissions through diverting passengers from private car use.

It is acknowledged that the scheme in East Reading involves some habitat loss. It is important to consider this carefully and ensure that it is minimised and compensated through enhancements which protect and/or improve biodiversity and also through planting in other locations as appropriate. The scheme should be assessed for its impact on and vulnerability to climatic change in relation to the natural environment and the physical design of the structure. Examples would include increased flooding, heatwave, ground instability, water storage and drainage, habitat effects.

It is also assumed that construction of the scheme will utilise reclaimed/reprocessed aggregate in order to reduce the 'embodied carbon' in the scheme, as is standard practice in RBC highways schemes. The above are some key considerations of the scheme as a whole. It is understood that the proposed amendments would improve the scheme in these respects, but comments are made without a detailed assessment of the original scheme design or the recent proposed changes.

The Reading Climate Change Partnership Board has advised that as a board, this is something they would need to be neutral on. In general, the Board is supportive of schemes which will reduce carbon emissions and promote public transport, helping Reading move towards a zero emissions future, which is important to mitigate climate change. The Board recognises, however that the scheme does have local environmental and social impacts which do concern some of the board members. It is worth noting that the impacts of the scheme on preserving the adaptation capacity of the area are important: including biodiversity corridors; flood storage capacity; access to green space; and protecting water resources.

The RBC Access Officer makes the following comments:

- Lighting needs to consider visually impaired people
- Paths need to have durable surfaces for all to move easily
- Cycle routes should restrict access to motorcycles/scooters, etc., but ideally allow for wheelchair and mobility scooter users and those with handcycles and wide pushchairs/buggies etc.
- Safety needs to be taken into account when shared surfaces are used, particularly with regard to visually impaired and/or deaf or older people mixing with bicycles

- Some benches with arms would be useful for some people with mobility problems using the route and could also deter skateboarding
- Bridge landings need to be as gradual as possible
- Colour contrast will be very important throughout the site for visually impaired people with regard to surfaces, street furniture, etc.

The Reading Museum Manager and the Reading Museum and the Abbey Quarter project team wishes to comment regarding the revised landscaping strategy for the proposed east MRT scheme.

Welcome the inclusion of storyboards/information boards within the proposals particularly the aim to 'celebrate the confluence of the Thames and Kennet', especially as this is a key location welcoming visitors into the Borough via the Thames National trail and national cycle routes, and it is also a vital link to the town centre via the Kennet & Avon canal Thames Path and cycle route. To this end we would encourage the applicant to ensure that any panels include information about the rich culture heritage of the development location and also encourage links to places that visitors can find out more about Reading's culture and heritage (including the nearby Riverside Museum and the Abbey Quarter).

The site's heritage includes the important prehistoric and Saxon archaeology highlighted by the Heritage Desk-Based Assessment and the comments from Berkshire Archaeology (many of the previous archaeology finds are on display at Reading Museum and the Riverside Museum at Blake's Lock). Transport heritage is the other key theme at this location including the previous foot ferry, the listed horseshoe bridge that replaced the ferry in 1892 and the various Victorian bridges of the Great Western Railway that are a key heritage asset of the site.

This would be consistent with the approach that RBC's Reading Abbey Revealed project has taken to promoting Reading's heritage as part of the conservation and interpretation of Reading Abbey Quarter that will be implemented in June 2018. We are happy to assist the applicant if the application is successful and the boards are implemented. We have excellent links with local community groups and schools in east Reading through our project work. We would be happy to tell the MRT team more about our upcoming interpretation scheme and how we got to this stage so that we can see how they could complement each other and support relevant overarching RBC policies.

Berkshire Archaeology advises that the applicant's assessment indicates that there is moderate potential for isolated prehistoric flint artefacts as well as limited Saxon remains in the easternmost extent of the site and further investigations are required prior to development and a conditions is advised.

Historic England does not wish to offer any comments and suggests that the views of the Council's specialist conservation and archaeological advisers, as relevant, are sought.

Natural England has confirmed they wish to make no comments on the application. Natural England has not assessed this application for impacts on protected species. The lack of comment from Natural England does not imply that there are no impacts on the natural environment, but only that the application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes.

The Berkshire Design Panel of Design South East (d:se) undertook a review of the application scheme on 6 June 2017, prior to submission of the planning application. Whilst the Panel were highly supportive of the scheme in principle, it questioned the precise route, the design of the structure itself and the ecological mitigation proposed. Key points from the Panel's report were as follows, with brief officer responses in italics.

- The Panel are highly supportive of the principle and commend Reading and Wokingham Borough Councils on working collaboratively to develop an alternative approach to traffic congestion problems in the area.
- The proposed structure currently appears too utilitarian in design and risks negatively impacting this sensitive site. *Design altered, see below*
- The way the viaduct meets the ground at either end requires further exploration, and there is a missed opportunity in not integrating the proposed cycle route more into the existing network.
- Considers that the project should present an opportunity to encourage leisure and tourism along this length of the Thames Path. A more ambitious, concept led landscape strategy that sets out a vision for how this area could be improved could contribute to this. *See mooring and benches arrangements*
- Concern for creation of a functionless covered area risks encouraging anti-social behaviour and negatively impacting this setting. However, exploiting this picturesque location and using this structure to activate the riverside with public uses has the potential to benefit the area. *This area now subject to natural measures to curb vandalism, etc.*
- Input of an architect/urban designer in the design team will be necessary to further develop the project and landscape architecture should be a more fundamental driver and better integrated into the project. *Riverbank/edge redesigned*
- Constraints such as Network Rail land and flood risk are causing limitations, but we feel these should be challenged more assertively to help make the most of this opportunity. *Dialogue undertaken post submission of application.*

Reading Friends of the Earth objects to the application:

- The applicant's evidence on air quality in 2021 shows high levels of nitrogen dioxide and particulate pollution, close to WHO target levels, both with and without the proposed scheme, so scheme's impact would be negligible. Predicted air quality along the A4 in 2021 is not good and should be improved to give greater margins below WHO target levels.
- There is no evidence presented that the scheme will have a significant beneficial effect on air quality. Therefore claimed purpose for the scheme "easing forecast ... air quality" is not achieved and the scheme is not compliant with the requirement of Policy DM19 to "have regard to the need to improve air quality and reduce the effects of poor air quality". The scheme offers no significant improvement to air quality on the A4 corridor so does not achieve its stated purpose and the scheme is not considered to be justified on the basis of improvements to air quality.
- Air quality at monitoring point 'R8' in 2021 is modelled to be a little below WHO guideline levels for NO<sub>2</sub> and PM<sub>2.5</sub> but the WHO guidelines do not represent 'safe thresholds' for air quality and the modelling for PM<sub>2.5</sub> has not been verified. Applicant should implement measures to reduce pollution levels everywhere to substantially below WHO guideline levels

The Canal & River Trust has confirmed that the application falls outside the notified area for its application scale. We are therefore returning this application to you as there is no requirement for you to consult us in our capacity as a Statutory Consultee.

Network Rail has been involved in the progression of this scheme and is satisfied with the latest scheme routing, which includes minor 'oversailing' of NR land. Informatives are offered.

Reading UK CIC Reading Business Growth and Skills Committee supports the application for infrastructure work to support the creation of the Mass Rapid Transit link in East Reading.

Regard this as a pivotal piece of infrastructure improvement to support public transport in the area, reduce reliance on car journeys and improve journey time to support business growth in Reading.

Thames Valley Park Management Ltd. strongly supports the planning application:

- The MRT will see a significant reduction in the length of time taken by the Thames Valley Park Shuttle bus to journey between Reading Centre and the Park. Currently the bus can be delayed by build-up of traffic particularly on the A4, and during peak periods. This can act as a barrier to using sustainable transport options. The dedicated route will improve the reliability of journeys which will encourage use of the bus service. Believe this will be a significant benefit to the businesses and occupiers of Thames Valley Park.
- The MRT will improve access to Thames Valley Park for pedestrians and cyclists. This will encourage individuals to make sustainable journeys to and from the Park. Readybike cycle hubs will be connected. The environment and safety of cyclists who travel between Reading Centre and Thames Valley Park will be significantly improved.
- The MRT will complement the proposed Park and Ride facility due for construction at Broken Brow to the West of Thames Valley Park.
- Journey times and reliability of other public transport using the MRT will be improved, leading to a reduction in traffic on the A4/ Kings Road, giving an associated improvement in air quality.
- It is a key infrastructure element in Reading Borough Council's and Wokingham Borough Council's Local Plan, to facilitate economic and residential growth in Reading, Wokingham and the wider area. It is a fundamental scheme of the wider sustainable transport strategy for Reading and the Thames Valley.
- The scheme supports the public transport corridor on the Reading/ Wokingham/ Bracknell corridor and in north Reading.
- The MRT supports and enables a modal shift towards sustainable transport modes.

Astrea Asset Management and Shell International Ltd. own/operate buildings within Thames Valley Park and support the application for similar reasons as Thames Valley Park Management Ltd., above.

A local Transport academic, Dr. John Walker who is the Honorary Secretary of the Road User Charging Interest Group and Visiting Senior Research Fellow, Transportation Research Group, University of Southampton, makes the following points:

- A limited road charging scheme on the A4 in East Reading at peak hours to reduce congestion, using Automatic Number Plate Recognition (ANPR), would be much cheaper than the proposed £24 Million East Reading Mass Rapid transit Scheme (MRT). The capital cost would be around £31K, with annual cost £3K and no environmental disruption or visual intrusion.
- The resulting reduction in congestion would reduce delays to buses on this stretch of their route, and improve journey time reliability, as well as reducing delays for other traffic in East Reading. A similar scheme is referred to in Saddler St in Durham which has been operational since 2003 and charges £2/day.

Tesco Stores Ltd. has submitted a holding objection due to the uncertainties of the application on the operation of their Napier Road superstore and its car park.

Reading University, who has landholding interests along part of the route, has indicated to the applicant at the pre-application stage that they support this sustainable public transport project, although would like to see direct connections between the MRT and the

Thames Path in the Kennetmouth area to allow easy access to/from Newtown. *This aspect has been looked at various points in the evolution of this scheme and these were ultimately rejected due to land-take and flood compensation implications. The scheme does however include a pedestrian/cycle pedestrian link which comes into The Coal area, to connect to the Thames Path.*

The Earley Environmental Group objects to this application as they believe the proposal:

- Will have a negative effect on the amenity of the Thames and the riverbank where there is well-used public access - both in the long term and during the construction period.
- Will damage an area of wildlife habitat at a junction between several 'wildlife corridors' - the Thames, Kennet, motorway system, and railway.
- Will not demonstrate a 'net gain for nature' as required by the National Planning Policy Framework.
- Will not succeed in reducing congestion and pollution within Reading to a sufficient extent to justify the financial and environmental costs; and
- May benefit people travelling between Reading station and places in Wokingham Borough and beyond but buses using the MRT will no longer serve existing stops within Reading so will be less convenient for some existing service users.

Newtown GLOBE objects to the application:

- Claims that congestion in the A4 corridor and at Cemetery Junction area will be relieved are considered to be unsubstantiated
- It is not clear that there would any demonstrable improvements to air quality in East Reading and a 'low emissions zone' would be preferable
- There is no evidence other than supposition to demonstrate that residents in new housing will a) travel to work in Reading, or b) choose to travel by bus into Reading
- Not demonstrated that the MRT would encourage car drivers to divert to public transport and the likelihood is that the MRT and the bus services which are likely to use it will not be enough to change travel habits.
- Not clear that the stated aim of transport and economic benefits to East Reading will benefit local people, strong local opposition indicates not. Even the non-technical summary for the proposed development states that benefits to local residents are merely 'moderate'.
- Considered to be a lack of justification for the scheme in the local plans. There is no explicit reference to the MRT and this therefore contradicts the current core strategy for Reading Borough and planning permission should be refused.
- We do not consider that alternative options to the MRT scheme have been adequately considered (in line with EIA methodology). *See Appraisal for a discussion of alternatives.*
- no guarantee that in future the MRT roadway will not be converted to allow traffic other than public transport
- There would be substantial harm to settings/views of the Listed bridges
- This is a flood risk area and areas of the MRT itself are likely to flood. Secretary of State to decide on this application if EA objection remains
- Unnecessary for pedestrian and cycle use, the Thames Path caters for this
- Unsustainable impact on The Coal Woodland and biodiversity, contrary to the Council's Open Spaces Strategy, trees are TPO protected and priority species would be adversely affected. Mitigation not sufficient.
- The proposed scheme would result in a considerable loss of amenity for East Reading residents for their informal leisure
- Concern for consultation arrangements undertaken

- Concerned that as RBC Transport is the applicant and RBC is also the Local Planning Authority, there is a conflict of interest. Lead member for Strategic Planning and Transport (SEPT) should not participate in the application's discussion. *These are separate functions and not an uncommon situation. The lead member for SEPT will not take part in the discussion/decision on this Item at the Committee.*

Caversham GLOBE considers that this development would change the current riverside ambience, lose mature trees, lower part of Kings Meadow for flood compensation and result in light pollution, noise and habitat destruction, to which the group objects. With only 277 P&R spaces it appears that the scheme is not worth the money, hardly viable and will do very little to reduce traffic congestion in East Reading. The P&R accommodates such a small number of vehicles that it will not be viable to run 10 buses an hour in peak time or 4 per hour in daytime. Also, not all users of the park and ride will actually want to get to the town centre; they may want to visit the riverside or some other destination in east Reading via Kennetside, so they will not use a bus. The green riverside and the current horseshoe bridge should remain.

Berkshire Ornithological Club is concerned for the impact of the proposal and the supporting studies undertaken.

The MRT route will destroy an attractive green area that provides a peaceful haven for wildlife and for people close to the town centre. Of particular concern is (a) the loss of tree and scrub at the east end of the route and along the route and (b) the disturbance to the Kennet mouth area and the woodland and scrub to its east.

The environmental surveys presented are grossly inadequate, for example the only bird survey covers only a small part of the area concerned and the surveyor was unable to complete it. The measures proposed to mitigate loss of biodiversity fail to address the loss of secluded scrub and woodland habitat and the likely effects of disturbance, both during construction and afterwards as a result of the increased access created, on both passerines and water birds using the area. I am aware of many species that probably breed in the area that the survey failed to record, eg Grey Wagtail (Redlist), Linnet (Redlist), Whitethroat, Lesser Whitethroat.

The Napier Road Management Company Ltd. acts on behalf of the leasehold flat owners of the Luscinia View flats, Napier Road and has a number of observations about the scheme:

1. There are times of the year when there is a queue of traffic from Tesco Extra all the way to the roundabout on the south side of Reading Bridge. If the MRT is to use some of the existing Napier Road including where it meets the roundabout, a) how is it going to improve traffic movement, and b) not add to such congestion?
2. Is there any assurance or will there be any condition attached to the planning consent should it be given, to ensure that the quoted volume of traffic i.e. a maximum number of ten (10) buses per hour, will not be increased once the scheme is completed? *No, the proposal is designed to encourage, not limit bus use*
3. Will the level of the road between the Network Rail buildings and Luscinia View be raised in elevation, in order to prevent flooding that regularly cuts off residents trying to reach Luscinia View and Tesco Extra?
4. What changes will be made to the pavements along Napier Road, between Luscinia View and Reading Bridge? *Any such alterations would be designed in other phases of the East Reading MRT scheme*



5. Luscinia View has always housed senior employees working in Thames Valley Park, and their families. Will the MRT buses stop opposite Luscinia View for these people to travel to and from TVP?
6. If the route means widening Napier Road such that it encroaches onto Kings Meadow, what will happen to the mature trees that line Napier Road, since we presume they are protected. *No widening proposed in this application*
7. Will the pylon be removed, and the electricity cables re-routed underground? *Not affected by this proposal, this is the concern of the Statutory Undertaker (sse)*
8. What impact will the MRT have on the recently opened Biscuit Tunnel?
9. What measures will be taken to curb the existing excessive speed of motorists using Napier Road? As part of the planning process will long awaited speed reduction measures be implemented adjacent to the Luscinia View development to curb the high speeds of many motorists using Napier Road where the recent SLOW road markings either side of the zebra crossing has made little or no difference? *Highway Authority is content with the junction layouts. Presence of new T-junction likely to reduce approaching traffic speeds*
10. Will the shuttle buses be diesel, hybrid or gas-powered? How will the plan ensure emissions are within limits for the residents of Luscinia View, and what monitoring will take place to ensure adherence?

Please note that on behalf of our 162 members, NRMCA is not formally objecting to the plans, but feel that existing concerns of residents, as well as the potential impacts of the scheme, must be properly thought through and mitigated.

### Public consultation

The application was advertised as being for a Major development, is accompanied by an Environmental Statement and would affect a Right of Way to which Part III of the Wildlife and Countryside Act 1981(public rights of way) applies (The Thames Path).

10x site notices were erected along the route and a site notice was posted in the Reading Chronicle and this process was repeated for reconsultation material in May 2018. 184 objections have been received at the time of writing, with the majority of these received in relation to the original application submission. Nine letters in support have been received. The following is a summary of the objections received, with direct responses from officers in *italics*. Where no response is given, the issues are covered in the Appraisal section of this report.

Officers are also aware of the existence of an online petition, although this does not appear to have been presented to Council officers or Members at the time of writing.

### Environment:

- Does not comply with National policies to protect the environment in the National Planning Policy Framework (NPPF)
- The application is contrary to adopted planning policies which seek to protect the Thames environment
- The riverside is invaluable for families and dog walkers
- Concern for continued function of Thames Path cycle route
- There are currently uninterrupted views along the Thames in both directions.
- It is an area with fine trees (particularly the willows, but the hawthorns are also spectacular in May and Autumn); an area of considerable wildlife interest, with slow worms and bats observed and a wide variety of birds (most significantly sand martins

which have nested in the drains of the railway bridges despite this not being an ideal nesting site).

- It provides an invaluable green corridor for wildlife right along the Thames
- Object to the urbanisation of this area which is heavily used by residents of both Newtown and Woodley.
- The noise of initial building work and subsequent traffic may disrupt the ecosystem of the river. This would only be compounded by the disturbance if sediments and banks caused by the development of this land.
- Object to the building of a new railway because I feel it will destroy the peace and quiet around the Thames valley business park. *This is a misunderstanding*
- Flood risk must be mitigated if this goes ahead
- It is one of the few remaining open spaces locally that have some aspect of wildness remaining and is in close proximity to the nationally significant Thames Path.
- The loss of habitats and biodiversity will not be suitably compensated.
- It is not clear how many trees would be lost
- Overall environmental damage caused to Thames and environs are not outweighed by the benefits of the scheme
- Overall improvements in air quality in the area are questionable
- The buses themselves would pump out noxious gases into the faces of pedestrians and cyclists making the use of the new paths dangerous to their health *There are limited instances when buses would be passing cyclists and pedestrians, even at peak flow times*
- Broken Brow is the site of an Anglo- Saxon cemetery. An ancient wharf extended from the present day location of the Jolly Anglers pub on the Kennet to behind the Dreadnought Inn next to the proposed site. The presence of a pre-medieval settlement is suspected. Ancient artefacts have been found in the area.
- Object to loss of flora and fauna which has established over the brownfield areas of the application site. Dense scrub is valuable and habitats difficult to recreate/relocate.
- I walk along the path from the canal to the Thames often to get away from road noise and hustle and bustle. I feel the peace, that I and many others seek when walking this route will be ruined.
- Broken Brow is a valued green lung amenity in an otherwise urban district *This is the P&R site in Wokingham Borough, which already has planning permission from WBC*
- Reading is now on the list of the top twenty urban tourist destinations in the UK and the main attraction is, "...seven miles of unspoiled Thames riverside". This development will destroy the peace and solitude of the waterside and urbanise the riverside.
- Development should be implemented in accordance with the ecology strategy
- The structure will encourage rough sleeping underneath
- It will have a huge impact visually and audibly and ecologically
- This public area is used by so many people on a daily basis, both from Reading and further afield. walkers, cyclists, boaters, runners, family picnics, dog walkers
- That green space should not be used to cram more people into the town centre, it should be used for improving the social and environmental aspects of people's lives - which it does wonderfully
- The MRT scheme will not support Reading's aims of enhancing its role as a town with historic and cultural associations
- There is no need for what is bound to be a monstrosity of concrete to ruin this much valued area
- The MRT will destroy a beautiful area of natural flora and fauna which is used by residents of Reading Borough and greater reading to preserve and enhance their mental health and physical health; the benefits of relaxation and exercise in a

natural environment are well known. The area of horseshoe bridge which is historic and beautiful will be destroyed.

- Must ensure that all the habitats and trees are maintained until they strictly have to be removed for works to be undertaken; and that no actions are taken to 'degrade' the local environment
- The new route cannot be accessed at Kennetmouth, which means that it will have little benefit for the residents of Newtown whose green space is being destroyed by the scheme.

The scheme will make the quality of life in Newtown significantly poorer.

Newtown is home to a densely populated community of various religious and ethnic communities, including a large number of children, and the proximity of the riverside provides a crucial resource for relaxation and health, as the air quality in Newtown is adversely affected by the proximity of Cemetery junction and the A4. It will not benefit cyclists or pedestrians travelling to and from the station from Newtown as there will be no access from Kennet Mouth.

- creation of a suitable nesting habitat for the sand martins that seek to nest in the GWR bridge at Kennet Mouth.
- It would appear cramped on the riverside
- The disadvantages of losing open space in the East Reading area compounded as development in the area increases, for example as a result of intensive new developments at Cemetery Junction and the Kennet Walk areas.
- The environmental surveys presented are grossly inadequate, for example the only bird survey covers only a small part of the area concerned and the surveyor was unable to complete it.
- There would be unacceptable destruction of mature trees.
- Harm would be caused to The Coal Woodland, which is a LWS/WHS.
- An alternative would be to use the land between the Waterloo and Paddington Railway lines, where there are gas towers which are due to be decommissioned

#### Traffic and transport:

- Object to the arbitrary destruction of the environment for the temporary alleviation of congestion. The solution to congestion is public transport.
- Does not agree with the claimed reduction in traffic growth anticipated by the MRT
- Freeing capacity at Cemetery Junction will be immediately taken up by further car traffic anyway
- It is claimed that the eastern corridor has reached capacity and yet planning approval was given for the Wokingham Park and Ride scheme forcing RBC to propose this woeful half-baked design. It will not reduce traffic but attempt to accommodate the increase in traffic forced by WBC.
- Traffic queues are caused by cars cutting in to left lane at last minute and pedestrian traffic light sequencing at Cemetery Junction. Suggest these could be improved (without seriously damaging riverside) by dividing the highway to prevent cut-ins and/or review of traffic signals/ pedestrian bridge at Cemetery Junction.
- Whilst there are still two lanes flowing into Reading along the A4, commuters driving into Reading town centre are very unlikely to choose to park their cars at the Park & Ride; take a bus ride for a small distance into the centre; to be dropped off at a location which may not be close to their destination.
- Any very slight modal shift of drivers through that corridor to a bus (or park and ride, or walk or cycle) will be compensated (or over compensated) by the modal shift of travellers to cars when they perceive a lessening of congestion in the area.
- The proposal will simply move congestion from its current location to another; i.e. from the A4 inbound to Napier Road/ Reading Bridge causing a bottleneck as buses try to cross two lanes of traffic.

understand the single lane dimension of this bridge, a single lane means that this bridge is unlikely to ever be used by a tram system which should be planned for any kind of integrated transport in a liveable city.

- mixed use paths are accidents waiting to happen, especially if people begin cycling! It can't possibly cost that much to add a small kerb/marker for cyclists?
- Park and Ride at Winnersh is under-used and should be extended
- It appears school-runs are one of the major causes of congestion in the area and this is very unlikely to be reduced by the park and ride scheme.
- The planned bridge is over 10 metres wide, which seems excessive for single lane traffic plus pedestrians and cyclists
- The new route is poorly connected for buses, cyclists and pedestrians. The only buses that will benefit are those that visit Reading station but don't pick up or set down passengers elsewhere in the town centre; an insignificant fraction of the network.
- Similarly, the route won't solve any cycling issues. In summer it might be usable, but the elevated part is going to be very exposed in poor weather - wind being the cyclist's enemy - and there are limited opportunities to get on and off it. You can't, for example, use it to join Kennetside and connect with the rest of Reading, so the few people who benefit are those travelling directly from Thames Valley Park to the town centre.
- It's of even less value to pedestrians. Firstly, the bridge does nothing to enable step-free access over the Kennet on the Thames Path and by building on the route such a footbridge might take, pretty much rules out that ever happening.
- Secondly, a walk along the viaduct would seem attractive only to people on an A to B journey between Thames Valley Park and the town centre who don't mind a bit of a breeze, or trainspotters. It's less flexible than the alternatives, given that once you're on you can't get off, and it's more exposed in poor weather. The Thames Paths will continue to be the best walking routes in the area for commuters and for leisure. But much less attractive after this development.
- Now we don't consider Kennetmouth a rural paradise, but surely the minimum we can expect from our council is not to make it any worse.
- At a junction in National Cycle Routes and on the Thames Path for walkers, the erection of a new flyover immediately beside the Thames Path is insensitive and will discourage leisure use of the Thames and Kennet.
- The viaduct will crowd the Thames Thames Path near the Kennet and plunge it into shade most of the time. Its underside - north-facing next to a railway embankment - will be gloomy and it won't be sufficient just to screen it from view as proposed; it will have to be securely fenced against vandalism or - given the housing problem around here - informal residential use. Thus it will be a permanently damp, fortified enclosure of no scenic value where currently the land is open, covered in grass and bushes and gets regular sun.
- If this is 'essential infrastructure' as claimed, then will the council not go to some trouble and expense to secure a route befitting its vital role?
- Because development is based on what the council can afford and not by what is necessary and appropriate then no green space in Reading is safe. MRT is no state-of-the-art transport superhighway; it's a bus lane to a car park. It will reduce journey times of the shuttle bus to Thames Valley Park and with parking for 277 cars, may replace a tiny number of the 35,000 daily vehicle journeys along London Road, probably encouraging more in the process. It won't do very much else, despite optimistic references in the document to Crossrail, the Heathrow rail link and even HS2.
- TVP shuttles will operate full (maybe) in one direction and nearly empty in the other at peak times,

- The MRT would dissuade use of the present cycleway/footpath next to the Thames
- Concentrate on other measures to control traffic growth, e.g. CCTV
- Option development and analysis is inadequate in the Transport Assessment
- Options that could have been assessed but appear not to have been considered
- Will reduce bus services through Cemetery junction/Newtown
- Alternatives to the scheme should be considered such as:
  - Adding an additional level to the existing Park & Ride site at Winnersh;
  - Adding a new station at Thames Valley Park similar to that proposed at Green Park Locating the park and ride on a less sensitive piece of land within the Thames Valley Park. I.e. one that did not currently support habitat for endangered species and was not so close to the Thames Path used, which is heavily used by both local and wider populations.
  - Improving air quality through a plan to introduce a low emissions zone for Reading.
  - The potential for managing demand through the use of congestion charging.
  - Promoting smarter choices via travel plans, car sharing schemes and car clubs, plus measures that reduce the need to travel, such as video conferencing and teleworking.
- It would be cheaper and more sustainable to promote public transport solutions and improve the very poor cycle facilities in the greater Reading area.
- Prefer Bridge Option 5 shown in the DAS;
- The road will be intrusive despite landscaping promises. Once the area has been disturbed by building works it is unlikely that the precious pockets of wildlife that uses this site along the river will regenerate.
- The Plan contains no policies for the need for such a link and environmental policies should prevail.
- Reading does have a congestion and pollution problem but radical action needs to be taken to stop it. This scheme is not radical, featuring as it does a relatively tiny park and ride a drop in the bucket of cars coming in to Reading, yet it will cost us millions.
- Economic activity is less and less associated with the movement of people and more associated with the movement of ideas and transactions in a virtual environment
- Implausible as claimed in the summary that the development can 'increase biodiversity and species diversity' as claimed (bullet 8), or that it will encourage 'interest within the River Corridor' (bullet 9). Will people prefer walking alongside a road, rather than a wild flower meadow, as currently? The loss of an extensive area of dense scrub to the park;
- Construction work will no doubt disrupt and destroy wildlife and peoples routes over the rivers for walkers and cyclists.
- Park and ride car park will significantly degrade biodiversity. The road itself severs the riverside environment from the railway embankment.
- It is mentioned that the route will be used by the Rail Air Buses to Heathrow. Will not this be a very short-term benefit? Surely once the Western Rail Access to Heathrow is completed, the need for these buses will cease.
- Will not be accessible at Kennet Mouth so no benefit to local residents;
- Object to the route could cross the Kennetmouth between the two bridges over the Kennet and keep away from the Thames side
- The proposed development is being over-taken by events. We are moving towards an environment of driver-less electric vehicles, and easily implemented systems of road pricing, that will enable city authorities to price road space to achieve optimum traffic flows across the 24 hours of each day. The damage resulting from this scheme to the sensitive environment of the Thames and Kennet Mouth would be permanent.

- Why does Reading want to continually grow and attract these people to work in Reading when it has such a detrimental effect on those who already live here?
- This is a scheme which causes a lot of environmental damage, costs money and all for the sake of shipping in a comparatively small number of drivers (probably commuters whose cars will occupy the TVP car park all day) The same number of P&R ride places could easily be added at Winnersh;
- The scheme encourages rather than discourages car use;
- The Transport Assessment modelling is based on inadequate sampling and unsupported assumptions.
- Validation in line with Department for Transport Guidance for modelling Park and Ride has not been carried out.
- Based on figures in the Transport Assessment there would be an additional 10 minutes added to Park and Ride customer's journey time each day. For this they would achieve a saving of 65p each day based on a quarterly season ticket at the Queens Road car park. This is not likely to prove to be attractive to many customers.
- We need this space: future generations need it. Wildlife needs it.
- another example of Reading Borough's Anti-Car policy. Will not reduce congestion and will cost me, the taxpayer. If Reading Council want to reduce congestion let councillors give up their parking spaces in the Hexagon
- The park and ride car park is aimed at those who work in Reading but the TVP bus service will not pick up from the Park and Ride site after noon. As a result there is no possibility of the proposal having any impact.
- P&R car park not big enough to be of use
- If this is a sustainable solution, why would motorcycles not be permitted. *Motorcycles are private motorised vehicles*
- Without a bridge over the Thames at this point it also makes little sense.
- Good enough public transport in Wokingham and Winnersh anyway, this will not lure people out of cars;
- Not seen any reference to the issue of the safety of locating the proposed MRT so close to many existing electrical power cables, or to the method and costing of relocating them to give space for the proposed bridge and flyover at Kennetmouth
- There is no guarantee that the fast track would not be changed in the future to a full road. *The use of the proposal will be controlled via a legal obligation*

### Procedural

- HM Treasuries Green Book principles are breached by omitting a cost benefit analysis *Not a material consideration to this planning application*
- Application has not considered the trend towards home working and the 'do nothing<sup>[RK1]</sup>' option
- The Council should have re-appropriated the land under Section 122 of the Local Government Act *This is not a planning matter*
- The Council has erred in law by not acquiring land outside of their control in order to provide the MRT *This is not a planning matter*
- Original consultation carried out in school holidays *Responses to this application have been able to have been submitted since July 2017*
- Social impact on Newtown residents not fully assessed
- Since the demise of the Cross town route, assumed that this area was safe from development
- I do not believe that Reading Borough Council would grant planning permission to a private developer who proposed to construct a scheme with the equivalent level of impact, and I would like to record my concerns about the conflict of interest which

exists with the Council acting as both developer and planning authority for the scheme.

- Concerned about the transparency of the decision making process as the proposal is put forward by RBC who are one of the two approval bodies. Considers that this proposal has significant implications for the regional transport [RK2] policy and should be taken to a national level for a decision. *At the time of writing, this application would need to be referred to the Secretary of State in the case that the EA does not remove their objection to the application, in which case, the Secretary of State would then have the opportunity to 'call in' the application for his determination, should he wish to do so.*
- Shocked that project has reached the application stage.

### Applicant's public consultation

Pre-application meetings with RBC and WBC were held in May 2016, July 2016 and November 2016. Public exhibitions were held in July 2016 at an early stage of preparation of the proposals, and in July 2017 prior to the submission of the planning application.

## 5. RELEVANT POLICY AND GUIDANCE

5.1 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'.

### 5.2 National Planning Policy Framework (NPPF) (March 2012)

The following NPPF chapters are relevant:

1. Building a strong, competitive economy
2. Ensuring the vitality of town centres
4. Promoting sustainable transport
7. Requiring good design
8. Promoting healthy communities
10. Meeting the challenge of climate change, flooding and coastal change
11. Conserving and enhancing the natural environment
12. Conserving and enhancing the historic environment
13. Facilitating the sustainable use of materials

### 5.3 Reading Borough Local Development Framework: Core Strategy (January 2008) (as altered 2015)

- CS1 (Sustainable Construction and Design)
- CS2 (Waste Minimisation)
- CS3 (Social Inclusion and Diversity)
- CS4 (Accessibility and the Intensity of Development)
- CS5 (Inclusive Access)
- CS7 (Design and the Public Realm)
- CS8 (Waterspaces)
- CS9 (Infrastructure, Services, Resources and Amenities)
- CS13 (Impact of Employment Development)
- CS20 (Implementation of The Reading Transport Strategy)

- CS21 (Major Transport Projects)
- CS22 (Transport Assessments)
- CS23 (Sustainable Travel and Travel Plans)
- CS24 (Car/Cycle Parking)
- CS28 (Loss of Open Space)
- CS30 (Access to Open Space)
- CS33 (Protection and Enhancement of the Historic Environment)
- CS34 (Pollution and Water Resources)
- CS35 (Flooding)
- CS36 (Biodiversity and Geology)
- CS37 (Major Landscape Features and Strategic Open Space)
- CS38 (Trees, Hedges and Woodlands)

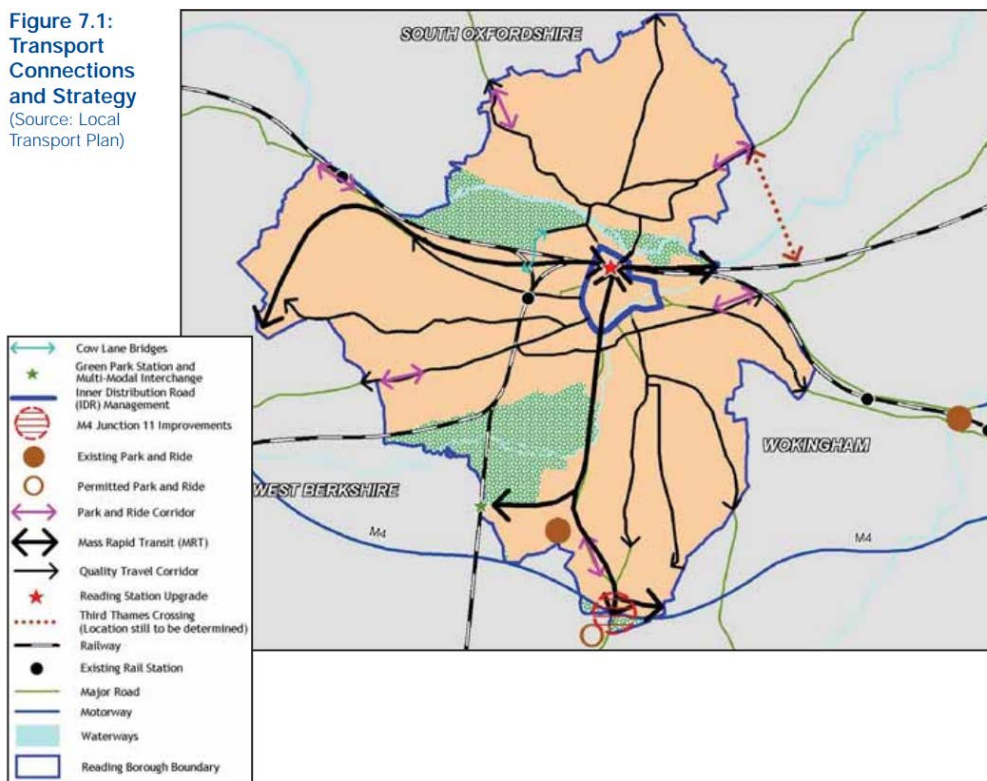
#### 5.4 Reading Borough Local Development Framework: Reading Central Area Action Plan (RCAAP) (2009)

Vision and Key Principles (p.14)

- RC1 (Development in the Station/River Major Opportunity Area)
- RC3 (Development in the East Side Major Opportunity Area)
- RC5 (Design in the Centre)
- RC7 (Leisure, Culture and Tourism in the Centre)
- RC14 (Public Realm) including RC14d (Kings Meadow & Coal Woodland)

#### RBC Local Development Framework, Core Strategy (Page 64)

**Figure 7.1:**  
**Transport Connections and Strategy**  
(Source: Local Transport Plan)



Reading Borough LDF Core Strategy, Figure 7.1 Transport Connections and Strategy, P.64



RCAAP fig 5.2 Spatial and Design Strategy for the Centre of Reading (Page 18)



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5.5 Reading Borough Local Development Framework: Sites and Detailed Policies Document (2012) (as altered 2015)

- SD1 (Presumption in Favour of Sustainable Development)
- DM1 (Adaptation to Climate Change)
- DM3 (Infrastructure Planning)
- DM4 (Safeguarding Amenity)
- DM12 (Access, Traffic and Highway-Related Matters)
- DM15 (Protection of Leisure Facilities and Public Houses)
- DM16 (Provision of Open Space)
- DM17 (Green Network)
- DM18 (Tree Planting)
- DM19 (Air Quality)
- SA11 (Settlement Boundary)
- SA14 (Cycle Routes)
- SA16 (Public and Strategic Open Space)
- SA17 (Major Landscape Features): The Thames Valley

5.6 Pre-Submission Draft: Reading Borough Local Plan

The Council is preparing a new local plan (to cover the period up to 2036), which in time will supersede the present suite of Local Development Framework (LDF) documents. The

Submission Draft version of the Local Plan has been submitted to the Secretary of State for consideration, therefore the draft policies therein are considered to be relevant for development control purposes. However, members are advised that the Government has not advised on the weight which can be attached to any such emerging documents and officers advise that the adopted policies of the Core Strategy and the Sites and Detailed Policies Document shall continue to function as the Development Plan for the purposes of Section 38(6) of the Planning Act. Officers advise that the new Local Plan continues (rolls forward) many of the themes of the current LDF documents, but that little weight can be attached to it at this time.

## 5.7 Supplementary Planning Documents

Sustainable Design and Construction (July 2011)  
Revised Parking Standards and Design (October 2011)  
Employment, Skills and Training (April 2013)  
Planning Obligations under S.106 (April 2015)

### Other Reading Borough Council Corporate documents

Corporate Plan 2016-19 Building a Better Reading  
Reading Open Spaces Strategy (2007)  
Reading Tree Strategy (2010)  
Local Transport Plan 3

### Other documents relevant

Thames Valley Berkshire: Delivering national growth, locally Strategic Economic Plan, 2015/16 - 2020/21  
Design Manual for Roads and Bridges (DMRB)  
Wokingham Borough Council Local Development Framework (LDF) documents:  
WBC Core Strategy (2010)  
Managing Development Delivery Local Plan (2014)

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## 6. APPRAISAL

6.1 This is a complicated proposal with wide-ranging issues, but officers consider that these are best discussed in terms of the following:

- (a) Principle of the development and relevant planning policy
- (b) Overview of environmental value and policies for the protection of this area
- (c) Harm caused to the environment and design response
- (d) Other environmental effects
- (e) Transport technical matters
- (f) Implementation

(a) Principle of the development and relevant planning policy

### Overview of planning policy and the location of the proposed MRT scheme

6.2 The policy aspiration for seeking this major transport infrastructure project in the East Reading area has been identified for a number of years, with the approximate route identified in previous adopted Structure Plans and Local Transport Plans (LTPs). These protections have primarily sought to forward-plan for sustainably managing the predicted increase in travel demand from extended residential

developments along the A329(M) corridor (Winnersh, North Wokingham and Binfield/Warfield (North Bracknell). Significant residential and other development allocations in subsequent and emerging local plans have confirmed significant growth in these areas and thereby only increased the necessity of such a sustainable transport arrangement. However, over time, the detailed nature of the design solution has formed and is essentially the planning application before this Committee and that which is to be shortly also to be reported to Wokingham Borough's Planning Committee.

6.3 At national planning policy level, the NPPF is concerned for balancing the needs of development and sustainable transport and this proposal includes elements to which large parts of the NPPF are relevant. Firstly, the beginning of the NPPF sets out what 'sustainable development' means in the English Planning System. There are three tenets to sustainable development: an economic role; a social role and an environmental role. There are part of the statement of intent in the NPPF:

6. The purpose of the planning system is to contribute to the achievement of sustainable development. The policies in paragraphs 18 to 219, taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system.
7. There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:
  - **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
  - **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
  - **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

NPPF 2012, p. 3

6.4 Sustainable development is thus not simply about protecting the environment: it is development which plans for and supports economic delivery including providing necessary infrastructure; it must provide a balance in meeting all economic and social needs; and it must protect and enhance the natural environment and importantly, this has to include pro-actively tackling climate change and reducing carbon emissions. It is clear, then, that as a major strategic transport infrastructure project, the East Reading MRT is potentially capable of positively meeting all of these aims.

Planning policies supporting the purpose and location of the MRT

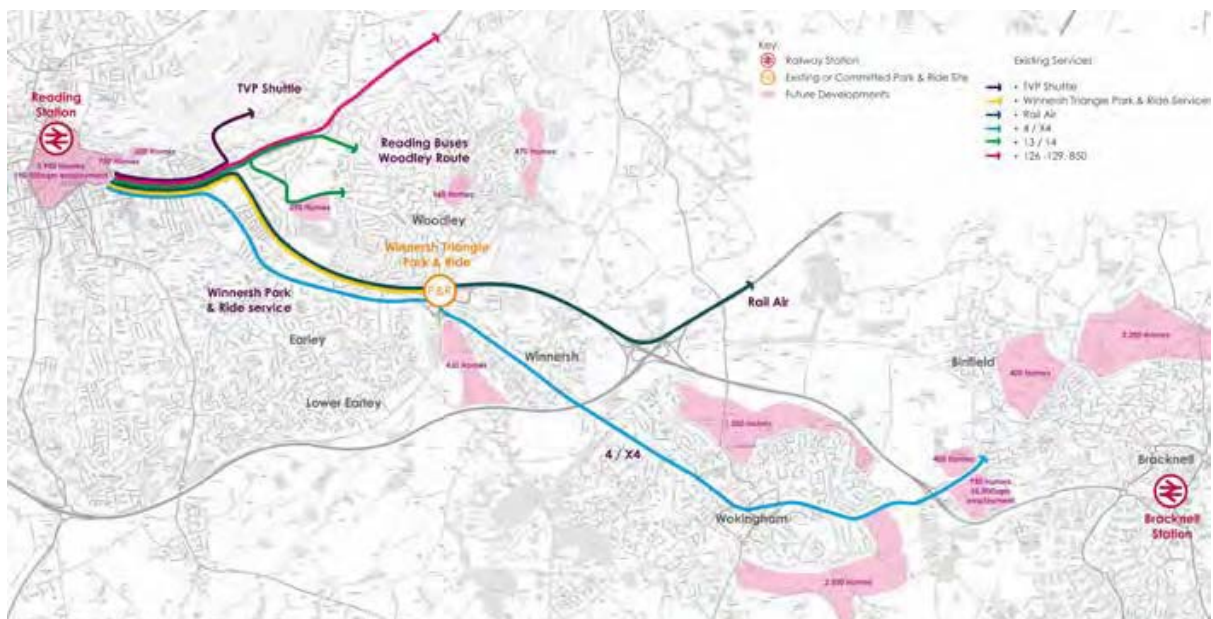
- 6.5 This application is being promoted by both RBC, working with WBC and Thames Valley Berkshire Local Enterprise Partnership (TVB LEP), as it will help to deal with future traffic growth including that arising from future new development in the Thames Valley area, help to relieve forecast congestion and improve air quality along the A4 corridor and will improve economic efficiency through reducing journey times. The scheme is a long established element of RBC's strategy to deliver economic growth and housing for Reading and has been included in RBC's three Local Transport Plans and LDF Planning Core Strategy and Action Plan. The scheme is also an identified priority in WBC's adopted Core Strategy; Managing Development Delivery Local Plan, and their Local Transport Plan.

National Planning Policy Framework (NPPF)

- 6.6 The NPPF Chapter 1 is concerned with maintaining the economy. Reading is recognised as 'the capital of the Thames Valley' and it is vital for the continued success of the regional economy that movement of people and business is carried out in an efficient and sustainable manner and this includes commuting between central Reading, business parks and the wider towns and suburbs. Current and future congestion levels will put a serious constraint on the ability of the local economic area to flourish and the CIC and Thames Valley Park and its occupants consider the MRT scheme to be an essential and important component part of maintaining and improving regional competitive advantage for the Thames Valley sub-region.
- 6.7 The NPPF is also concerned for maintaining the vitality of town centres and with the rise of internet shopping, town centres are suffering. Customers must be attracted back to town centres by various means if they are to survive and this includes diversification of the retail/leisure offer, but also improving ease of access to the centre.
- 6.8 The NPPF seeks to promote sustainable transport and Chapter 4 seeks better balancing to allow a choice of means of travel, which frequently means supporting proposals which intend to shift the balance in favour of non-car modes. Paragraph 30 encourages developments which limit emissions and cut congestion. Paragraph 31 advises working for strategical solutions across local authority areas for, 'viable infrastructure necessary to support sustainable development'.

Regional/sub-regional

- 6.9 The scheme is being promoted and part funded by the Thames Valley Berkshire Local Enterprise Partnership (TVB LEP). Large-scale infrastructure projects are identified in the LEP’s Strategic Economic Plan and Reading - East MRT is identified as a committed project under the section, ‘Enhancing Urban Connectivity’.
- 6.10 As well as a transport project, for Reading, the project is also a core aim within the Council’s Corporate Plan, which has a service priority of ‘Providing infrastructure to support the economy’ and this includes, ‘.....to continue and seek funding opportunities for transport infrastructure projects such as Southern MRT, Eastern MRT, P&R, National Cycle Network’.



Eastern Corridor diagram, source: applicant's DAS

- 6.11 Policies CS20 and 21 of the Core Strategy set out the major challenges envisaged in the plan period and the importance of several key pieces of transport infrastructure which are required to ensure that the Borough and Greater Reading develop in as sustainable manner as possible. CS20 is the general policy which seeks a balanced transport network and this means promoting and facilitating modes as alternatives to the private car. Policy CS21: Major Transport Projects recognises that as a regional transport hub, priority will be given to the implementation of the priority transport projects identified in the Local Transport Plan, particularly the upgrading of Reading Station Interchange, Park and Ride Sites, Mass Rapid Transit, road improvements, Quality Bus Routes and associated transport improvements. Land needed for the implementation of priority transport projects will be safeguarded from development, to enable their future provision.
- 6.12 The above indicates that there is strong support in adopted planning policy and other policies (including the policies of the adjacent Authorities) for the inclusion and siting of the MRT scheme. This is considered to be a significant factor in the planning balance of the scheme.
- 6.13 The Reading Central Area Action Plan (RCAAP) was adopted in 2009, in response to the need to guide and coordinate development pressures in Reading town centre and this includes the related infrastructure needed to support that development ambition. Figure 2.1 (reproduced below) sets out the three MRT routes, including the East Reading MRT heading due East in the general route now proposed by the current planning application.



RCAAP Fig 2.1 Transport in the Centre of Reading

Need for the East Reading MRT

- 6.14 Mass Rapid Transit in the Reading area is essentially a series of dedicated, prioritised public transport infrastructure projects, designed to promote and give competitive advantage to public transport in areas of the town where unconstrained private car transport is now causing unacceptable congestion levels, air pollution and economic harm. This will be bus services on partially exclusive lanes/routes and where such routes meet a road junction, the MRT will tend to have priority over other traffic to ensure the smoother and quicker flow of the MRT over private vehicles.
- 6.15 The East Reading MRT differs from the other two MRT projects in the Borough in that it takes in third party land and not public highway. Other lengths of this MRT (along Napier Road and Vastern Road) can be put in place largely using existing roads and verges.
- 6.16 The route is located on the eastern perimeter of Reading, approximately 1.4 km from the Town Centre, 1 km to the east of the mainline railway station and within commuting distance of London (68 km to the west). The route runs alongside an existing transport corridor accommodating the Great Western mainline as well as utilities infrastructure (overhead pylons, underground electricity cables and gas holders) and commercial development (e.g. the Tesco superstore and Thames Valley Park) and Reading University Land.
- 6.17 The applicant has secured the necessary funding from the Local Enterprise Partnership, who supports the applicant's business case for the proposal. Greater Reading has a population of some 230,000 people which is growing rapidly along with development in adjoining areas (e.g. Bracknell).
- 6.18 Bus use in Reading has increased since 2010 by 24% against a back drop of national decline (-2% across England and 6% in South East). Continued investment and improvement in bus services and infrastructure are essential to continue this trend and the ERMRT scheme will further improve the situation for bus use in Reading and Wokingham Boroughs and support connectivity for large urban brownfield redevelopments in Reading, for instance within RCAAP Policy areas RC1 (town centre) and RC3 (Kenavon Drive area). If this investment is not made then public transport will become less attractive, resulting in more car trips and the subsequent congestion and air quality issues.
- 6.19 Public transport currently is and will be in the future, 'demand-based' and is at the discretion of the bus operating companies who will refine services by reacting to demand over time. The London Road corridor is and will continue to be highly demanded along the route and it is therefore not the proposal to remove any routes serving this corridor where there is a demand. The Council has been in contact with bus companies throughout the development of the East MRT scheme and it has been confirmed that services using the East MRT scheme will mostly be express variations of existing services, services currently not stopping along London Road and that it is their intention to still provide a significant level of bus service on the London Road corridor, including at Cemetery Junction, when the East MRT scheme is in place.
- 6.20 It is anticipated that the future provision of buses serving East Reading and beyond will be considerably greater with the MRT scheme in place than the current level of service, given the significant levels of development proposed in Reading town centre and Wokingham Borough, and the considerable journey time savings

provided by the MRT route which will enable operators to provide more frequent services on any route without incurring additional operating costs.

- 6.21 The application proposes that the MRT will relieve the forecast increase in travel demand and the Reading Transport Model has been used to understand the potential traffic impacts the East MRT Scheme may have on the local highway network surrounding the site. Traffic flows for the following scenarios were used:
- Baseline - Existing highway network with traffic growth to 2021 and committed developments plus TVP P&R
  - Proposed Scheme - Existing highway network with traffic growth to 2021 and committed developments plus TVP Park and Ride and East MRT Scheme.
- 6.22 As a check, the Business Case for the MRT scheme in the LEP also considers the 'do nothing' option, which advises that, *"If nothing is done, congestion on the network would continue to increase and no further growth can be accommodated including planned growth for the local and wider area. This would seriously restrict economic growth and there is a risk that existing businesses would consider relocating out of the TVB area and possibly elsewhere in Europe."* The assessments are all compared against the baseline situation.
- 6.23 Some objectors to the scheme are for the impartiality which must be exercised when the Council is the applicant. Your officers including RBC Transport Strategy are independent of the applicant (Reading Transport) and studies have been robustly assessed at each stage of this application. This has included reference to feedback from objectors, which has been welcomed. The paragraphs below are therefore the response of RBC Transport Strategy in verifying some of the applicant's stated advantages of the Scheme, with officer comments, as necessary.
- 6.24 It has been stated that the scheme results in traffic reduction of between 1% and 3% in peak hour traffic flow relative to current traffic flows across some of the eastern area roads. The modelling demonstrates that the scheme would release traffic constrained in entering the network, ease forecast congestion including that resulting from future significant growth and reduce rat-running. The Highway Authority accepts the methodology which supports this.
- 6.25 Subsequent information arising from the modelling that was undertaken to inform the Business Case to the LEP provides a 'conservative assessment' of the benefits for the preparation of a robust Business Case. Transport Strategy agrees that it is expected that the East Reading MRT will attract a greater level of patronage than has been tested, particularly in relation to providing access to the future Crossrail services. Whilst the business case has accounted for a range of bus operators, further routes are expected to be attracted to the route, principally because of the reduced journeying times available to access the town centre.
- 6.26 There is a core of bus services which the applicant has identified which would use the MRT 'immediately' on its opening, such as the TVP Shuttle, various services to Woodley and the RailAir Link and other services which run along eastern routes. However, the applicant considers that there are other services who would seek to gain from using the MRT because their destination is Central Reading and all such services are generally hampered by the lack of capacity in the A4/Cemetery Junction area and the productivity of such services would be improved by direct access to the station.



Longer term

- 6.27 The second major area of the scheme's advantage would be its wider, strategic benefits and these would be related to gains over the longer-term. The proposal would make the bus route more direct for services that serve areas outside of the Reading Borough boundary. The route will also be used to serve new residential developments located outside of the Borough for those people wanting to travel into Reading to either work or gain access to Reading Railway Station. The applicant anticipates that the East Reading MRT will provide a catalyst for the delivery of further Park & Ride schemes, attract bus operators to offer fast track bus services along the A3290/A329(M) and enable further phases of the wider planned MRT network. Officers accept that this is a positive aim, but this is more difficult to concur with, as there are various complicated factors at work here, not least the individual investment decisions of other bus operators and other sites/developments which would be required, outside the control of this council.
- 6.28 Following requests for further information in the form of outputs from the Reading Transport Model (RTM), the additional responses confirm the difference in flows for the AM and PM peak hours and illustrates that traffic flows are forecast to reduce on the residential streets in the east side of Reading, such as Erleigh Road, Crescent Road, Culver Lane and Whiteknights Road; with an increase in traffic on London Road in the AM Peak and some reductions in the PM Peak between Cemetery Junction and the A239M. It is also acknowledged that reductions in both directions occur on the IDR between the Watlington Street Gyratory and the Forbury Road/Vastern Road Roundabout. RBC Transport Strategy considers that these reductions are likely to be as a result of people switching to use the bus/MRT into Reading with the introduction of the East MRT scheme. The shift to bus/MRT will allow people currently 'rat-running' along residential streets, travelling from the east side of Reading to the town centre, to shift back onto the A4 (a main radial route into Reading). Some reductions are also shown in central Reading on Forbury Road and Kings Road in the AM peak hour. This is likely to be as a result of people switching their mode of travel into Reading from private car to bus as a direct result of the introduction of the East MRT scheme.
- 6.29 The reductions in car travel along the residential streets will also make the commuting experience of the residents in those areas more pleasant. It is hoped that this may even encourage them to use alternative modes of travel i.e. walking and cycling, given the reduced congestion along these routes. Transport Strategy is satisfied that the assessment undertaken is robust. The assessments of nearby road junctions have identified that the proposals would have a minimal impact on these junctions and therefore are deemed acceptable.
- 6.30 Several commentators remark that not enough is being done by the Council to alleviate traffic congestion in the Cemetery Junction area and more could be done with the existing road infrastructure to limit car journeys. Road congestion charging and zonal controls are suggested. One of the severe issues in the Cemetery Junction area is of road width and the Highway Authority advises that there are comparatively limited opportunities to free up traffic flow in this area and hence, the planning of a separate route - and in this case one that is quicker and is exclusively for sustainable transport modes - will allow high-speed bypassing of congestion in the A4/Cemetery Junction area. Some objectors suggest that helping traffic flow at these congestion bottlenecks is pointless, because as soon as capacity is provided on the network, that capacity is immediately used up. This theory is not proven and as the Highway Authority agrees, the more space is

perceived on the existing network, the more cyclists, etc. may be encouraged back to the roads. Some objectors are concerned that existing bus services in Newtown would be adversely affected and therefore have a negative social effect on the Newtown area in particular, but the applicant advises that no services in the Newtown area are planned to be reduced, although this decision is ultimately for the bus operator. It should also be noted that promotion of bus use is socially-inclusive, therefore fulfils social goals.

#### Pedestrians and cyclists

- 6.31 At present, pedestrians and cyclists use the Thames Path, which is generally a gravelled surface and allows for commuting and recreational travel in this pleasant riverside environment. In periods of heavy/continuous rain, there have been known to be flooded areas where the path has become impossible to use at certain points. The applicant considers that the proposal will also provide a more reliable route into the town centre, avoid the areas at risk of flooding, improves the lighting and surfacing along the route, and removes the requirement for cyclists to dismount especially at the horseshoe bridge. The Highway Authority agrees that all of the above will help encourage the use of alternative modes. The applicant has produced an assessment of the pedestrian/cyclist movements along the existing Thames Path to identify its current use. The survey data included at Appendix A of the Transport Statement provided the numerical information with the schematic diagram demonstrating the locations of these surveys subsequently provided. The surveys identify that the Thames Path NCN is currently very well used in all directions.
- 6.32 Officers consider that the immediate advantages provided for pedestrians and cyclists are less obvious than the advantages for public transport, for the short-term at least. For cyclists, there may be an upsurge in longer cycle commuting from the Woodley and Winnersh areas, as the least attractive/safe part of the route into town (Cemetery junction) would be by-passed, but it may take longer for the less committed cyclist to be persuaded. The gradient up to and over the bridge would be smooth and gradual and this slope should not dissuade a cyclist who is prepared to travel several miles in to town. Advantages for the average pedestrian would appear to be comparatively limited and officers cannot see the route being particularly attractive except for those who wish to have a more commanding view of the river, or longer-distance commuter runners/joggers and with the advent of better changing and locker situations at workplaces, this is a small but nevertheless increasingly more popular travel mode. Nevertheless, the fact that almost half of the usable width of the carriageway/footpath-cycleway is to be used for pedestrians and cycles is further indication of this proposal looking to cater for further increases in future sustainable travel. The applicant also considers that this aspect of the proposal will allow easier sustainable commuting opportunities from Central Reading to the TVP and Suttons Business Parks.
- 6.33 Some objectors are concerned that use and enjoyment of the Thames Path for recreational use would diminish as a result of the scheme. Officers consider that in reality, use may drop, but only to the extent that some (but not all) of the commuter runners and cyclists would switch to the MRT in preference. Those undertaking shorter journeys at least may not divert.

#### Alternatives considered

- 6.34 Various commentators are concerned that the impact this proposal would have is

excessive in terms of localised environmental harm and that other less harmful options have been either dismissed or not considered.

- 6.35 The DAS includes a High-Level Options Appraisal and other options have been mentioned as well. Whilst it is not the purpose of the application’s assessment to detail all other potential options, consideration of alternative this is a matter for the EIA process. The table sets out a brief response to the various options which have been proposed.

Alternative to consider	Officer response
MRT route should cross Kennetmouth further south and run along the gasholders land, which is surplus to requirements	This land is not known to be available. Suttons Business Park is a core employment area in the Wokingham Local Plan so B uses would be encouraged/protected and issues of connecting to the road network in this area considered to make this option unviable.
Construction of a dedicated bus lane along the A4 from Cemetery Junction to the A3920.	Highway Authority advises that there is not the road width available to accommodate this.
Construction of a tidal flow bus lane in the central or Southern lanes of the A4 between Cemetery Junction and the A3290.	Although tidal flow bus lanes would aid the flow in one direction buses would still be required to make return journeys within the congested traffic and as such would contribute very limited benefit in journey times and reliability. There is not a tidal flow of traffic along this section of the A4 London Road with queues occurring in both directions in the AM and PM peaks.  Also safety and capacity concerns over vehicles turning right into and out of the Newtown area as they would be required to cross two lanes of traffic.
Improved parking facilities at Twyford and Maidenhead to allow park and rail travel in Reading from the catchment area to the East.	Likely to be issues of Green Belt. Such pressures may in future occur with the attractiveness of the MRT. Does not precludethis Rail and bus often serve differnet journey s
Expansion of the Winnersh park and ride scheme.	Such pressures may in future occur with the attractiveness of the MRT P&R must connect to the MRT to produce seamless modal shift
A mass rapid transit scheme along the proposed route with underground tunnelling to mitigate impacts in the most sensitive locations.	Not viable, unlikely to receive funding support from the LEP, given value for money constraints of this versus other transport infrastructure projects
A workplace parking levy in Reading, with revenue diverted back into public transport provision.	This would be required to work alongside the proposal not instead of it. Need to offer attractive alternatives
A congestion charging zone in Reading, with CCTV and revenue diverted back into public transport provision.	This would be required to work alongside the proposal not instead of it.

<p>Planning and economic policies which encourage increased working from home and alternative workplaces to Reading town centre.</p>	<p>Already happening, but not sufficient of themselves to stem rising congestion</p>
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- 6.36 Some commentators, for example Newtown GLOBE, are concerned that public consultation has not taken place with local residents over the viability of such options, or their preferences in terms of the option selected. The above table should indicate why the applicant has taken this option forward and furthermore, this is in accordance with relevant planning policy which seeks to protect a route for and provide essentially, the MRT, in this location.
- 6.37 In summary, whilst there may well be alternatives, they are considered to be either unworkable or insufficient on their own. Officers therefore consider that the case for the East Reading MRT is strong and accepted in principle.
- 6.38 At the local level, this is an area of valued countryside/urban fringe with a prominent river frontage. The route itself is of acknowledged environmental importance, being comprised of areas of self-seeded scrubland, woodland which is a Wildlife Heritage Site that contains Priority Species, the Kennetmouth (significant historically for the development and purpose of the founding of the town) and the southern riverbank of the River Thames. The proposal would have some significant and at times, detrimental impact on various areas and it is the purpose of this report to evaluate these and to decide whether the balance to recommend approval has been proven.

**(b) Overview of environmental value and policies for protection of this area**

- 6.39 The proposed route of the MRT is largely publicly accessible and is a well-used 'green wedge' or 'green lung' which extends into and out of the Eastern area of the town centre. This part of the Borough is clearly valuable in many ways: its openness, its sense of rurality and tranquil enjoyment, its sense of space, and as a place to picnic, cycle and walk. Accordingly, various planning policies exist to protect this area.
- 6.40 The Thames Valley is defined as a Major Landscape Feature on the Development Plan Proposals Map. The aim of this policy is to define the boundaries of Major Landscape Features to allow Policy CS37 of the Core Strategy to be applied. This contributes to core objective 4 of the Core Strategy, in that it maintains the natural environment of the Borough. Important areas of Public and Strategic Open Space are protected by Policy SA16, as shown on the Proposals Map and these will be protected from development. Proposals that would result in the loss of any of these areas of open space, or jeopardise their use or enjoyment by the public, will not be permitted. Policy DM17 identifies green links and green networks. Green Links shall be maintained, protected, consolidated, extended and enhanced. New development shall demonstrate how the location and type of open space, landscaping and water features provided within a scheme have been arranged such that they maintain or link into the existing Green Network and contribute to its consolidation. Policy DM18 assists this by requiring new mitigating tree planting in developments.
- 6.41 Policy CS28: Loss of Open Space seeks to restrict applications which would result in the loss of open space or harm enjoyment of open space, unless there are special

circumstances and the quality of the open space should not be harmed. The harm to the open space's function in this case would not generally be through physical loss of the open space (except for a reduction in the area of The Coal), but more related to the riverside area's usability, overbearing/overshadowing impacts and the overall ability of the space to continue to be of benefit to the public. Policy CS8: Waterspaces seeks to protect Reading's waterspaces for ecological, riverside character and river-related recreation.

- 6.42 The area also forms part of green network/green link, extending from the town centre, along the route of the Thames, into the countryside towards Sonning, to the East. DM17: Green Network aims to protect Reading's existing Green Network, and for the enhancement and extension of that network. Policy CS36: Biodiversity and Geology states that Wildlife Heritage Sites will be safeguarded and where possible, enhanced. Permission will not be normally be granted for any development that would adversely affect a designated nature reserve or Wildlife Heritage Site. Policy CS38 seeks to resist the loss of trees or landscaping and this includes individual trees, hedges or woodland areas. In terms of controlling development, policies RC5, RC14 and CS7 and CS8 and RC7 in summary require that the nature of development proposals in the riverside environs must be sensitive to the purposes of the principal function of the Thames (recreational, tourism) and be sympathetic to its character.
- 6.43 In summary, the above principal policies provide strong policy protection and tests which would need to be satisfied for this development to be supportable. Further, paragraph 118 of the NPPF states that when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles: if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.
- 6.44 Clearly, the application raises conflict with a range of environmental policies: those concerned with visual amenity, landscaping/ecology and open space. The next section of this report provides commentary on the major impacts of the scheme and the work which has been on-going to address these issues since the submission of the application in July 2017.

(c) Harm caused to the environment and design response

- 6.45 There are very strong and valid arguments/objections to the scheme and it is accepted that there will be identified localised harm caused in a number of localised areas. The application has undergone various rounds of options testing and scheme refinement since its original submission and this has culminated in the comprehensive series of changes which were eventually finalised in the documents which were submitted to the Local Planning Authority at the end of April and consulted on during May 2018. These options have included not just the scheme itself but also options for environmental and ecological mitigation.
- 6.46 Importantly, there is now agreement between the Council's Leisure and Recreation service and the applicant for a strategy for ecological enhancements/management. These works/maintenance measures would be carried out by Leisure and Recreation and fall into four main strands (see plan at the end of this report). Such measures will include:
- Installation and/ or improvement of native and species-rich habitat types on site

and within the wider Coal, Kennetmouth and Kings Meadow East LWS;  
-Installation of a naturalised river edge to the River Thames, east of the River Kennet;  
-Management of habitats contained within The Coal, Kennetmouth and Kings Meadow East LWS (both on and off site);  
-Planting of four trees within King's Meadow;  
-Improved management within the belt of vegetation at the north of King's Meadow and the belt of vegetation at the south of Hill's Meadow; and  
-Inclusion of species specific measures; for example: bird and bat boxes; and deadwood habitat and rubble piles for use by reptiles, amphibians and invertebrates.

- 6.47 On the basis of the above Strategy, a Landscape and Ecology Maintenance and Management Plan (LEMMP) will be produced. The purpose of the LEMMP will be to set out the details of specific management and maintenance operations, including timing associated with habitats and species and measures to be implemented as a part of the proposed development and once the proposed development is operational.
- 6.48 The section below intends to cover the on-site areas in turn, discussing the scheme from West (Reading centre) to East (TVP) and then discuss the 'off-site' areas. From West to East, the route would be discussed in terms of three sections, from west to east.

#### Napier Road and area to the South of the Tesco Superstore

- 6.49 The route meets Napier Road at a T-junction, where the traffic to the superstore maintains priority. There is a pedestrian/cycle crossing in this area and a footpath link to a bus stop on Napier Road. The route then runs through a combination of the store's landscaped car park and access roads and part of the land to the south, which is self-seeded scrub over gravel, near to the Network Rail land to the south.
- 6.50 There is some low-level wildlife habitat sensitivity in this area but its interest in ecological terms is lower than other parts of the route. The route runs between the railway line and the superstore and this is not functional open space. The route alignment to the south of Tesco (removing 30 car parking spaces and necessitating road realignments) and west of the River Kennet has been amended as a result of the proposed high-voltage sse cable underground diversion and the removal of overhead pylons. This will allow the route alignment to move further south away from Tesco and The Coal woodland, thereby reducing potential impacts upon local biodiversity and trees. A reptile/amphibian tunnel is proposed near the junction to allow animals to move between habitat areas.

#### Land within the Tesco car park and The Coal Woodland

- 6.51 Heading eastwards, the route moves through the eastern extremity of the superstore car park and into an area which is the Coal, Kennetmouth and Kings Meadow East Local Wildlife Site (LWS) ('The Coal Woodland'). A number of organisations including BBOWT are concerned for the effect on The Coal Woodland and several commentators have questioned the need to replace so many parking spaces. The proposals originally sought to remove part of The Coal to provide compensatory parking provision to the superstore car park, but this is now no longer required (see discussion below). The Coal will, however, still be reduced in size and this is due to land-take from the MRT route itself.

- 6.52 This woodland is approximately triangular in shape and lies to the West of the Kennetmouth. The Coal is described as ‘open mosaic habitat on previously developed land’ with woodland, semi-mature trees and riparian vegetation. Until approximately the 1930s, the area appears to have been goods railway shunting yards. The Coal has grown and has become a wooded area which contains various habitats but also non-native species. The Woodland includes the Thames Path which runs along its North and Eastern edges and a path which runs diagonally across.
- 6.53 The LWS is one of a number in the Borough which area currently subject to limited management by the Council’s Leisure and Recreation service. Although subject to high levels of anthropogenic disturbance, it provides habitat suitable for legally protected species. It will be adversely affected because it will be reduced in size by land-take for the MRT itself (route, embankment, etc.) but also new connecting footpath/cycleway connections coming into the Woodland, in order to provide connections from the western side of the Kennetmouth (and Newtown) to the MRT and this has an embankment too. The loss of part of the LWS therefore includes the loss of an area of lowland mixed deciduous woodland, which is a Habitat of Principal Importance under Section 41 of the NERC Act. Therefore the proposal will result in the physical loss of part of The Coal and there will be disturbance from the bus lane. Light pollution to wildlife (e.g. bats) would be minimised through the design of the lighting. The banked areas will change part of its character, although it should not reduce its attractiveness as its public open space function, as paths are (re-)provided. The Coal may also provide habitats for mammals, although the applicant advises that access through the area would not be impeded as the embankment includes culverts and a reptile/amphibian tunnel.
- 6.54 Of particular note is a local flower, the ‘Loddon Lily’ (*Leucojum Astivum*) which is found on a side bar on the right bank of the River Thames and this is a nationally scarce plant on the ‘red list’ and is a priority species in the Biodiversity Action Plan. The Thames Valley is the stronghold for this species and therefore all populations should be protected. The proposed bridge comes very near to the area of the lily habitat and may adversely affect it. The ES chapter concludes that the riparian habitat at the confluence of the River Thames and River Kennet where Loddon lily was recorded is located outside the proposed MRT East development boundary and therefore the location of the lily which is in situ will remain unaffected by the works.
- 6.55 As originally submitted, there was concern that there was insufficient mitigation/compensation for the habitat loss which would occur from the scheme. The number of replacement car parking spaces, which were originally proposed to aid compensation for those lost within the Tesco car park (July 2017 Submission), has been reduced and now affects 30 spaces, a comparatively minor reduction in the overall number of parking spaces within the car park. Site observations and a meeting with Tesco confirmed that their car park was not fully utilised, although no parking survey has been undertaken. Officers sought views from RBC Transport Strategy and consider that the loss of superstore parking is not significant to the superstore’s operation and are content that there is no conflict with Policy CS24. As a result of the changes, less area of The Coal Woodland is lost and 824 sqm of semi-natural habitat will be retained and an additional 17 individual trees and 8

tree groups will also be retained. The amended scheme now results in the planting of 81 new individual trees overall (including eight new trees within The Coal Woodland), plus 4 individual Black Poplar trees off-site in King's Meadow (see below).

- 6.56 As originally submitted, a number of concerns for the impact on The Coal were raised by RBC Leisure and Recreation, who manage The Coal. In tandem with the revised proposals, ecological mitigation and enhancement proposals (with agreed costings for RBC to implement) have been agreed with the applicant. An overview of these arrangements is provided at the end of this report and indicates that in The Coal, there would be a combination of additional mitigating native and species-rich planting, with on-going management. This would include native understorey planting in the woodland. In the area of The Coal outside of the red line, the management would include removal of invasive non-natives (Himalayan Balsam, Buddleia), selective tree works and further planting of the understorey. The Natural Environmental team's response to these changes is awaited.

### The Kennetmouth

- 6.57 The Kennetmouth, as its name suggests, lies at the confluence of the River Kennet with the River Thames. It is an important but rather understated part of the Borough and the meeting of these two rivers is likely to have been at least part of the reasons for the founding of the town. Now, the Kennetmouth is a very mixed location dominated by the main Paddington railway line above and the more tranquil boating uses and cyclists and walkers using the attached 'accommodation bridge' at the lower level. The middle of the Kennetmouth is the Borough boundary with Wokingham Borough.
- 6.58 In this section, the discussion below concentrates on the creation of the bridge over the Kennet. There are three main sensitivities of the proposal in this area: the visual effect of the development; effect on landscaping and ecology; and impact on cultural heritage.

### *Visual effects*





- 6.59 As described above, the Kennetmouth has a rather mixed character, with the industrial Brunel-designed railway bridge and attached footbridge/accommodation bridge spanning the Kennet below. The sensitivity is principally the effect of the proposal on the setting(s) of the older bridges, which are Grade II Listed.
- 6.60 The location of the crossing point has been carefully selected as has the height of the structure over the Kennetmouth. The distance and the height mean that views of the historic bridge would be largely capable of view even with the proposal in place and this would be in large part due to the overall span between the abutment/pillars. Although there would be some harm to the setting of the Listed structure, such harm would be generally from viewpoints on the river itself and many views of the bridge would not be adversely affected. It should also be noted that views the Listed bridge are already experienced in this a semi-urban environment, for example, slightly further south, large gas pipes cross the river.
- 6.61 In response to advice from officers and the Design panel, the applicant has provided some important design improvements to the bridge at this point, which include the introduction of a patinated (rusted) steel girder and slimming down the underside of the structure and these features continue on into the viaduct section discussed below. The supporting columns have also been reduced in to a single column design. Officers welcome these changes and overall consider these to be contemporary and smooth structure, with the steel elements echoing the industrial heritage of this area and this would also help to provide a suitable setting to the Listed structures. The applicant advises that the detailed cross-bracing required under the bridge has yet to be designed and this aspect would need to be subject to a planning condition, but again, officers would expect to see elements of steel to reflect remnants of the industrial character. Overall, officers are satisfied that in this area of the scheme, policies CS7, CS8 and CS33 are satisfied.

#### *Landscaping and ecology*

- 6.62 Effects on the Kennetmouth in this area include overshadowing the rivers themselves and the existing trees either side. The Western side of the bridge will be supported by a concrete abutment, this then grades to an embankment, requiring some land re-grading, but this is not considered to significantly affect the character of the Kennetmouth. On the Eastern side, the bridge will become a viaduct and at this point on the Wokingham side meets two mature Willow trees. Willows are a native English riverside tree species. The design of the original proposal meant that both trees would have been lost, but the redesigned supporting columns allow for the retention of one of the Category A Willow trees. This area would include mitigating species-rich planting including tussocky grasses and trees. Again, detailed input from the Natural Environment team is required.

#### *Cultural heritage*

- 6.63 In this area of the Kennetmouth on the Eastern bank is a mosaic sculpture. It is a model featuring a curved brick-built bench seat used to represent the bridges and this sits on a mosaic tiled floor, which is the Kennetmouth itself. The sculpture is in generally poor condition and is in a rather overgrown spot set back away from the Thames Path behind the Willow trees. The existing mosaic is proposed to be carefully documented/ photographed, lifted, repaired and reinstalled into a new area which is more visible to passers-by. New seating would be provided at the relocated mosaic near to the location of the timber mooring platforms, where

enhanced views of the river may be enjoyed and storyboards would describe the sculpture and the importance of the Kennetmouth.

- 6.64 These enhancements have been suggested by officers and augmented by the applicant and these would be delivered via planning conditions/obligations (as appropriate) as part of the mitigation strategy for the inclusion of the bridge at this location and the new bridge itself would be included as part of the evolution of the crossing of the Kennetmouth.

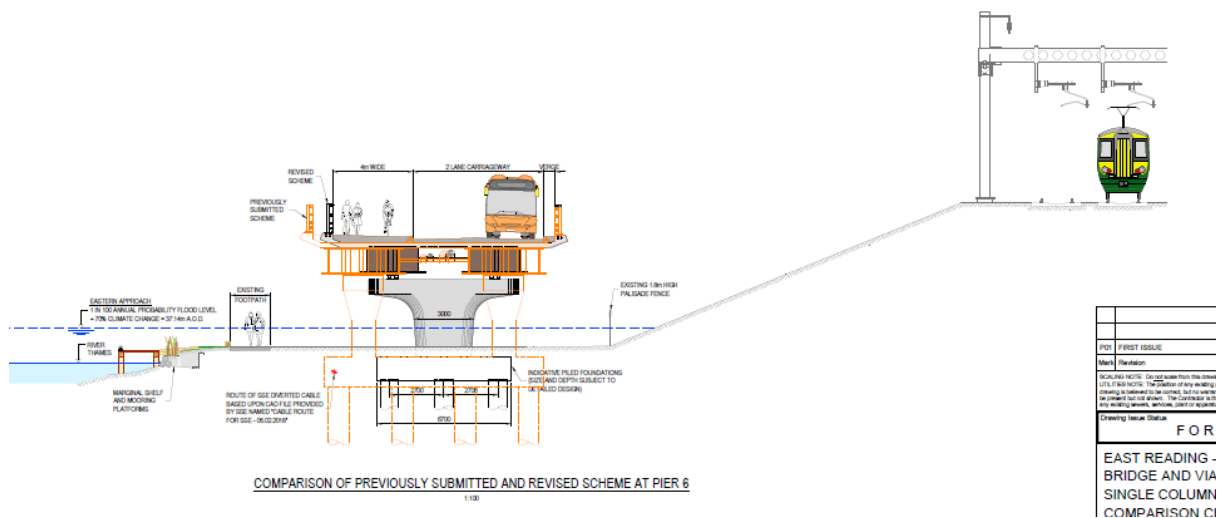
East of the Kennetmouth to Thames Valley Park (TVP)

- 6.65 This section of the route from the Kennetmouth Eastwards lies within Wokingham Borough. Therefore, control of any conditions or obligations would lie with Wokingham as the LPA and not RBC. Nonetheless, this appraisal shall discuss the suitability of the proposal in terms of Reading's policies. The principal matters to consider are visual effects; and landscaping and ecology.
- 6.66 This part of the town is outside of the settlement boundary in the Wokingham Local Plan, so it should be classed as development within the countryside. The effect on urbanising this area is therefore a relevant consideration to the assessment of the application and is likely to be a significant consideration to the assessment of the suitability of the application being dealt with by the neighbouring Planning Authority.

*Visual effects*

- 6.67 It is clear that in this area at least, in visual terms, the proposal would be prominent structure, being a grey concrete elevated roadway. Officers have therefore worked with the applicant to investigate measures for reducing the visual impact of the proposal as far as possible/practicable.
- 6.68 Following officers' and the design panel's concerns about the overbearing nature of the structure in relation to the edge of the Thames, the applicant was asked to look again at what can be done to reduce the visual impact of the development, and in particular at the pinch-point where the width is narrowest (this point is roughly due North of the Eastern gasholder located on the other side of the railway line in Suttons Business Park and corresponds with a point roughly equidistant between Piers (columns) 6 and 7 of the amended viaduct proposal). This has been a complicated redesign and has involved extensive rounds of discussion with Network Rail, sse and the EA. The result is that in this locality, the road now reduces the total width of the proposed footway and cycleway for a short section from 5m to 4m. The width of the main public transport carriageway remains unchanged.
- 6.69 Further, the viaduct is now proposed to be supported with a central single T-column design, instead of the originally submitted two-column design. This design would run along the length of the viaduct East of the Kennetmouth, until the viaduct gradually grades back to ground level towards the P&R site. The concrete columns will flare out to the 'T' shape to support steel beams which have in turn been moved further under the viaduct to enhance the sense of openness which would be experienced under the structure.
- 6.70 Whilst the appearance of the proposal in this section of the route would be most obviously apparent, it would also be remembered that the backdrop to this

structure is the railway embankment itself and atop this are the galvanised rail electrification gantries, which would to a certain extent be mirrored by the railings proposal for the parapet on the viaduct. But it is intended that the various simple yet elegant forms of the proposal - the gentle sinuous curve of the structure, the steel beams and the curved supporting columns - provide elements of excitement in the design detail and result in a strong, proud design, rather than simply a utilitarian ‘flyover’ structure.



Cross section comparison close to riverside (at column no. 6, ie. the area at the pinch-point, where the MRT would come closest to The Thames)

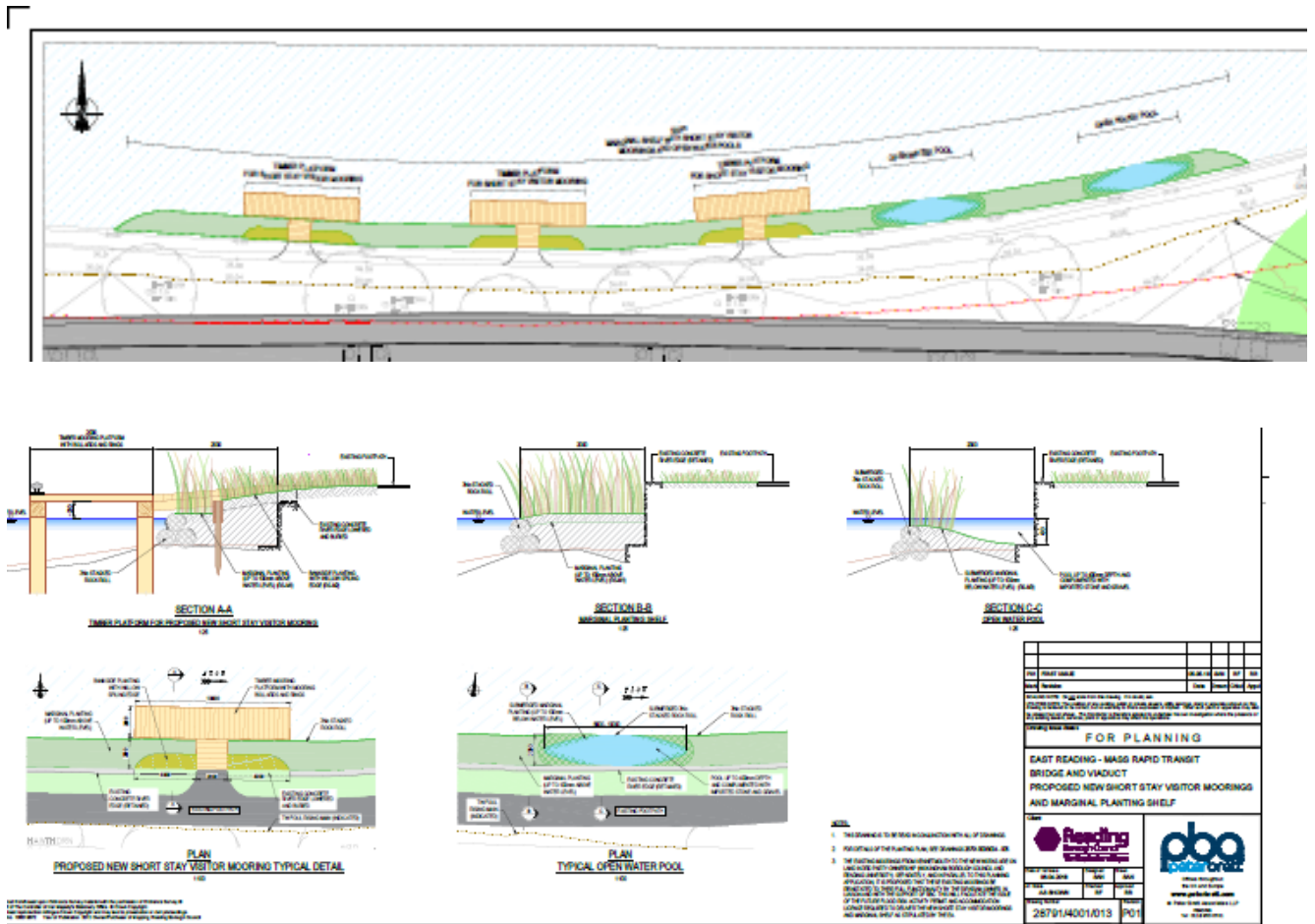
- 6.71 The slimming down of the columns on the underside was brought about on officer advice and the applicant has worked hard with both Network Rail and SSE to be able to move to looking at various options for a single-column solution, which would be carefully placed in relation to oversailing the main railway line and keeping the cable easement clear. The proposed single columns are considered to be more elegant and reduce the footprint, compared to the two-column design in the July 2017 Submission, as well as creating a greater sense of increased openness for Thames Path users.

*Landscaping and ecology*

- 6.7 The present area, as a somewhat isolated area of urban fringe, particularly at night, can often be the location for antisocial behaviour and rough-sleeping. The proposal needs to be cognisant of these risks and should at least seek not to inadvertently augment such issues. At present, there is no lighting of the Thames Path and officers consider it important that this feeling of rurality should continue, as far as possible.
- 6.73 Officers consider that the original/early attempts at mitigating the impact of the structure on the riverside environment were not capable of successfully mitigating the localised but nevertheless significant environmental harm which would be caused. Earlier landscaping schemes included shrubs and items such as ‘fedging’ (a fence essentially made from a hedge) as landscaping mitigation, but these were considered to be inappropriate, largely through their rather flimsy nature and even if successful, these would have felt to officers like a very ‘catalogue’ urban designer’s solution, whereas what was needed was a more organic and natural solution to mitigation. Other early options for uses in the riverside area were abandoned boats and an adults’ cross-training park. Your officers rejected these ideas on grounds of clutter and considered that these too, were inappropriate mitigation responses.
- 6.74 The applicant has looked at various different alternative use and design options for the difficult issue of dealing with the underside of the viaduct/riverside, which included animating the area for leisure uses such as boat/canoe chandlery or storage or leisure events (as suggested by the Design Panel) or fencing off the area completely to create a wild ecological space. As with the lighting, officers felt that the idea of trying to force potentially inappropriate uses which may have harmed the tranquil character of the area was not the correct solution. Fencing off the area was considered, but ultimately rejected on the basis that this may cause on-going maintenance issues, for example becoming a litter-trap or fly-tipping area.
- 6.75 The applicant’s solution to this has been to introduce a new ecological area beneath the viaduct. Areas of shallow marshy wetland and grasses would be created, providing an area for seasonal flooding, and a diverse marshy habitat, where it is hoped the locally-occurring Loddon Lily would flourish, as it grows in swampy or damp soil. The area under the viaduct is proposed to remain open and unfenced to allow people to see beneath the viaduct, whilst discouraging public access beneath the viaduct (due to the wetland/marshy area). The updated landscape design is illustrated in the Landscape and Ecology Strategy. The advice of Thames Valley Police’s Crime Prevention Design Advisor is sought on this, but officers consider that this is a good solution, which could potentially resolve a number of conflicting issues. That said, monitoring the effectiveness of this area

(again, by the RBC Leisure and Recreation service) will be key and the section below discusses the monitoring arrangements for the scheme.

6.76 The updated proposals include a long section of riverbank works, which include a combination of structural repairs to the degrading riverbank itself to restore present temporary mooring opportunities (near the Kennetmouth) and the introduction of additional moorings platforms and what the applicant describes as a ‘marginal shelf’. These aspects of the mitigation strategy have evolved during the consideration of this application, with neither the EA nor your officers being satisfied that the original proposal was sufficient to mitigate the wide-ranging environmental impacts of this scheme.



Top: plan of the marginal shelf and boardwalk mooring platforms  
 Bottom: details and sections showing the establishment of grasses on the marginal shelf.

Top: plan of the marginal shelf and boardwalk mooring platforms  
 Bottom: details and sections showing the establishment of grasses on the marginal shelf.

6.77 The applicant investigated various options to mitigate the environmental impact of the scheme and whilst early attempts to increase some kind of width into the Thames were cautiously welcomed by your officers; unfortunately this attracted a further reason for concern from the EA on the basis of inconsistency with the EA’s Navigation Policy, where extensions into the River are only allowable in certain instances (river-related works, recreation, etc.). This is not a scheme which is principally for the purpose of the river nor its function or for recreational purposes. But the mooring platform/marginal shelf solution provided the applicant with an

opportunity to improve temporary visitor mooring opportunities (to satisfy the EA concern) and in turn, enhance habitats and the appearance of the riverbank environs.

- 6.78 The three mooring platforms extend into the river in a T-plan (see diagram above) and these are essentially boardwalks to allow temporary visitor mooring, with each one would accommodate one boat. The addition of the marginal shelf is an innovative design solution. It effectively 'widens the riverbank' at a point where such width is most required. This allows a stronger visual mitigation of the scheme, by providing a natural extension of the bank where there is a generous width to the river and the EA has informally indicated that impacts on navigation are acceptable. The shelf provides habitat advantages, allowing native reeds and grasses to populate the shelf in between the bank and the boardwalk, with the appearance of a natural edge to the river. As can be appreciated, the extension of the width of the riverbank, coupled with the new ecological area under the structure should combine to produce a pleasant and 'natural' space to frame this part of the Thames Path; drawing views along the riverbank and allowing the visual impact of the structure to recede. At the pinch-point, the addition of the shelf means that the width of the riverbank, as extended (i.e. until the edge of the underside of the viaduct would be 8 metres, but with the space under the viaduct from the slimmer structure and column spacing, this would feel wider. There is more discussion of further off-site ecological enhancements in the section below.

#### Off-site and general environmental enhancement measures

- 6.79 As a result of the amended plans, further off-site ecological works are as follows:
- King's Meadow: planting of four Black Poplar trees
  - North of King's Meadow: rotational management in order to reduce invasive species within this belt of vegetation near the Thames Path
  - South of Hill's Meadow: one-off project to resolves tree and undergrowth management, followed by rotational annual maintenance of this belt of vegetation
  - Hills Meadow: installation of bird and bat boxes
- 6.80 These are all carefully selected additional mitigating works and the applicant considers that these will sufficiently counter the impact of the scheme in environmental terms and the option of off-site mitigation - additional to the on-site mitigation - was an option favoured by officers, the EA and the applicant when it became clear that on-site mitigation alone was not going to be sufficient to adequately off-set the environmental impact of the scheme.
- 6.81 In summary, this section of the Thames would undoubtedly be significantly affected by the proposal in visual and ecological terms, but the applicant has made significant improvements to the scheme in these respects. Officers welcome these improvements and are generally satisfied that they indicate a strong design to the proposal and innovative landscaping and ecological mitigation. The response from the Council's including the Ecologist is awaited on these aspects of the proposals, and in particular they are considering the extent to which the details of what is proposed is robust. Officers anticipate compliance with Policy CS36 and will advise of any further issues/conditions or controls in the Update Report.

#### (d) Other environmental effects

### Flooding

- 6.82 The area is liable to flooding and the scheme has included flood mitigation proposals as 'flood compensation', as part of the design proposals. This is necessary because of the areas of land-take within the site - embankments/abutments and columns - all take away valuable flood storage volume and restrict flows in a flooding event.
- 6.83 The original application submission attracted part of the objection from the EA to the scheme, but this aspect of the EA's objection informally has been removed. The flood compensation proposed is essentially the creation of scooped areas of ground in carefully selected locations in order to provide 'level for level' compensation (i.e the scooped areas provide inundation at the same grounds levels as are being lost via the scheme).
- 6.84 As well as on-site compensation, additional amendments submitted since the original submission include:
- o Lowering of an earth embankment to the immediate north-east of the superstore;
  - o Lowering of an earth embankment to the north-west of the superstore; and
  - o A cutting into the embankment at the eastern end of the MRT (where the land rises out of the floodplain near the new P&R site).
- 6.85 For clarity, the current proposals now omit proposed ground lowering within the Tesco car park. These amendments have been informed following consultation feedback from the Environment Agency. As these areas fall across the local authority areas and on Third Party land in some cases, it is proposed to controls these engineering works via s106 in order to achieve compliance with the NPPF and Policy CS35.

### External lighting

- 6.86 Officers have considered the matter of lighting of the structure carefully and this is another area of the scheme which has been amended since the application's submission.
- 6.87 The proposed lighting on the viaduct has been amended from the high-level column lighting in the July 2017 submission to continuous low-level LED linear lighting within the upper rail of the northern parapet on the viaduct and bridge, facing southwards (i.e. away from the River Thames) to gently light the pedestrian/ cycle way only. This will reduce potential landscape and visual impacts of the structure (compared to the submitted design) and provide adequate lighting levels to illuminate the proposed footway/cycleway and minimise light spill from the structure on surrounding habitats, for example, this should minimise impacts on bats 'commuting' along the Thames. The scheme retains pole-mounted lighting from The Coal westwards. Detailed design of the lighting is required to be submitted, via a proposed condition. Officers considered the matter of lighting the area under the structure to deter rough-sleeping, but this was considered to be unnecessary light-spill and not required, providing that the wetland area is maintained adequately. Overall, officers consider that the correct balance has been struck between the operational requirements of the proposed highway on the one hand and the sensitivities of the landscape and ecology on the other.

### Archaeology

- 6.88 Although the applicant's archaeological assessment highlights this potential it also states that the HER contains no evidence of any buried archaeological remains of interest being located within the study site. Berkshire Archaeology comments that although this is true it should be qualified that, with the exception of a small number of trenches in the eastern part of the site, this is due to no archaeological work being undertaken within this area previously so this does not necessarily indicate the archaeological potential.
- 6.89 Berkshire Archaeology advises that there have been previous impacts within some areas of the site, including gravel pits to the east and the superstore development at the western end. In addition a review of the geotechnical reports shows a landfill site is present to the east of the existing superstore and within the area of the embankment. There will therefore be areas where it is likely that archaeological deposits have been previously affected. Given the potential for archaeological remains to be affected, archaeological field investigations will be required to provide further information. In light of the possible presence of Saxon burials, pre-determination investigations should be completed to evaluate the potential for Saxon remains to survive. For the remaining archaeological investigations it is recommended that a condition requiring an archaeological investigation is attached to any planning permission granted, to mitigate the impact of the development and comply with Policy CS33.

RBC Environmental Protection considerations and residential amenity

- 6.90 The Council's EP Team is concerned with four aspects of the scheme and each is discussed below.
- 6.91 EP is concerned for noise during the construction and operational phases of the development and their concern is primarily for the amenity of the Luscinia View flats near the superstore, on Napier Road. Regarding construction, this would need to be covered in a construction management statement (CMS). Regarding neighbour amenity, the EP Team has requested a noise report, but the location of the proposed stops is some distance from the flats. These flats will experience a certain level of noise anyway; they are near the railway and access road to the superstore. It is also not clear what noise mitigation, were a report to require such, could realistically do. In any other situation, were the Highway Authority to propose the siting of a bus stop on the public highway then a Traffic Regulation Order would be required in the normal way and any specific recommendations taken into account. For the above reasons, officers do not consider that a noise report is required.
- 6.92 Impacts on air quality in the construction phase would also need to be controlled via the CMS/CEMP. Impacts on air quality on Napier Road from the development when operational are considered to be well within the National objective level.
- 6.93 EP have considered the contaminated land reports contained within the accompanying Environmental Statement and on the whole, they find the risk to be low, although there are potential pollution linkages to consider and the main concern is risk to construction workers. EP have advised site controls, but these appear to be H&S -related, not planning-related and officers advise that this could be covered via informative. EP do however recommend conditions for piling design and unexpected contamination reporting and conditions are advised. Conditions regarding a CMS, hours of working (standard) and no bonfires are all accepted.



- 6.94 Any impacts above on further residential areas are not considered to be significant and officers identify no other areas of concern. Subject to conditions, officers advice that the proposal complies with policies CS34 and DM4.

#### Sustainability

- 6.95 The development proposes no buildings, so usual standards for energy efficiency and energy generation are not relevant. The Council's Sustainability team and the local Climate Change Partnership has considered the application and conclude that the general purpose of the scheme itself is positive in environmental sustainability terms, through reduction in car journeys and carbon emissions. The Sustainability Team echoes the advice of the Design Panel in seeking to ensure recycling material forms an element of the scheme. The submitted Sustainability Assessment explains that sustainable materials with low environmental impact will be used and sourced from the local supply chain where possible (more details to be supplied in the Update Report). Construction and operational waste will be managed in accordance with the waste hierarchy: eliminate, reduce, reuse and recycle. Overall, officers consider that NPPF chapter 13 and adopted Policy CS2 sustainable use of materials are satisfied.

#### Environmental statement

- 6.96 The scope of the ES was agreed originally in the Scoping Opinion, and the the scope of the ES Addendum was also agreed with officers. It should be noted that the Environmental Statement has been amended firstly by the Addendum (ES Addendum) (dated April 2018), then this has been further updated to provide further information during the determination period of the planning application, under Regulation 22 of the EIA Regulations. There have been many alterations to the ES in the May 2018 submissions.

#### (e) Transport technical matters

#### Technical design standards

- 6.97 The sections below cover the transport technical matters, where not captured by the sections elsewhere in this report and generally relay the Highway Authority's detailed points on the application.
- 6.98 The East MRT Scheme has been designed as an 11.5m wide corridor comprising a 6.5m two- way carriageway, 3m two-way cycle lane and a 2m footway. The link narrows at the proposed bridge over the River Kennet at the Kennetmouth and again at the pinch-point in Wokingham Borough (near Columns 6 and 7). At the bridge, shuttle working will operate with a signal/indicator system to allow bus progress between the stop lines 190m apart.
- 6.99 The proposals result in an alteration to the adjacent Tesco Car Park Layout and drawing 28791/5523/007B illustrates the existing and proposed car park layouts, with appropriate aisle width for manoeuvring out of the spaces. The proposed layout results in the loss of 30 spaces to the Tesco car park. Transport Strategy advises that this reduction in spaces amounts to approximately 4% of the overall provision of approximately 800 parking spaces. The parking provision provided is well in excess of the Council's current parking requirement for the superstore and as a result this slight reduction is considered not to be significant and is therefore

accepted. The store operator currently objects to the application. It must be remembered that the East Reading is one of three MRT routes in the Borough and as with all major transport infrastructure projects, there will be local interests which will not support the individual proposal. As part of project-planning the scheme through the planning process, the applicant is separately progressing the legal means to secure all land required for the route with the various landowners to enable the development to be implemented.

- 6.100 Drawings have been submitted that identify the gradients of the proposed route and these specify that the gradients comply with the Design Manual for Roads and Bridges (DMRB) and DfT document 'Inclusive Mobility' and therefore are acceptable in principle, further detail in relation to gradients are specified below.
- 6.101 Transport Strategy had previously queried what measures would be put in place should the proposed signals along the route fail given the distances of one way flow and the obstructions to forward visibility. It has been clarified that each stop line will be controlled by a primary and secondary signal/indicator. To reduce the possibility of the signal/indicators failing over the bridge, the primary and secondary Signal / indicators, both located on the nearside of the carriageway, will be powered through different electrical feeds. Therefore, if one were to fail, the other should still be operational. In the very unlikely event that both electrical feeds fail, outbound buses will divert to use the A4 Kings Road and London Road until the signal/indicators are operational.
- 6.102 The East MRT Scheme's proposed junction with Napier Road has been designed to maintain the priority route to Tesco. It has been stated that Manual for Streets (MfS) visibility requirements have been met and the updated drawing (28791/5523/003B) illustrates they can be accommodated.
- 6.103 A right turn filter lane accommodating two buses has been provided for the right turn from Napier Road into the East MRT Scheme following consultation with Tesco. Tracking diagrams have been provided for buses entering and exiting the MRT route at Napier Road and as a result these are acceptable.

#### Phasing and TVP Park and Ride

- 6.104 There is an SGN gas valve at the western edge of the Thames Valley Park, Park & Ride. Phase 1A of the scheme retains the valve and in Phase 1B the valve is proposed to be relocated. The Phase 1A scheme includes a one-way section of 3.5m wide carriageway with signal/indicators either end approximately 100m apart, and a shared footway/ cycleway which narrows to 2.5m at this point. The Phase 1B scheme mirrors the permitted Thames Valley Park Park & Ride scheme with a 7.3m carriageway and 3.0m shared footway/ cycleway. Again this is deemed acceptable as it complies with National standards.
- 6.105 Phase 1B will commence when funding is secured and utility diversions are completed. Phase 1B could be delivered immediately with construction of the scheme, therefore with this scenario, the shuttle working section at the eastern narrow point (adjacent to the gas value) will not be delivered. At this stage, officers are not proposing conditions or obligations to link the MRT scheme to the P&R permission, although any further consideration of this matter would be provided in the update report.

#### Pedestrians and cyclists

- 6.106 Policy SA14 seeks to maintain and enhance cycle routes. Policy DM12 seeks not to cause conflicts with the local highway network. Eastbound cyclists would travel along Napier Road and use the right turn ghost island at the East MRT Scheme/ Napier Road junction to wait and turn into the new link. As they enter the scheme from Napier Road, a dropped kerb facility is proposed on the left-hand side of the carriageway into the shared footway/ cycleway. The shared use section continues for approximately 80m before becoming segregated foot and cycle ways, which are used for the majority of the scheme (there is a short shared section at the above pinch-point). Westbound cyclists travel along the segregated cycle way and into the shared footway/ cycleway up to the junction with Napier Road. At this point cyclists will cross the eastbound carriageway to a central island where they then exit onto the westbound carriageway and access Napier Road via the priority junction.
- 6.107 Pedestrians arriving from the western end of the East MRT route will use the footway on the southern side of Napier Road. Pedestrians then have two opportunities to cross from the southern side of the scheme to the footway on the northern side that continues the full length of the new East MRT route. These crossing facilities are a refuge island crossing located at the Napier Road junction and a zebra crossing adjacent to the pedestrian access to Tesco. Pedestrians travelling westbound and exiting the East MRT footway on the northern side can cross to the southern side to reach Napier Road footway. Pedestrians can then access the Napier Road underpass through to Forbury Retail Park and Kenavon Drive residential area, or continue along Napier Road. The Highway Authority is satisfied with the technical standards proposed by the scheme.

#### Access issues

- 6.108 It should be noted that the proposal will provide a safe, accessible route with suitable gradients, as opposed to the Thames Path and the Horseshoe Bridge, which has steps. The Highway Authority is satisfied with the technical standard of the scheme, but the Council's Access Officer has made some detailed points about access, gradients, impacts on partially-sighted people, etc. These comments would be taken into account further in the detailed design of the scheme, which would be agreed via conditions where consultation with the Council's Access Officer would be sought

#### Equality Act

- 6.109 In determining this application, the Committee is required to have 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, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts on equality issues as a result of the development.

#### Other issues from objectors not covered by this report

- 6.110 This major transport project in this sensitive and valued area of the Borough is a proposal which has understandably resulted in the receipt of strong responses from a significant number of objectors. This report has attempted to cover the range of

issues raised, but the Update Report is likely to need to capture any other outstanding matters raised.

### Implementation

#### Construction phasing

- 6.111 With this major infrastructure scheme there are issues related to the construction of the proposal.
- 6.112 It is anticipated that, subject to planning approval, construction of the scheme will commence in July 2019 with completion expected in Spring 2022. Some seasonal site clearance may need to commence earlier in 2019. The main construction phases comprise: service diversions; flood plain compensation measures; construction access and haul roads; piling; pile caps, abutments, retaining walls, pier construction and drainage works; western embankment and associated supporting structures construction; surface water drainage systems; assembling main bridge and viaduct beams involving a 600+ tonne installation crane; bridge and viaduct deck concrete pouring; road construction and finishing (including parapets and lighting); and finally, landscaping and ecological mitigation.
- 6.113 Any environmental effects arising during the construction phase of the proposed development will be controlled through the implementation of a Construction Environmental Management Plan (CEMP)/CMS, to be agreed via condition prior to commencement of construction. The CEMP will outline the arrangements and management practices to adopt in order to minimise the environmental effects of construction.

#### Controls

- 6.114 Various obligations are proposed in the Recommendation above relating to phasing triggers, use of the MRT and matters such as employment and skills mitigation. A fuller response will be provided in the Update Report.

#### Monitoring/maintenance

- 6.115 Regarding the MRT itself, this will be an adopted highway structure and the two Transport Authorities are currently in discussion regarding the maintenance regime which would be applied.
- 6.116 Both the specifics of the ecological mitigation of this planning application and the new requirements under the 2017 EIA Regulations require that the proposal is subject to long-term monitoring to ensure the mitigation aspects of the proposal continue to operate correctly. Given the cross-authority nature of this application, it is advised that this should be dealt with by s106 obligation and there are three main areas for this on-going monitoring, all related to ecology.
- 6.117 The first is in relation to the ecology management arrangements generally, including the 'off-site' works (King's Meadow, Hill's Meadow). These are to be the responsibility of the Council's Leisure and Recreation service. Secondly is the specific maintenance requirements required for ensuring that the marginal shelf does not degrade in the river. The third area covers the new wetland area under the structure and again, this will require careful management to ensure it establishes and is then monitored. The applicant also identifies the risk of the

wetland area not establishing satisfactorily and in such an instance advises that the under viaduct area probably needs to revert to one of the original options, that of fencing off the area.

## 7. CONCLUSION

7.1 This application has taken some time to bring before this Committee and this has been due to complexities of adjusting the scheme as issues have been addressed and the necessary mitigation. This has involved detailed negotiation between the applicant, your officers, the Highway Authority, Network Rail, the Environment Agency and various landowners and Statutory Undertakers in order to investigate possibilities to improve the scheme. Officers welcome the improvements which have been made.

7.2 In summary:

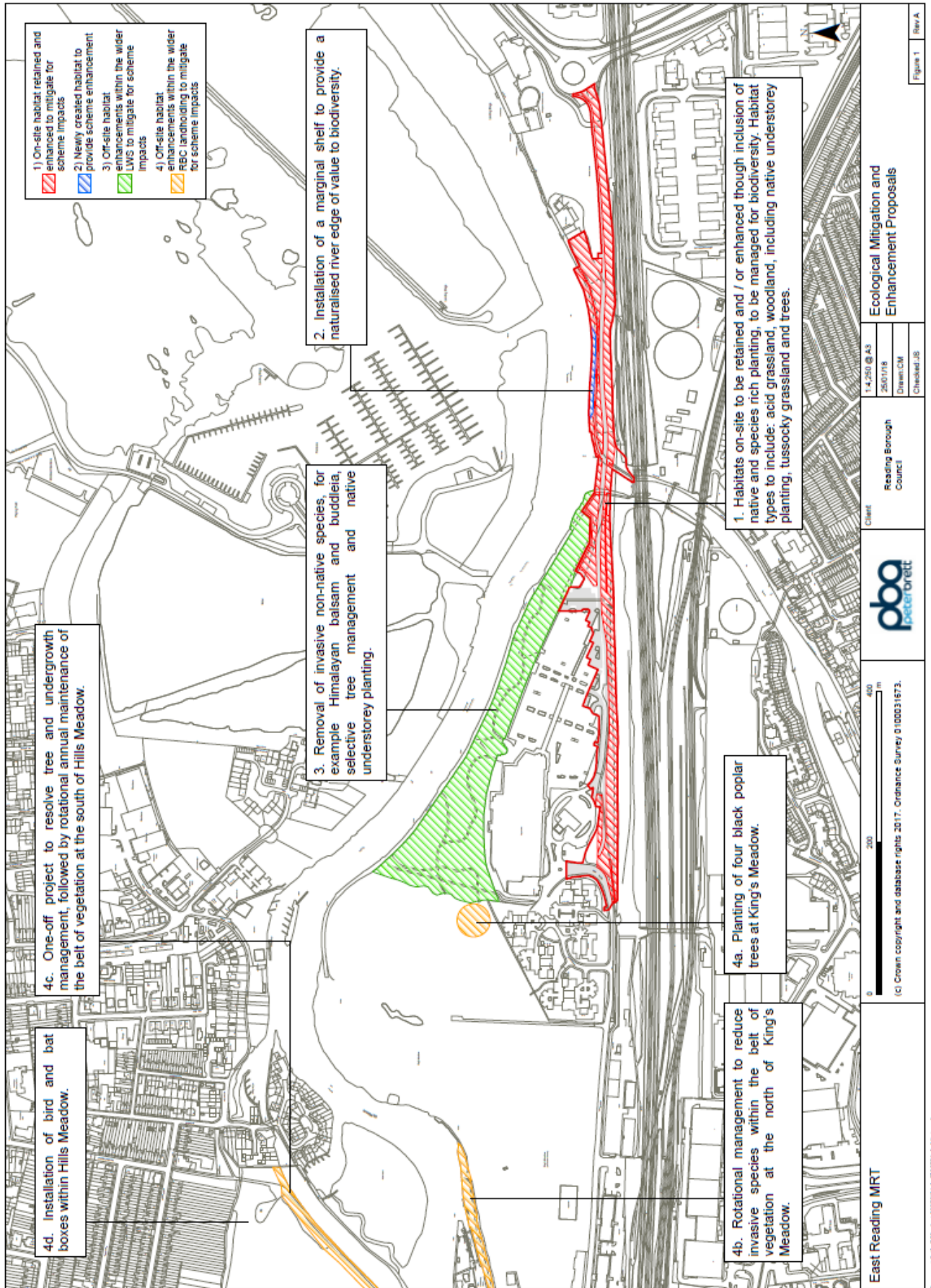
- Policy at national and local level supports the need for sustainable transport schemes which will cut private car journeys and reduce carbon emissions and this proposal is identified in adopted policies of this Council and Wokingham, as an important part fo the solution to transport issues experienced in East Reading and the Greater Reading area.
- The proposal will generally improve air quality within the area in part of the Borough which experiences poor air quality and assist traffic flows on the local road network.
- It is accepted that the proposal will have adverse environmental impacts in terms of the character of the Thames and ecology and produces conflict with a number of adopted planning policies. But care has been taken with the design in order to produce a scheme which is as sensitive as it can be to this environment and providing appropriate mitigation including off-site compensatory mitigation, in accepting the need for the proposal.
- Officers advise that in this case, the Committee must give special consideration to the wider strategic benefits of the scheme for the Thames Valley Sub-Region and also its benefits over the longer-term, for encouraging bus use, but also more cycle and pedestrian journeys. The East Reading MRT is considered to be essential strategic infrastructure to help to deliver a behavioural change in travel habits.
- This report explains that for each part of the route, mitigation of the environmental effects has been designed as part of the scheme and will be delivered and will continue to be monitored to ensure the establishment of the structure as a suitable addition to the landscape.
- The proposal is considered to be suitable in terms of environmental issues: flooding, archaeology, and contaminated land risks and raises no significant issues of residential amenity or other social impacts.
- Sometimes difficult choices need to be made in the present to bring about environmental gains in the future and the strategic need for this project is considered to be very significant. This proposal is anticipated to bring substantial public benefits and in this case, these outweigh the identified harm. Overall, this proposal is considered to fit the definition of sustainable development as contained in the NPPF.

Case Officer: Richard Eatough

Plans: [full list of plans to be advised in Update Report]

Update report to include long 'general arrangement' plans.

Next page: plan showing areas of ecological management







# BATTLE



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 30 May 2018

ITEM NO. 10

Ward: Battle

Application No.: 172192/PNN

Address: Reading West Station Footbridge, Oxford Road, Reading.

Proposal: Prior Approval under Part 18 Class A to Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (the GPDO) for reconstruction of the footbridge to provide the necessary clearance for the OLE which is to run underneath the structure.

Applicant: Network Rail

Date Valid: 7 December 2017

Application target decision date: 1 February 2018 (agreed extension of time)

26 week date: 7 June 2018

### RECOMMENDATION

REFUSE Prior Approval under Part 18 of the Town and Country Planning (General Permitted Development) (England) Order 2015 for the following reasons:

1. The proposed bridge, by reason of its height, bulk, and proximity to the neighbouring dwelling at 13A Brunswick Hill, together with its stark functional appearance, would result in an overbearing effect and perceived loss of privacy to this dwelling, harmful to the amenity of occupiers.

The bridge ought to be and could reasonably be carried out elsewhere on the land to avoid the harm described. In accordance with the provisions of Part 18, Schedule 2, Article 3 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) and Policy DM4 of the Reading Borough LDF Sites and Detailed Policies Document 2012 (amended 2015).

2. The proposed bridge by reason of its height, bulk, stark functional appearance and visually unsympathetic siting relative to existing buildings, would result in harm to the appearance of the streetscene within Brunswick Hill with consequent injury to the visual amenity of the neighbourhood.

The bridge ought to be and could reasonably be carried out elsewhere on the land and the design modified in order to avoid the harm described. In accordance with the provisions of Part 18, Schedule 2, Article 3 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) and Policy CS7 of the Reading Borough LDF Sites and Detailed Policies Document 2012 (amended 2015)

Informatives:

1. Positive and Proactive Statement.
2. Refused drawings

### 1. INTRODUCTION

1.1 The site at Reading West Station is located to the west of the town centre and lies to the south of Oxford Road and north of Tilehurst Road. Reading West Station provides access to rail services to Basingstoke and Newbury to the south and west and to Reading Station to the east.

1.2 The station platform and bridge sit on an embankment above lower land to either side which includes Oxford Road Community Garden and the Lidl/McDonalds car park to the west and residential flats to the east. The

embankment itself is covered in trees and other vegetation, although much of this has been removed recently.

- 1.3 The railway corridor is identified as a Green Link on the proposals map (Policy DM17) of the Sites and Detailed Policies Document.
- 1.4 The application has been called in for determination by Planning Applications Committee by Cllrs Page and Maskell.
- 1.5 A letter from the Applicant dated 18 May 2018 is attached to this report at Appendix 3.



Site Location Plan (not to scale)



Site photograph

## 2. PROPOSALS

- 2.1 Prior Approval is sought for demolition of the existing footbridge and its replacement with a larger footbridge bridge further to the south adjacent to the rear of number 13A Brunswick Hill (single dwellinghouse) and Brunswick Lodge (flats). The new bridge would be taller than existing in order to provide the increased clearance between the track and bridge that is required to provide overhead electric power lines as part of the applicant's electrification programme.
- 2.2 The submitted drawings indicate where passenger lifts could be provided in the future although these do not form part of the current proposal. The plans have also been amended during the course of the application to show indicative privacy screens to the upper parts of the bridge.

### Drawings:

W1088E-JMS-DRG-ECV-040003 A03 Proposed Site Plan

W1088E-JMS-DRG-ECV-040101 C02 Proposed General Arrangement Plan

W1088E-JMS-DRG-ECV-040102 C01 Proposed Typical Elevation and Section Details

W1088E-JMS-DRG-ECV-040300 P01 Proposed Staircase Elevations (dated 17/5/18)

W1088E-JMS-SKE-ECV-040104 Preferred Sheeting Option (dated 17/5/18)  
(privacy screen)

## 3. PLANNING HISTORY

- 3.1 150629/PNN - 'Application under Part 18, Schedule 2 of the GPDO 2015 for demolition and reconstruction of Reading West Station Footbridge to provide increased clearance underneath the footbridge to allow for overhead power cables associated with the electrification of the line.' Report to 3/6/15 Planning Applications Committee published. Withdrawn by Applicant prior to Committee.
- 3.2 160866/PNN - 'Prior Approval under Part 18 Class A to Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (the GPDO) for 'jacking up' of bridge to increase height of footway over railway, and raising of parapets'. Approved (Planning Applications Committee 20/7/16)

## 4. CONSULTATIONS

### *RBC Natural Environment*

- 4.1 There does not appear to be any tree/vegetation related information in order to be able to comment on the impact of the proposal in this respect. It is likely that some vegetation will be lost. In addition, from. Details about access for the works of this is also required due to nearby TPO trees.
- 4.2 If trees/vegetation is to be removed to allow construction, it would be useful to know if NR are planning to carry out any mitigation planting.

### *RBC Environmental Protection*

- 4.3 The proposed works are of concern with regards to noise generation, given the proximity to residential dwellings that have already been impacted by the electrification works of the railway. However, noise will be managed through compliance with conditions of the applicant's contractor's consent under section 61 of the Control of Pollution Act 1974 therefore EP have no objections to this application.

### *Public Consultation*

- 4.4 Notification letters were sent to all premises adjoining the site.
- 4.5 A site notice was displayed at the Oxford Road entrance to the station.
- 4.6 10 letters of representation has been received, summarised as follows. The full text is available to view on the Council's planning register website: [http://planning.reading.gov.uk/fastweb\\_PL/welcome.asp](http://planning.reading.gov.uk/fastweb_PL/welcome.asp)  
Representations have also been received from Alok Sharma MP requesting that his constituents' concerns are taken into consideration:

- Mature trees have been felled.
- The whole concept of a modern station at Reading West ought to be revisited.
- A new bridge is made unnecessary by the new access to Platform 1.
- A bridge is not required for passenger safety.
- Question whether the width of platforms is really a constraint to improved access.
- Platforms are rarely crowded as passengers spread out and arrive just in time for train.
- If the aim is to ease congestion the bridge should be sited at the southern end of the platforms.
- Reading West station has suffered for years with a lack of disabled access and decent electronic signs. The proposed bridge will be built to "leave space" for lifts but does not guarantee that it will install them. Having lifts would make life much easier for disabled, those with bikes, pushchairs and suitcases to get across the station.
- The bridge would tower over the garden of 13 and 13A Brunswick Hill. It would be better to place it closer to the existing bridge position or find another solution.
- Overlooking of Oxford Road Community Garden.
- Better alternatives involve opening access from Oxford Road or providing lifts to both platforms from Oxford Road.
- Alternative locations close to existing bridge, or at northern end adjacent Oxford Road.
- Loss of trees to embankments.
- Loss of privacy to garden of 13A Brunswick Hill and devaluing of property.
- Noise and disruption during the works.
- How will materials be transported to site without direct street access?
- View of ugly overbearing imposing metal and concrete tower and stairway.
- Detailed report by Planning Direct dated 12<sup>th</sup> January 2018 (see Planning Register website) providing arguments in respect of harm to neighbour amenity, visual harm and alternative siting.

## 5. LEGAL AND PLANNING POLICY CONTEXT

### *Prior Approval Application Process*

- 5.1 Network Rail has substantial Permitted Development rights under Part 18 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (GPDO). This allows development that has been authorised by a local or private Act of Parliament which specifically allows the type of development proposed and specifies the land upon which it may be carried out. In the case of Network Rail, these are the nineteenth century Acts of Parliament under which the Railway was built.

- 5.2 The Railway Clauses Consolidation Act 1845 confers powers for the Railway Company and its successors in title (now Network Rail) to construct works such as bridges, tunnels and embankments etc. as the Company saw fit and from time to time repair or discontinue the works and substitute others in their stead. The applicant advises that the section of line in question was constructed under the Great Western Railway Act 1883.
- 5.3 It is therefore considered that works connected with the development can be dealt with under Part 18 of the GPDO and do not require express planning permission, subject to the limitations set out in the GPDO.
- 5.4 Part 18 of the GPDO requires Prior Approval of the detailed plans and specifications to be obtained from the local planning authority.
- 5.5 For such Prior Approval, Part 18 details that only the location and design or external appearance of a development can be considered. Development is not to be refused, nor are conditions to be imposed, unless:
- (i) The development ought to be and could reasonably be carried out elsewhere on the land; or
  - (ii) The design or external appearance of any building or bridge would injure the amenity of the neighbourhood and is reasonably capable of modification to avoid such injury.
- 5.6 It follows that unless the LPA consider that the location of the bridge is wrong, or its appearance adversely affects the amenity of the neighbourhood, prior approval must be granted.
- 5.7 With this advice in mind the application has been assessed against the following policies as far as they are material to proposals under Part 18 of the GPDO:
- 5.8 National  
National Planning Policy Framework  
National Planning Policy Guidance
- 5.9 Reading Borough Local Development Framework - Adopted Core Strategy (2008)
- |      |   |
|------|---|
| CS5  | Inclusive Access                                  |
| CS7  | Design and the Public Realm                       |
| CS9  | Infrastructure, Services, Resources and Amenities |
| CS36 | Biodiversity and Geology                          |
| CS38 | Trees, Hedges and Woodlands                       |
- 5.10 Sites and Detailed Policies Document 2012
- |      |  |
|------|--|
| SD1  | Presumption in Favour of Sustainable Development |
| DM3  | Infrastructure Planning                          |
| DM4  | Safeguarding Amenity                             |
| DM17 | Green Network                                    |
6. APPRAISAL
- 6.1 The following points provide some context to the proposals and are considered to be material to the siting and design of the footbridge:
- The works are taking place within the context of the wider Electrification programme which includes the lines from London to Bristol, London to

Swansea/Cardiff, Didcot to Oxford and Reading to Newbury, which are considered to be infrastructure projects of national importance.

- The works are also taking place within the context of discussions relating to a masterplan for wider improvements to Reading West Station, including improved access from Oxford Road.
- Works are currently underway to reinstate a stepped access to from Oxford Road to Platform 1 (eastern side).
- The bridge proposed under reference 150629/PNN was recommended for approval and was withdrawn solely on the basis of concerns over disabled access. The siting was not a concern per se.
- It is also relevant to note that a scheme involving the ‘jacking up’ of the existing bridge (siting as existing) was approved under 160866/PNN. Network Rail advise that further assessment has revealed that the existing structure is too weak to allow this to take place.

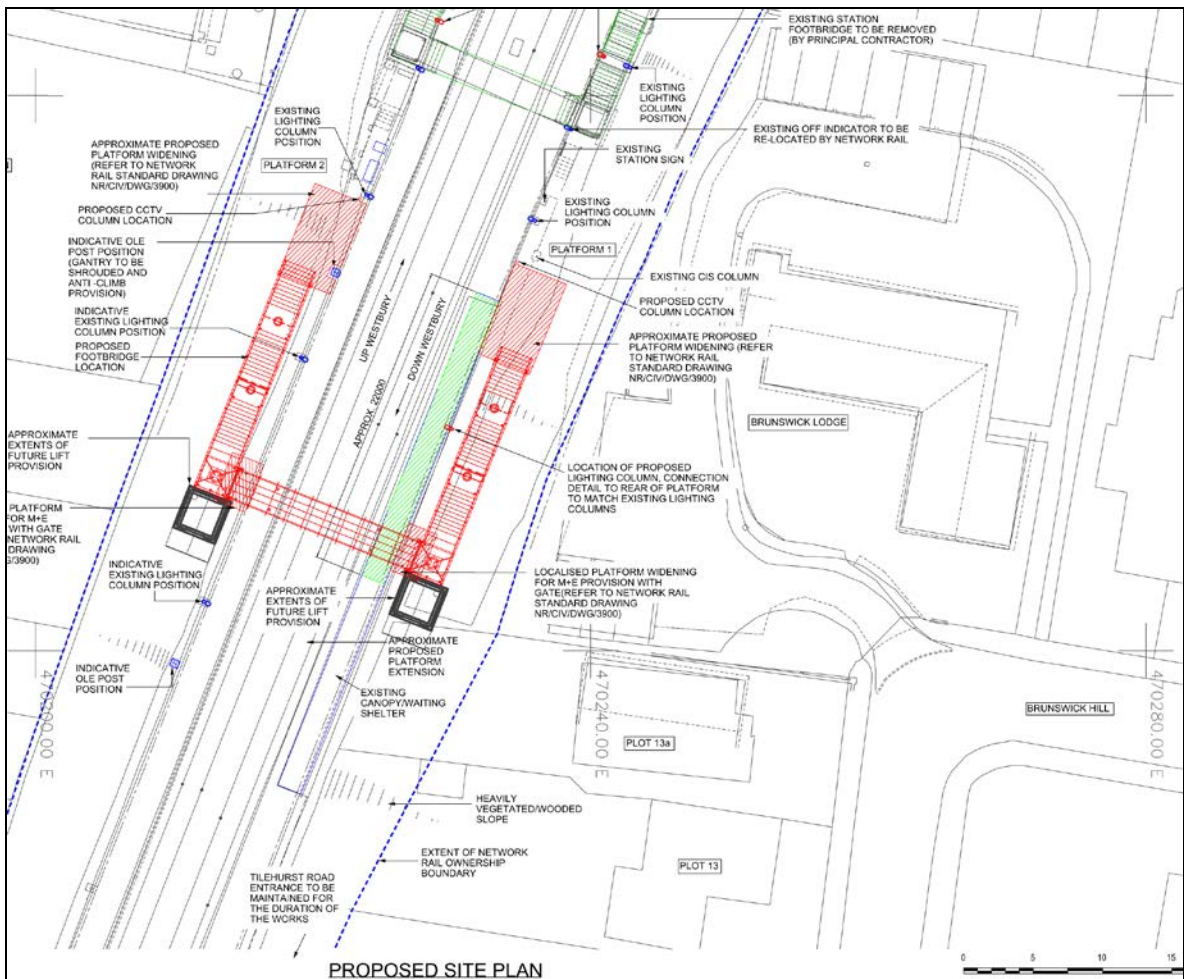
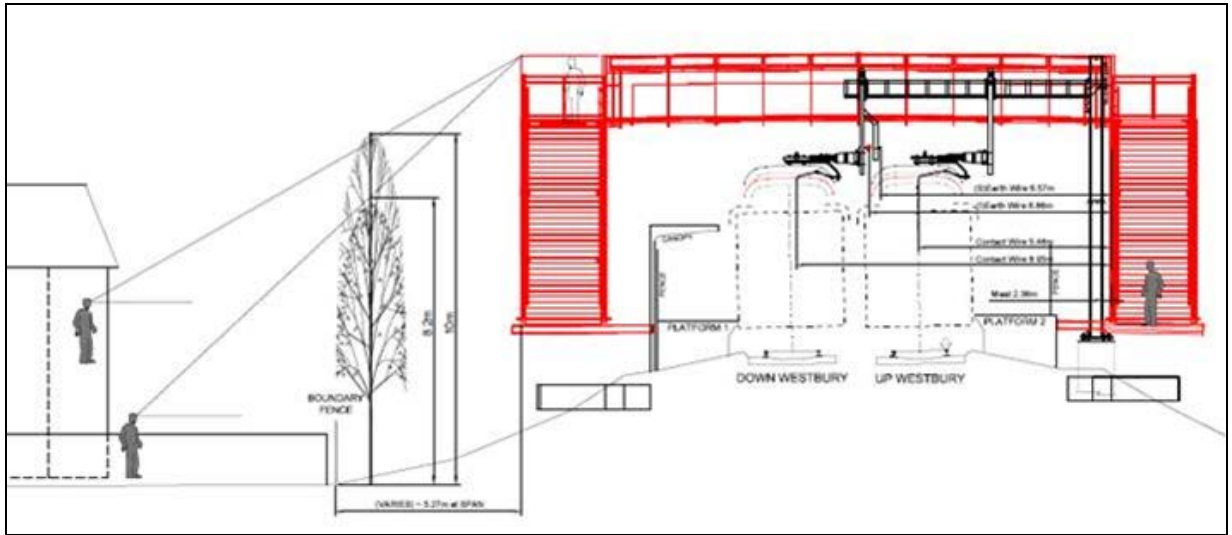
#### *Siting and Design*

- 6.2 When assessing the previous proposal under reference 150629/PNN, it was considered that the proposed location of the bridge, immediately adjacent to the existing bridge, was reasonable and that there is no particular reason why a bridge should be positioned elsewhere on the platform. That particular bridge would have been sited close to the flank wall of the supermarket to the north and the flank wall of Brunswick Lodge flats to the east. Windows in this flank wall serve a staircase and would not have been unduly harmed by the previous proposal.
- 6.3 The current proposal, by contrast, would sit close to the rear (habitable room) windows and garden of 13A Brunswick Hill, at a distance of approximately 12.5 metres from the rear of the house and close to the north-west corner of the property boundary. Having visited the site it is considered that the scale of the bridge, its proximity to number 13A, and its elevated position relative to this neighbour, would result in a stark dominant and overbearing structure that would harm the amenity of 13A Brunswick Hill in particular. The ‘future lift provision’, if provided, would further add to this harm due to its bulk and position which would extend further across the rear of the neighbouring plot.
- 6.4 The proposed privacy screening (the Applicant has clarified that this would comprise solid steel panels 1.8m above the surface of the steps as shown on the revised drawings), whilst welcome in general terms, would add to the apparent scale and overbearing nature of the proposal in the proposed location. It is also considered that the screen in itself would not be sufficient to prevent harm to the amenity of the neighbouring dwelling due to the perception or awareness of bridge users passing high above the garden at close quarters with associated privacy implications. It is therefore considered that, whilst adequate modification could be made to the design to prevent intervisibility and direct overlooking to neighbours, the ‘*siting*’ remains a fundamental concern in terms of the impact on the amenity of neighbouring dwellings and 13A Brunswick Hill in particular.
- 6.5 The Applicant has suggested that the impact on the neighbour could be mitigated satisfactorily through the use of tree planting on the embankment between the proposed bridge and the rear of 13A Brunswick Hill. The Applicant has suggested a row of Poplar trees however this would require full landscaping details to be submitted before it could be considered properly. In the absence of such details,



the general concept has been discussed with the Council's Tree Officer. Advice received is that Poplar (assumed to refer to Lombardy Poplar - there are a number of type of Poplar) would be unsuitable as a screen due to their relatively short lifespan and unsuitable on an embankment close to a railway and houses due to their weak structure (resulting from their fast growth habit). A pioneer species such as Birch could be provided on the embankment between the proposed bridge and the rear of 13A Brunswick Street. The more open canopy and dappled shade produced by this species would reduce the risk of the tree being overbearing on the neighbour, which could otherwise result in pressure to prune or fell the tree in the future (it should be noted that the screening potential of such a tree would reduce significantly during winter months).

- 6.6 However establishing a semi-mature tree of a size capable of providing an immediate screen would require a substantial amount of aftercare, including approximately 200 litres of water a week, together with other difficulties associated with successfully establishing a tree of this size on a sloping embankment. The Council would be able to place a TPO on the new tree; however it could not reasonably resist felling if Network Rail applied on operational grounds in the future. An example of this might include works to construct the disabled access lifts shown indicatively on the submitted drawings.
- 6.7 Based on the evidence currently available, officers cannot be confident that a tree capable of screening the bridge could be successfully provided and retained for the lifetime of the proposed bridge. As such it is considered that the possibility of tree planting, and the screening benefits that it could theoretically provide, should not be given significant weight when considering the proposal.
- 6.8 If it were to be demonstrated to the satisfaction of the Council that the proposed bridge siting was the only available option, it would *then* be prudent to provide tree planting to improve the situation for the neighbour as much as possible in the circumstances. However where a less harmful site remains available (or where it has not been demonstrated otherwise) it is considered that the use of tree planting is an uncertain and unreliable method which should not be relied upon to screen an unacceptable form of development where alternatives exist.
- 6.9 The Applicant has provided a diagram, copied below, which indicates the relationship between the proposed bridge and the rear of 13A Brunswick Hill and is considered to demonstrate the detrimental impact on this neighbour quite effectively. The top of the tree (suggested by the Applicant as mitigation - not existing currently) is labelled as being 10 metres above the ground level of the neighbouring garden, the bridge is shown higher than this at around 12 metres above the neighbouring land. The second drawing below (site plan) shows the relationship between the structure and 13A in the horizontal plane.



6.10 Having visited the surrounding streets, Officers are also of the opinion that the bridge would appear overly prominent in the street scene when viewed from Brunswick Hill, particularly when looking west from near to the junction of Argyle Street. Whilst the bridge would be screened to some extent by the existing TPO Cedar tree in the car park of Brunswick Lodge, it remains the case that the tallest part of the structure would be readily visible from Brunswick Hill. The proposed solid privacy screens would add to the apparent scale. It is considered that it would appear as a large, stark and functional structure, awkwardly juxtaposed with the roofline of 13A Brunswick Hill. Arguably it would also lessen the visual amenity value of the TPO Cedar tree by interfering with its

setting within the same view. The proposed *siting* would harm the appearance of the streetscene and should be moved elsewhere within the station land to avoid this harm. The stark functional appearance of the proposed *design* in the location proposed would contribute further to this harm and injure the visual amenity of the neighbourhood. The proposals are considered to be contrary to Policy CS7 on this basis.

#### *Constraints and Alternative Siting*

- 6.11 The Applicant has provided a number of reasons why, in their opinion, the proposed location is the only siting available. One stated reason is the proposed position of an Overhead Line Equipment gantry (OLE) support post (shown on the submitted drawings). This is located near to the previously proposed position of the bridge (150629/PNN). Officers note that this post has not yet been installed (although piled foundations have been provided in advance). It is noted that discussions relating to wider improvements to accessibility at Reading West had, until recently, assumed a footbridge at or close to the existing bridge location further to the north. It is therefore unclear why the OLE post has already been introduced in this location as a somewhat artificial constraint that fails to consider the wider context. It is considered that insufficient evidence has been provided to demonstrate that the siting of the OLE post (or posts) could not be adjusted to accommodate an improved siting of the footbridge in engineering terms. It is also unclear why the bridge could not be sited adjacent to the existing OLE post position in combination with additional guard screens or other enclosures to separate bridge users from the OLE equipment (in much the same way that bridge users are separated from OLE cables as they walk directly above them when crossing the tracks).
- 6.12 The Applicant has indicated that the proposed siting is the only place which can accommodate the disabled access lifts indicated on the proposal drawings at some point in the future due to the space currently available. This may be the case, however the Applicant has also written advising that an independent risk assessment was commissioned by Network Rail “*which looked at the implications of allowing Persons of Reduce Mobility to access the platforms via lifts or ramps. This risk assessment concluded that if either of these measures were to be introduced then the current platform widths are inadequate. This would mean having to install new platforms to the station at an approximate cost of £10 million.*” It is therefore apparent that there is little realistic prospect of the lifts being provided within the existing station layout and that these would only come forward as part of a more comprehensive redevelopment with wider platforms. It is reasonable to conclude that, if wider platforms were to be provided in the future, the number of places within the station with space for a bridge equipped with passenger lifts would also increase. It is therefore considered that this is not a constraint to the extent suggested by the Applicant, and it has not been demonstrated that the current location is the only available site for a bridge with accessible lifts.
- 6.13 Constraints relating to other telecommunications, lighting and CCTV cabinets have been cited. The Applicant advises that “*Network Rail has not been able to justify further expenditure on the relocation of this equipment; nor has there been a sufficient timescale in which to undertake such works*”. In response, Officers consider that some relocation of equipment (or modification of the bridge design) to allow for a less harmful bridge location is not an unreasonable request in the context of the extensive (and far more costly) wider engineering works that are proposed as part of Electrification. It is also noted that the previous 2015 proposal 150629/PNN appears to accommodate the existing

equipment with stairs sitting to one side of the cabinets. It is therefore not clear why this is no longer an option.

- 6.14 The Applicant has also suggested that the bridge should be sited at a midpoint along the platform to encourage *“the overall distribution of passengers along the length of the platform as train lengths and passenger numbers increase coming from both the south, and north of the station.”* The Applicant also suggests that it would deter people from illegally crossing the tracks. This point is noted however it remains unclear the extent to which the ‘passenger distribution’ issue should dictate the *precise* siting currently proposed. It has not been demonstrated that moving the bridge a relatively short distance to the north, closer to the existing bridge location, would materially affect the convenience of the bridge for passengers, or materially affect passenger distribution. Based on the information provided, it would seem reasonable to conclude that a much larger change in position would be required before this became a significant concern.
- 6.15 It would also appear that moving the bridge further from the main Oxford Road access and existing ticket office could in fact be more inconvenient for many passengers, especially as the Applicant has been unable to confirm whether the new access to the eastern platform from Oxford Road would also include a ticket machine. If no machine is provided, passengers using the new access would still need to cross to the other platform to buy a ticket (with associated risk of rail users being tempted to cross the tracks illegally if a convenient bridge is not available). This issue is very much bound up with the ‘siting’ of the bridge and based on the current evidence it would arguably be more appropriate for the bridge to be sited as close to the existing ticket office/self-service machine as possible.
- 6.16 Much of the Applicant’s reasoning centres on ease of installation and the desire to minimise the period of time during which the station is without a footbridge. This carries some weight a material consideration, but does not necessarily outweigh the harm identified. On balance it is considered that the time taken to install the bridge and any associated inconvenience is only a very small proportion of its lifespan whereas the impact of the structure itself and the associated harm identified would remain for a considerable length of time. It is considered reasonable to expect that the length of time during which a footbridge is missing could be managed within a more holistic approach to the works at the station and does not demonstrate conclusively that the proposed siting is the only one available.
- 6.17 It is noted that the Applicant’s stated intention is to install the Overhead Line Equipment wiring and remove the existing bridge over the weekends of 19-20 May and 26-27 May regardless of the possibility of a replacement. If this were to occur it raises the question of whether the existing footbridge location could be re-considered as a potential siting for the bridge.

## 7. CONCLUSION

- 7.1 It is apparent that a new taller footbridge is required in order to allow the nationally important Electrification Programme to proceed. It is also the case that bridges of this type are a common feature on the railway and would not appear out of place in general terms.
- 7.2 However it is considered that substantial weight should be given to the harm identified to the amenity of neighbours and to the visual amenity of the area due

to the inappropriate siting currently proposed. It is considered reasonable to conclude, based on available evidence, that the bridge could and should be sited away from the rear façade and garden of 13A Brunswick Hill and in a position which is less prominent when viewed from the street at Brunswick Hill. It would appear that alternative less harmful sites exist within the station which could be achieved through appropriate management of timescales and well-considered engineering solutions. It has not been satisfactorily demonstrated that this is not the case. It is therefore considered that Prior Approval should be refused as per the terms of Class 18 and as being contrary to Policies CS7 and DM4.

- 7.3 Officers have worked proactively with the Applicant to explore the issues relating to the provision of the replacement bridge and remain open to considering further evidence relating to the current proposal. Officers would encourage the Applicant to consider the suggested alternative locations and would welcome the opportunity to work with the Applicant to explore these further.
- 7.4 A letter from the Applicant seeking to address the concerns raised is attached to this report at Appendix 3.

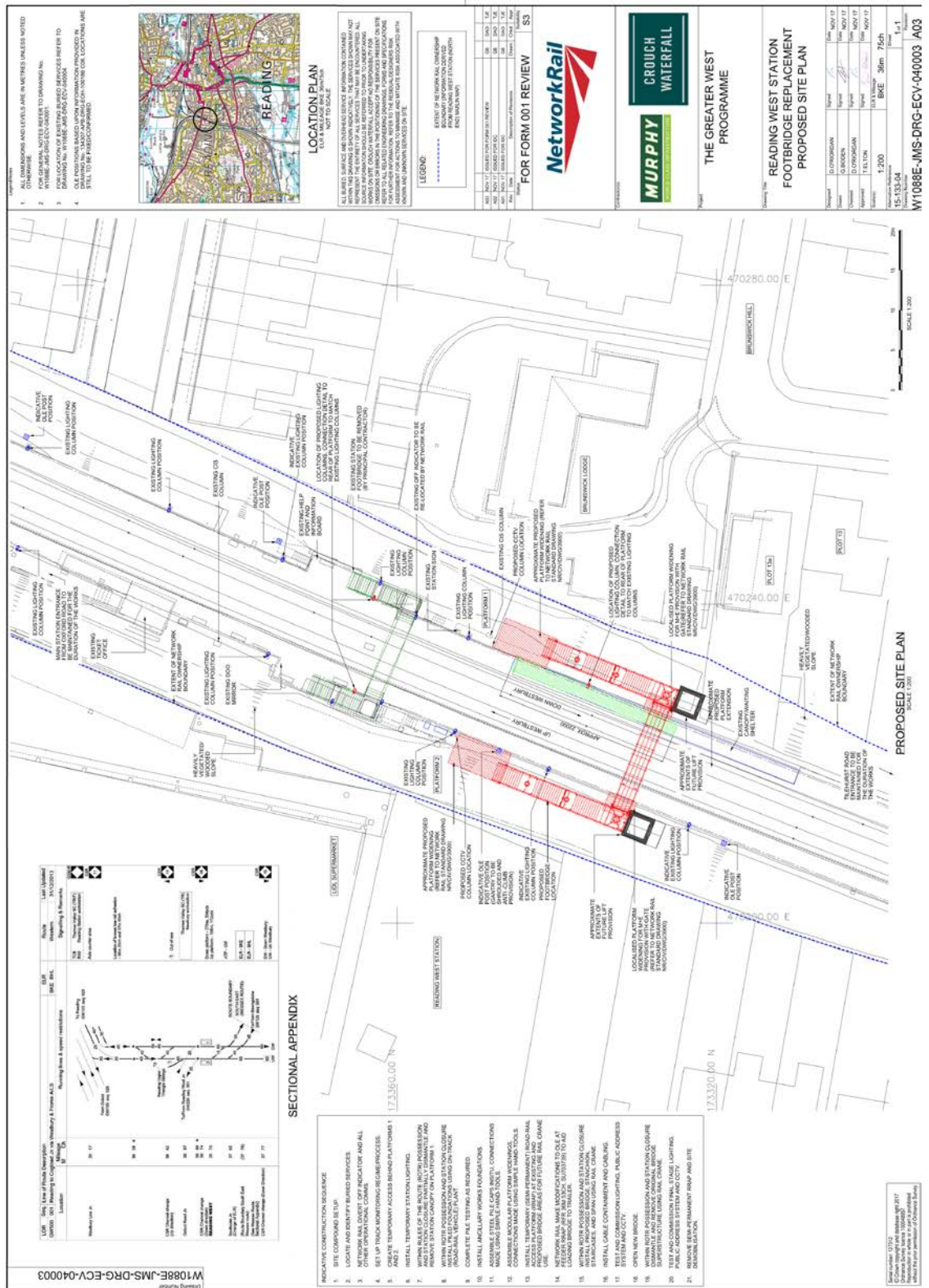
#### Equality and Access

- 7.5 Pedestrian access to the site exists from Oxford Road via ramps and steps and from Tilehurst Road via a long sloping footpath with no steps. The existing footbridge is the only link between the two platforms within the station. The existing bridge has steps with no lift, ramp or other alternative accessibility provision.
- 7.6 The applicant has not taken the opportunity with the proposed bridge to improve on the current undesirable situation whereby wheelchair users can only access one platform. The station is also difficult to use by those with mobility problems or with pushchairs etc. This is considered to have implications in terms of the 'Disability' and 'Maternity' Protected Characteristics under the Equality Act 2010.
- 7.7 Policy CS5 (Inclusive Access) states that *"All buildings should be located, sited and designed to provide suitable access to, into and within, its facilities, for all potential users, including disabled people, so that they can use them safely and easily."* Para. 35 of the NPPF states that *"developments should be located and designed where practical to consider the needs of people with disabilities by all modes of transport"*. Section O1 of 'Design Standards for Accessible Railway Stations' (Department for Transport, 2015), states that *"Lifts shall be provided where ramps are not available"*.
- 7.8 However advice from the Council's Legal Service is clear; that Part 18 of the GDPO 2015 set out the limits of control which the LPA can exercise. These are restricted to the location of the development on the site (where it ought to be and can reasonably be carried out elsewhere on the land) and its appearance (if it would injure the amenity of the neighbourhood and is reasonable capable of modification to avoid such injury).
- 7.9 It is possible that, in the longer term, a more comprehensive scheme for improvements to the station, including its accessibility, may be adopted. However at this time there is little certainty regarding the form this may take, and funding has not been secured. The Applicant has advised that an independent risk assessment was commissioned by Network Rail which looked at the implications of enabling access to platforms via lifts or ramps this found that *"a ramp of 122m plus intermediate landings would be necessary. The risk*

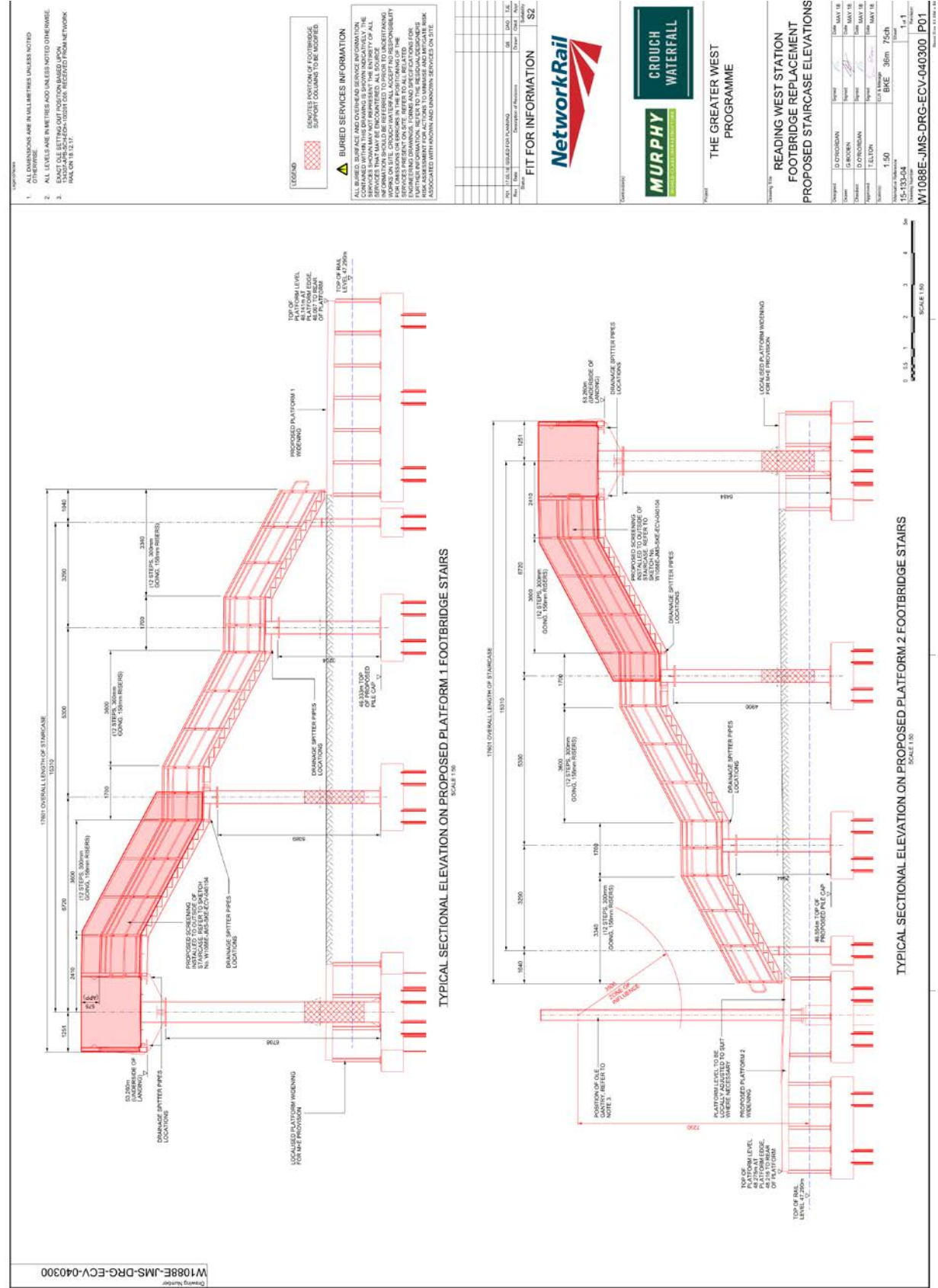
*assessment concluded that if either of these measures were to be introduced then the current platform widths are inadequate. This would mean having to install new platforms to the Station at an approximate cost of £10m (including the new lifts or ramps, demolition of the old construction of the new platforms & all associated works). This has been deemed to be above the scope of this project and an inappropriate use of public funds, in the context of the existing Stations usage & the fact that a fully compliant station (Reading) is situated one mile away."*

- 7.10 It is considered that the current proposal would fail to comply with policy in respect of accessibility for all potential users of the station. If the proposals were being considered as an application for full planning permission, rather than Prior Approval, it would be unlikely to be recommended for approval without appropriate access arrangements for disabled persons being incorporated in the design. These would most likely to take the form of passenger lifts and improvements to platforms and access into the station from Oxford Road.
- 7.11 The current recommendation in respect of Prior Approval is therefore made solely on the basis of the limitations imposed by Part 18 of the GPDO, which excludes accessibility considerations (a reason for refusal relating to accessibility is not recommended). The recommendation above should therefore not be interpreted as an acceptance of the inadequate accessibility arrangements proposed, either in terms of planning policy set out in CS5 (Inclusive Access) and within the NPPF, or in terms of the Public Sector Equality Duty under the Equality Act 2010.

Case Officer: Steve Vigar

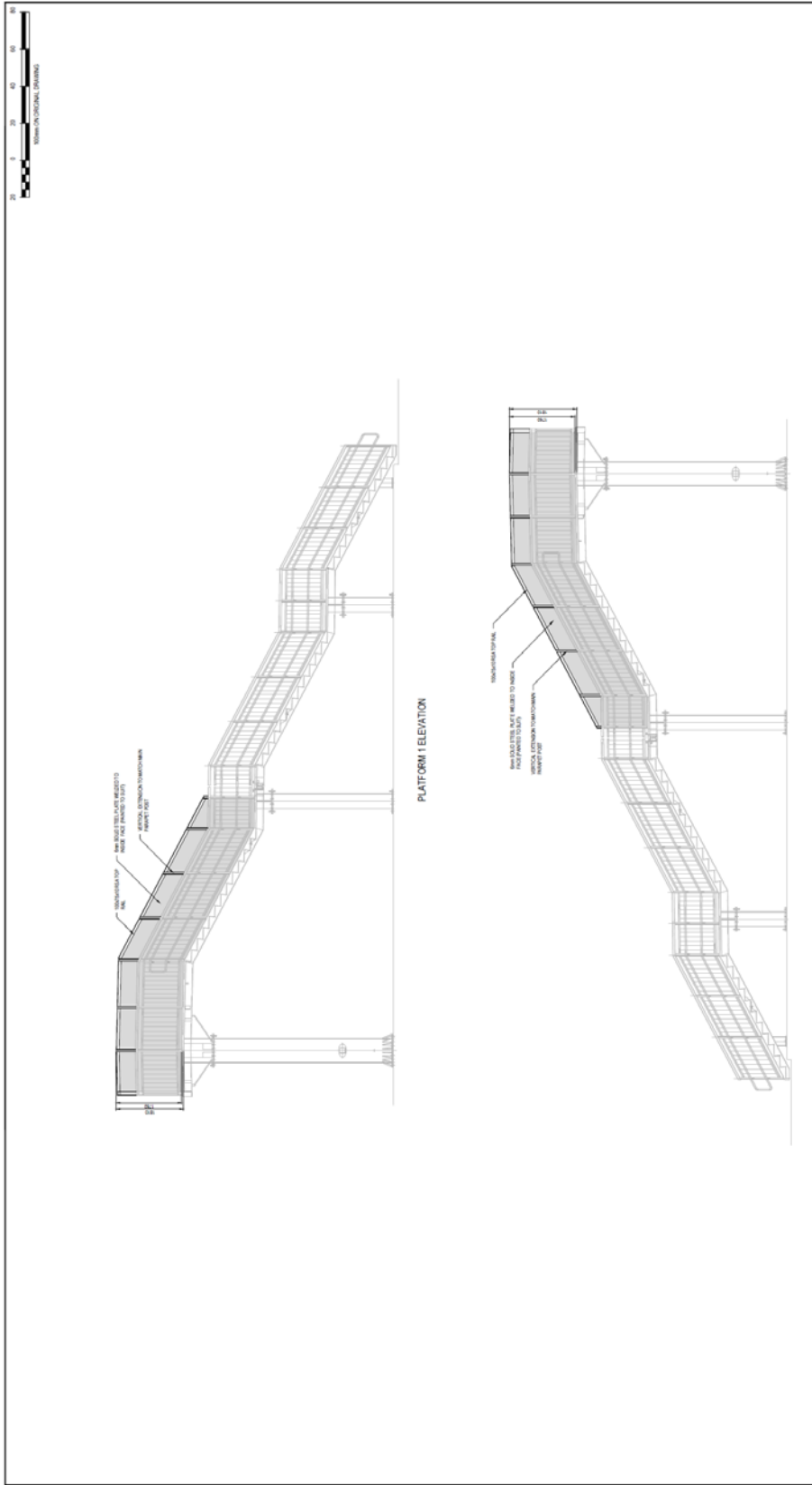


Proposed Site Plan



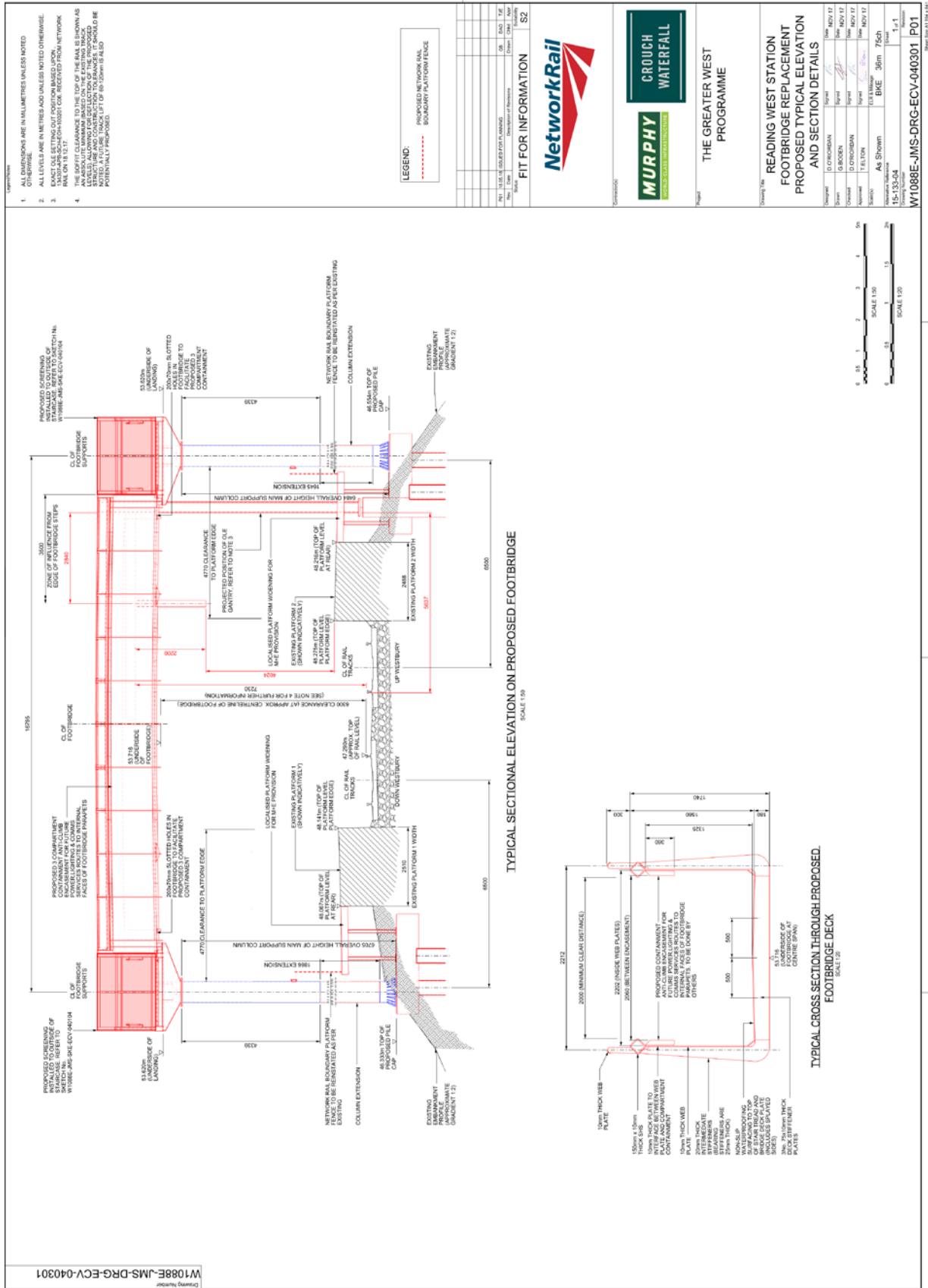
Proposed Side Elevations (revised 17/5/18 to show privacy screens)





Proposed Screen Details

<p>PROJECT TITLE</p> <p>READING WEST STATION FOOTBRIDGE REPLACEMENT</p> <p>PREFERRED SHEETING OPTION</p> <p>DATE: 11/04/13</p> <p>SCALE: 1:500</p> <p>REV: 1</p> <p>WY088E-JMS-SKE-ECV-040104</p>	<p>PROJECT TITLE</p> <p>THE GREATER WEST PROGRAMME</p>	<p>CLIENT</p> <p><b>MURPHY</b></p> <p>WORLD-CLASS INFRASTRUCTURE</p>	<p>THE TEAM</p> <p>ARCHITECTS</p> <p>ENGINEERS</p> <p>LANDSCAPE ARCHITECTS</p> <p>PLANNING AND ECONOMICS</p> <p>PROJECT MANAGER</p> <p>www.murphygroup.co.uk</p>		<table border="1"> <tr> <td>NO.</td> <td>DATE</td> <td>BY</td> <td>CHKD</td> <td>DATE</td> </tr> <tr> <td> </td> <td> </td> <td> </td> <td> </td> <td> </td> </tr> <tr> <td> </td> <td> </td> <td> </td> <td> </td> <td> </td> </tr> <tr> <td> </td> <td> </td> <td> </td> <td> </td> <td> </td> </tr> <tr> <td> </td> <td> </td> <td> </td> <td> </td> <td> </td> </tr> </table> <p>FOR INFORMATION ONLY NOT TO BE USED FOR CONSTRUCTION</p>	NO.	DATE	BY	CHKD	DATE																				
NO.	DATE	BY	CHKD	DATE																										



Proposed Section (south elevation) (revised 18/5/18 to show privacy screen)

**APPENDIX 2: Site Photographs**



View west along Brunswick Hill towards number 13A. TPO Cedar to right of house.  
The railway line lies beyond, to the west.



View from garden of 13A Brunswick Hill (approximate location of tallest part  
of bridge in location of red barriers laid on embankment)



View from 1<sup>st</sup> floor bedroom of 13A Brunswick Hill



View from 1<sup>st</sup> Floor Bedroom of 13A Brunswick Hill (approximate location of tallest part of bridge in location of red barriers laid on embankment)



Stephen Vigar  
Reading Borough Council  
Civic Centre  
Reading  
RG1 7AE

Colin Field  
Town Planning Manager  
Temple Point, Redcliffe Way  
Bristol  
BS1 6NL

Submitted Electronically

T [REDACTED]  
E [REDACTED]

17 May 2018

Dear Stephen,

**READING WEST FOOTBRIDGE, READING WEST STATION - RAILWAY MILEAGE BKE 36m 72ch – RECONSTRUCTION OF BRIDGE TO INCREASE HEIGHT OF FOOTWAY OVER RAILWAY AND RASING PARAPETS - UNDER PART 18 CLASS A TO SCHEDULE 2 OF THE TOWN AND COUNTRY PLANNING (GENERAL PERMITTED DEVELOPMENT) (ENGLAND) ORDER 2015, REQUIRING THE LOCAL PLANNING AUTHORITY'S PRIOR APPROVAL. LPA REFERENCE 172192/PNN**

**Grid Ref: E 470129 N 173063 Post Code: RG30 1AS**

Following the useful meeting on Monday 14th May, please find attached / enclosed information requested in support of prior approval for Reading West Footbridge replacement which is further to earlier emails and attachments.

At the meeting we discussed the wider context of the ongoing largest modernisation of the railway since Victorian times and the significant investment being made to the rail infrastructure across the route and in particular within Reading. This includes electrification of the railway line from London Paddington, through Reading West, to Newbury. GWR are introducing the biggest fleet upgrade in a generation, providing new longer trains with more seats and better facilities as well as being quieter and greener. Reading itself has already benefitted from significant investment by Network Rail at the main Reading station less than a mile away which provides fully inclusive and exemplar accessibility.

The existing footbridge at Reading West station will be demolished in June to facilitate the installation of overhead electrification to maintain the programme for of electrification from Reading to Newbury for December 2018. The removal of the footbridge in itself does not need planning consent and would be deemed "excluded" development.

Part 11, Class B of The Town and Country Planning (General Permitted Development) (England) Order 2015 permits 'any building operation consisting of the demolition of a building'. Part 11, Class B.2(b) details circumstances where an application to the local planning authority for a determination as to whether prior approval as to the method of demolition and any proposed restoration of the site will not be required. This includes

'excluded demolition', which Part 11, B.3 (d) defines as '[demolition] required or permitted to be carried out by or under any other enactment'.

This section of railway was originally authorised by the Berks and Hants Railway Act 1845. This Act incorporated the provisions of the Railway Clauses Consolidation Act of 1845. Section 16 of the 1845 Act incorporates the provisions which permit the original railway company and its successors in title (now Network Rail) to undertake future works, not limited to the construction of the railway, but including powers to 'alter, repair, or discontinue' works and to 'do all matters and things necessary for making, maintaining, altering or repairing and using the railway'.

Our current prior approval application under Part 18 of the GPDO (172192/PNN) is for the erection of the new replacement bridge not the demolition of the old. As you are aware there are limited reasons as to why such an application can be refused and any adverse impact on the amenity of the neighbourhood needs to be demonstrated by the LPA. The wider benefit of providing an electrified railway and other betterment to the station needs to be weighed up against the visual impact of a new taller footbridge.

The purpose of this letter is further to the various meetings we have held with Reading Borough Council and GWR, and to reiterate Network Rail's commitment to working with you to provide a gauge clear footbridge whilst taking account of your future station masterplan aspirations.

In addition to the proposed footbridge as part of the offsetting of any potential impact on the neighbourhood of the new taller footbridge structure (to allow the electrification wires to pass underneath) we have started work to provide a new pedestrian access from street level off Oxford Road onto platform 2 which will be opened before the existing footbridge is removed and these works are being implemented under our permitted development rights. This new pedestrian access is a clear betterment to the station and will be an improvement for the passengers that use the station and the amenity of the neighbourhood. This has been possible by using an existing manufactured replacement bridge that is no longer needed elsewhere on the network and is thus cost effective in enabling additional access to Oxford Road too.

To follow up Monday's meeting and further to the various emails between you and my colleague Ian Wheaton we can now confirm the following points;

- **Location of the replacement structure** – we have asked the question of our designer one more time and for the reasons we have previously outlined in emails the footbridge as proposed is as far north as it can be and we are unable to move it from that proposed due to the position of the Overhead line equipment and the proximity to the steps.
- **Details of the privacy screening from the bridge and steps** – we have previously submitted this to be shown on the top section of steps to stop overlooking. However contrary to discussions at our meeting when we suggested the privacy screen would be perforated we can provide this with a solid screen in a similar manner to that which we propose across the bridge span. The privacy screen would be 1.8m in height from the step surface and by being solid in structure would stop all overlooking. The photo below shows how the parapet would appear 1.8m tall across the bridge span which would ensure there was no overlooking from here.

- **Existing planting** – we have now cleared all the vegetation we require to along the corridor of the station which has been done for two reasons, firstly due to the exclusion zone for the overhead lines and secondly to allow for construction access to crane in the new footbridge. We do not need to cut back further vegetation/ trees and the vegetation that remains does act as a screen from the street scene in Brunswick Hill from the footbridge that is proposed with steps. In addition the position of the retained trees on the railway embankment and adjoining land block the direct views from the windows of 13a.

The photos below are taken earlier this week from the street scene and the proposed footbridge will be behind the trees that exist post Network Rail's vegetation clearance. We believe this clearly shows that the bridge as currently proposed does not adversely affect the amenities of the neighbourhood as it will be sited behind the trees in situ and not clearly seen in the street.





We would also like to take this opportunity to further explain why the replacement structure is proposed in this location.

The intention is to minimise the time between removal of existing structure and replacement footbridge. The physical structure that is proposed is one that is already manufactured as a standard design that enables future lifts to be added should funding come forward. In addition a further prior approval would need to be made to the council to consider that design and therefore whilst we show on our submitted plans the location that a lift could be installed this current application does not seek permission for the lift structure. The likelihood is that by time funding becomes available for a lift structure to be added to the bridge the newly planted trees (to be agreed by planning condition) would be established and would act as a screen.

As Reading West is becoming a busier station every year with increased passenger numbers, there is a safety need for a replacement bridge to be located towards the middle of the station to enable the distribution of passengers along the length of the platforms (given that there will be longer trains in the future). In addition there are currently a large number of trespass incidents of passengers running across the railway have occurred (35 trespass



since 2015) and is considered a higher risk location by British Transport Police. By providing a footbridge in a more central location on the operational platform the station will operate much better for the travelling public and local users.

In conclusion it is our view that the design you are currently considering is acceptable and does not adversely affect the amenities of the wider neighbourhood. Any potential and perceived impact on a very small number of residents is off set by the wider benefits to the station, the improved services that will come from an electrified quieter railway and the landscaping and privacy screen mitigation that has been offered during the lifespan of this application. I look forward to reading your committee report recommending approval with appropriately worded planning conditions as suggested in this letter.

Yours sincerely

Colin Field MRTPI  
Town Planning Manager  
Wales and Western Routes



# CAVERSHAM



COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 30 May 2018  
ITEM NO. 11

Ward: Caversham

App No.: 180552/REG3

Address: The Heights Primary School, 82 Gosbrook Road Caversham, Reading

Proposal: Extension to the existing planning approval ref 151283 until 31<sup>st</sup>. August 2020.

Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works including the temporary annexation of a portion of the adjacent Westfield Road Recreation Ground for pupils' outdoor play area during school hours.

Applicant: Reading Borough Council

Date received: 12/4/2018

Minor Application, 8 week target decision date: 7/6/2018

**RECOMMENDATION:**

Subject to no objections being received from the Highway Authority in relation to the proposed parking management plan, delegate to the Head of Planning, Development and Regulatory Services to GRANT planning permission, subject to the satisfactory completion of a S.106 legal agreement to:

1. Provide staff parking in accordance with a parking management plan (for the duration of the temporary permission); and
2. A contribution of £6,000 towards (a) Traffic Regulation Order(s) in the area.

If the S.106 agreement is not completed by 7/6/2018, delegate to the Head of Planning, Development and Regulatory Services to REFUSE planning permission.

Conditions to include:

1. Standard three year condition
2. Siting of all modular units (including those previously approved by planning permissions 140940/FUL and 151283/FUL) until 31<sup>st</sup>. August 2020, then all buildings removed and land returned to condition as a vacant, cleared site (including removal of tarmac/asphalt)
3. No siting of further temporary buildings until contaminated land remediation scheme submitted and approved
4. Contamination removal to be carried out in accordance with approved remediation scheme
5. Reporting of any unexpected contamination
6. Works to proceed in accordance with approved Construction Method Statement
7. Enclosure of land for school playing field by low bow-top fence and laying of temporary surface/pathway and signage for duration of use, as agreed with the Local Planning Authority
8. On cessation of use, removal of bow-top fence and surface treatment and park made good, brick boundary wall reinstated to match, chain-link fence to Elizabeth House boundary repaired.
9. Approved plans

10. Tree protection as set out in submitted Arboricultural Impact Assessment
11. Annual arboricultural report and inspection, with recommendations and action
12. Scheme for replacement boundary tree/landscaping scheme to be submitted within 18 months of the approval of planning permission
13. Hours of construction: 0800-1800 Mondays to Fridays; 0900-1300 on Saturdays; no Sundays or Bank Holidays, unless otherwise approved by the Local Planning Authority
14. Noise and dust control measures during construction
15. Bicycle parking, details to be provided
16. Development only to proceed in accordance with recommendations of the submitted Flood Risk Assessment
17. Materials as submitted including permeable asphalt hardstanding
18. Installation of ball protection guards to new temporary modular unit as agreed by the local planning authority
19. Sustainability levels as submitted
20. External lighting only as presented in application, unless details have been submitted and approved.
21. Provision of bird and bat boxes
22. No vegetation clearance should be undertaken within the bird nesting season without an on-site assessment and approval from an accredited ecologist and the agreement of the Local Planning Authority
23. No installation of mechanical plant equipment, unless noise report submitted
24. Hours of use of classrooms: 0730-1800 Monday to Friday, plus special events to happen within the school buildings at various times (TBC)
25. No outdoor music lessons
26. Retention of Travel Plan
27. Travel Plan annual review
28. Disabled persons' facilities to be provided on ground floor of buildings
29. Enclosed stair structure to remain permeable to floodwater (existing building on site)

Informatives:

- Positive and proactive requirement
- Terms and conditions
- Building Regulations approval required
- Environmental Protection Act 1984
- Tree Preservation Orders apply to this site. No works to these trees approved in this planning permission, separate approval would be required
- Use remains D1 at end of temporary school siting
- Installation of signage
- Flood event instructions

## 1. INTRODUCTION

1.1 The application site was a vacant nursery school on Gosbrook Road in Caversham which operated until 2009. The nursery buildings were demolished and removed from the site in August 2014 and in accordance with a temporary planning permission, since September 2014 the site has been operated as the temporary site for The Heights Primary School. Due to the on-going need for this temporary site pending a permanent site, the accommodation has had to be extended via the addition of first floor classrooms in 2015.

1.2

- 1.3 The temporary school currently consists of a double-storey modular classroom unit, made up of a number of separate modules. The 82 Gosbrook Road site itself is largely flat and extends the school site to approximately 0.53 hectares from the current 0.182 hectares. The park as a whole covers 3.7 hectares. The application site includes part of the playing field of the adjacent St. Anne's Primary School and also extends into part of the Westfield Road Playing fields for use as the School's school playing field during school hours only. The site includes trees, with some of the trees to the north of the site being covered by Tree Preservation Orders.



## 2. PROPOSAL

- 2.1 This application in part seeks that the temporary location for The Heights (free) School be extended to August 2020 whilst the permanent site is progressed. In order to continue to use the temporary site, the accommodation will need to be expanded again as the school continues to grow annually by 50 school places a year towards its full capacity of 325 pupils (which will eventually be almost the capacity of the new two-form entry primary school on the permanent site). The application is being submitted by the Council as Local Education Authority on behalf of The Heights Primary School Trust and is therefore being reported to your meeting. Given the overall site area involved, the application site is also technically a Major application.
- 2.2 The current accommodation consists of four classrooms and this would increase this to nine, with a drama/music studio and other ancillary offices, etc.
- 2.3 As was presented to the Committee recently in considering planning application 171023 for the permanent school on the Mapledurham Playing Fields, there is a continued need to provide primary school places for primary age (4-11 year olds) in the Mapledurham/Emmer Green area. The permanent proposal has a Resolution to grant planning permission, but at the time of writing, planning permission has not been issued.
- 2.4 The works additional to those already on Gosbrook site consist of the following:

- New two storey modular classroom block and associated hardstanding
- Create new opening in the brick wall to the west of that and lay a temporary path; and
- Area of park (2165 sq.m.) to be fenced for daytime use as school playing field

2.5 Supporting information submitted with the application is as follows:

- Planning statement
- Design and Access Statement ('Design and Access Strategy')
- Transport statement
- School Travel Plan
- Arboricultural assessment
- Tree constraints plan
- Tree retention/removal/protection plan
- Flood Risk Assessment
- Air quality assessment
- Ecological assessment
- Acoustics site suitability assessment
- Construction method statement
- Drainage layout
- CIL form

2.6 Educational uses are not CIL-liable developments.

3. PLANNING HISTORY

3.1 The following history is relevant:

131353/CLE: Application for a certificate of lawful use as a children's nursery school (Use Class D1). CERTIFICATE ISSUED 27/1/14.

140940: Demolition of existing nursery school buildings and construction of a temporary single storey modular unit and minor external works associated with the site's use as a non-residential institution (Class D1) for 2 years. GRANTED with S.106 agreement 25/7/14.

151283/FUL: Construction of a first floor classroom extension over existing single-storey classrooms to form enlarged temporary school, for an extended temporary period until 31 August 2018. GRANTED with S.106 agreement 10/3/2016.

4. CONSULTATIONS

(i) Statutory:

Sport England has no objection, provided that a condition is attached to any permission requiring the installation of ball protection guards on the windows of the new temporary classrooms.

Environment Agency: no response at the time of writing and any response will be provided in the Update Report.



(ii) Non-statutory:

RBC Transport Strategy advises that the school is provided with adequate cycle parking but confirmation of arrangements is requested. The School is operating a School Travel plan. The possible need for the Traffic Regulation Order is continued and this obligation should be reapplied to any further planning permission to extend the tenure of the school on this site. At the present time, has not seen details of the parking management plan and needs to be satisfied that this would be satisfactory.

RBC Leisure and Recreation: the proposal includes sectioning off 2165 sq.m. of the recreation ground for use by the School. Originally submitted wooden picket fencing considered to be a target for vandalism and suggest steel railings are used and these should meet normal safety standards.

The area must be available for general public use outside of usual school hours of 0915-1530 (Monday-Friday).

Suggests that there should be a linking path laid between both pedestrian gates to avoid the grass being eroded.

Signs are needed on the gates advising of the dual use and that the School has priority during term-time and that dogs should not enter this area.

Advises that the Leisure and Recreation service is not able to assess the conclusions of the noise report, however, the distance of the school playing field from the nearest residential properties is considered to be adequate and it is noted that the application is for a temporary period only, with greatest use during the day.

Please note that the area numbered 8 (north of the School) has been described in the application as being a school playing field 'used by The Heights Primary only'. Although the School funded this tarmac area, this area is only used on a limited basis by the School and it remains part of the recreation ground.

A construction method statement has been submitted. This is satisfactory for the control of noise and dust.

Proposal understood to be for a temporary two year period only and acceptable on this basis and on the understanding that the recreation ground will be made good in respects on departure of the temporary school.

**RBC Environmental Protection:**

A noise assessment has been submitted in support of the applications for extension to proposals. The report shows that the adverse noise impact on local residents is unlikely to be significant. Therefore advise no objections on noise grounds.

The air quality assessment shows that there will be no significant impact on local air quality resulting from the proposed development.

The contaminated land assessment has identified lead and asbestos particles, which needs to be formalised into a remediation scheme. Reporting of any unexpected contamination also required.

Satisfied with the lighting proposals, that nuisance is unlikely and I have no objections to the proposed development due to lighting.

RBC Planning Natural Environment (Tree Officer): has reviewed the submitted documents and has identified some inconsistencies with the material submitted. Has assessed the situation on site given the recent reports of tree works and loss proposed as a result of the application. Her comments are provided in full in the Appraisal below.

RBC Ecologist: trees on the northern treeline have bat roost potential. Lawned playing field has low wildlife habitat value. Conditions are recommended. Fuller discussion provided in the Appraisal below.

Caversham and District Residents' Association (CADRA): no response, but any response received will be set out in the Update Report.

Caversham GLOBE is concerned for the tree clearance works on the northern boundary of the present temporary school site, much of which appear to have already been undertaken. Requests replacement tree planting. Questions need for fencing in Recreation Ground and suggests that St. Anne's playing field should be used. Concern for location of fencing near to recently-planted trees, they should avoid them or conditions required to show no harm will be caused.

Crime Prevention Design Advisor (Thames Valley Police): no response at the time of writing and any response will be set out in the Update Report.

### Public consultation

Site notices were placed on Gosbrook Road, at 82 Gosbrook Road and at various locations within Westfield Road Playing Fields.

At the time of writing, some 309 letters of objection have been received (with nine supporting letters and two letters of comments only). On 16 May, a group of local residents, the Friends of Westfield Park held an event to raise awareness of the planning application, which is objected to and have submitted handwritten letters from adults and children who attended the event.

Any further issues raised shall be covered in an Update report. The objections raise the following issues, with some officer responses in italics below, whilst any other matters will be responded to in the Appraisal section of this report:

Issues raised by objectors: *any direct responses from officers are in italics otherwise see Appraisal section of this report.*

- Object to loss of playing field to school use, this is loss of public open space
- The Westfield Recreation area is used by many people, schoolchildren, pre-schoolers, dog walkers etc.
- The Recreation area was land given in trust for recreation use only
- School should use Christchurch Meadows instead, via a new zebra crossing
- Concerned that the school playing field area will not be reinstated when the school leaves
- The next step will be houses being built on this land *this is not the application under consideration*
- What if the School does not move to the planned permanent site?
- Objects to dogs not being allowed in the school playing field area
- This space is used by lots of children from different nurseries and schools between before and after drop off. It would be a real shame to limit this and put restrictions on areas of this small playing field
- School playing field would be an eyesore to what is a lovely open green piece of land.
- Does not agree with the applicant's assertion that only 20% of the park is used for the temporary playing field
- School playing field would only be beneficial to a select few and not the whole community
- Fenced area will prevent playing ball games

- Suggests that the St. Anne's school field should be shared instead
- The land already taken by this Free School for Caversham Heights residents has already made this site very busy indeed.
- Concerned for loss of trees on the northern boundary of the present school
- School has taken over the area north of the temporary school site, now wants to annexe further areas of the recreation ground, this is unacceptable
- What about if The Heights does after school clubs? There are three local schools' pupils who use this field after school *The Heights already runs before and after school clubs and these occur within the existing buildings and this application is not proposing to alter the current arrangement*
- A better solution would be to find a permanent home for the school with suitable grounds.
- Outrageous to spend yet more money on a temporary site for one school when other local schools have had nowhere near the same amount of money spent on them *This is not a planning matter*
- The school was only meant to be there for a year, it is still there and still growing. It has already been extended.
- Six years is not temporary
- No evidence that the land to be built upon/segregated is surplus to requirements. Indeed, the opposite is in that the land is in almost constant use throughout daylight hours from Spring to Autumn.
- There is no proposal to provide equivalent land for recreational use in an alternative suitable location.
- Local schools have places, the expansion is not required and this is not required on the recreation ground
- Does not object to school using the park but feel fencing is not necessary for them to use the field as they would wish anyway during school hours
- Makeshift and ramshackle environment is not conducive to good learning for the children. *The LEA considers that this arrangement is suitable for a further temporary period*
- Disagrees with the methodology and conclusions of the noise report. Noise levels will be high during the day. No noise mitigation has been proposed and this is not acceptable, as there has been no consideration of nearby residential properties and the school playing field area will cause disturbance.
- Objects to general intensification of use on the site, particularly in terms of noise disturbance.
- The existing and proposed development is not in keeping with the area: this site has already been extended once using low quality building materials.
- Parking situation is currently bad, with the expanded school it will be unacceptable. At school drop off and pick-up times there are no parking spaces within half a mile of the school available to local residents.
- Parents regularly park on double yellow lines and our street has become a rat run and danger to disabled people
- Continued impact of the school is affecting health of neighbours
- Application appears to have been drafted as a foregone conclusion.
- There should be a school bus from Caversham Heights, because the problems are being caused by the school being in the wrong place *Primary schools do not have their own school bus services*
- Concern for anti-social behaviour, graffiti and security *It is not clear from the objection how the proposal would cause/exacerbate these concerns*

Informal pre-application discussion with officers took place in early 2018 to discuss the key issues and the supporting studies which would be required with this application.

The School has met representative of the Friends of Westfield Park to discuss their concerns. The applicant also produced a Frequently Asked Questions ('FAQs') sheet for local residents. This sheet was displayed under each of the planning notices at the Recreation Ground and was sent to both The Heights Primary and St Anne's schools for clarity. This sheet was also sent this out to parents and governors of The Heights.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

### 5.1 National

National Planning Policy Framework (NPPF) (2012):  
Chapter 4: Promoting sustainable transport  
Chapter 7: Requiring good design  
Chapter 8: Promoting healthy communities  
Chapter 10: Meeting the challenge of climate change, flooding and coastal change  
Chapter 11: Conserving and enhancing the natural environment

National Planning Practice Guidance (NPPG)

### 5.2 Reading Borough Local Development Framework Core Strategy (2008, as amended 2015)

CS1 (Sustainable Construction and Design)  
CS2 (Waste Minimisation)  
CS3 (Social Inclusion and Diversity)  
CS4 (Accessibility and the Intensity of Development)  
CS5 (Inclusive Access)  
CS7 (Design and the Public Realm)  
CS9 (Infrastructure, Services, Resources and Amenities)  
CS20 (Implementation of the Reading Transport Strategy)  
CS22 (Transport Assessments)  
CS23 (Sustainable Travel and Travel Plans)  
CS24 (Car/Cycle Parking)  
CS28 (Loss of Open Space)  
CS31 (Additional and Existing Community Facilities)  
CS34 (Pollution and Water Resources)  
CS35 (Flooding)  
CS36 (Biodiversity and Geology)  
CS38 (Trees, Hedges and Woodlands)

### 5.3 Reading Borough Local Development Framework: Sites and Detailed Policies Document (2012, as amended 2015)

SD1 (Presumption in Favour of Sustainable Development)  
DM1 (Adaptation to Climate Change)  
DM3 (Infrastructure)  
DM4 (Safeguarding Amenity)  
DM12 (Access, Traffic and Highway-Related Matters)  
DM17 (Green Network)  
DM18 (Tree Planting)  
DM19 (Air Quality)  
SA14 (Cycle Routes)

SA16 (Westfield Road Playing Field)

#### 5.4 Supplementary Planning Guidance/Documents

Sustainable Design and Construction (July 2011)  
Revised Parking Standards and Design (October 2011)  
Planning Obligations under S.106 (April 2015)

### 6. APPRAISAL

#### Main Issues

#### 6.1 The main issues are:

- (i) Principle
- (ii) Flooding
- (iii) Traffic and parking
- (iv) Disturbance to neighbouring properties
- (v) Design and layout
- (vi) Impact on trees and landscaping

#### (i) Principle

##### Continuation of temporary use

6.2 The Heights Primary School has been at the temporary site at 82 Gosbrook Road since 2014 and at the time of the original planning application, it was envisaged to be for a temporary two year period only. Issues with finding a permanent site meant that the school temporary classrooms were subject to a later permission to add more classrooms with a first floor in 2015 and extend the use for a further two years. Although progress is now being made on the permanent site (at the time of writing there is a Resolution to grant planning permission (ref. 171023) on the Mapledurham Playing Fields land), this will take time to deliver and it is not currently expected that the permanent school site will be available until September 2020. This planning application therefore seeks to again increase the capacity and duration of the school for a further two years. In doing so, the school has not been able to expand further on the former nursery school site and this current application seeks to take in further adjacent land to accommodate this continuing need.

6.3 In general locational terms, the school continues to be suitable as an accessible site, well-related to local facilities, but there are additional issues involved in the expansion of the current temporary school site and in expanding to the west, it is proposed to change the use of an area of land for a temporary period.

6.4 The Gosbrook Road site itself remains in D1 use and the school on site is consistent with that use. Furthermore, there is support for school development in various policies, both at the national and local level and in turn, the enhancement of current educational facilities through alteration or expansion of existing schools is also supported. In particular, the NPPF at paragraph 72 says:

*"The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities.*

*Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- *Give great weight to the need to create, expand or alter schools; and*
- *Work with schools promoters to identify and resolve key planning issues before applications are submitted”.*

- 6.5 Whilst the Development Plan has no specific policies encouraging schools, Policy CS31 (Additional and Existing Community Facilities) indicates that community facilities will be considered favourably, particularly where co-location of facilities are possible, they can be accessed by a choice of means of transport and where possible, they should be in existing centres. Although the application site is not in Caversham Centre, it is nearby and is well served by public transport.
- 6.6 Therefore, the principle of expanding/altering this temporary school is considered to meet the aims of the NPPF and Core Strategy Policy CS31. As with the previous approvals, this proposal, were planning permission to be granted, would require the full removal of all buildings/structures and the making good of the land. However, the Council’s Planning Solicitor has reviewed the matter and advises that the D1 use the site enjoys would remain.
- 6.7 As described above, unfortunately, the proposed retention of the school in this location has meant that difficult choices have had to be made in terms of providing space for such an expansion to be undertaken. A key aim for the applicant/LEA is the ability of the school to function as a whole on a single site, rather than a set of fragmented sites.

#### Temporary use of part of St. Anne’s Playing Field

- 6.8 An additional classroom block is proposed to the north of the existing temporary buildings, within the playing field of St. Anne’s School. Further, OFSTED requirements mean that the school needs a dedicated school playing field to accommodate the increase in pupils and the application proposes to temporarily change the use of an area of the adjacent Westfield Road Recreation Ground to allow daytime school playing field use by the School.
- 6.9 Sport England has been consulted on the application and does not object, subject to a condition regarding ball guards being fitted to the classrooms, given their location at the edge of the St. Anne’s school field. In any event, the applicant is proposing a 2.1m high powder coated green weldmesh fence to define the revised boundary between the two schools. The temporary loss of this space will not affect existing sports pitches, is a comparatively small area of the field and St. Anne’s can continue to operate, and the buildings will be completely removed once no longer required.

#### Temporary part-time use of an area within Westfield Road Recreation Ground

- 6.10 The majority of objections received to this planning application relate to concerns for the loss of part of the Westfield Road Recreation Ground to school use. This application proposes that an area is demarcated by fencing and the area within would be temporarily changed to a mixed/dual use of recreation and education. Residents and users of the Recreation Ground are understandably concerned about the impact this would have on the functionality of the park, whether the intensity is acceptable and whether it would revert to park use.

- 6.11 The Recreation Ground is subject to policies such as CS28 (Loss of Open Space) which seek to control public open space, its function and its openness and the policy states that planning applications will normally be refused where they would involve a loss of open space, or a reduction in their enjoyment for open space purposes. This proposal would be technically contrary to that policy.
- 6.12 The applicant has explained that it is necessary to demarcate a space as a school playing field and this will not need high railings or netting, but will require a segregated space. The applicant advises that it is for recreational purposes by pupils at break and lunchtimes as well as some PE lessons for younger pupils. Fencing is essential, regrettably, to contain and safeguard pupils with the resources available to the school. The outside space on The Heights' temporary site is too small to safely accommodate all of the pupils at break and lunchtimes. The fenced area is for use by the school only within school hours for break times and lunch times; Break: daily 10.50-11.15, Lunch: daily 12.15-13.15 and PE Monday and Wednesday 13.20-15.20. The fenced off area will be fully accessible to the public outside of these hours. This is proposed to be for general park use out of school hours, hence the mixed use. Other functions of the park would continue uninterrupted and officers are satisfied that the needs of walkers, picnicking, dog-walking, etc, would not be adversely affected by the temporary part-use of this area.
- 6.13 The RBC Leisure and Recreation Service has advised that the area should be fitted with bow-top railings and gates and consideration given to preventing the ground on the route between the gates being churned up when it rains. But these items are proposed to be removed in their entirety and the land restored to its former condition on cessation of the use.
- 6.14 Some objectors are also concerned with the use of the tarmac area to the north of the Gosbrook Road site. Although this is not covered within this planning application, the applicant advises that tarmac area is subject to a community use agreement (between The Heights School and the Council's Leisure and Recreation service) which states the following; *'...the current agreement allows the school to use the tarmac area between the hours of 08:45 and 16:30 during term time. When the area is not in use by the school the asphalt area will be available for use by the public. Use by the school is expected to be 20 hours per week although this may increase with growth in pupil numbers or changing school need'*.
- 6.15 Officers confirm that the function of the park for general public enjoyment, use of paths, etc. will be able to continue during this temporary annexation of this area.
- 6.16 In summary, whilst there is conflict with policies CS28 and SA16, officers consider that provided that there is full reinstatement, in this case the harm caused due to the temporary loss of this area of the Recreation Ground are able to be outweighed by the significant need for the school to continue on this site for a continued temporary period and this is supported by Policy CS31 and statements in the NPPF. The remainder of this report discusses the other material planning considerations raised by this application.

(ii) Flooding

- 6.17 A response from the EA is awaited at the time of writing. This section of the report will therefore discuss applicable planning policy and advise on the suitability of the proposal.
- 6.18 In terms of planning policy, the NPPF advises that local plans should take account of climate change over the longer term, including flood risk and new development should be planned to avoid increased vulnerability to climate change. Inappropriate development is to be steered away from areas at highest risk of flooding (paragraph 99) and local plans are to adopt a sequential, risk-based approach to development. Development should not be permitted (or allocated in plans) if there are 'reasonably available' sites appropriate for the proposed development in areas with a lower probability of flooding. The NPPF has been supplemented with a specific technical Planning Practice Guidance note (Flood Risk and Coastal Change) and officers have had regard to this guidance.
- 6.19 Policy CS35 (Flooding) of the Core Strategy was published before the NPPF but nevertheless is confirmed as being compliant with it. Policy CS35 steers development away from land at a high risk of flooding, where development would impede flood flows or capacity, or in any way increase risks to life and property from flooding. It also requires that any proposals for development or redevelopment within areas that lie in zones of medium or high flood risk will need to demonstrate that the sequential test has been applied and if appropriate, that the exceptions test has been passed. However, the supporting text to the policy also states that appropriate weight can be given to the redevelopment of land at risk of flooding which will provide a "significant regeneration benefit on previously developed land".
- 6.20 The site lies within both Flood Zone 3a and Flood Zone 2. The principal risk of flooding is fluvial (from the Thames). A site-specific flood risk assessment (FRA) is required for all proposals for new development (including minor development and change of use) in Flood Zones 2 and 3. The developer has provided an updated FRA with the application.
- 6.21 Assessment of the original application/permission (see attached report) included a section on strategic site selection in relation to schools. In relation to this application, as it is an extension to an existing temporary school, it is considered that this cannot reasonably be provided anywhere else. Therefore, the aspects of location suitability previously considered (relationship to the School catchment, early deliverability of the proposal, 'fit' of the School values and cost and value for money) remain applicable to this extension. In this case, it is not considered that there would be a preferable site for this extension to take place, in terms of either planning policy or operation of the school.
- 6.22 On-site matters have been considered (the raising of floor levels, the continued allowance for flood flows beneath the building, consideration of safe access and the fact that a school will have 48 hours' notice of a flood event in which to evacuate). The applicant confirms that all required compensatory/mitigation actions as required by permission 140940/FUL have been undertaken as approved and that floor levels in the new classroom block would be the same as for the existing modular classroom block
- 6.23 Overall, officers are satisfied that although there is intensification of this 'more vulnerable use' within Flood Zone 3 (and partly, Zone 2), the additional risk is limited and not one which leads officers to believe that planning permission should



be refused. The views of the Environment Agency are not known at this time, but any detailed concerns raised will be reported to you. However, this is not anticipated and therefore unlikely to significantly alter officers' advice of the general suitability of this extension and accordingly, it is advised that the proposal complies with Policy CS35 and the NPPF.

(iii) Traffic and parking

- 6.24 This is an accessible site in terms of Policy CS4, with good access to a range of transport modes. However, there are important issues raised with the further intensification of this school in this location. The former Caversham Nursery had 61 pupils when it closed in 2009, the projected capacity of this proposal will be up to 350 pupils. This is a very significant increase and this has the potential to affect travel patterns and disturbance in the area. Various objectors are concerned that the school has effectively outgrown its site. The Highway Authority therefore requested a transport statement to assess the implications of this increase in staff and pupils and how the travel/parking demand is proposed to be managed.
- 6.25 The school has now been operating since 2014 and it is clear that the school is making concerted efforts in order to attempt to control unsustainable car journeys via its school travel plan. In fact, the Highway Authority advises that the currently updated school travel plan is approved and through active encouragement of the plan, the School has recently been awarded a 'ModalShift STARS Bronze Award', the first and currently the only school in Reading to achieve this National standard.
- 6.26 However, the transport assessment indicates that - probably due to the school being outside its own catchment area - some 67.5% of pupils are either driven to the school or to an area near the school, for drop-off. There are reports that the number of pupils (currently 225) is putting pressure on the local road network and residents' parking areas and this would only intensify were this proposal to be granted permission. Transport Strategy has considered origin data for pupils and how the breakfast club and after-school club spreads the peak demand on the local roads.
- 6.27 The application proposes to increase cycle parking from 30 to 32 spaces in order to align with the Council's Parking Standards.
- 6.28 The school currently employs 25 members of staff full-time equivalent (FTE). By 2019/2020, this is anticipated to increase to 32.5 (FTE). Staff often need to travel from further away and carry a large amount of books and papers with them, hence they tend to require on-site parking or parking in close proximity to the school. Until now, the School has had an informal use agreement to use the nearby car park at St. Anne's Church, but at the time of writing, it is unclear if this arrangement will continue. The Highway Authority agrees with the applicant that given their current travel patterns, there is a need to provide 17 car parking spaces for staff and until the arrangements for this are known, officers cannot confirm if the Council's planning policies in respect of transport are complied with. Further discussion on the progress of this matter will be provided in the Update Report, but options currently include a S.106 agreement for the development to fund the adjustment of the Controlled Parking Zone(s) in the area. The Update Report will discuss this and other options and present the preferred approach.

(iv) Disturbance to neighbouring properties

### New modular building

- 6.29 There have been no concerns regarding the school from the occupants of the flats in Elizabeth House, which have until now been the nearest properties affected. RBC Environmental Protection advises that there has been a complaint to them regarding noise from intensification of use of the tarmac area north of the present school site. The complaint referred to increased noise because of the additional numbers of children making use of it after school as a result of the adjacent temporary school.
- 6.30 In this proposal, school times will be unchanged and arrangements for meals will remain unchanged (an external catering company is used). As with the previous application, no noisy plant/equipment is required, although noise control may be needed for any plant which is necessary and the Update Report will discuss whether the condition currently provided in the Recommendation box above requires adjustment. External spaces are unchanged and music lessons have not been occurring outside, as per the condition applied to the previous permissions. It is considered that the operation of the buildings is unlikely to have an impact on the residential amenity of the flats.
- 6.31 The new block would be sited within the grounds of St. Anne's School and this area is relatively contained, however, there are windows within the western elevation of the 136-158 Elizabeth House block, but these are some 20 metres from the south-east elevation of the new block and this is angled so officers are satisfied that there is no undue overlooking.

### School playing field

- 6.32 The proposed school playing field within the Recreation Ground would be around 60 metres from the nearest residential properties on Falkland Road and Cromwell Road, 50 metres from the nearest properties on Westfield Road and 46 metres from the nearest properties on the south side of Gosbrook Road. These measurements are all considered to be satisfactorily distant from these properties. Some objectors are concerned for the disturbance this will cause.
- 6.33 The applicant submitted a Site Suitability Assessment by RPS dated 28 March 2018. In this document noise at the site was considered. The noise assessment of 2014 was validated for 2018 with new recent measurements which concluded that the original assessment was sound.
- 6.34 The EP Team has reviewed the noise assessment and relevant to the impact on local residents is the section 'noise impact of the extension on surrounding area'. The report states that when the St Anne's School and The Heights School children were playing outside, the contribution of noise from The Heights to the overall noise of school children playing was minimal. The current application will increase the number of pupils making use of the outdoor space and increase noise during playtimes which may affect the existing noise levels. Noise levels near a school during playtimes will always be fairly high and a slight increase in pupils - although it may result in a small increase noise levels - will not significantly worsen the impact on neighbours. Due to the relatively short periods of time which these additional noise levels would occur, it is not considered that noise from pupils during these periods are likely to result in significant impact upon neighbouring properties.. EP advises that a further noise assessment is not required.

### External lighting

- 6.35 Lighting is proposed to be generally bulkhead/emergency lighting only. The EP Team is satisfied with the lighting proposals and considers that nuisance is unlikely and has no objections to the proposed development due to lighting. Officers advise control via a condition.

### Construction impacts

- 6.36 The previous proposals considered construction carefully, principally due to impacts on protected trees. With the modular classrooms, construction is again considered to be short-lived (two consecutive days only is currently anticipated) and both RBC Transport Strategy and Environmental Protection teams are content with the Construction Method Statement which has been submitted in traffic and environmental terms. Access would be from the adjacent Elizabeth house site by forming a temporary access through the chain-link fence. This will need to be sealed up again for security and again made good at cessation of the use. Delivery of the modular units themselves would be via South View Avenue.
- 6.37 In summary in terms of noise and disturbance and with the conditions recommended (including those on the original permissions), officers consider that the construction and operation of the temporary school will generally have a relatively low impact on nearby residential properties when compared to the lawful use of the site as a nursery and the application complies with policies CS34 and DM4, as a suitable level of residential amenity will be maintained.

#### (v) Design and layout

- 6.38 The current buildings on site and their external areas and current facilities are to remain in place for the extended application period being applied for.
- 6.39 The new modular block is similar in appearance to the existing buildings and would be a steel-clad building with Albatross Grey polyester powder coated panels, a flat ply membrane roof, white aluminium doors and white uPVC windows. This block will be sited in a more contained area and behind trees, unlike the present school buildings, which have clear views from the existing recreation ground. Officers consider that the siting and design of this proposal is suitable for a temporary period. With the conditions discussed, the proposal is therefore considered to be suitable in terms of the design and protection of open space policies CS7 and SA16.

#### (vi) Impact on trees and landscaping

##### Trees

- 6.40 The 82 Gosbrook Road site is subject to a Tree Preservation Order (TPO) which includes a Sycamore and two Ash trees to the north of the site and there is a further TPO Oak to the south (off-site) within the circulation area for the flats. No additional concerns for these trees are identified from the current application. Similarly no harm is advised to trees within the Recreation Ground. However, the Planning (Natural Environment) Team has some concerns with the application material and advises as follows.

- 6.41 The Tree officer advises that some trees and scrub clearance has taken place, but it is agreed that these are 'C' category trees which are not considered to be valuable and therefore present a constraint to the development.
- 6.42 The Tree Officer advises replanting along the existing north/north-east for implementation once the temporary building is removed and officers agree that this reinstatement is important to restore the character of the landscaped boundary. Subject to the above conditions and the detailed points of clarification required above, officers consider that the proposal will be acceptable in terms of trees and landscaping and the proposal would comply with policies CS38 and DM18.

#### Ecology

- 6.43 The new classroom building and associated hardstanding will be sited within the adjacent school's grassland fields, and the works will involve the removal of several trees. The ecology report (RPS, March 2018) states that one of the trees onsite has bat roosting potential - as per the tree protection plans, this tree will be retained. The Council's Ecologist agrees that the frequently mown school field is unlikely to be used by protected species. The report confirms that the grassland field to be affected comprises frequently-cut amenity grassland. However, the site is likely to be of some value to commuting and foraging bats, particularly along the bordering tree lines (some of which will border the new building and hardstanding area). As such, the Ecologist requests that a wildlife-sensitive lighting scheme is to be submitted. However, given the short duration of the use and the condition above which will serve to repair the landscaped boundary, it is accepted that limited disturbance will take place, but that it is not necessary to restrict lighting for this temporary period.
- 6.44 As per recommendations made in the report and in line with the NPPF, biodiversity enhancements should be incorporated into the development, to include bird and bat boxes and wildlife-friendly planting. Finally, the Ecologist requires that any vegetation clearance should be undertaken outside of the bird nesting season, unless with the on-site approval of an accredited ecologist.. The above measures should be conditioned and Policy CS36 is complied with.

#### Other matters:

##### Sustainability

- 6.45 As previously approved, it is not considered that strict sustainability requirements should be applied and the general modern methods of construction and sustainability attributes of the units are considered to be suitable and comply with Policy CS1 in this instance. There is no SUDS scheme with this application, although a soakaway is proposed for surface water drainage and the drainage plan show permeable asphalt and this is suitable, given the ground coverage and this is considered to comply with Policy CS35. Given the temporary nature of the proposals, including the removal of hardstanding areas on cessation of the use, this is considered to be appropriate.

##### Contaminated land

- 6.46 Some site preparation is required for the modular building. The contaminated land assessment has identified lead and asbestos particles, which needs to be formalised

into a remediation scheme. The proposal is to remove and dispose in the location where the proposed building footprint will be and to 'encapsulate' elsewhere to break the pollutant pathway. The Environmental Protection team concurs with this, but advises that this should be formalised into a remediation scheme and submitted for approval. Subject to these works being carried out, RBC Environmental Protection has no objections to the proposal, but conditions are required to ensure that remediation is carried out and any unforeseen contamination is dealt with appropriately. With these conditions, Policy CS34 is complied with.

#### Disabled persons' access

- 6.47 Although the development is raised, the ground floor is fully accessible accommodation with ramped access which has anti-slip flooring and landings, slopes and kick-plates in a contrasting colour and a maximum gradient of 1 in 15. The first floor is not proposed to be fully accessible to disabled pupils. The Design and Access Strategy confirms that the new block will be constructed to achieve Part M of the Building Regulations. It is not considered to be reasonable to insist on a lift in this temporary proposal. Instead, the applicant has indicated that all facilities for disabled people can be made available on the ground floor and this is to be secured via condition. The development also has one dedicated disabled parking space. The proposal is therefore suitable in terms of policies CS5 and CS24.

#### Equalities Act

- 6.48 In determining this application, the Committee is required to have 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, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. 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. CONCLUSION

### 7.1 In summary:

- In the particular circumstances of the continued educational need, an extended temporary period for this school is accepted
- Harm to/loss of open space causes conflict with planning policy; but is on balance, considered to be suitable for this temporary period and full reinstatement will be secured
- The site is considered to be suitable in terms of additional flood risk and a substantive objection from the Environment Agency is not anticipated
- Conditions will continue to ensure that noise and disturbance to neighbouring properties will be controlled;
- The design of the buildings will have a limited additional impact on views from outside the site; and
- Harm to trees is low and reinstatement of the treeline is proposed.

7.2 Subject to confirmation of staff parking arrangements, officers recommend granting Regulation 3 planning permission, subject to a S106 agreement.

Case Officer: Richard Eatough

Plans:

E03620-A-PL-1000 Rev. x Site Location Plan

E03620-A-PL-1020 Rev. E Proposed Site Plan

5249-001 Rev. F General Overview [plans and elevations of new modular block]

18108 Rev. B Drainage Layout



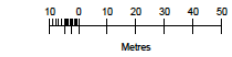
The development proposed meets the following three criteria set out in Sport England Planning Policy Statement - A Sporting Future for the Playing Fields of England:

**E2** The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use.

**E3** The proposed development affects only land incapable of forming, or forming a part of a playing pitch, and does not result in the loss of or inability to make use of playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing areas of any playing pitch or the loss of any other sporting / ancillary facilities on the site.

**E4** The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of the development.

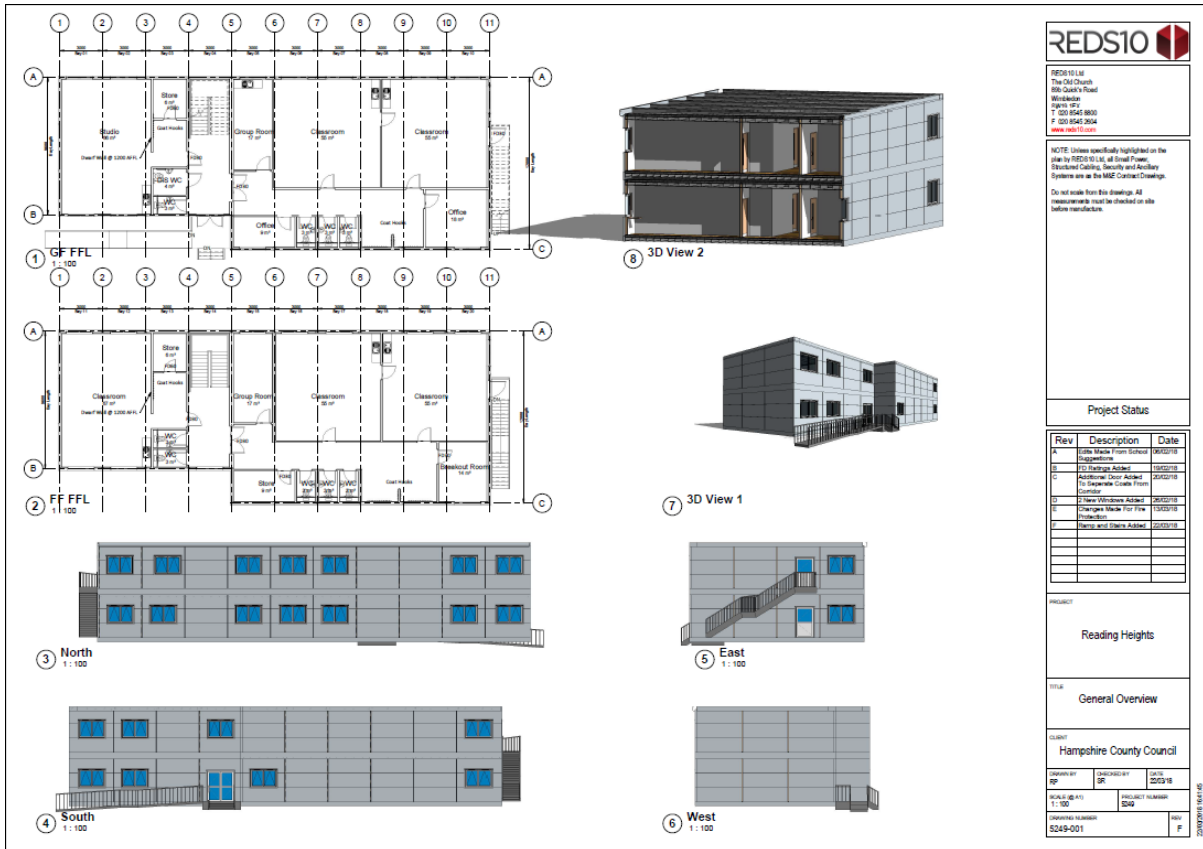
- NOTES**
- 1 Proposed 2 storey temporary classroom block
  - 2 Form new opening in brick wall, steel gate and macadam path
  - 3 Hardlandscaping associated with new block (macadam)
  - 4 Area of park to be sectioned off for school use only (2165m<sup>2</sup> for school playing field)
  - 5 Formation of temporary opening in chain link fence for contractors access



Rev	Description	Date
1	Issue for comment	21.03.18
2	Issue for comment	21.03.18
3	Issue for comment	21.03.18
4	Issue for comment	21.03.18
5	Issue for comment	21.03.18
6	Issue for comment	21.03.18
7	Issue for comment	21.03.18
8	Issue for comment	21.03.18
9	Issue for comment	21.03.18
10	Issue for comment	21.03.18

**Planning**

		HCC Planning Services The Heights Primary School Expansion on Temporary Site 21.03.18	
The Heights Primary School Expansion on Temporary Site		Proposed Site Plan	
1000 045	DATE 21.03.18	CHECKED MAC	DRAUGHTSMAN RB
E03620-A-PL-1020 SE		21.03.18	



Views of existing across Westfield Road Recreation Ground (looking east) towards proposed location of new modular block

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 9 September 2015	ITEM NO.
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Ward: Caversham

App No.: 151283/FUL

Address: 82 Gosbrook Road Caversham, Reading

Proposal: Construction of a first floor classroom extension over existing single-storey classrooms to form enlarged temporary school, for an extended temporary period until 31 August 2018.

Applicant: The Heights Primary School Trust

Date received: 4/8/2015

Minor Application, target decision date: 29/9/2015

**RECOMMENDATION:**

*Subject to no objections being received from the Environment Agency, delegate to the Head of Planning and Regulatory Services to GRANT planning permission, subject to the satisfactory completion of a Deed of Variation S.106 legal agreement to link this permission to planning permission 140940 to (continue to) secure a deposit of £6,000 towards (a) Traffic Regulation Order(s) in the area.*

*If the S.106 agreement is not completed by 29 September 2015, delegate to the Head of Planning and Regulatory Services to refuse planning permission.*

Conditions to include:

30. Standard three year condition
31. Siting of all modular units (including those previously approved by planning permission 140940/FUL) until 31 August 2018, then all buildings removed and land returned to condition as a vacant, cleared site (including removal of tarmac)
32. Approved plans
33. Tree protection as set out in submitted Arboricultural Impact Assessment
34. Annual arboricultural report and inspection, with recommendations and action
35. Scheme for replacement tree scheme on southern boundary, as required
36. Hours of construction: 0800-1800 Mondays to Fridays; 0900-1300 on Saturdays; no Sundays or Bank Holidays
37. Noise and dust control measures during construction in accordance with submitted CMS
38. Development only to proceed in accordance with recommendations of the submitted Flood Risk Assessment
39. Materials as approved
40. Sustainability levels as submitted
41. No further external lighting, unless details have been submitted and approved
42. No installation of mechanical plant equipment
43. Hours of use: 0730-1800 Monday to Friday
44. No outdoor music lessons
45. Retention of Travel Plan
46. Travel Plan annual review
47. Disabled persons' facilities to be provided on ground floor



48. Enclosed stair structure to be permeable to floodwater

Informatives:

- Positive and proactive requirement
- Terms and conditions
- Building Regulations approval required
- Environmental Protection Act 1984
- Tree Preservation Orders apply to this site. No works to these trees, other than as approved in this planning permission

2. INTRODUCTION

1.4 The application site was a vacant nursery school on Gosbrook Road in Caversham. The nursery buildings were demolished and removed from the site in August 2014 and in accordance with a temporary planning permission, since September 2014 the site has been operated as the temporary site for The Heights Primary School. The relevant reports for the existing temporary planning permission (reference 140940) are attached to this report.

1.5 The temporary school has been accommodated in a single storey modular classroom unit, made up of a number of separate modules. The site itself is largely flat and extends to approximately 0.16 hectares. It lies between Gosbrook Road and the Westfield Road playground. The site is surrounded by trees, with some of the trees to the north of the site being covered by Tree Preservation Orders.

Application site (not to scale)



## 2. PROPOSAL

- 2.1 The temporary location for The Heights (free) School was initially required for the period September 2014-July 2016, by which time it was envisaged that a permanent site would have been secured for the School. However, at the time of writing, it is advised that the Trustees of the school still have not been able to confirm a permanent site and have requested that this temporary permission be extended from August 2016 to August 2018 whilst the permanent site is progressed. In order to continue to use the temporary site, the accommodation will need to be expanded as the school continues to grow annually towards its full capacity (which will eventually be a new two-form entry primary school on the permanent site).
- 2.2 The existing classroom building totals 470 square metres. This proposal would exactly double that to 940 square metres, allowing a new maximum of 240 pupils, the same capacity as the eventual two-form entry primary school. The current accommodation consists of five classrooms and associated facilities. The proposal would introduce a school hall within the existing ground floor and provide a total of eight classrooms over the two floors.
- 2.3 For the reasons set out in the attached report, there is a continued need to provide primary school places for primary age (4-11 year olds) in the Mapledurham/Emmer Green area. The permanent proposal is expected to be the subject of a separate planning application in late 2015 by the same applicant (The Heights Primary School Trust).
- 2.4 Supporting information submitted with the application is as follows:
- Air quality assessment
  - Acoustic assessment
  - Bat roost assessment
  - Ecological appraisal
  - Flood risk assessment
  - Arboricultural impact assessment
  - Tree protection plan
  - Planning statement
  - Transport Assessment
  - Construction Method Statement (CMS)

## 3. PLANNING HISTORY

- 3.1 There are various minor planning permissions related to the original Caversham Nursery use (which ceased on site in 2009) which are not relevant to this application. However, the following is notable:

131353/CLE: Application for a certificate of lawful use as a children's nursery school (Use Class D1). CERTIFICATE ISSUED 27/1/14.

140940: Demolition of existing nursery school buildings and construction of a temporary single storey modular unit and minor external works associated with the site's use as a non residential institution (Class D1) for 2 years. GRANTED with S.106 agreement 25/7/14.

#### 4. CONSULTATIONS

##### (iii) Statutory:

A response from the Environment Agency (EA) has not been received at the time of writing and their response will be provided in the Update Report. The Appraisal below provides an update on the flooding and issues in the absence of the EA's response.

##### (iv) Non-statutory:

RBC Transport Strategy advises that the temporary location of the School is outside the catchment area, with the furthest areas of the catchment nearly three miles from this site. In considering the original planning application for the two year use, there was concern that the remoteness of the site from the centre of the catchment may lead to a higher number of pupils travelling by private vehicle than would be normally expected for a primary school. This application proposes to extend both the time period until August 2018 and capacity of the school on this site doubling from 120 (years 1 and 2 at the end of 2016, the consented 2 year period) to 240 (years 1 to 4 for the extended 4 year period).

The site is accessed via a private drive which serves the existing flats at 88 to 206 Gosbrook Road (Elizabeth House) which is how the previous Caversham Nursery was accessed. However, given the increase in pupil numbers, the expanded temporary school will result in an intensification of trips. The four parking spaces provided adjacent to the school building is below the required provision of 17 which is required according to the parking SPD.

To overcome this, the applicant has agreed to continue the temporary arrangement of the use of spaces within the car park of St Anne's Church (nearby, accessed from South View Avenue) which is also used by the adjacent St Anne's Catholic Primary School. Parents are encouraged to use public car parks in Caversham and walk to the site and surveys undertaken by the existing school show that for 82% of the 54% who drive their children to school park in the Caversham car parks and walk the 500 metres to school. To facilitate this, staff from the school supervise 'park and walk' groups from the car parks so parents do not have to walk to and from the school. This practice also results in linked trips between parents collecting and dropping off their children and using the services within Central Caversham. The school also has a breakfast club and after school clubs/provision which spreads the drop-off and collection trips over a wide period.

When the temporary permission was obtained last year there was concern that with the spaces within the St Anne's Church car park and on street within the neighbouring highway network at a premium, the extra parking created by the new school may lead to additional congestion and transport issues on the local roads. Therefore, the applicant agreed to make provision for and implementation of temporary traffic regulation orders (TROs) which may have been needed to ensure that any parking issues which occur are not detrimental to highway safety.

However, the applicant produced a Travel Plan which aimed to reduce the potential of vehicle trips to the site and this has occurred with 48% of parents using other modes than the car to travel to the school. As a result, Transport Strategy confirms that there have not been any serious issues on the neighbouring roads in the last year and therefore there has been no requirement to use the contribution of £6,000 to date. However, given the possibility of the school remaining on this site for another three years and despite the good measures the School has implemented through its Travel Plan, the potential need for this contribution for parking management purposes should remain until the school vacates.

Subject to continued updates to the School Travel Plan which is in place, Transport Strategy does not object to the application.

RBC Education and Children's Services remains supportive of the proposal because of the shortfall in primary school places in the Caversham Heights/Mapledurham area.

RBC Environmental Protection raises no concerns additional to those submitted in relation to the previous application. It is likely that even with the increase in numbers, no additional disturbance will be perceived by the nearest affected residents at Elizabeth House. Conditions are still required in the same manner to the previous approval. Confirms that there have been no noise/disturbance complaints to RBC Environmental Protection since the start of operation of the school in September 2014.

RBC Planning Natural Environment (the Tree Officer) has no objection was raised to the principle of the original proposal. This proposal seeks to increase the height of the structure and there are concerns regarding the delivery of the modular units and tree protection, which are discussed in more detail below.

The RBC Retained Ecologist has no objections.

Consultation letters were also sent to the following local organisations:

Caversham and District Residents' Association (CADRA)  
Emmer Green Residents' Association  
Caversham GLOBE Group

No responses from the above groups have been received at the time of writing this report, but any that are received will be reported to your meeting.

### Public consultation

Letters were sent to the following addresses:

Gosbrook Road: Nos. 63-85 (odd); 85a; 89-95 (odd); 88-206 (evens)

Site notices were placed on Gosbrook Road, in Westfield Road Playing Fields and on Falkland Road.

At the time of writing, two letters of objection has been received, with any further responses received to be covered in the Update report. The objections raise the following issues, with some officer responses in italics below, whilst any other matter will be responded to in the Appraisal section of this report:

- The additional storey will be an eyesore and spoil residents' views  
*Officer comment: the right to a particular view is not protected by the planning system, however, the appearance of the development will be discussed below*
- Another three years is a cheek and residents of Elizabeth House were not consulted on this proposal before the planning application was submitted *Officer comment: the applicant has not confirmed(i.e. they haven't or just that we don't know whether they have?) that they have undertaken any public consultation on this application in accordance with best practice principles*
- Concerns for vehicles associated with the school parking in the parking areas of Elizabeth House *Officer comment: this matter can be dealt with by the landowner (RBC) as a Civil matter, if deemed appropriate to do so*

- The lay-by outside the site on Gosbrook Road is often full
- At Elizabeth House, grass cutting is poor and service charges are high. Does not see what benefit there is to residents of this proposal. *Officer comment: these matters are not related to the development and any such issues should be taken up with the Council's Housing service.*
- Residents will have to put up with this 'temporary' school for even longer. Hope that this is the last extension of time
- Concerned for the disruption caused by the huge buildings being transported down the narrow access road.

Informal pre-application discussions with officers took place to ascertain the key issues and the supporting studies which would be required with this application.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

### 5.1 National

National Planning Policy Framework (2012):  
Chapter 4: Promoting sustainable transport  
Chapter 7: Requiring good design  
Chapter 8: Promoting healthy communities  
Chapter 10: Meeting the challenge of climate change, flooding and coastal change  
Chapter 11: Conserving and enhancing the natural environment  
National Planning Practice Guidance

### 5.2 Reading Borough Local Development Framework Core Strategy (2008)

CS1 (Sustainable Construction and Design)  
CS2 (Waste Minimisation)  
CS3 (Social Inclusion and Diversity)  
CS4 (Accessibility and the Intensity of Development)  
CS5 (Inclusive Access)  
CS7 (Design and the Public Realm)  
CS9 (Infrastructure, Services, Resources and Amenities)  
CS20 (Implementation of the Reading Transport Strategy)  
CS22 (Transport Assessments)  
CS23 (Sustainable Travel and Travel Plans)  
CS24 (Car/Cycle Parking)  
CS31 (Additional and Existing Community Facilities)  
CS34 (Pollution and Water Resources)  
CS35 (Flooding)  
CS36 (Biodiversity and Geology)  
CS38 (Trees, Hedges and Woodlands)

### 5.3 Reading Borough Local Development Framework: Sites and Detailed Policies Document (2012)

SD1 (Presumption in Favour of Sustainable Development)  
DM1 (Adaptation to Climate Change)  
DM3 (Infrastructure)  
DM4 (Safeguarding Amenity)  
DM12 (Access, Traffic and Highway-Related Matters)  
DM17 (Green Network)

DM19 (Air Quality)  
SA14 (Cycle Routes)  
SA16 (Westfield Road playing Field)  
SA17 (Major Landscape Features)

#### 5.4 Supplementary Planning Guidance/Documents

Sustainable Design and Construction (July 2011)  
Parking Standards and Design (October 2011)  
Planning Obligations under S.106 (April 2015)

### 6. APPRAISAL

#### Main Issues

##### 6.1 The main issues are:

- (vii) Principle
- (viii) Flooding
- (ix) Traffic and parking
- (x) Disturbance to neighbouring properties
- (xi) Design and layout
- (xii) Impact on trees and landscaping

##### (vii) Principle

6.2 The site remains in D1 use and the school on site is consistent with that use. Furthermore, there is support for the establishment of schools in various policies, both at the national and local level and in turn, the enhancement of current educational facilities is also supported. In particular, the NPPF at paragraph 72 says:

*"The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- *Give great weight to the need to create, expand or alter schools; and*
- *Work with schools promoters to identify and resolve key planning issues before applications are submitted".*

6.3 Whilst the Development Plan has no specific policies encouraging schools, Policy CS31 (Additional and Existing Community Facilities) indicates that community facilities will be considered favourably, particularly where co-location of facilities are possible, they can be accessed by a choice of means of transport and where possible, they should be in existing centres. Although the application site is not in Caversham Centre, it is nearby and is served by public transport.

6.4 Therefore, the principle of expanding/altering this temporary school is considered to meet the aims of the NPPF and Core Strategy Policy CS31. The sections below review the issues which were discussed in relation to the original planning

consideration: flooding policy and risk, the intensity of the use of the site and site layout matters.

(viii) Flooding

- 6.5 A formal response from the EA is awaited at the time of writing. This section of the report will therefore discuss applicable planning policy and advise on the suitability of the proposal, whilst continuing to seek the detailed advice of the EA.
- 6.6 In terms of planning policy, the NPPF advises that local plans should take account of climate change over the longer term, including flood risk and new development should be planned to avoid increased vulnerability to climate change. Inappropriate development is to be steered away from areas at highest risk (paragraph 99) and local plans are to adopt a sequential, risk-based approach to development. Development should not be permitted (or allocated in plans) if there are 'reasonably available' sites appropriate for the proposed development in areas with a lower probability of flooding. The NPPF has been supplemented with a specific technical Planning Practice Guidance note (Flood Risk and Coastal Change) and officers have had regard to this guidance.
- 6.7 Policy CS35 (Flooding) of the Core Strategy was published before the NPPF but nevertheless is confirmed as being compliant with it. Policy CS35 steers development away from land at a high risk of flooding, where development would impede flood flows or capacity, or in any way increase risks to life and property from flooding. It also requires that any proposals for development or redevelopment within areas that lie in zones of medium or high flood risk will need to demonstrate that the sequential test has been applied and if appropriate, that the exceptions test has been passed. However, the supporting text to the policy also states that appropriate weight can be given to the redevelopment of land at risk of flooding which will provide a "significant regeneration benefit on previously developed land".
- 6.8 The site lies within both Flood Zone 3a and Flood Zone 2. The principal risk of flooding is fluvial (from the Thames). A site-specific flood risk assessment (FRA) is required for all proposals for new development (including minor development and change of use) in Flood Zones 2 and 3. The developer has provided an updated FRA with the application.
- 6.9 Assessment of the previous application (see attached report) included a section on strategic site selection in relation to schools. In relation to this application, as it is an extension to an existing temporary school, it is considered that this cannot reasonably be provided anywhere else. Therefore, the aspects of location suitability previously considered (relationship to the School catchment, early deliverability of the proposal, 'fit' of the School values and cost and value for money) remain applicable to this extension. In this case, it is not considered that there would be a preferable site for this extension to take place, in terms of either planning policy or operation of the school.
- 6.10 On-site matters have been considered (the raising of floor levels, the continued allowance for flood flows beneath the building, consideration of safe access and the fact that a school will have 48 hours' notice of a flood event in which to evacuate). The applicant confirms that all required compensatory/mitigation actions as required by permission 140940/FUL have been undertaken as approved.

6.11 Overall, officers are satisfied that although there is intensification of this 'more vulnerable use' within Flood Zone 3 (and partly, zone 2), the additional risk is limited and not one which leads officers to believe that planning permission should be refused. The views of the Environment Agency are not known at this time, but any detailed concerns raised will be reported. However, this is not anticipated to significantly alter officers' advice of the general suitability of this extension and accordingly, it is advised that the proposal complies with Policy CS35 and the NPPF.

(ix) Traffic and parking

6.12 The former Caversham Nursery had 61 pupils when it closed in 2009, the projected capacity of this proposal will be 240 pupils. This is a significant increase over the 120 pupil maximum currently envisaged and this has the potential to affect travel patterns and disturbance in the area.

6.13 The school has now been operating for a year and the response from the Highway Authority above highlights no major traffic concerns in the intervening period. This is considered to be largely as a result of the successful application of the School's travel plan and control of car-borne journeys and parking within the vicinity of the site, with the school staff actively participating in walking children from the car parks in Caversham Centre to the School.

6.14 The issue of disturbance to residents via the delivery of the modular units is likely to be short-lived and RBC Transport Strategy is content with the Construction Method Statement which has been submitted. The issue of associated vehicles parking in the Elizabeth House flats has been referred to the Council's Housing Service, but is considered to be a Civil matter. Overall, this additional development remains in a relatively sustainable location, with the school operator making a substantial effort to control car-borne journeys (and associated parking) on the local road network and the Highway Authority is to date, content with how this is working. Close supervision of this will need to be undertaken via the annual reviews to the School's Travel Plan and officers will need to be aware of any local issues which may trigger the need to implement one or more Traffic Regulation Orders (TROs), should that become necessary. Accordingly, the TRO requirement from the previous permission should also apply to this proposal, were permission to be granted. In terms of parking levels and suitability, the application is considered to continue to comply with policies CS4, CS20, CS22, CS23, CS24 and DM12.



(x) **Disturbance to neighbouring properties**

- 6.15 As with traffic, noise generated from the school has the possibility of affecting the two nearest blocks of flats at Elizabeth House. However, in the year that the temporary school has been operating, officers confirm that there have been no complaints reported to RBC Planning Enforcement.
- 6.17 In this proposal, school times will be unchanged and arrangements for meals, playspace, etc., will continue to rely on nearby St. Anne's School. As with the previous application, no noisy plant/equipment is required. In these respects, the operation of the building would not have an impact on the residential amenity of the flats. Again, a condition is required to ensure that no mechanical plant is installed either inside or outside the building.
- 6.18 It is notable that noise associated with the children's play area which is towards the east/south-east of the site has not to date resulted in any complaints from the Elizabeth House residents and the Environmental Protection Team does not anticipate this to change even with the additional pupils.
- 6.19 In summary in terms of noise and disturbance and with the conditions recommended above, officers consider that the construction and operation of the temporary school will continue to have a relatively low impact on nearby residential properties when compared to the lawful use of the site as a nursery and the application complies with policies CS34 and DM4, as a suitable level of residential amenity will be maintained.

(xi) **Design and layout**

- 6.20 The current building on site consists of a long, modular classroom block, slightly elevated off the ground. As can be seen from the photographs at the end of this report, the building is 25.6m long and 17.5m wide and is visible from the adjacent playing field over the hedge. Given the set-back of the site from Gosbrook Road and the set back of the building within the site behind trees, there are only limited glimpsed views of the building from Gosbrook Road itself from the site access to Elizabeth House. The new first floor will be clad in the same grey colour as the existing building, which is relatively restrained, although the height (raised from 4.7m to 8.4m) when coupled with the change in colour behind the hedgeline will make it much more apparent when viewed from Westfield Road and from Gosbrook Road in the vicinity of its junction with Elliot's Way.
- 6.21 In order to access the upper floor accommodation without affecting the present ground floor layout, two external sets of stairs are proposed, one on the north elevation and one on the south. The south staircase is the main stairs and these are enclosed within a two-storey enclosure which is finished in Larch wood panels. This should be permeable to floodwater and a condition is required. The north staircase will be open and made from grey painted metal. The staircases will accentuate the presence of the development and noise from comings and goings may increase slightly. The staircases will not adversely affect privacy to nearby dwellings or their gardens. No further external lighting is indicated in the application. Overall, on the visual aspect of the proposal, it will be more prominent in the public realm than currently, and would clearly not be suitable for permanent retention. However, officers are content with this for an extended temporary period.

- 6.22 From the officer site visit, it has become apparent that two separate lightweight 'lean to' structures have been erected in the last year, on the east and west elevations of the building. These were erected by the School and the applicant has confirmed that retrospective planning permission will be applied for separately (in the event that these structures are not permitted development).
- 6.23 Overall, the building, as proposed to be extended would still be relatively plain and functional in visual terms, but an improvement on the vacant/derelict structure which preceded it. Its slightly raised nature will mean that views from public spaces are possible (whereas at the moment they are comparatively limited), but officers consider that the siting and design of this proposal is suitable for a temporary period. With the conditions discussed, the proposal is therefore considered to be suitable in terms of the design and protection of open space policies CS7, SA16 and SA17.

(xii) Impact on trees and landscaping

- 6.24 The site itself is subject to a Tree Preservation Order (TPO) which includes a Sycamore and two Ash trees to the north of the site and there is a further TPO Oak to the south (off-site) within the circulation area for the flats. Before the siting of the temporary school, the disused Caversham Nursery site had become heavily overgrown and to site the school building, clearance and pruning works were undertaken and the conditions of the trees assessed. Impact on trees was a key consideration in the assessment of planning proposal 140940/FUL. The condition of the surrounding trees needs to be reviewed and conditions should be re-applied to secure this.
- 6.25 There are two main issues to consider for this extension: whether the further units would create any additional issues during their delivery to site and the impact of the additional height and location of the new first floor of the school on the tree canopies. The Tree Officer had highlighted the absence of tree protection fencing during construction, but this has since been supplied and a condition is recommended.
- 6.26 The Tree Officer has assessed the Tree Report/Arboricultural Impact Assessment and the tree protection plan and finds that these are all generally acceptable. However, at the time of writing there are some outstanding issues and these are summarised as follows:
- The Tree Report schedule of works does not include any crown lifting works. Tree T16 (offsite Oak tree) has a relatively low crown and given its proximity to the entrance of the school (and turning area for high vehicles), branch damage is possible.
  - A 25% reduction of Trees T10 & T11 was proposed in 2014 but it is not currently clear whether this work has taken place.
  - Arboricultural supervision should be included, a timetable for which should also be provided.
  - The Tree Report should state that the arboricultural consultant will sign off the tree protection fencing, not the LPA.
- 6.27 The applicant has been asked to provide confirmation of these detailed points and the Update report will discuss this further. Suitable information is anticipated to be supplied. Again, no landscaping scheme for this temporary school is considered

to be necessary. Subject to the above conditions and the detailed points of clarification required above, officers consider that the proposal will be acceptable in terms of trees and landscaping and the proposal would comply with policies CS38 and DM18.

- 6.28 The Council's Ecologist has reviewed the applicant's ecological report and bat roost report and agrees with its conclusions, which are that protected species are unlikely to be a constraint to the development proposed and Policy CS36 is complied with.

Other matters:

Sustainability

- 6.29 As previously approved, it is not considered that strict sustainability requirements should be applied and the general modern methods of construction and sustainability attributes of the units are considered to be suitable and comply with Policy CS1 in this instance.

Disabled persons' access

- 6.30 Although the development is raised, the ground floor is fully accessible accommodation with ramped access which has anti-slip flooring and landings, slopes and kick-plates in a contrasting colour and a maximum gradient of 1 in 15. The first floor is not proposed to be fully accessible to disabled pupils. It is not considered to be reasonable to insist on a lift in this temporary proposal. Instead, the applicant has indicated that all facilities for disabled people can be made available on the ground floor and this is to be secured via condition. The development also has one dedicated disabled parking space. The proposal is therefore suitable in terms of policies CS5 and CS24.

Equalities Act

- 6.31 In determining this application, the Committee is required to have 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, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. 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. CONCLUSION

- 7.1 Due to the time constraints on this project, the application submission has provided all suitable information at this stage and as before, there are no 'pre-commencement'-type conditions, which provides more certainty at this stage than is usually the case.

7.2 In summary:

- The site would continue in D1 school use, for a further temporary period

- The site is considered to be suitable in terms of additional flood risk and a substantive objection from the Environment Agency is not anticipated
- Parking and traffic is being suitably controlled and arrangements and monitoring must continue to ensure that this remains the case
- Conditions will continue to ensure that noise and disturbance to neighbouring properties will be controlled;
- The design of the building will have a limited additional impact on views from outside the site; and
- Trees within and adjoining the site are suitably protected, via conditions.

Case Officer: Richard Eatough

Plans:

2009-RH-GAB Rev.B Proposed General Arrangement

2009-RH-EL-A Rev. A Proposed Elevations

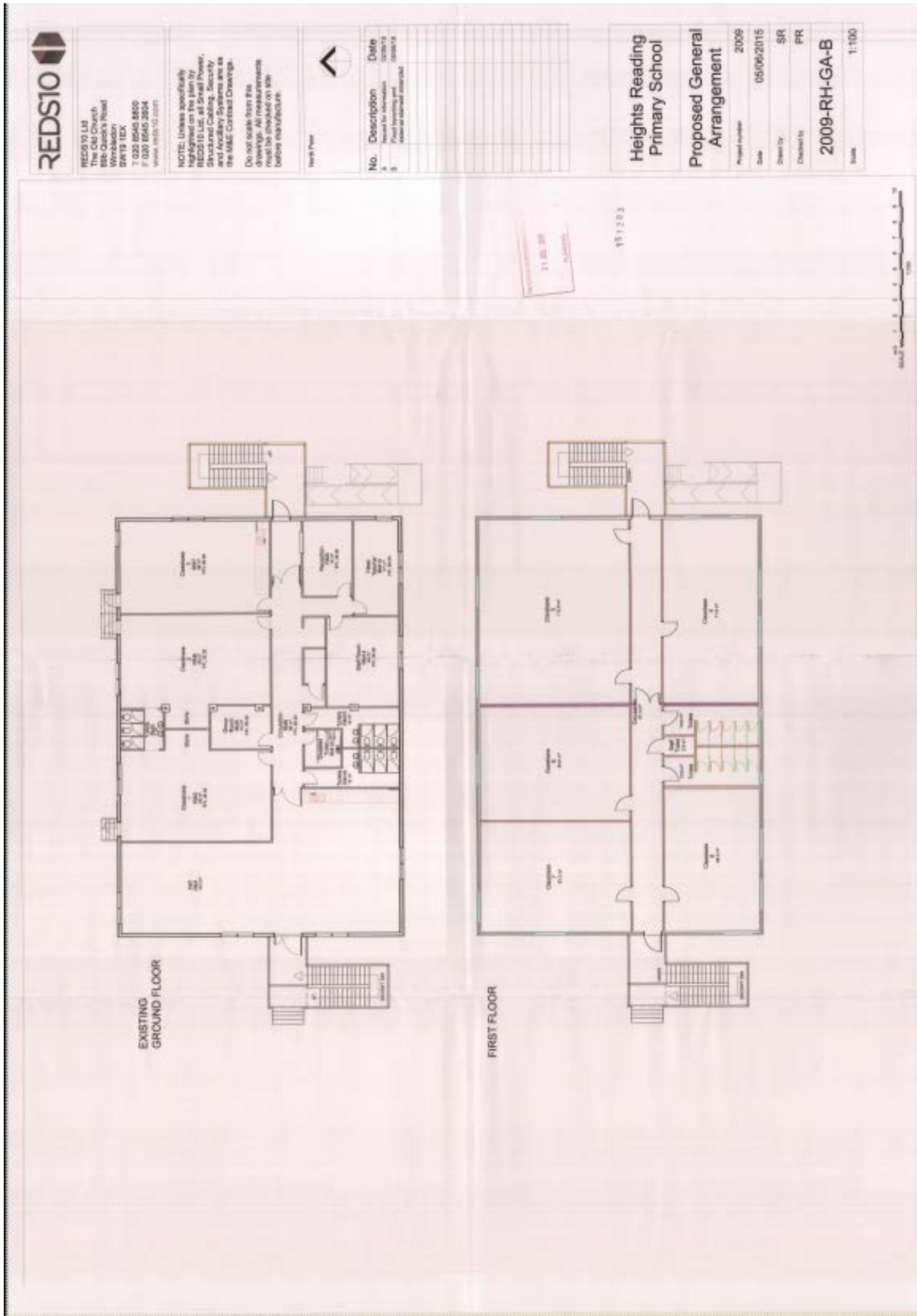
2009-RH-SP-A Rev. A Proposed Site Plan

(all plans received by the Local Planning Authority on 31 July 2015)

APPENDIX 1 Committee report for planning permission 140940

APPENDIX 2 Update report for planning permission 140940









View of existing school from the front (south elevation)





View of existing school across Westfield Road Recreation Ground (looking east)

Ward: Caversham

App No.: 180204/HOU

Address: 79 Henley Road, Caversham, Reading, Berkshire, RG4 6DS

Proposal: First floor rear extension

Date received: 1<sup>st</sup> February 2018

Application target decision date: 29<sup>th</sup> March 2018

## RECOMMENDATIONS

GRANT planning permission subject to conditions and informatives.

### CONDITIONS TO INCLUDE:

1. Time
2. Material Samples
3. Plans
4. No Additional Windows
5. Additional height to be added to fence on boundary with no. 77

### INFORMATIVES TO INCLUDE:

1. Terms and Conditions.
2. Building Regulations
3. Construction and Demolition
4. Encroachment
5. Works Affecting Highways
6. Positive and Proactive

## 1. BACKGROUND

1.1 This application was deferred at the 25<sup>th</sup> April 2018 Planning Applications Committee meeting to allow for a site visit to the application property and its neighbour, 77 Henley Road, to provide Councillors with a clearer understanding of the site and the potential impact of the proposed first floor rear extension. The date of the site visit is the 24<sup>th</sup> May 2018.

1.2 The officer recommendation is to grant full planning permission subject to the conditions set out above.

Case Officer: Heather Banks

### APPENDICES:

Appendix 1: Report to 25<sup>th</sup> April 2018 Planning Applications Committee

Appendix 2: Update Report to 25<sup>th</sup> April 2018 Planning Applications Committee

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 25 <sup>th</sup> April 2018	ITEM NO.
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Ward: Caversham  
 App No.: 180204  
 App Type: HOU  
 Address: 79 Henley Road, Caversham, Reading, Berkshire, RG4 6DS  
 Proposal: First floor rear extension  
 Applicant: Mr Gavin Frost  
 Date valid: 1<sup>st</sup> February 2018  
 Minor Application: 8 week target decision date: 29<sup>th</sup> March 2018

**RECOMMENDATIONS**

GRANT planning permission subject to conditions and informatives.

**CONDITIONS TO INCLUDE:**

1. Time
2. Material Samples
3. Plans
4. No Additional Windows
5. Additional height to be added to fence on boundary with no. 77

**INFORMATIVES TO INCLUDE:**

1. Terms and Conditions.
2. Building Regulations
3. Construction and Demolition
4. Encroachment
5. Works Affecting Highways
6. Positive and Proactive

**1. INTRODUCTION/BACKGROUND**

1.1 The application relates to a two storey, pitched roof, detached property on the south side of Henley Road. The property is a red brick, Victorian property with tan brick detailing, which is different in character to both neighbouring properties which appear to be of more recent construction. Although of a different design to the neighbouring properties the application property is of a similar depth and set back from the road. The property is orientated towards the west, with the front door and large arched, first floor windows facing towards the neighbouring property of 77 Henley Road. The property is set further away from this boundary than that with the other neighbouring property 81 Henley Road. To the front of the property, there is a bay window at ground floor level and two narrow first floor windows with a higher centrally located circular window above. There is driveway parking to the front of the property, and a single storey, lean to conservatory/storage space addition between the eastern elevation and the boundary with 81 Henley Road.

1.2 Originally, this property had a very large rear garden in comparison to neighbouring properties, being very long and wider at the bottom than it is closer to the property. In October 2017 planning permission was granted (171070) to construct 2 dwellings on the lower part of the garden with access from Fairfax Close, shortening the plot of 79 Henley Road to be the same as that of the neighbouring properties at 77 and 81 Henley Road.

1.3 Also, originally there was a bay window at ground floor level to the rear of the property and no first floor rear facing windows. On the 3<sup>rd</sup> November 2016 a decision was issued by the

## APPENDIX 1

planning department that the single storey extension which had been proposed under the larger home extensions scheme did not require prior approval, and could be built under Permitted Development. This extension has now been built out. This single storey extension has a depth of 8m, a max. height of 4m and an eaves height of 2.5m. Although the built out extension complies with the above dimensions, as stated in the prior approval decision notice, there are a number of differences between the built out scheme and that submitted under the prior approval application. These are a pitched, rather than hipped, roof to the southern end of the extension, the inclusion of side windows to both sides of the extension and an element of flat roof immediately adjacent to the original application property (this has been left to allow for the construction of the proposed first floor extension which is the subject of this application). Following discussions with the Planning Enforcement team it was considered that the only element for which we would pursue enforcement action would be the flat section of roof. However, action will not be taken on this until this current application has been determined. Given that the pitched (rather than hipped) roof is not considered to have any notable impact on neighbouring properties and the side facing windows would be considered to constitute permitted development had they been inserted after the extension had been complete, it is not considered expedient to pursue enforcement action on these points. (N.B. An enforcement investigation made in June 2017 has already considered the side facing windows, and the above conclusion was reached.)

1.4 The application was called in by Councillor Lovelock due to neighbour objections, particularly regarding privacy.



## 2. PROPOSAL AND SUPPORTING INFORMATION

2.1 This is an application for a first floor extension to the rear of the property, to be constructed on top of part of the existing ground floor extension.

2.2 The extension is to project 3.5m from the rear of the existing property. An arched window, to match those found on the west facing elevation of the original house, is proposed to the rear elevation of the extension. No side facing windows are proposed. It is proposed that the ridge height and eaves height of this element will be set down 100mm from those of the main house.

2.3 It is proposed that the materials, detailing and fenestration will match that of the existing property.

2.4 It is also proposed to increase the fence height along this boundary with no. 77 to 2m topped off with a 0.6m trellis. 77 Henley Road has a raised patio to the rear, and the occupiers of this property have raised concerns that the side facing windows inserted in the ground floor extension will reduce their privacy.

2.5 The following plans, received 1<sup>st</sup> February 2018, have been assessed:

- Drawing No: 17/62/01 rev B - Existing Floor Plans and Elevations
- Drawing No: 17/62/02 rev A - Proposals Drawing

## 3. RELEVANT PLANNING HISTORY

171302/HOU - First floor extension (rear). Withdrawn 28/09/2017

171070/FUL - Erection of two dwellings with associated hard surfacing and landscaping. Permitted 19/10/2017

170730/CLP - First floor rear extension. Withdrawn 25/07/2017

161789/HPA - Rear extension measuring 8m in depth, with a maximum height of 4m, and 2.5m in height to eaves level. Prior approval not required 03/11/2016

150151/FUL - Erection of two detached dwellings with associated hard surfacing and Landscaping. Refused 09/09/2016. Appeal dismissed 13/3/2017

## 4. CONSULTATIONS

4.1 Statutory:  
None

4.2 Non-Statutory:

Ecologist: No objection.

The application site comprises a detached house where it is proposed to construct a two-storey rear extension. The proposed extension will affect the rear gable end only and appears to fall below the existing apex. Considering the extent of the proposed works and the good condition of

the building, it is unlikely that the proposals will adversely affect bats or other protected species. As such, there are no objections to this application on ecological grounds.

Highways: No objection subject to informative.

The site is located in Zone 3, Secondary Core Area, of the Council's Revised Parking Standards and Design SPD. Typically, these areas are within 400m of a Reading Buses high frequency 'Premier Route' which provides high quality bus routes. The parking required for a 3 bedroom dwelling within this zone is 2 parking spaces.

Plans submitted indicate the proposed rear extension does not change or impact on the existing parking arrangements. The plans illustrate that there is sufficient space at the front of the property on an area of hard standing to accommodate more than two vehicles off road, which would comply with our standards.

Transport does not have any objections to this proposal, subject to the works affecting a highway informative.

#### 4.3 Public/ local consultation and comments received

2 letters of objection received from 2 properties (No's 77 and 81A Henley Road). Objectors raised the following concerns:

- Application should be for both ground and first floor extension  
*Case Officer response - The ground floor extension has been completed, and therefore the current application is considered as separate from the ground floor extension. Although the completed ground floor extension has not been completed entirely in accordance with the details submitted under prior approval application 161789, this issue is discussed above in paragraph 1.3.*
- Overshadowing of patio of no.77
- Overlooking of no.77 from side facing ground windows, and overlooking of garden from rear facing first floor window
- Overlooking of 81A's garden, decking and a bedroom window
- Light pollution from proposed windows  
*Case Officer response - The impact of light spill from the glazing proposed for this extension is considered to be limited, within normal householder levels and would not warrant the refusal of this application.*
- Belief that first floor side windows will be added in the future  
*Case Officer response - This is not considered to constitute a viable reason for refusal. Side facing windows are not proposed under the current scheme and a condition will be attached, should consent be granted, removing permitted development rights for side facing first floor windows (permitted development allows for such windows if they are obscure glazed and fixed shut above 1.7m.). Should side facing windows be added at first floor level in the future, the windows would be a breach of condition, and any harm caused would be assessed with a view to potential enforcement action. The applicant was advised under withdrawn application 171312 that such windows would be considered unacceptable; they were subsequently removed from the plans.*
- No consideration given to surface water disposal  
*Case Officer response - This is a Building Control issue, not a planning concern and therefore cannot form a reason for refusal of a planning application.*
- More than 50% of the plot is being developed  
*Case Officer response - If it were proposed that built form would cover over 50% of the plot, that would be considered to be overdevelopment and unacceptable. However, in this case, even if the works to construct two new houses to the far south of the site are included, the proposed built form would cover significantly less than 50% of the plot. As such, it is not considered that the plot is being overdeveloped.*
- Concerns regarding impact on bats  
*Case Officer response - An Ecologist has been consulted by RBC on this application and they have stated that bats are unlikely to be adversely affected and they have no ecological concerns with regards to this proposal.*

These issues not responded to above are considered in the appraisal below.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 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”
- 5.2 The following local and national planning policy and guidance is relevant to this application:

National Planning Policy Guidance  
National Planning Policy Framework (NPPF)

Reading Borough Local Development Framework Core Strategy (2008)  
CS7: Design and the Public Realm  
CS24: Car/Cycle Parking  
CS36: Biodiversity and Geology

Reading Borough Local Development Framework Sites and Detailed Policies Document (2012)  
DM4: Safeguarding Amenity  
DM9: House Extensions and Ancillary Accommodation  
DM12: Access, Traffic and Highway-Related Matters

Supplementary Planning Guidance/ Documents:  
Residential Conversions SPD (2013)  
Revised Parking Standards and Design SPD (2011)

## 6. APPRAISAL

- 6.1 The main issues are considered to be:
- Impact on amenity of neighbouring properties
  - Impact on character of the application property

### Amenity

#### *77 Henley Road*

6.1 Concerns have been put forward with regards to the impact of the proposals on various aspects of the amenity of the occupiers of the neighbouring property at 77 Henley Road. With regards to overlooking, it is considered that the first floor rear facing window would not have an unacceptable overlooking impact on 77 Henley Road; it is considered that the relationship between the proposed window and the neighbouring properties would be normal for this sort of situation between neighbouring properties and would be no more harmful in terms of overlooking than the existing rear facing windows of the neighbouring properties. No side facing windows are proposed, and as stated above (in response to neighbour concerns) a condition is recommended should permission be granted removing permitted development rights for side facing first floor windows (permitted development allows for such windows if they are obscure glazed and fixed shut above 1.7m.) as it is considered that given the relative proximity of 77 Henley Road, any future side facing windows would need to be carefully assessed to ensure that they would not cause issues of overlooking or perceived overlooking.

6.2 Although the ground floor extension at the application property has been completed and the current application is only considering the first floor extension, the applicant proposes to erect a 2m fence topped with a 0.6m trellis along the boundary with 77 Henley Road, to mitigate any overlooking or perception of overlooking of no. 77, given the privacy concerns regarding the existing side facing windows of the ground floor extension. The height of this fence is not considered harmful to the amenity of no.77 given the existing raised patio and the relative ground levels and as such the proposed fence is supported in this instance as an appropriate

measure to mitigate against any potential overlooking from the ground floor side facing windows. We recommend that this fencing is secured by condition.

6.3 With regards to overshadowing it is considered that due to the orientation of the properties, with a south facing outlook to the rear, the separation distance between the properties (approx. 5m) and the limited depth of this first floor proposal, the extension would not cause an unacceptable loss of light to the occupiers of no.77. The extension avoids a 45 degree line taken from the centre of the closest window to a habitable room at no.77, which is an accepted indication of whether unacceptable loss of light will be caused. It is considered that the extension may cause some level of shading to the rear terrace of no.77 in the morning, however this is not considered to be sufficiently harmful to refuse the application.

6.4 With regards to the extension potentially forming an unacceptably overbearing feature, it is considered that the separation distance between the properties and the limited depth of the extension (considering it is at first floor level) ensure that the extension would not be unacceptably overbearing on the occupants of no.77.

#### *81 Henley Road*

6.5 As the other immediate neighbour to the application site, the impact on the amenity of the occupiers of 81 Henley Road should also be considered. With regards to overlooking, it is considered that the impact on this property will be similar to that on no.77 as discussed above, and there would be no unacceptable overlooking impacts from the proposed extension. Again, the condition removing permitted development rights for side facing first floor windows is recommended for the elevation facing 81 Henley Road, for the same reasons as stated for the 77 Henley Road elevation.

6.6 With regards to overshadowing it is considered that due to the orientation of the properties, with a south facing outlook to the rear, the separation distance between the properties (approx. 4.5m) and the limited depth of this first floor extension, the proposal would not cause an unacceptable loss of light to the rear windows of this property and the amenity area immediately to the rear of the property. It is considered that the first floor element of the proposal will have some level of negative impact in terms of light levels on the side facing bedroom window at this property. However, given that window currently looks straight onto the side wall of the application property, and a view of the current end of the application property can only be gained at an oblique angle from this window, it is considered that the impact of the proposed first floor extension on light levels to this room would be limited. This window would be far more affected if it were proposed that the eaves height of the application property were to be increased. As such, it is not considered that loss of light to the first floor side facing window of this property warrants refusal of this application.

6.7 It is considered that given the proximity of the proposed extension to the boundary with no.81 and the cumulative effect of having an existing extension at no.81A along the other boundary to no.81, the overbearing effect of the extension on this property will be greater than on no.77. However, it is considered that the separation distance between the properties and the limited depth (considering it is at first floor level), mitigate this and ensure that the extension would not be unacceptably overbearing on the occupants of no.81.

#### *81A Henley Road*

6.8 Lastly, concerns have also been put forward with regards to the impact of the proposal on the amenity of the occupiers of 81A Henley Road. It is considered that any overbearing, overshadowing or overlooking effects on this property would be very minor given the separation distance between no.81A and the proposed extension and the orientation of the properties. It is therefore considered that the amenity of the occupiers of this property would not be unacceptably affected.

#### **Character of the application property**

6.9 The proposals put forward under withdrawn application 171302, proposed a deeper first floor element, a ridge line to match that of the main house and a roof to the ground floor element which was hipped up to a flat roof. These proposals were considered to cause



unacceptable harm to the character of the property. It was considered that the depth of the proposed extension and the fact that it has not been set down from the height of the main house would result in a proposed property which would appear excessively elongated which would extend beyond the logical limits of the property. It was also considered that the proposed roof of the single storey element failed to integrate satisfactorily with the two storey element of the proposal.

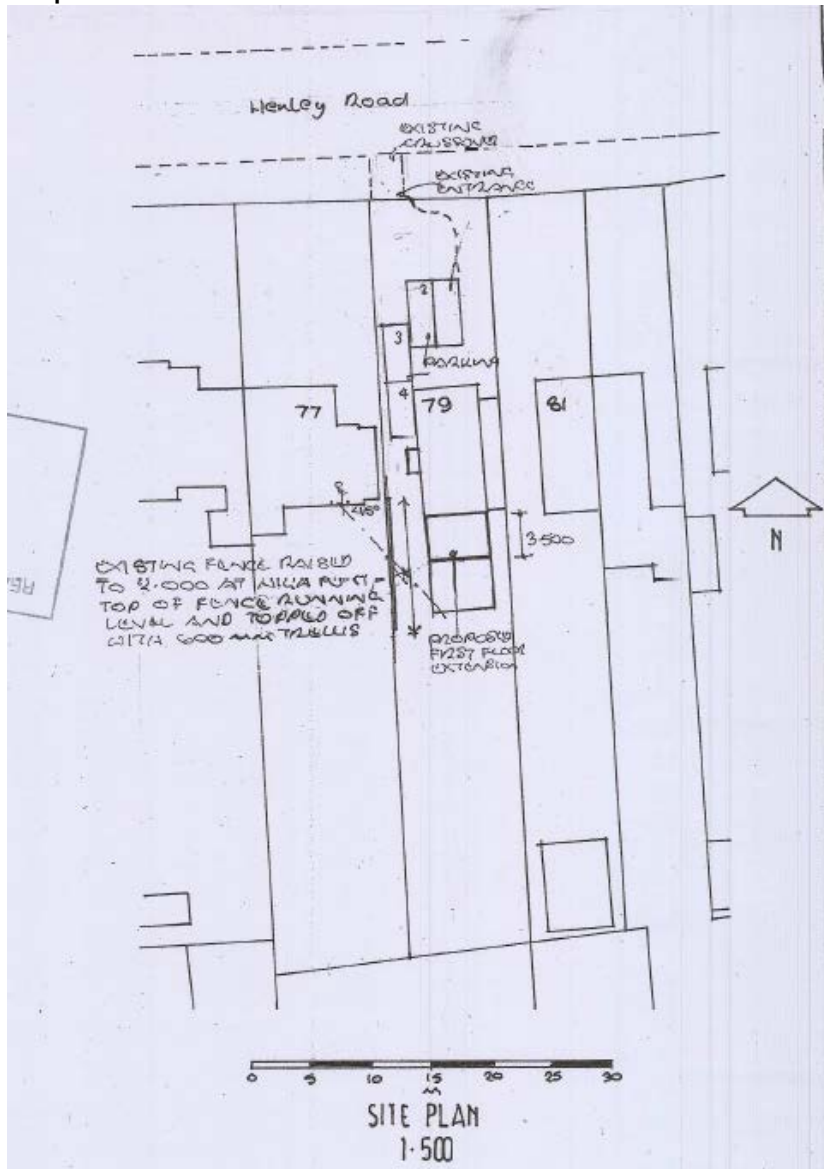
6.10 It is considered that the proposals put forward under the current application have satisfactorily resolved the issues raised under the previous application. The reduction of the depth of the first floor element from 5m to 3.5m and the slight drop in ridge and eaves height from that of the main roof (0.1m), allows the first floor element to appear subservient to the main house. The amended design for the roof of the ground floor element is considered to integrate better with the main house, reflecting its simple roof form. The detailing and fenestration of the building is also proposed to reflect that of the original property, which will help to visually unite the new and original elements of the property. Although the first floor element is not insignificant and the proposals considerably increase the floor space of the original house, it is considered that given the above elements of the design which seek to lessen harm to the character of the application property and the location of the extensions to the rear of the property, it is considered that the character of the application property will not be caused unacceptable harm by the proposed extensions.

## 7. CONCLUSION

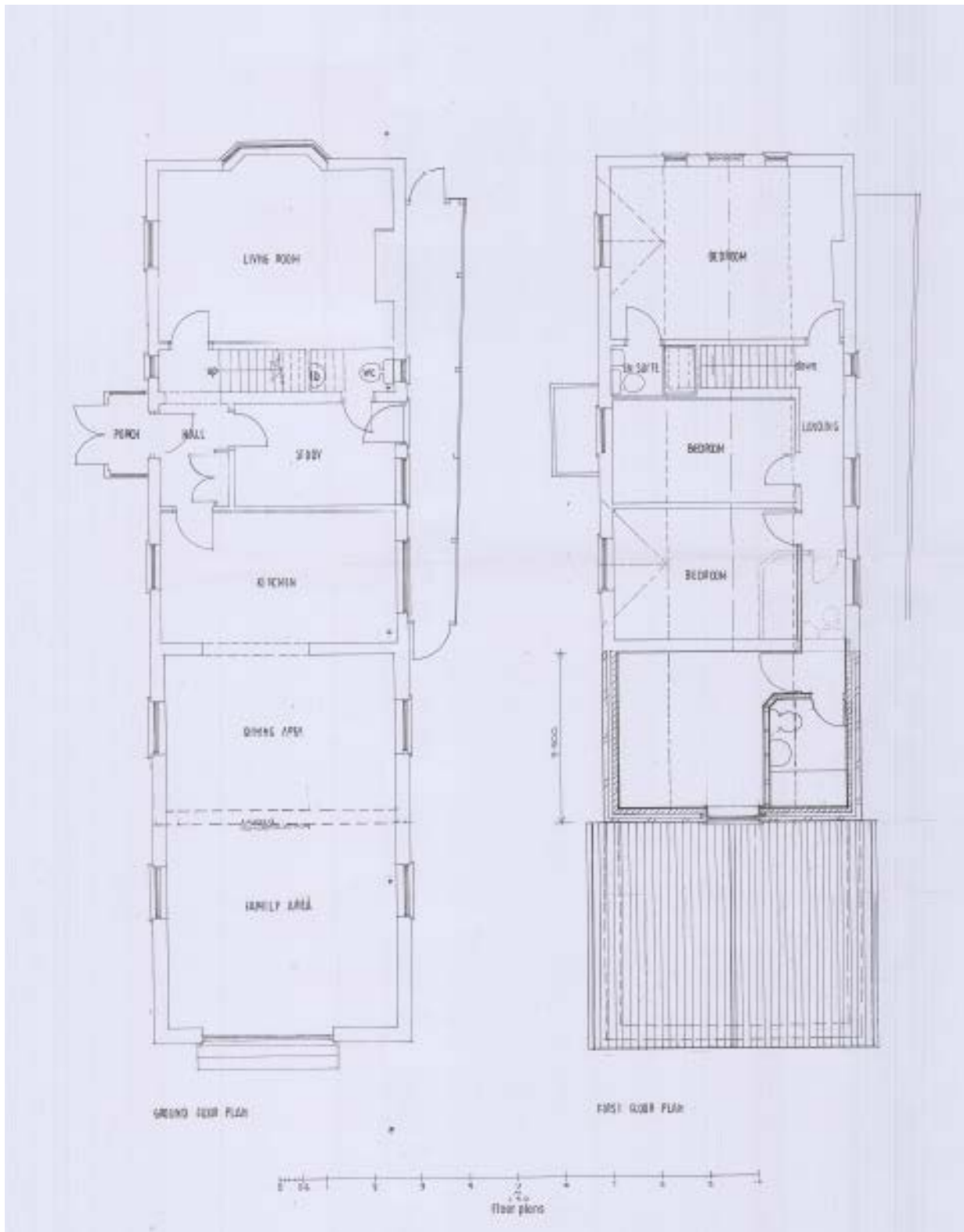
7.1 It is concluded that the proposed extension has overcome the concerns of the previous application at this site and is in accordance with Policy CS7 of the Core Strategy and Policies DM4 and DM9 of the Sites and Detailed Policies Document. Therefore, for the reasons set out above, this development is recommended for approval, subject to conditions.

Case Officer: Heather Banks

Proposed Site Plan



Proposed Plans



Proposed Elevations



APPENDIX 1

Photo taken from garden of 81 Henley Road (N.B. this was taken during withdrawn application 171302, when the ground floor extension was still under construction)



Photo taken from patio to the rear of 77 Henley Road. (N.B. this was taken during withdrawn application 171302, when the ground floor extension was still under construction)



## UPDATE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 25 April 2018

ITEM NO. 11

Ward: Caversham

App No.: 180204/HOU

Site Address: 79 Henley Road, Caversham, Reading, Berkshire, RG4 6DS

Proposal: First Floor rear extension

Applicant: Mr Gavin Frost

Date valid: 1<sup>st</sup> February 20188 Week Date: 29<sup>th</sup> March 2018

## RECOMMENDATION

As per the main agenda.

## 1. Corrections to main report:

1.1 At the end of para 1.2 of the main report, the following should be inserted, to provide further clarification with regards to the extent of the site:

The application plot is now completely separate and in different ownership to the two plots to the rear, where permission has been given under application 171070 for the erection of two dwellings.

1.2 In para 4.2 of the ecology report, the works are referred to as a two storey rear extension, this should be deleted and the following inserted in its place:

“a first floor rear extension”

Case officer: Heather Banks

**MINSTER**





## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 13

PLANNING APPLICATIONS COMMITTEE: 30 May 2018

Ward: Minster

App No.: 171740/FUL

Site Address: 62-79 Armadale Court, Reading

Proposal: Extension of existing flat block with two additional storeys to accommodate 12 new apartments and provision of lift.

Applicant: Ulterra Limited

Date valid: 17 November 2017

13 Week Date: 1 June 2018 (agreed extension)

26 Week Date: 18 May 2018

### RECOMMENDATION

REFUSE Full Planning Permission for the following reasons:

1. The proposed development by reason of its excessive scale and incongruous proportions would appear as an inappropriate and unsympathetic development that would detract from the appearance of the street scene, and the spacious character of the area. The proposal would therefore be contrary to Policies CS7 and CS15 of the Reading Borough LDF Core Strategy 2008 (altered 2015), and guidance in the NPPF and PPG.

2. The development as proposed would result in harm to trees of amenity value and subject to a Tree Preservation Order, for the following reasons:

i) It has not been demonstrated that the encroachment of parking spaces into the Root Protection Areas of the adjacent trees can be achieved without harm to the rooting environment and future health of the trees.

ii) Parking and associated pedestrian movements would result in soil compaction within the rooting environment of the trees, harmful to their future health.

iii) Parking spaces to be introduced beneath the canopy of the trees would result in a likely pressure to prune or fell in the future, due to nuisance arising from natural tree debris including falling twigs, leaves, bird droppings and aphid honeydew.

As such the proposal would result in harm to the visual amenity and environmental quality of the site and surrounding area, contrary to Policies CS38 and CS7 of the Reading Borough LDF Core Strategy 2008 (altered 2015).

3. The car park layout does not comply with the Local Planning Authority's standards in respect of vehicle parking. This could result in on-street parking on Armadale Court, adversely affecting road safety and the flow of traffic, and in conflict with Policy CS24 of the Reading Borough LDF Core Strategy 2008 (altered 2015) and Policy DM12 of the Sites and Detailed Policies Document 2012 (altered 2015).

4. In the absence of a completed legal agreement to secure an acceptable financial contribution to go towards providing Affordable Housing elsewhere in the Borough, the proposal fails to contribute adequately to the housing needs of Reading Borough and the need to provide sustainable and inclusive mixed and balanced communities. As such the proposal is contrary to Policy CS16 of the Reading Borough LDF Core Strategy 2008 (altered 2015) and Affordable Housing Supplementary Planning Document 2013.

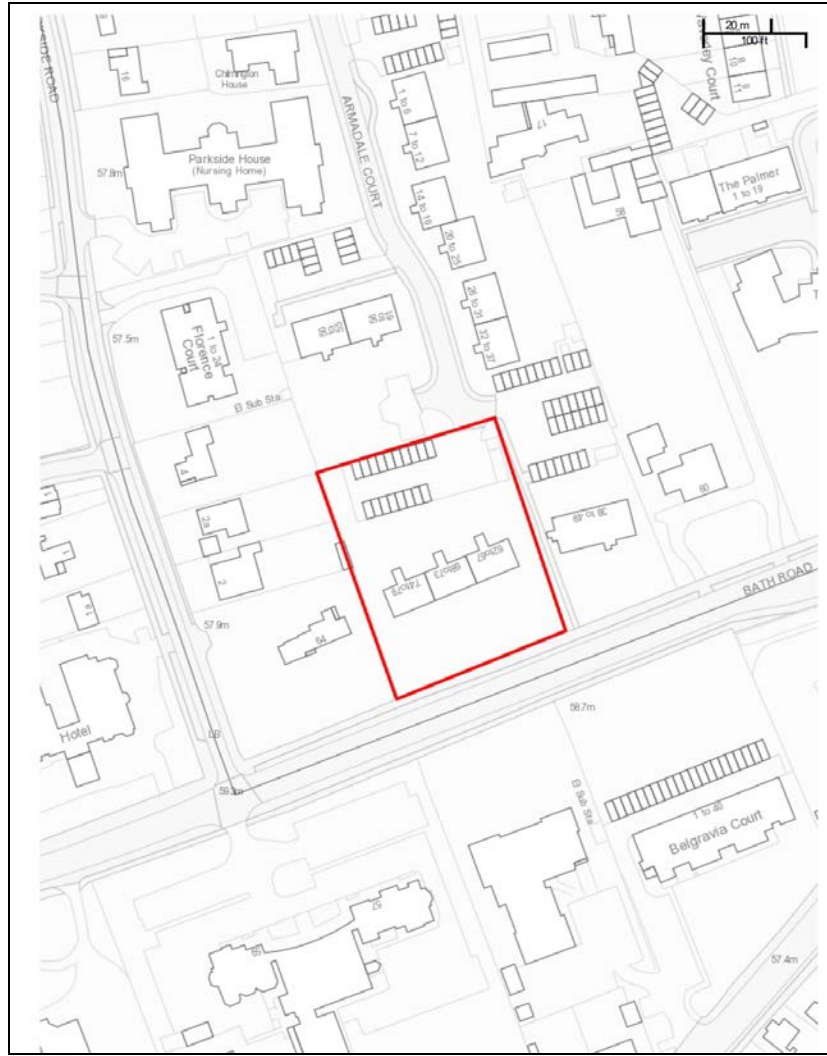
5. In the absence of a completed legal agreement to secure a suitable Employment, Skills and Training Plan, or appropriate alternative financial contribution to allow for employment, skills and training provision, the proposal fails to contribute adequately to the employment skills and training needs of Reading Borough. As such the proposal is contrary Policy CS3 and CS9 of the Reading Borough LDF Core Strategy 2008 (altered 2015), Policy DM3 of the Sites and Detailed Policies Document 2012 (altered 2015) and the Employment Skills and Training Supplementary Planning Document 2013.

#### Informatives

1. Positive and Proactive Approach
2. Refused drawings

## 1. INTRODUCTION

- 1.1 The application site (0.4ha approximately) is a three storey block of 18 flats and dates from the early 1980's. The building is set in spacious grounds with its own private parking area, including a garage court. The site has pedestrian and vehicular access from Armadale Court, which leads on to Westcote Road to the north and pedestrian access from Bath Road to the south.
- 1.2 A large grassed area lies between the building and Bath Road, providing amenity space for occupants of the development. A spacious landscaped area also exists to the north with the parking area, garage court and vehicular access from Armadale Court beyond. The site is screened from the adjoining developments to the east and west and the Bath Road to the south by mature trees and landscaping including trees protected by a Tree Preservation Order (36/03).
- 1.3 The wider area is largely residential, including a number of large flatted developments, including the 6 storey Prior Court to the south side of Bath Road. The character is generally spacious with blocks set within generous landscaped plots.
- 1.4 The site has been the subject of a number of planning applications and appeals relating to additional development, including the erection of additional floors onto the existing flat block. In 2004, planning permission was granted for 4 flats on one additional storey. In 2004 and again in 2005 applications for development on the garages were refused and dismissed at appeal, and a further application was withdrawn in 2008. In 2009 an application for 8 flats in two additional storeys was withdrawn, and then resubmitted in 2010 (10/00033/FUL), where it was refused planning permission, but was subsequently allowed on appeal. A scheme based on the appeal decision was subsequently approved under reference



Site location plan - not to scale



Site Photograph

## 2. RELEVANT PLANNING HISTORY

- 04/00283/FUL. Erection of four 2-bedroom penthouses on roof of existing building and extension of staircase tower to provide a lift. Approved subject to a S106 agreement 06.08.2004.
- 04/01483/FUL. Erection of 10 town houses over 24 parking spaces; 8 further spaces; new landscaping of whole site. Refused 22.03.2005 and Appeal Dismissed 06.03.2006.
- 05/00698/FUL. Erection of 4 no. 2-bed flats over existing garages; demolition of 1 garage. Refused 18.08.2005 and Appeal Dismissed 06.03.2006.
- 08/00784/FUL. Erection of 4 flats over 26 parking spaces. Withdrawn. 11.09.2008.
- 09/00491/FUL. Erection of 6 x 2 bedroom flats and 2 x 3 bedroom flats above the existing building. Withdrawn. 28.05.2009.
- 09/01357/PREAPP. Pre-application advice for proposed roof design for new development. Observations sent. 14.09.2009.
- 09/01747/PREAPP. Pre-application advice for 8 new flats on the existing building. Observations sent. 04.11.2009.
- 10/00033/FUL. Erection of 6 x 2 bedroom flats and 2 x 3 bedroom flats above the existing building (Resubmission of application 09/00491/FUL). Refused 01/04/2010. Appeal allowed 21/10/2013.
- 131528/FUL - Erection of 6 x 2 bedroom flats and 2 x 3 bedroom flats above the existing building (Resubmission of application 09/00491/FUL) - Approved Planning Applications Committee 15/1/2014
- 161483/PRE - erection of 24 new apartments - Observations sent 10/10/2016
- 170745/PRE - Erection of 6 new apartments. Additional floor above the 12 shown under pre-app 161483 (18 total). Observations sent 25/5/2017

## 3. PROPOSALS

- 3.1 Full planning permission is sought for an additional two full storeys of accommodation with pitched roof above, to provide eight 2-bed and four 1-bed flats.
- 3.2 The proposal involves 803.4 square metres of new floorspace (GIA). This would result in a basic Community Infrastructure Levy charge of £118,332.80 [one hundred and eighteen thousand, three hundred and thirty two pounds and eighty pence], based on the current 2018 rate of £147.29 per square metre. This is subject to the usual exceptions and reliefs that exist in the CIL Regulations. This gives an indication of the likely CIL outcomes but is provided without prejudice to further examination of the CIL application by the Council.

### *Drawings*

E1 Rev. D Existing Site Plan

E2 Rev. D Existing Elevations North and South

E3 Rev. D Existing Cross Sections

R1 Rev.D Proposed South Elevation (received 24 April 2018)

R2 Rev.D Proposed North Elevation (received 24 April 2018)

R3 Rev.D Proposed West Elevation (received 17 January 2018)

R4 Rev.D Proposed East Elevation (received 17 January 2018)

R5 Rev.D Proposed Site Plan (received 27 March 2018)

R6 Rev.D Proposed Third and Fourth Floor (received 17 January 2018)

R7 Rev.D Proposed Roof Plan (received 17 January 2018)

R8 Rev.D Proposed Cross Sections (received 17 January 2018)

*Documents*

Planning, Design and Access Statement received 6 October 2017  
Bat Survey  
3D Image

4. CONSULTATIONS

RBC Transport

- 4.1 “The comments relate to the Proposed Site Plan (Drawing R5 Rev D).
- 4.2 The proposed development consists of the extension of the existing flat block with two additional storeys to accommodate 12 new apartments and provision of lift. This site has been subject to a number of planning applications and considered at appeal (Appeal references APP/05/00056/REF and APP/E0345/A/10/2128400).
- 4.3 The site currently comprises of 18 two-bedroom apartments with 18 garages and a parking area comprising of 12 parking spaces including the 2 spaces available at the western end of the garage blocks. The principle of a residential development of additional storeys on top of the existing building was established at appeal APP/E0345/A/10/2128400. The Inspector stated the following points in respect of the Highway matters;
- 4.4 *“In my experience garages are often used for storage rather than parking. I can therefore understand the Council’s reasoning on this point. However, it is a key objective of Government policy to reduce reliance on the private car in the interest of addressing climate change. It is recognised that the availability of car parking can influence travel choices and, accordingly, the Council’s parking standards are expressed in terms of maximum provision. In this regard, the site is in a sustainable location within reasonable walking and cycling distance of a range of facilities and I saw that it is on a bus route. Further, Planning Policy Guidance Note 13 Transport states that local authorities should not require developers to provide more spaces than they themselves wish, other than in exceptional circumstances. I am not aware of any exceptional circumstances which could not be resolved through the introduction or enforcement of on-street parking controls and I have not been provided with any evidence to suggest that the level of traffic generation or parking provision would result in significant implications for highway safety. I note that the Council’s Transport Strategy Department has raised no objection to the proposal. In that there would be overprovision for car parking to the extent of three spaces the proposal would conflict with local and national sustainability objectives. However, I do not consider that this matter is significant in the context of the wider availability of car parking in the area. Overall, I conclude on the issue of highway safety that no material harm would result from the development.”*
- 4.5 The Inspector noted that garages are often used for storage rather than parking. He also noted that the site is in a sustainable location within reasonable walking and cycling distance of a range of facilities and that he was not provided with any evidence to suggest that the level of traffic generation or parking provision would result in significant implications for highway safety. My comments below go on to address these points in respect of this application.

- 4.6 The site is situated within Zone 2 of the Council's adopted Parking Standards and Design Supplementary Planning Document. This area is well served by public transport and is within 2 kilometres walking distance of Reading Town Centre and Reading Railway Station. In accordance with the Council's adopted parking standards, the 1 and 2-bedroom flats would both require a provision of 1 space per flat plus 1 space per 10 flats for visitor parking. Therefore, the existing 18 two-bedroom apartments would require 20 spaces (including 2 visitor parking), and the proposed development would require 13 parking spaces (including 1 visitor parking).
- 4.7 The provision of 1 space per unit is also required when assessed against the car ownership levels for the area which equates to 1.07 cars per unit, which in its own right would require a provision of 13 spaces without any visitor parking being sought. An extract of the Car Ownership can be found below:

<b>KS404EW - Car or van availability</b>		
ONS Crown Copyright Reserved [from Nomis on 4 January 2018]		
population	All households; All cars or vans	
units	Households	
date	2011	
rural urban	Total	
<b>Cars</b>	<b>E00082792</b>	
All categories: Car or van availability	158	
No cars or vans in household	40	
1 car or van in household	75	
2 cars or vans in household	39	
3 cars or vans in household	2	
4 or more cars or vans in household	2	
sum of all cars or vans in the area	169	
<b>Car Ownership Level</b>	<b>1.07</b>	

- 4.8 The garage dimensions do not comply with the Council's adopted Parking standards and are unlikely to be used for vehicle parking as previously noted by the Inspector at appeal. The Council's adopted standards recommend that the internal dimensions are 7000mm long x 3000mm wide to allow easy access to/from the vehicle. As the existing garages are significantly below the acceptable dimensions, the applicant was requested (at pre-application stage) to undertake a survey to establish the current use of the garages for vehicle parking and to establish the current take up of parking spaces within the development which the applicant has not undertaken.
- 4.9 In the absence of any parking surveys, site visits have been undertaken on 20th December 2017 at 7pm to establish the current take up of spaces within the site and the availability of on-street parking on Armadale Court. At the time of the site visit, only 1 parking space was available within the site within the marked bays, 2 vehicles were parked within the site outside of marked bays (within vegetation) and only 2 on-street parking spaces were available along the entire length of Armadale Court. Additional vehicles were observed parking on junctions and within the turning head. A selection of the photographic evidence can be found below.





- 4.10 It is noted that the merits of the case were fully considered at both previous appeals against current government policy at the time. However, it should be noted that local and national planning policy has changed since the last appeal. Therefore, this application has been assessed against the current government policies.
- 4.11 The National Planning Practice Guidance , March 2014 (NPPG) has shifted the requirements away from parking restraint and states *“Maximum parking standards can lead to poor quality development and congested streets, local planning authorities should seek to ensure parking provision is appropriate to the needs of the development and not reduced below a level that could be considered reasonable.”*
- 4.12 The Ministerial Statement from March 2015 updated paragraph 39 of the National Planning Policy Framework to state that *“Local planning authorities should only impose local parking standards for residential and non-residential development where there is clear and compelling justification that it is necessary to manage their local road network”*. As has been highlighted from the surveys, the existing Highway Network is already heavily congested with on street parking. Therefore, there is a clear requirement for the Highway Authority to manage the local road network to ensure that the existing parking situation is not worsened.
- 4.13 It is also important to note the reasoning for updating paragraph 39 of the NPPF which is clarified within the ministerial statement itself which states:
- “The imposition of maximum parking standards under the last administration lead to blocked and congested streets and pavement parking. Arbitrarily restricting new off-street parking spaces does not reduce car use, it just leads to parking misery. It is for this reason that the government abolished national maximum parking standards in 2011”*.
- 4.14 It is therefore apparent that the changes to national policy were implemented to reduce on street parking which could ‘lead to blocked and congested streets and



pavement parking'. Developments are therefore required to provide a parking provision that does not result in an overspill onto the surrounding Highway Network and the proposed development cannot achieve this.

- 4.15 The car ownership levels for the area demonstrate that the provision of 1 space per unit plus 1 visitor parking space is appropriate to the needs of the development. The agent has stated that *"We are not proposing to redevelop the existing flats or affect their existing arrangements. We therefore do not agree with the approach of applying new standards retrospectively to an existing development, such an approach is unreasonable."* However, it is clear that the existing flats currently utilize the whole area of parking and the demand for parking spaces exceeds the existing provision. As previously stated, vehicles were observed parking on access points, junctions and within the turning head during site visits. Therefore, the development reduces the parking provision below a level that is considered reasonable which is likely to lead to an unacceptable increase in competition for on-street parking spaces in an area that is already heavily congestion with parking.
- 4.16 It is evident that there are existing parking problems and highway safety concerns in Armadale Court given that 'No Waiting' restrictions (Double Yellow Lines) were introduced in Summer 2015. The introduction of 'No Waiting' restrictions on Armadale Court formed part of the 2014B Waiting Restriction Review Programme and was put forward in response to resident concerns of double parking on Armadale Court, which often caused obstruction to the footway and was a health and safety risk to pedestrians. There were no objections to this proposal and Officers had approval to implement the restriction as advertised.
- 4.17 Given that local and national planning policy has changed since the last appeal, the Highway Authority contend that the existing parking provision within the site cannot meet the required level of on-site parking for the development, which would lead to an unacceptable increase in competition for on-street parking spaces in an area that is already heavily congestion with parking. Therefore, in my opinion the development does not comply with current local and national planning policies.
- 4.18 On matters of detail, the amended site plan (Drawing R5 Rev D) illustrates 2 parking spaces on either side of the end garages (west) (spaces 26-27 & 28-29). Space no. 26 does not comply with the Council's standard dimensions and abuts established landscaping. Therefore, this space is likely to be unusable for standard sized vehicles.
- 4.19 A bin storage area has also been relocated in the middle of the parking and turning area which is unacceptable. The development must be able to accommodate turning movements of small delivery vehicles such as supermarket/internet shopping delivery vans. The location of the bin storage should be addressed as this may result in a further reduction of parking spaces within the site if a suitable alternative location cannot be achieved.
- 4.20 In view of the above, it is recommended that this application is refused.

Recommended refusal reason:

*"The layout does not comply with the Local Planning Authority's standards in respect of vehicle parking. This could result in on-street parking on Armadale Court, adversely affecting road safety and the flow of traffic, and in conflict*

*with Core Strategy Policy CS24 and Sites and Detailed Policies document Policy DM12.””*

#### RBC Waste Operations

- 4.21 Raise concerns that if the parking situation worsens, access to the bin stores will become troublesome.
- 4.22 A site visit on 9 May 2018 revealed that cars were parked ‘everywhere’, making the turning circle for the waste collection vehicle very tight, If any more vehicles are parked waste collection vehicles would not be able to turn.
- 4.23 If the 12 flats are added bin storage would be required to accommodate 3 no. 1100 litre general waste and 6 no. 1100 litre recycling bins, the current bin store only holds an estimated 6 bins, so they would not have sufficient capacity for the recycling waste. [officer note: the revised plans show stores accommodating 15 no. 1100 litre bins]

#### Lead Flood Authority (RBC Highways)

- 4.24 No objection received.

#### RBC Natural Environment (Trees) (NE)

- 4.25 With regard to the additional 2 spaces on the west end of the garages the default position should be ‘no work’ within an RPA; only if absolutely necessary do we then look at how it could be done.
- 4.26 The submitted tree report sets out the principles of the no-dig system to provide the parking space extension (into the soft landscaping) but does not provide the specific detail. For example a section detail through of the final double spaces so it can be seen how the proposal will marry with the existing, re-graded spaces. This requirement should also show the distance between the edge of the extended hard surfacing and adjacent trees
- 4.27 In addition to the physical works to extend the car park westwards, we must account for the possibility that the drivers will seek to access their vehicles from the west side, potentially walking in the soft landscape zone. This will result in compaction within the RPA of the trees and the need to prune lower vegetation. This has not been addressed.
- 4.28 If the extension of the hard surfacing is shown to be feasible and the above points are addressed, concerns remain over the future impacts on the health of the trees. Parking spaces will be introduced directly under mature TPO trees with the nuisance factors associated with this, e.g. branch/twig/leaf fall & bird droppings and given that two of the trees are Limes, sticky honeydew will also be an issue. This is highly likely to lead to pressure to prune the trees - hence Natural Environment do not agree with the suggestion in paragraph 1.7 of the submitted tree report which concludes that there are no foreseen future pressures on the trees.
- 4.29 The removal of T24 Ash has long been agreed, subject to a replacement (which needs to be secured). NE note that the hedges are to be removed which you previously expressed concern about and no replacement planting for these has been suggested.

#### **RBC Environmental Protection**

- 4.30 A noise assessment has not been submitted and the proposed development is near a busy road, a condition is recommended requiring a noise assessment to be submitted prior to commencement of development and any approved mitigation measures implemented prior to occupation to show that recommended noise levels.
- 4.31 The noise assessment will need to identify the external noise levels impacting on the proposed site.
- 4.32 An informative is recommended advising that in order to minimise disturbance to residents of other flats in the building, the residential accommodation must be designed and constructed so as to achieve the insulation requirements set out in Building Regulations Approved Document E.
- 4.33 The proposed development is located within an air quality management area and introduces new exposure / receptors. An assessment and/or mitigation measures should be provided as part of the application.
- 4.34 The applicant will need to demonstrate sufficient mitigation measures are implemented to protect the residents from the effects of poor air quality. A condition is recommended to secure suitable ventilation measures for the new flats.

#### **RBC Ecologist**

- 4.35 The bat survey report (Arbtech, September 2017) has been undertaken to an appropriate standard and concludes that the risk of bats being affected by the proposals is minimal.
- 4.36 As such, it is unlikely that bats or other protected species will be adversely affected by the proposals and there are no ecology related objections to this application.

#### **RBC Valuation Department**

- 4.37 Advise that despite a detailed assessment there remains some ambiguity regarding the costs and values of the proposed development. Based on current reasonable assumptions the proposal would return a surplus profit, part of which should be secured as a contribution towards Affordable Housing.

#### **Southern Gas Networks**

- 4.38 No comment received. Any comments received prior to Committee will be reported in an Update report.

#### **SSE Power Distribution**

- 4.39 No comment received. Any comments received prior to Committee will be reported in an Update report.

#### **Thames Water Utilities**

- 4.40 No comment received. Any comments received prior to Committee will be reported in an Update report.

#### **Public Consultation**

- 4.41 Neighbours adjoining the site were initially consulted by letter and again in February in response to revised plans being received.

4.42 A site notice was displayed.

4.43 26 Representations have been received as follows:

- Double yellow lines put in place by Reading Borough Council are continually ignored leading to congestion
- Parking and access for emergency vehicles is already a major problem. Residents already have to park at the top of the road when they live at the bottom end.
- Access for waste collection vehicles is obstructed by parked cars.
- The building works would be disruptive and inhumane to elderly occupiers and families with young children. Noise, dirt, traffic movements.
- Access for heavy lorries and cranes into Armadale Court will be very difficult on such a narrow road.
- Increased height will affect TV signal.
- Existing drains are inadequate.
- The proposal would destroy the light, attractive, campus-like ethos of the present site, which currently makes it one of the more sought-after developments in West Reading.
- It is not in keeping with the height of surrounding properties and is aesthetically incorrect for the area.
- The proposed flats will have a detrimental effect on the light and privacy of flats facing the structure.
- There is one garage for each current owner

## 5. LEGAL AND PLANNING POLICY CONTEXT

5.1 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'.

5.2 National  
National Planning Policy Framework  
National Planning Practice Guidance

5.3 Reading Borough Local Development Framework:  
Core Strategy (2008) (Altered 2015)  
CS1 Sustainable Construction and Design  
CS2 Waste Minimisation  
CS3 Social Inclusion and Diversity  
CS4 Accessibility and Intensity of Development  
CS5 Inclusive Access  
CS7 Design and the Public Realm

- CS9 Infrastructure, Services, Resources and Amenities
- CS14 Provision of Housing
- CS15 Location, Accessibility, Density and Housing Mix
- CS20 Implementation of Reading Transport Strategy
- CS22 Transport Assessments
- CS23 Sustainable Travel and Travel Plans
- CS24 Car/Cycle Parking
- CS29 Provision of Open Space
- CS30 Access to Open Space
- CS34 Pollution and Water Resources
- CS35 Flooding
- CS36 Biodiversity and Geology
- CS38 Trees, Hedges and Woodlands

#### 5.4 Sites and Detailed Policies Document (2012) (Altered 2015)

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaption to Climate Change
- DM2 Decentralised Energy
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM5 Housing Mix
- DM6 Affordable Housing
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-related Matters
- DM18 Tree Planting
- DM19 Air Quality

#### 5.5 Supplementary Planning Documents

- Sustainable Design and Construction (2011)
- Revised Parking Standards and Design (2011)
- Employment Skills and Training (2013)
- Affordable Housing (2013)

## 6. APPRAISAL

### i) Character

- 6.1 The building is closely related to the wider group of blocks of flats that make up Armadale Court. The building is heavily screened from Bath Road by vegetation, resulting in the main views of the building being from the north within the Armadale Court streetscene. A small pedestrian access exists from Bath Road otherwise all other approaches to the site are via Armadale Court. It is therefore considered that the block is more strongly associated in both visual and functional terms with Armadale Court than Bath Road.
- 6.2 The Inspector, in allowing appeal reference APP/E0345/A/10/2128400 in September 2010, noted that the wider context included flats, care homes, a hospital and a public house and allowed that particular design as it was found to be “*respectful of the modest and somewhat restrained design of the existing building*”. The appeal scheme would have resulted in a 13.5 metre tall building with a visually recessive Mansard Roof. A similar scheme was subsequently approved at 14 metres tall under 131528/FUL. This approach served to minimise the scale of the extensions and their apparent bulk within the streetscene.

- 6.3 By comparison, the current proposal measures 16.75 metres in height, which is significantly taller than previously approved. The apparent massing would also increase markedly with the Mansard roof detail replaced by a substantial two full storeys of accommodation, with a pitched roof above. The proportions and detailing of the proposal would further add to the apparent bulk of the proposal and it is considered that the disproportionately tall top storey, large patio doors, balcony railings and heavy cornice detailing would result in a ‘top-heavy’ appearance which would accentuate the mass of the new extensions. The proposal is no longer considered to respect the ‘restrained’ design of the existing building’ and would result in the building displaying an overdeveloped character overall.
- 6.4 The Appeal Inspector for appeal 2128400 found that the “*Lawns to the north and south provide a spacious foil to the mass of the building.*” Within this context it is considered that the proposed removal of part of the existing hedging between the car park and the northern lawned amenity area and the encroachment of bin and bicycle store buildings into this space would harm the visual qualities of this space and add to the overdeveloped character identified above.
- 6.5 On the basis of the above assessment, the proposal is considered to be contrary to Policy CS7 which requires all development to be of “*high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located*”. This includes the “*height and massing*” of the development and its “*architectural detail and materials*”. The policy seeks to ensure that developments “*respond positively to their local context and create or reinforce local character and distinctiveness*”.
- ii) **Trees and Landscaping**
- 6.6 The detailed comments of the Council’s Natural Environment Officer are set out in Section 4 above. It is considered that proposed extensions to the hard paved parking area would harm the future health of the adjacent protected trees. It has not been demonstrated that it is feasible to provide the proposed ‘no-dig’ surface and there are concerns that persons using the car parking spaces would compact the soil around the trees as they enter and exit their vehicles. In addition it is considered that there would be a future pressure to prune or fell the trees due to natural debris from the trees falling on cars below and causing a nuisance. As such the proposals would be harmful to protected trees and are considered to be contrary to Policies CS7, CS38 and DM18 and recommended for refusal on that basis.
- iii) **Transport and Access**
- 6.7 The comments of the Council’s Transport section are set out in detail in section 4 above. It is considered that these form an appropriate assessment of the parking and access aspects of the proposals and that the proposal would make inadequate provision for parking within the site and would add to the already significant pressure on on-street parking in Armadale Court. The concerns raised by Waste Operations in respect of excess parking blocking access for refuse collection add further weight to these concerns. On this basis it is considered that the proposals are contrary to Policies CS20, CS24, DM12 and the Revised Parking Standards and Design SPD (2011).
- iv) **Affordable Housing**
- 6.8 Policy DM6 requires all developments of 10-14 dwellings to provide 30% of the total number of dwellings in the form of Affordable Housing to meet the needs of the area, as defined in a housing needs assessment.

- 6.9 In accordance national policy, the financial viability of the scheme is a consideration when assessing the appropriate amount of Affordable Housing within a scheme. Policy DM6 reflects this by stating:  
*“In all cases where proposals fall short of the policy targets as a result of viability considerations, an open-book approach will be taken and the onus will be on the developer/landowner to clearly demonstrate the circumstances justifying a lower affordable housing contribution.”*
- 6.10 The applicant has submitted a viability assessment suggesting that the scheme is not capable of providing any Affordable Housing. This clearly falls far short of policy requirements. The extent to which this is justified by financial viability considerations has been subject of detailed consideration by the Council’s viability consultants and the Council’s Valuer.
- 6.11 Valuer advice received is that despite a detailed assessment there remains some ambiguity regarding the costs and values of the proposed development. Based on current reasonable assumptions the proposal would be expected to return a surplus profit, part of which should be secured as a contribution towards Affordable Housing. The applicant has failed to demonstrate otherwise.
- 6.12 The proposals therefore fail to demonstrate that the proposal would make an adequate contribution towards meeting the housing needs of the Borough and the policy aims of achieving sustainable and inclusive mixed and balanced communities and is contrary to Policy DM6 on this basis.
- v) Residential Amenity
- 6.13 The proposed flats would be of a reasonable size and would all have a reasonable outlook and receive adequate daylight.
- 6.14 The construction of the flats would be likely to result in disruption to existing occupiers below. Whilst it would not be appropriate to refuse planning permission on these grounds, it would be reasonable to control hours of construction and to some extent the management of the construction process by condition.
- 6.15 A reasonable amount of garden area would remain to serve the existing and proposed flats.
- 6.16 The proposals are therefore considered to be in accordance with Policies DM4, DM10 and CS34 in respect of the amenity of existing and future occupiers.
- vi) Ecology
- 6.17 The comments of the Council’s Ecologist are set out in section 4 above. It is considered that the proposal would be acceptable in respect of protected species on this basis.
- 6.18 The proposals are therefore considered to be in accordance with Policy CS36.
- vii) Drainage
- 6.19 The applicant has confirmed that the proposal does not result in an increase in hard surfacing, either in the form of additional parking areas or roofscape, and therefore no additional surface water mitigation is proposed.
- 6.20 The Lead Flood Authority has not objected to the proposals and on balance it is considered that the scheme is acceptable in respect of surface water and

groundwater flooding and water quality impacts on the basis that the existing situation would not be worsened. As such it is considered that the proposals comply with national policy and policies CS1 and CS35 of the Core Strategy and Policy DM1 of the Sites and Detailed Policy Document.

viii) **Employment Skills and Training**

6.21 The proposal is classified as a Major development and as such the requirements of the Employment Skills and Training SPD (2013) apply.

6.22 A detailed plan, or any appropriate financial contribution in lieu of a plan, are required for the Construction Phase based on the SPD requirements and would need to be secured by S106 agreement. The proposals are for Class C3 dwellings and therefore an 'End User Phase' plan is not appropriate.

6.23 The financial contribution sought would be £2,009 [two thousand and nine pounds] based on the proposed floorspace of approximately 803.4 sqm, in accordance with the SPD formula  $\text{£2,500} \times \text{Gross internal floor area of scheme (m}^2\text{)} / 1000\text{m}^2$

6.24 Whilst it is accepted that the applicant is likely to agree to this being secured by S106 agreement, this should form a reason for refusal as a S106 agreement has not been completed at this stage.

ix) **Equality**

6.25 In determining this application the Council is required to have 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, or sexual orientation. It is considered that there is no indication or evidence (including from consultation on the current application) that the protected groups would have different needs, experiences, issues and priorities in relation to this particular planning application.

**7. CONCLUSION**

7.1 The proposals are considered to be harmful to the character of the area and the future health of trees of amenity value. The proposals make inadequate provision for the parking of vehicles within the site. The proposals fail to secure adequate contributions towards Affordable Housing and Employment, Skills and Training provision within the Borough. The application is recommended for refusal on this basis as set out in the above report.

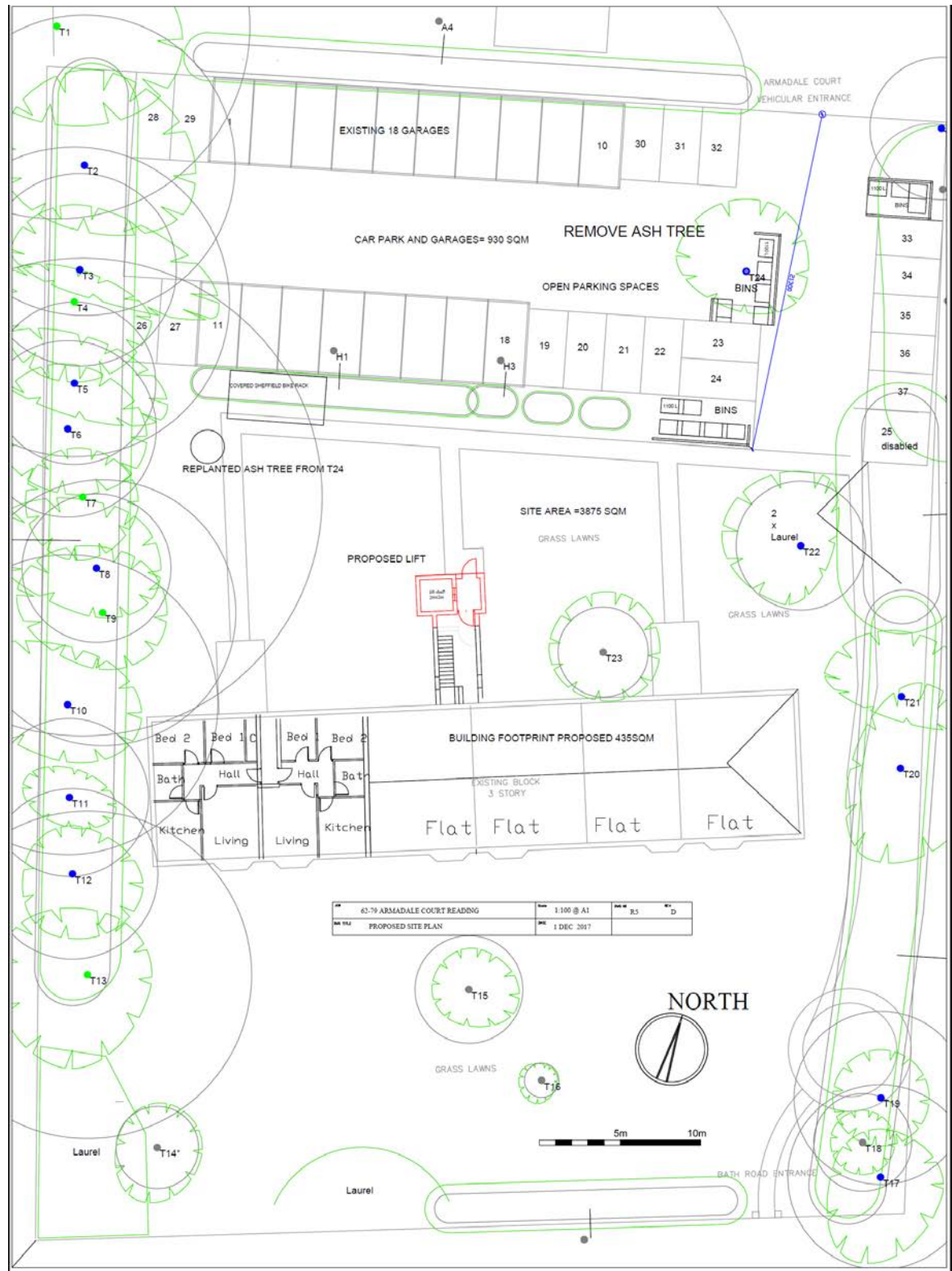
Case Officer: Steve Vigar



**DRAWINGS**

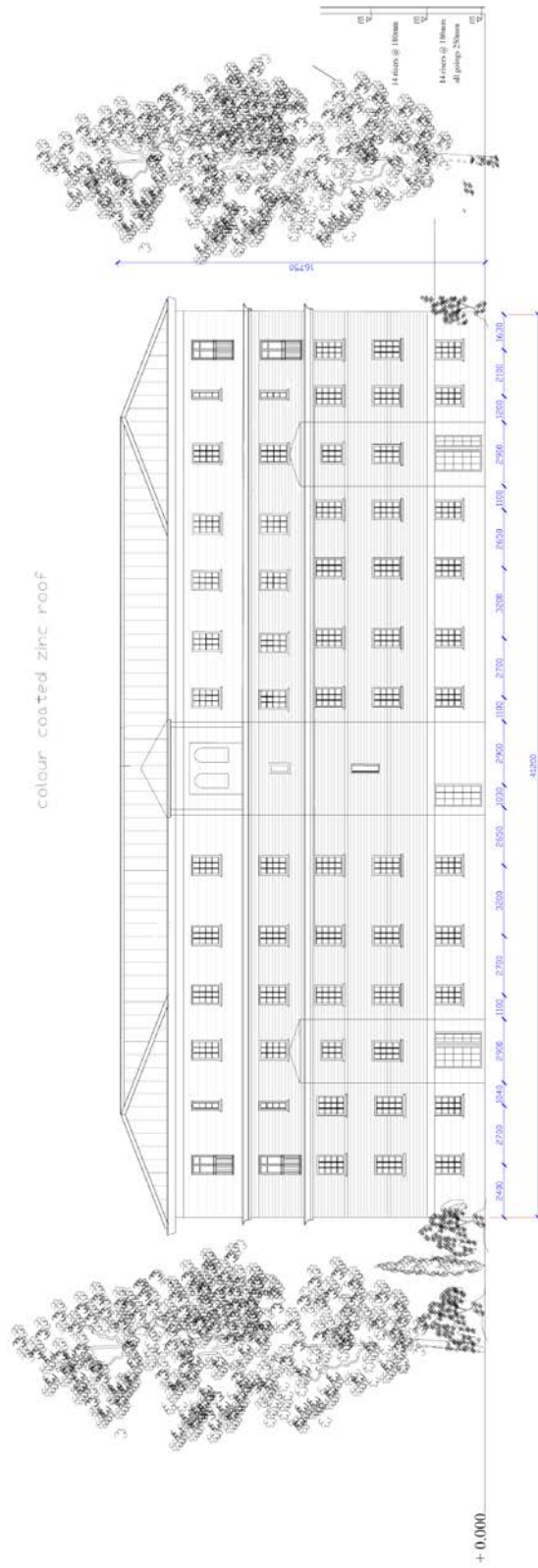
Selection only. Full details available to view at:

[http://planning.reading.gov.uk/fastweb\\_PL/welcome.asp](http://planning.reading.gov.uk/fastweb_PL/welcome.asp) (using ref. 171740)

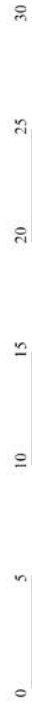


Proposed Site Layout Plan

Proposed North Elevation

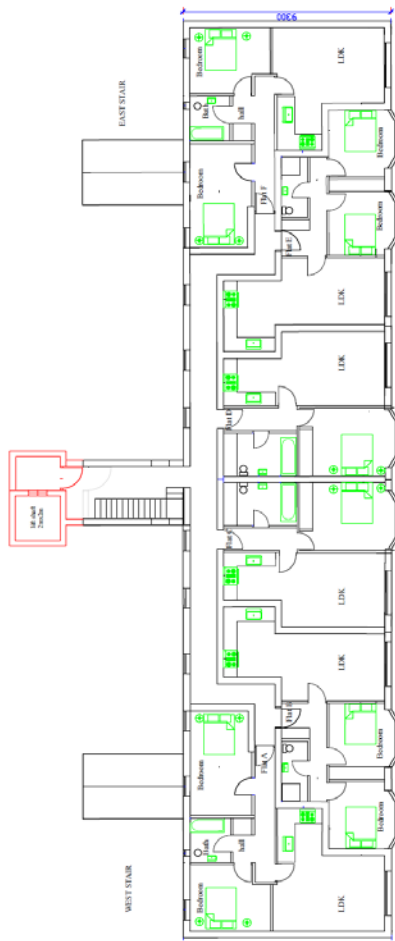


PROPOSED NORTH ELEVATION 23 APRIL 2018

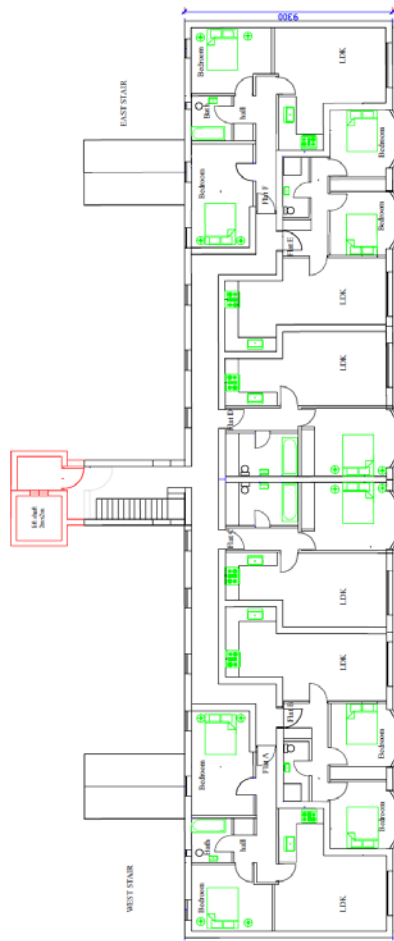


428	62-79 ARMADALE COURT READING	SCALE	1:200 @ A3	REV	R2
DATE	PROPOSED REAR NORTH	DATE	1 DEC 2017	REV	- D

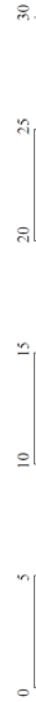
# Proposed Floorplans



PROPOSED THIRD FLOOR



PROPOSED FOURTH FLOOR



CD	62-79 ARMADALE COURT READING	Scale	1:100	Drawn By	RG	Rev	- D
FIG TITLE	PROPOSED THIRD AND FOURTH FLOOR	DATE	1 DEC 2017				

## Site Photographs



View southwards towards site.



Garage Court/Car Park



Lawn to north of flats (parking area to left side of picture)



# REDLANDS





## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 30 May 2018

ITEM NO.14

Ward: Redlands

App No.: 180144/FUL

Address: 25 Redlands Road, Reading

Proposal: Demolition of a single-storey rear projection, followed by the construction of a single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self-contained flats (C3a) with associated car parking, bin and cycle storage.

Applicant: Mr Paul Kilshaw

Minor Application 8 week target decision date: 21 March 2018. Extended to 8 June 2018

### RECOMMENDATION

Delegate to the Head of Planning, Development & Regulatory Services to GRANT Full Planning Permission, subject to conditions and informatives and subject to the satisfactory completion of a S.106 legal agreement, or REFUSE permission should the legal agreement not be completed by 8<sup>th</sup> June 2018 unless a later date is agreed by the Head of Planning, Development & Regulatory Services.

The Section 106 Legal Agreement to secure the following:

£13,000 - towards the provision by the Council of Affordable Housing in the Borough. Payable prior to first occupation and index-linked from the date of permission.

### CONDITIONS TO INCLUDE:

1. TL1 - Full - time limit - three years.
2. Approved Drawings.
3. Materials
4. Provision of bin stores in accordance with approved drawings, prior to occupation.
5. Prior to occupation the submission and approval of a plan to show a bin collection point.
6. DC1 - Vehicle parking spaces to be provided in accordance with approved plans
7. The covered bicycle storage spaces shown on the approved drawings shall be provided and equipped with secure Sheffield cycle stands prior to occupation of the dwellings to which they relate.
8. Pre-commencement submission and approval of hard and soft landscaping details.
9. Hard and soft landscaping to be implemented in accordance with the approved plans and documents.
10. Maintenance of planted materials for 5 years with replacement if required.
11. Pre-commencement submission of Arboricultural Method and Tree Protection Plan.
12. Prior to occupation a management agreement to be submitted to and approved by the Local Planning Authority, which covers the details of use of the car parking
13. Prior to occupation a management agreement to be submitted to and approved by the Local Planning Authority, which covers the details of the maintenance of the landscaping.
14. The layout, number and size of units to be retained as shown on the approved plans.
15. The residential flats hereby approved shall not be occupied until the Council has been notified in writing of the full postal address of the units.

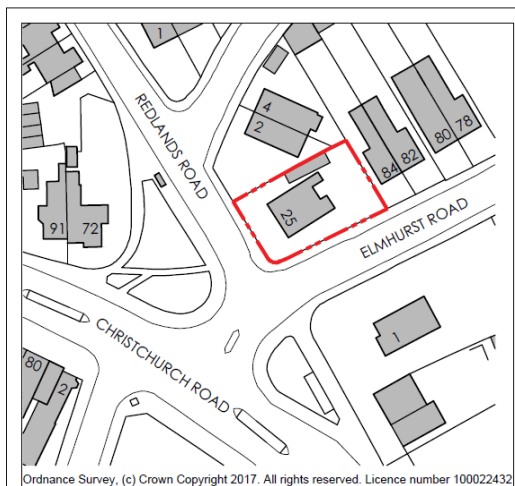
16. Prior to any agreement being entered into for a new occupation of, or transfer of any interest in, the residential flats hereby approved the prospective occupier/transferee shall be informed of the prohibition on entitlement to a car parking permit for any existing residential parking permit schemes and future schemes on adjacent and surrounding streets. All material utilised for advertising or marketing the residential flats for letting or sale shall make it clear to prospective tenants and occupiers that there is no automatic right to a parking permit.
17. Hours of working - construction and demolition phase.
18. No bonfires on site during demolition or construction.

**INFORMATIVES TO INCLUDE:**

1. Terms and conditions.
2. Building regulations.
3. Pre-Commencement conditions
4. Encroachment
5. Sound Insulation to meet Building Regulations requirements
6. Damage to the highway
7. No parking permits for occupiers
8. Works affecting the highway
9. Environmental protection information regarding the control of nuisance during construction and demolition.
10. Housing Act requirements
11. Insulation requirements to achieve those set out in Building Regs Part E
12. CIL
13. Positive and proactive.

**1. INTRODUCTION**

- 1.1 The existing property is a large detached early 20<sup>th</sup> Century house with on-site parking at the front, accessed off Redlands Road with garden wrapped round the east side of the house alongside Elmhurst Road and extending to the rear. The site lies in the Redlands Conservation Area but the house is not Listed.



Site location plan



View of 25 Redlands Road

- 1.2 The property was last used as and is laid out as a family home. The plan above shows the relationship of the property to adjacent houses and streets and the closeness to the traffic light controlled junction. Redlands Road and Christchurch

Roads are bus routes. On the far side of Elmhurst Road is the University of Reading campus.

## 2. PROPOSAL

2.1 Permission is sought to convert the house to 1 x 2 bed and 3 x 1 bed flats and to convert the garage to a 1 bed studio. The filling in of an undercroft area and a single storey extension to the rear is also proposed (amended plans show the size of the single storey extension proposed reduced and the existing front elevation of the garage retained). This minor category planning application was called in to be determined by Planning Applications Committee by Councillors Gavin and Josh Williams in response to concerns raised by neighbours.

2.2 The floorspace would be as follows:

*Ground floor -*

- Flat 1 - 1 bed - 30 sqm
- Flat 2 - 2 bed - 62.5 sqm
- Garage - 1 bed studio - 27.5 sqm

*First Floor -*

- Flat 3 - 1 bed - 39 sqm
- Flat 4 - 1 bed - 43.5 sqm

2.3 3 no. car parking spaces are proposed using the existing vehicular access.

2.4 An area of communal amenity space as well private space for the garage studio and 2 bed flat. Additional planting proposed.

2.5 Cycle store and bin area proposed.

### Plans.

Drawing 17009-PL-1 Location / Proposed Block Plans

Drawing 17009-PL-2 Existing Site Plan

Drawing 17009-PL-3 Existing Floor Plans

Drawing 17009-PL-4 Existing Elevations

Drawing 17009-PL-5 Rev B Proposed Site Plan

Drawing 17009-PL-6 Rev A Proposed Floor Plans

Drawing 17009-PL-7 Rev A Proposed SW & SE Elevations

Drawing 17009-PL-8 Rev A Proposed NW, NE & Garage Elevations

### Statements:

Heritage Statement

Design & Access (DAS) statement (updated on 16/5/18).

2.6 The DAS explains; *“The existing dwelling on the site has a floor area of 189.5 sq.m (G.I.A.) with an additional 31.1sq.m. (G.I.A.) provided by the detached garage. The total floor area of the proposed residential development is 230.2 sq.m (G.I.A.). The additional 9.6 sqm within the proposal will be provided by the single-storey rear extension and enclosed loggia, however there is only a 5.3 sqm enlargement to the building footprint. The proposed development provides 154.0 sq.m of shared amenity space, 37.0 sq.m of private terrace area to Unit 2 and 21.8sq.m of private terrace area to Unit 5. Secure and covered storage for 4no. bicycles and appropriate bin storage area are also proposed with access at the front of the property, as suggested on pre-application advice report.”*

### 3. PLANNING HISTORY

- 3.1 None apart from pre-app enquiries last year exploring the options of converting the property to a large HMO or self-contained flats.

### 4. CONSULTATIONS

#### Statutory:

None required

#### Non-statutory:

##### RBC Natural Environment (Trees/Landscape):

As advised at pre-app, the proposal is acceptable in principle subject to landscaping/mitigation for tree loss being acceptable. I note that 3 new trees are indicated, one being to the rear of the garage as a direct replacement for one to be felled and another two in the shared garden directly adjacent to the north-east elevation.

The proposed tree to the rear of the garage will be in a terraced area, as opposed to a grass area, so the tree pit design will need careful consideration. Given the proximity of the other two trees in the shared lawn area to the building, the species choice will be limited to small species, hence any public amenity gained from these in the future will be negligible.

It was suggested at pre-app that consideration be given to tree planting in a more prominent location, which in this case would be on the Redlands Road frontage. However, the proposed parking and access (although the access point is not clear) would preclude this.

I assume the existing boundary treatment on the Redlands Road frontage will be remaining? It is not clear from the proposed plans.

In relation to retained trees, the cycle store is proposed between two trees and most likely within their RPAs. Consideration will therefore need to be given to the construction of this to avoid root disturbance. The applicant should also confirm whether any pruning is required, e.g. crown lifting, to provide clearance from the cycle store - without this being included in the planning application, a separate Section 211 (for tree works in a conservation area) will need to be submitted. Retained trees will need to be protected during construction so a tree protection plan will be required, to accompany a brief Arb Method Statement to deal with the cycle store, railings and any other ground works within RPAs.

It would be preferable to get a response to the cycle store queries prior to a decision. However if you are minded to approve the application on current information conditions will be required.

(Officer note: The applicant has provided the following response which has been confirmed as an acceptable approach: *The cycle store structure will only be lightweight as it appears to be a covered arbour type structure. Whether there are post holes dug, or pads used to support proprietary feet, the impact will be minimal providing they are installed sympathetically. No-dig surfacing is commonplace and there are a variety of methods available. Alternatively a*

*prefabricated shed structure may be used, these can simply be located upon paving slabs to minimise excavation.*

*Whichever option chosen the method statement will reflect this and include procedures for looking after roots accordingly.*

*The pruning is a valid point and cannot be taken for granted, and once the structure has been finalised, the pruning can be specified and incorporated within the submission to meet the condition below).*

#### Ecology:

The application site comprises a detached dwelling where it is proposed to convert the property into 5 flats, involving the demolition and replacement of a single-storey rear extension. Considering the extent of the works and structures to be affected, it is unlikely that bats or other protected species will be adversely affected by the proposals. As such, there are no objections to this application on ecological grounds.

#### RBC Transport Strategy:

This application proposal is for construction of a larger single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self-contained flats.

The site is located in Zone 2, Primary Core Area, of the Revised Parking Standards and Design SPD. This zone directly surrounds the Central Core Area and extends to walking distances of 2 kilometres from the centre of Reading. A frequent service of public transport is available along Christchurch Road which provides a good frequency of services to and from the town centre. The site is within cycling distance of Reading town centre, and walking distance of local services.

In accordance with the adopted Parking Standards and Design SPD, the development would be required to provide a parking provision of 1 space per 1-2 bedroom flat equating to 5 parking spaces.

The plans illustrate that the development would utilise the existing access from Redlands Road and parking for 3 vehicles can be accommodated on-site which is below the Council's adopted parking standards.

The development site is located in an area designated as a Residents Parking Permit Area; Zone 15R and the property is not included within the scheme as it has on-site parking. The applicant has stated that;

“It is requested that the additional 2no. car spaces be provided by entitlement to 2no. on-street car parking permits allocated to the remaining two flats not served by onsite car parking.”

Under the Borough's current parking standards, this proposal would generate additional pressure for parking in the area which is not acceptable. Therefore, there should be an assumption that any future occupants of the proposed flats will not be issued with resident parking or visitor permits which would be covered by condition and an informative applied. This will ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on street car parking in the area.

In accordance with the Borough's Parking Standards and Design SPD, a minimum provision of 0.5 cycle storage spaces should be provided per unit. Cycle storage has been proposed and at the front of the property within a covered store and equipped with Sheffield type stands which is acceptable.

Bin storage should comply with Manual for Streets and British Standard 5906: 2005 for Waste Management in Buildings to avoid the stationing of service vehicles on the carriageway for excessive periods. The bin store is conveniently located at the front of the site which will provide easy access for refuse collection.

There are no transport objections subject to recommended conditions being used.

#### Environmental Health

No objections subject to the garage door windows to the studio flat 5 (in the converted garage) being capable of being opened to provide ventilation there are no objections to the proposal. The developer should be advised that they would need to meet Building Regs. for thermal insulation and means of escape for all of the new flats.

#### CAAC

*"This property is located within the Redlands Conservation Area (CA) but the documentation provided with the application does not include a heritage statement or deal adequately with the impact of this change on the CA. We object to this application for the following reasons:*

##### *1. HERITAGE*

*1.1 A heritage statement should be provided dealing with heritage matters in detail.*

*1.2 Maps of the area indicate that house was built at the end of the nineteenth century and the garage was added at a later date probably added in the 1920s.*

*1.3 The CA appraisal mentions that one of the negative features of the area is 'loss of original brick walls and/or railings e.g. replacement of railings with brick walls and/or timber fencing'. This is what has happened in relation to this property. The opportunity should be taken in any refurbishment of the property to replace fencing with railings and/or hedges.*

##### *2. EXTERNAL FEATURES*

*2.1 The design and access statement (para 8) suggests that windows facing the garage will be filled in. This will affect the appearance of the property visible from the street and is not appropriate in the CA.*

*2.2 The proposed conversion of the garage is problematic in relation to the impact it will have on the character and appearance of the conservation area.*

*2.3 All materials and external features replaced should not only 'match existing' but be specified by condition to be appropriate to the age and setting of the property. This may mean the upgrading of some existing features in order to enhance the character of the conservation area.*

##### *3. PARKING AND TRAFFIC*

*3.1 The property is situated on a three-way corner plot with Elmhurst Road a few yards away from a busy junction, which makes the property difficult and potentially dangerous for vehicles parking on the drive to go in and out.*

*3.2 There are traffic lights immediately in front of the property.*

*3.3 Although it is not in use, there is a bus stop on Elmhurst Road at the side of the property.*

3.4 The proposal is to park three cars on the site and for two parking permits to be allocated. In practice there is likely to be more than car per flat. The fact that residents have guests also puts more parking needs on the local streets. How visitor parking is to be accommodated needs to be addressed.

3.5 Because of the location of the property at this dangerous road intersection it is suggested that consideration is given to moving the vehicular access to the property to Elmhurst Road.

#### 4. AMENITY FOR OCCUPIERS

4.1 This substantial home is situated on what is today a very noisy street corner. A creative solution should be found to protect all occupiers from external noise from passing traffic and pedestrians on this busy route to and from the University.

4.2 The planned five unit conversion and extension of the house and garage is an overdevelopment on this cramped site. The total area proposed is 257.3 sqm and although the dimensions of the flats and rooms within are not shown in the plans this equates to 21.4 sqm per person for 12 people. The area of existing house is 189.5 sqm, which if occupied by a family of 6 would have been 31.6 sqm per Person.

4.3 The occupants of the proposed converted garage would bear the brunt of noise from vehicles coming and going and parking in front of their bedroom windows. Neither does this unit have any screening from noise in the form of a fence or hedges.

4.4 The provision for bins on the front drive adds to the crowding and cramped space for parking and manoeuvring of vehicles (see below).

4.5 A landscaping plan should be required by condition to enhance the grounds of the property and protect it from traffic noise and pollution.

#### 5. IMPACT ON THE NEIGHBOURHOOD

5.1 Because of its proximity to the University, the property is within the area covered by an article 4 direction which requires planning permission for all HMO conversions.

5.2 The conversion proposed has six bedrooms which could result in up to 12 adults living in a large family house. Whilst this is a flat conversion and not an HMO the principle of over intensification of use and the detrimental impact that this could have on the mix of properties in the neighbourhood is the same.

#### 6. CONCLUSION

6.1 Whilst understanding that this property might be problematic as a single family dwelling because of the current location, the solution proposed is not the right one. It fails to preserve or enhance the conservation area in which it is situated.

6.2 The attempt to squeeze 5 units into the available space cannot be supported because of the detrimental impact it will have on the neighbourhood in terms of parking and density of occupation. The area is covered by an Article 4 in relation to HMOs because of its proximity to the University.

6.3 The conversion of the garage, which requires the blocking up of windows on that side of the house and by virtue of its location at the vehicular and pedestrian entrance to the plot, is a step too far.”

#### Neighbour Notification:

Nos. 2 & 4 Marlborough Avenue; 84 Elmhurst Road; 1 Shinfield Road & 72 Redlands Road were consulted and a site notice displayed.

There have been 16 objections to the original proposal and 13 further objections following consultation on the amended scheme. The main areas of concern are:

- Impact on the character and appearance of the conservation area through the change of use and the use of the garage for residential accommodation.
- Parking problems in the area - this scheme will make matters worse.
- Impact on the traffic using the busy junction and the hazard of turning into and out of the site.
- Loss of family dwelling to flats.

## 5. RELEVANT POLICY AND GUIDANCE

5.1 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) published in March 2012 - among them the 'presumption in favour of sustainable development'. However the NPPF (and the draft NPPF 2018) does not change the statutory status of the development plan as the starting point for decision making.

5.2 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.

5.3 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

### Reading Borough LDF Core Strategy 2008 (Altered 2015)

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation
- CS4 Accessibility and the intensity of development
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS18 Residential Conversions
- CS20 Implementation of the Reading Transport Strategy
- CS24 Car/Cycle Parking
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources
- CS36 Biodiversity and Geology
- CS38 Trees, Hedges and Woodland

### Sites and Detailed Policies Document 2012 (Altered 2015)

- SD1 Presumption In Favour Of Sustainable Development
- DM1 Adaptation to Climate Change
- DM4 Safeguarding Amenity
- DM8 Residential Conversions
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-Related Matters
- DM18 Tree Planting
- DM19 Air Quality

### Supplementary Planning Guidance

- Revised Parking Standards and Design SPD (2011)
- Revised SPD Planning Obligations under Section 106 (2015)



## Residential Conversions (2013)

### 6. APPRAISAL

#### 6.1 The main issues to be considered are:

- a) Principle of conversion
- b) Impact of physical changes on conservation area
- c) Parking and transport issues
- d) Impact on amenities of adjoining occupiers and future occupiers
- e) Impact on trees and landscaping
- f) Future management of the site
- g) Affordable housing and CIL

#### a) Principle of conversion

6.2 Policies CS18 & DM8 seek to manage the conversion of houses to flats or HMO use in order to protect the existing housing stock as well as the amenity and character of the surrounding area, particularly in terms of intensification of activity. For future residents they also, with the adopted SPD, seek to ensure that there is adequate privacy, external amenity space, on-site car/cycle parking and bin storage areas.

6.3 The starting point is to check that the original house meets the basic policy size threshold to be considered for conversion. The SPD states that “The property to be converted to a flat or large HMO should have four or more bedrooms or measure more than 120 square metres gross. When calculating the floor area of the property the measurement should be based on the external dimensions as at 1st July 1948 or when built (whichever is the later)”. The existing house at 25 Redlands Road meets the minimum size criteria. The other criteria relate to residential amenity of new occupiers and neighbours, impacts on parking and traffic, impacts on landscaping and future management of amenities. As the property is in a conservation area the merits of the site and whether the proposed alterations would harm that character and appearance of the conservation area also needs to be considered.

#### b) Impact on character of the conservation area

6.4 The house is an attractive feature on the junction and contributes positively to the character and appearance of the Redlands Conservation Area. Recent legal cases have established that within the terms of the Planning (Listed Buildings and Conservation Areas) Act 1990 the general power to grant planning permission is expressly subject to Section 72(1), which provides that the local authority has a statutory duty: ‘with respect of any building or other land in a conservation area... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’. In the case of developments in conservation areas ‘preserving’ is taken to mean ‘doing no harm’.

6.5 The proposed conversion would require only modest changes to the external appearance of the house by replacing an existing single storey rear extension with a new, slightly larger one, enclosing an open sided area at the rear and making alterations to the garage to make it acceptable for residential use but amended to keep the existing traditional style garage doors to retain its existing appearance when seen from the street.

- 6.6 Many objectors are particularly aggrieved by the principle of converting the garage to habitable use in this conservation area. However, dwellings in conservation areas benefit from having mostly the same permitted development rights as dwellings in other parts of the Borough including being able to convert outbuildings or garages to habitable use. In this case the applicant wants to make the garage an independent unit and, bearing the above extract from the Act on development in a conservation areas in mind, officers are satisfied that the proposed conversion of the garage or the main house would not detract from the appearance of the existing building or harm the character or appearance of the conservation area. The proposed conversion is therefore in accordance with policies CS7 and CS33.
- c) Parking and transport issues
- 6.7 The comments from transport officers are provided above. In essence the usual concerns that inadequate on-site parking facilities will lead to on street parking are addressed by the parking permit scheme in force in the area. Overspill parking will be strongly regulated against and the recommended conditions will ensure that occupiers of the flats are made aware of this when considering purchasing a flat.
- 6.8 Objectors have raised concerns about lack of parking and the problems that might occur when traffic queuing at the traffic lights block to access. However, in full use this family home could easily have been served by 3 cars so it is not reasonable to claim that the proposed development would make access to the site significantly worse than it is now. Transport officers have confirmed that there is no change to the existing access arrangements and its proximity to the junction remains the same. There is already a large area of hardstanding which could accommodate 3 vehicles, manoeuvring in and out of the access. To ensure that vehicles can enter and leave the site in forward gear, a small enlargement to the driveway is proposed. In view of this, the parking layout is deemed acceptable.
- 6.9 The applicant had originally stated that ‘It is requested that the additional 2no. car spaces be provided by entitlement to 2no. on-street car parking permits allocated to the remaining two flats not served by onsite car parking.’
- 6.10 Transport colleagues have clarified that there should be an assumption that any future occupants of the proposed flats will not be issued with resident parking or visitor permits. The applicant has responded in the amended DAS to confirm ‘It is proposed for 3no. car parking spaces to be provided on site at the front of the property accommodated by a small enlargement to the driveway. Given the sustainable location of the site with good access to amenities, employment opportunities, public transport and secure and sheltered cycle storage, we suggest that the shortfall of 2no. car spaces from the council’s standards should present no major issues for potential residents of these 2no. one-bedroom flats who would be informed that there would be no entitlement for car parking’.
- 6.11 Officers are therefore satisfied that the proposed level of car and cycle parking is acceptable and that the proposed conversion is unlikely to have a significant impact on the functioning of the adjacent traffic junction in accordance with policies CS24 and DM12. Conditions are recommended and a construction method statement will be required to demonstrate how traffic associated with the construction stage will be managed to minimise nuisance caused to users of the road and residents close by.

d) Impact on amenities of adjoining occupiers and future occupiers

- 6.12 Policy DM4 (Safeguarding Amenity) states that development should not cause a significant detrimental impact to the living environment of existing or new residential properties in terms of privacy and overlooking, access to sunlight and daylight, visual dominance and overbearing, noise and disturbance, artificial lighting, crime and safety etc. The single storey rear extension has been amended to reduce the size and officers are satisfied that the amenities of neighbours will not be harmed by these works. The internal room sizes are adequate and the indicated stacking of rooms above rooms also is acceptable and there is good access to natural light for all occupiers.
- 6.13 At least one of the units (flat 2) is suitable for family occupation with two bedrooms. It is located on the ground floor with access to an area of private outdoor space.
- 6.14 It is accepted that the property will be occupied by more people than previously but as this is a large 5 bedroom house it is possible that at least 6 people could have easily lived here. There is no evidence to suggest that occupiers of 5 self-contained flats would be any noisier than a large family would be.
- 6.15 The neighbours at 2 Marlborough Avenue have raised a concern about the converted garage on their shared boundary and whether the structure is capable of being converted. They also have concerns about noise and disturbance arising from the residential use of the garage. Officers can advise that the structural soundness of the garage is a matter for the developer to be satisfied about. Regarding concerns about noise and disturbance these need to be seen in the context that as there are no planning restrictions on the residential use of the garage or activities in the garden were the property to remain as a single family home it is unlikely that the proposed conversion would lead to more disturbance for neighbours.
- 6.16 The conclusion reached is that the proposed conversion is unlikely to harm the residential amenity of neighbours and overall policy DM4 is complied with.



e) Affordable Housing & CIL

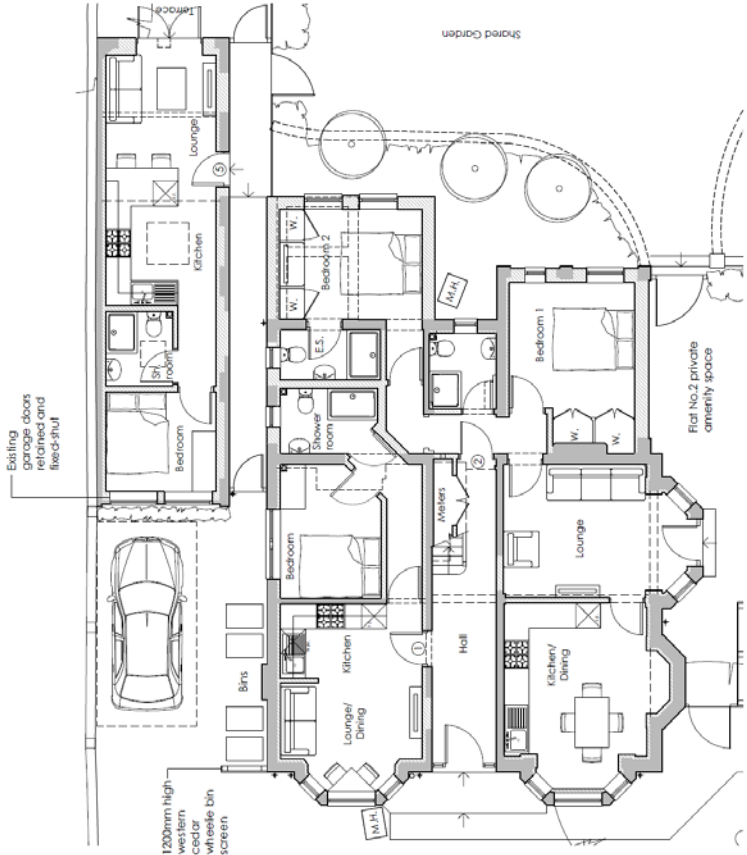
- 6.17 An acceptable level of contribution has been offered which meets the criteria set out in the Affordable Housing SPD in accordance with Policy DM6 (Affordable Housing) of the Reading Borough Council Sites and Detailed Policies Document 2012 (Altered 2015). A CIL payment is also required for the small amount of additional floorspace proposed to enable the residential conversion to proceed.

7. CONCLUSION

- 7.1 Notwithstanding the objections received from neighbours the application has been assessed for compliance with adopted planning policies and guidance and has been found to be acceptable in all respects. The proposed conversion and minor physical alterations will not harm the appearance of the building nor the contribution that it makes to the character and appearance of the conservation area. The parking provision is accepted as workable given the parking restrictions in place and the impact on the functioning of the junction unlikely to be worse than were the house in full occupation by a family.
- 7.2 The recommendation is to grant planning permission subject to a S106 agreement being completed and conditions applied.

Case Officer: Julie Williams

Rev.	Date	Notes	Author	Checked
A	04/03/18	Revised to address REC comments	AS	CTW

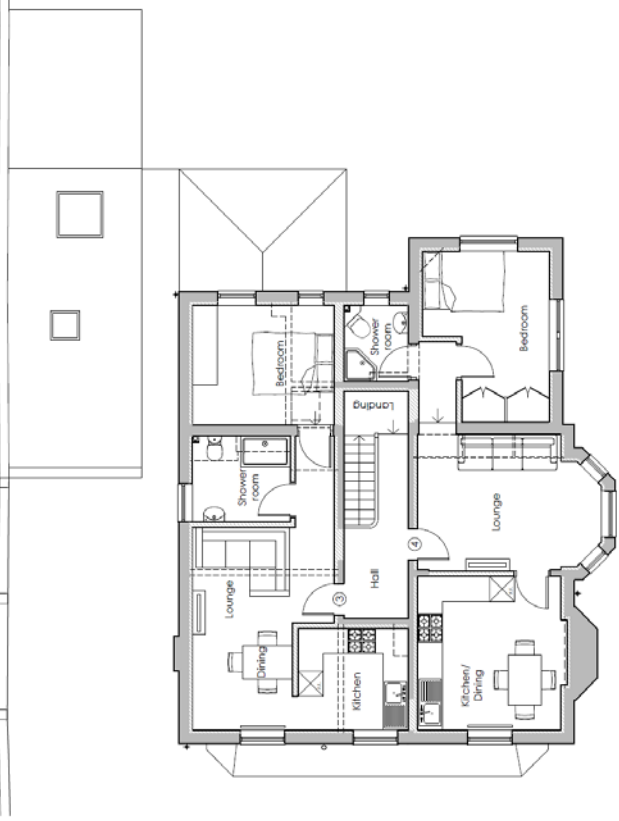


PROPOSED GROUND FLOOR PLAN

KEY  
 - - - - - Proposed walls / partitions for demolition  
 = = = = = Existing walls / partitions retained  
 ——— Proposed new walls / partitions



1:100  
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PROPOSED FIRST FLOOR PLAN

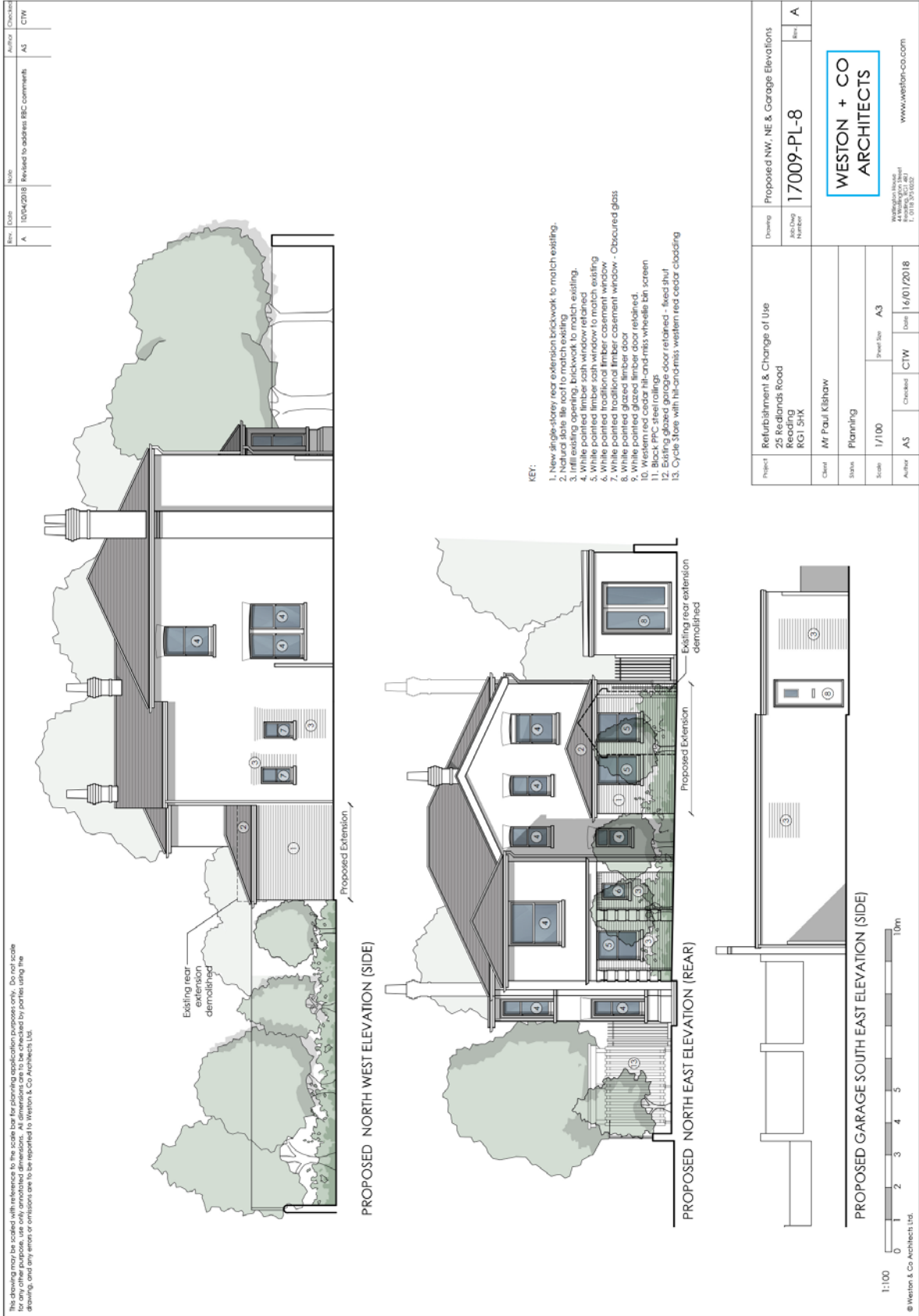
Project	Refurbishment & Change of Use 25 Redmonds Road Reading RG1 5HX	Drawing	Proposed Floor Plans	Rev.	A
Client	Mr Paul Kilkrow	Job-Tag Number	17009-PL-6		
Status	Planning	Scale	1/100	Sheet Size	A3
Author	AS	Checked	CTW	Date	16/01/2018



**WESTON + CO**  
**ARCHITECTS**

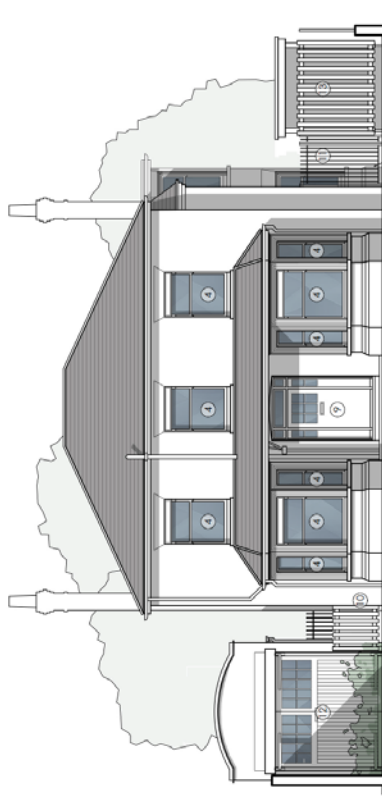
Weston+Co  
 44 Wellington Street  
 Reading RG1 2JG  
 T: 0118 945 0252  
 www.weston-co.com

Proposed floor plans

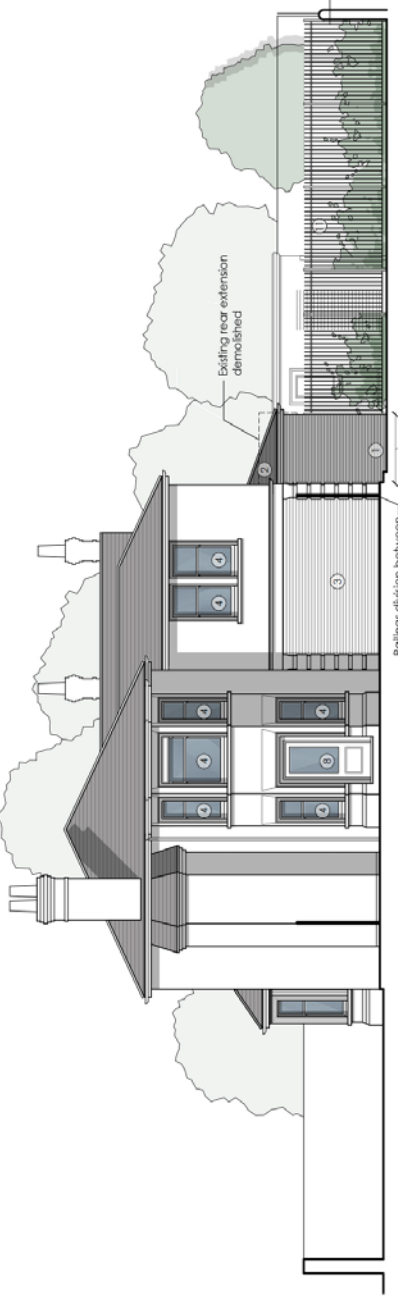


Proposed side and rear elevations

Rev: A	Date: 10/01/2018	Note: Revised to address RBC comments	Author: AS	Checked: CTW
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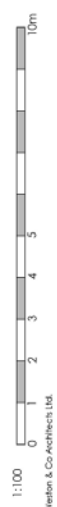
PROPOSED SOUTH WEST ELEVATION(FRONT)  
 Note: Building elements unshaded



PROPOSED SOUTH EAST ELEVATION (SIDE)

KEY:

1. New single-storey rear extension brickwork to match existing.
2. Half red slate tile roof to match existing.
3. White painted garage door to match existing.
4. White painted garage door to match existing.
5. White painted timber casement window to match existing.
6. White painted traditional timber casement window - Obscured glass.
7. White painted traditional timber casement window - Obscured glass.
8. White painted glazed timber door.
9. White painted glazed timber door.
10. White painted glazed timber door.
11. Black PPRC steel railings.
12. Existing glazed garage door retained - fixed shut.
13. Cycle store with hill-and-miss western red cedar cladding.



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Project	Refurbishment & Change of Use 25 Reclanads Road Reading RG1 3HX	Drawing	Proposed SW & SE Elevations
Client	Mr Paul Kilshaw	Job/Draw Number	17009-PL-7
Status	Planning	Rev	A
Scale	1/100	Sheet Size	A3
Author	AS	Checked	CTW
Date	16/01/2018	www.weston-co.com	



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Proposed front and rear elevations





# TILEHURST



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 15

PLANNING APPLICATIONS COMMITTEE: 30<sup>th</sup> May 2018

Ward: Tilehurst

App No.: 180171/REG3

Address: Moorlands Primary School, Church End Lane, Reading

Proposal: School expansion from a two form of entry (420 pupils) to a three form of entry (630 pupils) to include two, two-storey double modular units (with new cladding), one single storey modular building (with new cladding) and two single storey extensions, demolition of single temporary classroom, retention of 2 double modular units, external landscaping works and increase in car parking numbers including off- site parking on adjacent Recreation Ground.

Applicant: Reading Borough Council

Date validated: 28<sup>th</sup> January 2018

Other Application: 8 week target decision date: 29<sup>th</sup> June 2018.

26 week date: 29<sup>th</sup> July 2018.

### RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to (i) GRANT permission subject to completion of a S106 legal agreement but (ii) REFUSE permission should the legal agreement not be completed by 29th June 2018 (unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the legal agreement). The legal agreement to secure the following:

To secure financial contributions of £5,000 to enhance the parking restrictions along Church End Lane and £40,000 to improve the pedestrian crossing facilities.

Conditions to include:

1. Time limit
2. Materials
3. Approved Plans
4. Programme of archaeological work
5. Vegetation Clearance
6. Biodiversity Enhancements
7. Reporting of unexpected contamination
8. CMS
9. Hours of working
10. Bonfires
11. External lighting
12. Noise Assessment
13. Sustainability statement
14. Sustainable Drainage - details to be submitted
15. Sustainable Drainage - in accordance with approved details
16. Hard and soft landscaping - details to be submitted
17. Landscaping implementation
18. Standard Landscaping Maintenance
19. Arboricultural Method Statement
20. Car park management

Informatives to include:

1. Pre-commencement conditions
2. S106 Agreement
3. Positive and proactive
4. Terms and conditions of permission
5. Building Regulations
6. Construction and demolition
7. Recommendations in the Ground Investigation Report

## 1. INTRODUCTION

- 1.1 The school is located on Church End Lane. The buildings on site are a mixture of single and two storeys with flat and pitched roofs. The school has two existing modular buildings. The surrounding area is predominantly residential. To the south west is Meadway Recreation Ground, beyond which is a church and to the north west is Blundell Copse, identified as a strategic open space and biodiversity opportunity area in the Development Plan.



## 2. PROPOSAL

- 2.1 The application is for two, two-storey double modular units to the north west of the existing school, one single storey modular building to the west of the existing school and two single storey extensions to the front elevation of the existing school building. The double modular units will be relocated from Alfred Sutton and Ridgeway Primary Schools and will allow teaching to continue in the existing classrooms throughout the construction period without the need for temporary classroom accommodation. The modular units will have a light render finish with an element of vertical timber

cladding. A single temporary classroom will be demolished and two existing double modular units are to be retained.

- 2.2 The total new build has a floor area of approximately 1,204m<sup>2</sup> and provides 10 classrooms, group working spaces, extended staff accommodation and ancillary accommodation for the increased pupil and staff numbers. The proposal also involves additional landscaping and tree planting and extensions to external play spaces and the reconfiguration and extension of the existing car park to provide 22 parking spaces and entrance forecourt.
- 2.3 The proposal also includes the provision of additional car parking adjacent to the existing public car park on the recreation ground. The additional car park was initially proposed to the rear of the existing car park but not to constrain options for the future of the recreation ground the proposed car park was relocated onto an adjacent basketball court. The basketball court would be relocated to the north of the existing courts.
- 2.4 Reading has a rising demand for Primary School places and Moorlands Primary School has been identified for expansion. The extension will enable the school to expand from a 2 form of entry (420 pupils) to a 3 form of entry (630 pupils). The school has already taken on additional bulge classes in 2012 and 2013 and there are currently 461 pupils. The school currently has 59.4 full time equivalent staff which is anticipated to increase to 73.2 full time equivalent staff.

### 3. PLANNING HISTORY

08/00418/FUL (Civica Ref: 080524) - Extension to car park, drop-off point for taxis and delivery vehicles, and create new front access and gates. Permitted 15/07/2008.

08/00462/FUL (Civica Ref: 080451) - Alterations and extensions to the administration wing. Permitted 15/07/2008.

12/00074/REG3 (Civica Ref: 121040) - Installation of roof mounted solar photovoltaic (PV) panels. Permitted 09/02/2012.

12/00906/REG3 (Civica Ref: 121623) - Provision of 1 temporary classroom unit and associated external works. Permitted 12/07/2012.

12/01578/FUL (Civica Ref: 120836) - Development of 1x 11-a-side junior football pitch, 1x 9v9 pitch, 1no 7v7 pitch, 2 team changing rooms, officials changing room, store building, access to hard surface and associated car parking. Permitted 08/01/2013.

151082/REG3 - Single storey temporary classroom. Permitted 22/09/2015.

160303/APPCON - Discharge of conditions 3, 4, 5, 6 and 7 of planning permission 151082/REG3. Discharged 12/04/2018.

### 4. CONSULTATIONS

#### 4.1 Statutory:

Sport England - are satisfied that the Multi Use Games Area (MUGA), which was to be lost due to the car parking is now being replaced adjacent to the

remaining MUGA. Sport England considers this to meet their planning policy exception E4. Sport England do not wish to raise an objection to this application.

#### 4.2 Non-statutory:

Development Control Transport - see Appendix A below.

Natural Environment Trees raised no objection subject to conditions.

Berkshire Archaeology raised no objection given the scale of the proposals and the foundation design. Berkshire Archaeology have recommended that the impact of the development on archaeological deposits could be mitigated by archaeological monitoring of all ground work and therefore raised no objection subject to a condition.

Thames Water advised they do not require an agreement due to the type of work being carried out.

Reading Borough Council Leisure - Full comments relating to the additional car parking were provided - the following is an agreed summary:

An assessment of the area by the Council's Leisure Department indicates that the land has limited recreational value. Previous proposals to locate facilities likely to attract evening use attracted negative comment from local residents. The space between the road and the enclosed courts (Multi-use games area and Tennis Court) was identified as a buffer and a location for an extension of car parking should demand increase (from intensification of sporting activity). It is anticipated that the former Meadway School Redgra area which has been reinstated as level grass will be used for formal sport and greater use of the hard surfaced sport area will be made. Current limited car parking restricts this intensification of use. The informal basketball court has been relocated into an area with limited value being isolated between existing courts and school.

A small loss of the recreation ground for school car parking will not make a material difference to the functionality and value of the open space. A replacement sports court is being provided and the availability of space for parking will increase the capacity of the recreation ground to support formal sport. However, the proposal does not identify a pedestrian access from the car park into the recreation ground. Appropriate access should be developed between Reading Borough Council Leisure Officers and the school during the detail design stage along with a future management strategy. This will enable the overflow car park to be available to clubs and other organisations who may in the future hire, or use, facilities at Meadway Recreation Ground outside of school hours free of charge.

Environmental Health - raised no objection subject to the suggested conditions above.

A Ground Investigation Report (terrafirma (south) report no. 5846/GI, June 2017) has been submitted and confirms the soil chemical testing results were all below the relevant guideline values for a Public Open Space - Residential Development Scenario. As such, there are considered to be no contaminants of concern and the site as a whole can be considered

uncontaminated. However a condition is required in case contamination is encountered.

In addition, the report also contains numerous recommendations for the development including engineering recommendations and foundation/floor slab recommendations. As such, the contractors should be made aware of this report and able to familiarise themselves with it. An informative will be included in the decision.

The Design and Access Statement provides some information about the proposed external lighting at the site but no additional information has been provided. A condition will be required for details of external lighting to be submitted.

Reading Borough Council Ecology advised the risk of the works adversely affecting protected species is minimal, subject to appropriate precautionary measures. It is recommended in Section 9 of the ecology report submitted with the application that any vegetation clearance should be undertaken outside of the bird nesting season. Other opportunities to incorporate biodiversity in and around the developments are also recommended. There are no Ecology objections to the proposal subject to conditions.

#### 4.3 Public consultation:

Properties at 10-24 (e) Calder Close, 38-44 (e) and 41-85 (o) Church End Lane and Neath Gardens (all) were consulted. A site notice was posted to the front and side of the site on 15<sup>th</sup> February 2018 with a 21 day consultation date of 8<sup>th</sup> March 2018. Two letters of objection have been received with regards to:

1. Inadequate parking provision.
2. Overlooking.
3. Noise pollution during construction.

Amended plans letters were sent to all residents advising of the relocation of the proposed car park with a 14 day consultation date of 3<sup>rd</sup> April 2018. At the time of writing one letter of observation has been received with regards to:

1. No assessment has been made of the current on-road parking nor the impact of the school extension.
2. The proposed relocation of the recycling bins is likely to create a deleterious visual impact and they should remain as far away from the road as possible.

Amended plans letters were sent to all residents advising of the relocation of the basketball court, relocation of recycling bins and the submission of a Travel Survey with a 14 day consultation date of 23<sup>rd</sup> May 2018. At the time of writing no comments have been received. An update will be provided.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 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'.

- 5.2 The following local and national planning policy and guidance is relevant to this application:

National Planning Policy Framework (2012)

Paragraph 72

Reading Borough Core Strategy (January 2008):

- CS1 (Sustainable Construction and Design)
- CS4 (Accessibility and the Intensity of Development)
- CS5 (Inclusive Access)
- CS7 (Design and the Public Realm)
- CS22 (Transport Assessments)
- CS24 (Car / Cycle Parking)
- CS28 (Loss of Open Space)
- CS31 (Additional and Existing Community Facilities)
- CS34 (Pollution and Water Resources)
- CS36 (Biodiversity and Geology)
- CS38 (Trees, Hedges and Woodlands)

Reading Borough Sites and Detailed Policies Document (2012):

- DM4 (Safeguarding Amenity)
- DM12 (Access, Traffic and Highway-Related Matters)
- DM17 (Green Network)
- SA16 (Public and Strategic Open Space)

Supplementary Planning Document

- Revised Parking Standards and Design (Oct 2011)
- Sustainable Design and Construction (July 2011)

## 6. APPRAISAL - Planning Applications

- (i) Legal context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

- (ii) Main Issues

6.1 The main issues are considered to be:

- (i) The principle of additional classroom accommodation;
- (ii) Loss of open space
- (iii) The effect upon visual amenity and the public realm
- (iv) Impact on neighbouring amenity
- (v) Traffic generation and parking
- (vi) Trees
- (vii) Environmental Issues
- (viii) Other Matters

- (i) The principle of additional classroom accommodation



- 6.2 A rising population in Reading has seen increasing demand for primary places and as a result Reading Borough Council needs to increase the number of primary school places in a number of schools within the borough.
- 6.2.1 Policy CS31 (Additional and Existing Community Facilities) of the Reading Borough Core Strategy states that “Proposals for new, extended or improved community facilities will be acceptable, particularly where this will involve co-location of facilities on a single site.” The site is within an existing school site and would provide extended and improved community facilities which would meet an identified need within the Borough. As such it is considered that the general principle of increased classroom provision is in accordance with policy CS31 of the Reading Borough Core Strategy.
- (ii) Loss of open space
- 6.3 The expansion of the school complies with Policy CS31 of the Core Strategy and the relevant national planning policy considerations above, and would help to meet the Council’s statutory duty to provide a school place for every child. Development Plan Policy CS28 also needs to be considered as it is opposed to the loss of all open space.
- 6.3.1 The proposed modular buildings are on an area of the existing hard play space and the amendments to the existing staff car park would require the loss of some of the existing grassed open space to the front. The proposed off-site car park would be on the adjacent recreation ground however the basketball court where the off-site car park is proposed is to be relocated to the north of the existing courts.
- 6.3.2 The proposed works facilitate a permanent extension to the school to allow an increase in the number of pupils from 461 (including the existing bulge classes) to 630. Sport England do not object to the amended location of the off-site car park as the basketball court is to be re-provided.
- 6.3.3 The National Planning Policy Framework (NPPF) is clear that schools are an important aspect of sustainable development. Paragraph 72 states:
- The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:
- give great weight to the need to create, expand or alter schools; and
  - work with schools promoters to identify and resolve key planning issues before applications are submitted.
- 6.3.4 DCLG issued a joint statement by the Secretary of State for Local Government and the Secretary of State for Education in 2011 entitled ‘Policy Statement - Planning for Schools Development’, which is material to the consideration of this application. This states, inter alia:
- 6.3.5 The Government believes that the planning system should operate in a positive manner when dealing with proposals for the creation, expansion and alteration of state-funded schools, and that the following principles should apply with immediate effect:

- There should be a presumption in favour of the development of state-funded schools, as expressed in the National Planning Policy Framework.
- Local authorities should give full and thorough consideration to the importance of enabling the development of state-funded schools in their planning decisions.
- Local authorities should make full use of their planning powers to support state-funded schools applications.
- Local authorities should only impose conditions that clearly and demonstrably meet the tests set out in Circular 11/95.
- Local authorities should ensure that the process for submitting and determining state-funded schools' applications is as streamlined as possible.
- A refusal of any application for a state-funded school, or the imposition of conditions, will have to be clearly justified by the local planning authority.
- Appeals against any refusals of planning permission for state-funded schools should be treated as a priority.
- Where a local planning authority refuses planning permission for a state-funded school, the Secretary of State will consider carefully whether to recover for his own determination appeals against the refusal of planning permission.

6.3.6 Taking all these factors into account, it is considered that the loss of some of the hard play area and the off-site car park would be acceptable in this case.

(iii) The effect upon visual amenity and the public realm

6.4 The majority of the proposed extensions are single storey other than the two storey modular unit which is located at the rear of the existing school. The existing school is set back from Church End Lane and the proposals will be screened by existing hedging along Church End Lane. The proposed modular units would be visible from the recreation ground and the two storey modular from Calder Close however some screening will be provided by existing trees and hedging along these boundaries.

6.4.1 The proposed modular units will be rendered and will include timber cladding to improve their appearance. The two storey units will be located adjacent to the existing two storey school and the single storey unit adjacent to the existing single storey part of the school. The single storey extensions to the front of the existing school have flat roofs (to match the existing school) and the materials and detailing will be similar to the existing school.

6.4.2 The proposed additional car park will be visible from Church End Lane, however additional landscaping is proposed and this will reduce the visual impact of the car park on the surrounding area. The re-provided basketball court will be set further back from the road between the school and the existing courts.

6.4.3 The effect on visual amenity is not considered to be significant and overall the proposed new buildings and arrangements are considered acceptable in terms of design and appearance and in accordance with policy CS7 of the Core Strategy.

- (iv) Impact on neighbouring amenity
- 6.5 Public consultation on the expansion of the School has been undertaken by the applicant, which included two public exhibitions. Following feedback from the exhibitions the two storey modular unit was moved approximately 8.5m further away from the boundary with neighbouring properties.
  - 6.5.1 The nearest residential properties are along Church End Lane, Neath Gardens and Calder Close. The proposed off-site car park is within the vicinity of the existing car park in the recreation ground. The car park will be used by school staff during the week and at limited other times. Reading Borough Council Parks department will also have access for maintenance to the recreation ground. Although it was not initially proposed to open the car park out of school hours it will be available for clubs/organisations using the recreation ground.
  - 6.5.2 The proposed two storey modular units will be to the rear of the site and are closest to residential properties on Calder Close and there are rear windows. However the modular unit is located to the east of Calder Close and both the unit and the properties are angled away from each other which mitigates any concerns with regards to overlooking. There is also a distance of approximately 8.5m from the side elevation of this modular building to the closest residential property on Calder Close (and no first floor side windows are proposed) and although this modular will be visible it is unlikely to impact neighbouring properties in terms of loss of light, loss of outlook or overbearing effects due to the distances between the properties and the proposal.
  - 6.5.3 However, the proposal will facilitate an increase in the number of pupils at the school which could increase the potential for noise associated with it. However, in the context of the established school use it is unlikely that any additional noise would result in significant harm to neighbouring occupiers in terms of noise or disturbance.
  - 6.5.4 Environmental Protection has advised that a Noise Assessment of any proposed plant/equipment will be required and this can be dealt with by way of a condition.
  - 6.5.5 External lighting is proposed and will comprise typically LED wall mounted and under canopy luminaires to illuminate all final exits from the buildings. The staff car park (on and off-site) will have column mounted LEDs. To ensure there is no harm to neighbouring properties from artificial lighting a condition will be imposed requiring details of external lighting to be submitted to, and approved by, the local planning authority. Conditions requiring the submission of a Construction Method Statement and restricting hours of construction work and prohibiting bonfires are also recommended.
- (v) Traffic generation and parking
- 6.6 Further to the comments provided by Transport the applicant is undertaking additional surveys. This additional information has not yet been submitted and an update will be provided.

6.6.1 Transport have requested a contribution of £5,000 be provided to enhance the parking restrictions along Church End Lane and as a result of the additional pedestrian movements alongside the additional vehicle movements and parking demand surrounding the school, pedestrian crossing facilities should be enhanced. A contribution of £40,000 is required to improve the pedestrian crossing facilities which would facilitate the provision of a controlled zebra crossing and another at grade uncontrolled crossing. This will be dealt with by way of a legal agreement.

(vi) Trees

6.7 The proposals involve the removal of a number of trees and the submitted Tree Survey demonstrates that these trees are of sufficiently low quality to justify their removal either in arboricultural grounds or to allow for development. The proposal will provide a minimum of 13 new trees to be planted within the school grounds which is positive along with additional hard and soft landscaping. These plans will be in conjunction with comments from Ecology in regards to biodiversity enhancements. Indicative plans have been provided however the location of the trees will need to be formally agreed with the school. This can be dealt with by way of conditions.

6.7.1 The proposed off-site car park would not impact on adjacent trees however soft landscaping around the proposed car park would be considered appropriate (subject to agreement with Parks). This matter can be dealt with by way of a condition.

(vii) Environmental Issues

6.8 In relation to sustainability, the Council's policy requirement is that major non-residential developments meet a BREEAM score of 62.5% (halfway between 'Very Good' and 'Excellent'). The applicant states that they will not be able to undertake a formal BREEAM assessment given the cost implications and the requirement of the school to open in time for the 2015-2016 academic year. They have, however, submitted a Sustainability Statement to support the application which states that although BREEAM would not be sought, 'the intention remains to create sustainable school buildings that will comply with the principles of sustainable construction, design and energy efficiency'. The key points contained within the statement are that the development would:

- include a commitment to low carbon design to reduce energy requirements
- adopt the principles of BREEAM
- use daylighting to reduce artificial lighting/energy use
- include a natural ventilation system
- improve biodiversity as part of the landscaping proposals
- include conservation measures such as bat and bird boxes
- incorporate sanitary fittings with low water usage.

6.8.1 The development would not comply with specific requirements as set out in Policy CS1 of the Core Strategy (or the Council's adopted Sustainable Design and Construction SPD). However, it would meet the objectives of this policy by providing a sustainable building, subject to the development being carried out in accordance with the principles as set out in the Sustainability Statement, which is proposed as a condition.

(viii) Other Matters

6.9 In determining this application the Council is required to have 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, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application.

6.9.1 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

6.9.2 The Community Infrastructure Levy (CIL) was implemented by the Council from April 1st 2015. Although the proposed scheme would be CIL liable development, because education facilities attract a zero CIL charge in the Borough there would be no CIL payable for this scheme.

## 7. CONCLUSION

7.1 Subject to the outstanding matters above being resolved the proposed development is considered acceptable in planning terms and for the reasons set out in the report above.

Case Officer: Claire Ringwood

## Appendix A - Transport comments

It is proposed that the School would expand from 420 to 630 permanent pupil places (a 1 form entry increase; 210 additional permanent spaces, 30 children per year group) with progressive entry from September 2019. It is expected that the full 630 spaces would be taken up by September 2025 year. This equates to 169 spaces over the current number on roll.

The School needs to expand in order for it to meet the current shortfall and anticipated increase in pupil numbers arising principally from new residential developments in Central West Reading identified in the Reading Housing and Economic Land Availability Assessment (May 2017). The proposed new residential sites would be located within a two mile walking radius of the School.

The school day begins at 8.55am and ends at 3:10pm for years R to 2, and 3.15pm for years 3 to 6. A morning club is available before school from 8.00am. An after school club runs from 3:15 pm until 4.15 pm on Wednesdays only. A nursery school also operates from the site.

The School is located on Church End Lane in a residential area with a good network of footways. It is north of The Meadway and south of Norcot Road; both local distributor roads with primary bus routes, 30mph speed limits and street lighting. The area of Church End Lane surrounding the main pedestrian and vehicular entrance to the School is subject to a 20mph zone. Parking restrictions including zig-zag lines and double yellow lines are in place in the vicinity of the School.

The School has three pedestrian accesses into the School site from Church End Lane and from a footpath connecting Church End Lane with Calder Close. There is also a walking route in the form of an unmade path from Teviot Road linking into the footpath between Church End Lane and Calder Close. There is another pedestrian entrance into the nursery site. Vehicular access into the staff car park is from Church End Lane, separate from the pedestrian entrance. Teviot Road and Calder Close are subject to 30mph limits.

A scoping Note had previously been provided and it had been confirmed that a Transport Statement would be sufficient. I have reviewed the Transport Statement and I comment as follows:

### Trip Rates

An assessment has been undertaken that assigns the trip rate mode of the existing pupils to the proposed increase in pupil numbers based on where those children would be travelling from. This is an acceptable methodology but can it be confirmed that all the children identified within the residential site allocation would be required to attend Moorlands or whether the allocation of pupils will be reviewed to ensure that pupils could actually attend a school within a closer proximity to their place of residence.

If the children would be allocated their closest school (subject to parent choice) I would be happy to use the overall travel percentage by car which would be lower than that currently assessed.

The result of the surveys currently provided identifies increases per mode as stipulated in Table 4 below (Taken from the Transport Statement).

**Table 4: Projected pupils per mode for new pupils.**

	Walk	Car	Bus	Cycle or Scoot	Park and Stride	Total
Projected new pupils per mode*	55	93	34	5	23	210

\*Figures have been rounded.

It has been stated that a person dropping the child at School may return home, or travel onwards as part of a linked trip e.g. a parent driving to work. It has therefore been stated that the vehicles associated with pupils travelling by car could generate two two-way trips; one in the morning and one in the afternoon as these vehicles will not remain on the school site during the day. When combined, the projected number of new two-way trips (car and park and stride) associated with additional pupils in each of the AM and PM peaks is 116 (93+23).

A bulge class is currently accommodated at the school and cars associated with the bulge year children can be removed from this new demand. Based on the current modal split this equates to a reduction of 6 vehicles, taking the new demand from 116 down to 110.

A total of 22 new staff in 14 full time equivalent posts will be associated with the school expansion, again with growth in numbers over time. Table 5 below (Taken from Transport Statement) identifies the projected number of new staff at 2025 per mode based on a recent staff survey.

**Table 5: Staff Trip Generation**

Trip generation by mode for staff (2017)	Walk	Cycle	Car Alone	Car Share	Bus	Other	Total
Current staff modal split %	12.8	0.0	79.4	2.6	2.6	2.6	100%
Projected new staff per mode	2.82	0.00	17.47	0.57	0.57	0.57	22

The vehicles associated with new staff would result in new one-way trips in the morning and afternoon, as the staff would park on site. Therefore, it can be expected that there would be up to 18 one-way vehicular trips on the highways in the morning and afternoon/evening associated with new staff.

From the calculations above, the applicant has projected that there would be an additional 220 one-way trips by car associated with pupils and 18 new one-way trips by car in both the morning and afternoon/evening associated with staff. This results in a total of 238 vehicle movements in both of these periods.

The applicant has deemed this a robust methodology as it does not include the following caveats that are likely to reduce new trips by car:

*Breakfast / after school clubs*

The existence of breakfast and after school clubs is likely to space out the arrival/departure of pupils and further lessen the traffic at peak times. However, as has been stated the breakfast club starts at 8am and an after school club only occurs on a Wednesday. It has also not been confirmed how many children can currently be accommodated at these clubs and whether this is to be expanded / increased following the expansion of the school.

### *Sibling data*

The “car” and “park and stride” modes assume that one child is travelling with one driver, the school survey used by the applicant collected data per child and not per car. Children within one family who would naturally travel together in one car have therefore been counted separately in these calculations. The trip generation is therefore an overestimate of car trips associated with pupils.

It has been confirmed that there are currently 118 pupils at the School with at least one sibling also attending; following the current modal split, 38% of these children would arrive by car and a further 6% by park and stride; the applicant has therefore stressed that car sharing within families would reduce the cars associated with these children from around 52 to around 26. However, I do not understand how this conclusion was obtained and further clarification should be provided.

The assessment I have undertaken has established that 28% of the school currently has a sibling, I am therefore happy for this percentage to be reduced from the proposed projected number of pupil trips as these would already be on the network. See Table below:

	Walk	Car	Bus	Cycle / Scoot	Park and Stride	Total
Projected New Pupils Per Mode	55	93	34	5	23	210
Projected New Pupils Per Mode Minus Those With Siblings	40	67	24	4	17	151

Given the above the proposal would still generate 74 vehicle movements associated with the proposed increase in pupil numbers.

### *Travel Plan*

The new intake of pupils will be phased over a number of years which will enable the School Travel Plan to have time to support children and their parents to change towards more sustainable modes. The measures included within the Travel Plan are deemed acceptable and the timescales sufficiently spread leading up to the opening of the expansion so as to not be too daunting a task to implement. One option not included within the Travel Plan is to review the use of cycle / scooter parking and to provide additional parking should it be required.

Although these points may help to reduce the overall numbers this has not been fully assessed and therefore I cannot fully take this into account, my own assessment has also identified that substantial trip numbers would still be generated as detailed in the table above.

As requested by officers automated traffic counts (ATCs) for speed and volume were undertaken due to the existing pressures within the surrounding area especially at the Church End Lane / The Meadway signalized junction and the Church End Lane / Norcot Road priority junction. The surveys were undertaken from 15th to 22nd of November on The Meadway and Church End Lane.



Of note, The Meadway demonstrated a two-way 24 hour mean average speed of 26mph (the posted limit is 30mph) and a two-way, 5 day, 24 hour average daily flow of just under 15,000 vehicles. Multiple controlled crossings are located along this road to help pedestrians to cross, including crossings close to the junction with Church End Lane.

Church End Lane demonstrated a two-way 24 hour mean average speed of 21.75mph, lowering to 20.15mph from 8-9 AM and 20.3mph from 3-4 PM (around School start and end times). These speeds are very close to the 20mph posted zone limit. The average two-way daily flow was much lower than The Meadway at 5,450 vehicles.

It has been stated at Paragraph 4.4.4 that ‘*assuming all vehicles associated with new pupils and staff travel along Church End Lane, up to an additional 238 two-way trips a day (116 in the AM and PM school peaks) would be generated by the expanded School*’, however this is in conflict with Paragraph 3.1.8 and Table 6. These state the following ‘*it is projected that there 3.1.8.would be an additional 220 one-way trips (110 two-way trips) by car associated with pupils and 18 new one-way trips by car in both the morning and afternoon/evening associated with staff. This results in a total of 238 vehicle movements in both of these periods, as can be seen in Table 6*’.

**Table 6: Projected Trip Generation**

<b>Combined projected trip generation due to new expansion per peak</b>	
<b>One way trips associated with pupils</b>	220
<b>One way trips associated with staff</b>	18
<b>Total trips per peak</b>	<b>238</b>

This would therefore need to be clarified. I would reiterate the point at Paragraph 3.1.3 that states that ‘if accompanied, the person dropping the child at School may return home, or travel onwards as part of a linked trip e.g. a parent driving to work’ the highlighted section therefore confirms that two-way trips could be generated during the drop-off and pick of children. It would therefore not be as simple and doubling or halving the travel modes etc.

Irrespective of the above the assessment undertaken represents a c.4% increase in daily traffic along Church End Lane. At the School peaks where these trips would likely be concentrated the new trips (128 increase in vehicle trips) represent a 26% increase in the AM and 32% increase in the PM over the existing average flow (489 vehicles in the AM and 396 in the PM).

When based against my assessment for sibling data these new trips could be reduced to 102 which would represent a 21% increase in the AM Peak and 26% in the PM Peak.

These calculations are only based on one-way trips and therefore two-way trips would significantly increase any impact on the network. However, regardless of this these increases still represent a material increase in vehicle flows within these

peak periods and will impact the Church End Lane / The Meadway signalized junction and the Church End Lane / Norcot Road priority junction. As a result of these increasing these aforementioned junctions should be fully assessed.

#### Parking

Approximately 16 parking spaces are currently provided on the school site, one of which is accessible; only 5 of these spaces are marked out. Additionally, when the ground is dry enough, vehicles also park in tandem on a grass mat area behind this car park. During a site visit on 15.11.17 the applicant has claimed that 22 vehicles were parked in total. These spaces are for staff and visitors only; pupil drop off and pick up is not normally permitted on site.

The Councils Parking standards requires a maximum provision of 1 space per FTE member of Staff and therefore equates to a provision of 14 additional spaces, 3 of which should be accessible. A motorbike space is also required.

The applicant has however expressed that there is currently pressure on the parking provision at the existing School resulting in the need for a number of staff to park on the highway. It is therefore agreed that in order to relieve this parking pressure, and bring the parking provision closer to the projected provision for a 3FE School, additional formal parking spaces will be provided. 22 formally marked and surfaced spaces are proposed (to match the current informal provision) on site and 24 spaces will be delivered off site, within a new parking area accessed through the adjacent recreation ground car park. This provision has been deemed acceptable. It is also proposed that 2 motor bike spaces will also be provided which exceeds the standard by 1 space.

The existing public car park can accommodate 15 cars with the extra space accommodating recycle bins. The proposed access from within this car park would reduce this parking further, although it is noted that the submitted drawing illustrates a provision of 15 spaces. The retention of the car parking spaces is due to the extension of the hardstanding area to re-provide for the bins currently located within the car park. In the circumstances there are no objections given the current parking numbers are retained.

The proposed staff car park on the adjacent Recreation Ground would be accessed through the public car park via a controlled barrier providing fob/ card reader access to enter and an induction loop release on exit, using a power supply from the existing school site. The car park will be used by school staff during the week only and at limited other times. RBC Parks department will also have access for maintenance to the Recreation Ground. It is not proposed to open the car park out of school hours for public use, which could cause management difficulties for the school.

All the illustrated car parking spaces have been illustrated to the required standards.

Car park surveys have been undertaken of the surrounding area and this has identified that there is an increase in on street parking around the drop off and pick up times at the school. Overall this is well distributed throughout the survey area and it is identified that on street parking capacity is still available to accommodate any additional short term parking. However, it is noted that there is substantial capacity on Church End Lane where I would anticipate any additional parking to be located given the distances that pupils are expecting to travel and the desire for parents to park as close to the school as possible. This would generate increased parking on both sides of the carriageway which would

detrimentally impact the flow of vehicles and also the visibility of pedestrians crossing Church End Lane. A contribution of £5,000 should be provided to enhance the parking restrictions along Church End Lane.

As a result of the additional pedestrian movements alongside the additional vehicle movements and parking demand surrounding the school pedestrian crossing facilities should be enhanced. A contribution of £40,000 is required to improve the pedestrian crossing facilities which would facilitate the provision of a controlled zebra crossing and another at grade uncontrolled crossing.

The Councils standards require 3 cycle spaces for staff and 16 for pupils. It has been stated that the School already has an under utilised covered cycle shelter directly in front of the School reception and for this reason, the expansion does not propose to add staff cycle parking. However before this can be agreed evidence is required to demonstrate this underutilization.

The development proposes to increase cycle and scooter provision above the 16 spaces required for pupils. It is proposed that 15 racks (providing 30 spaces) would be provided for bicycles, in addition a scooter rack or pod will also be provided. Given that this is in excess of the Councils standards this is acceptable however a revised drawing will be required demonstrating that this cycle parking is to be covered and the spaces to the required spacings etc. I am however happy for this to be dealt with by way of a condition.

#### Access

Access arrangements to the school are to remain as existing and these are therefore deemed acceptable. Tracking diagrams have also been submitted to demonstrate that a fire appliance can access and egress the rear of the site.

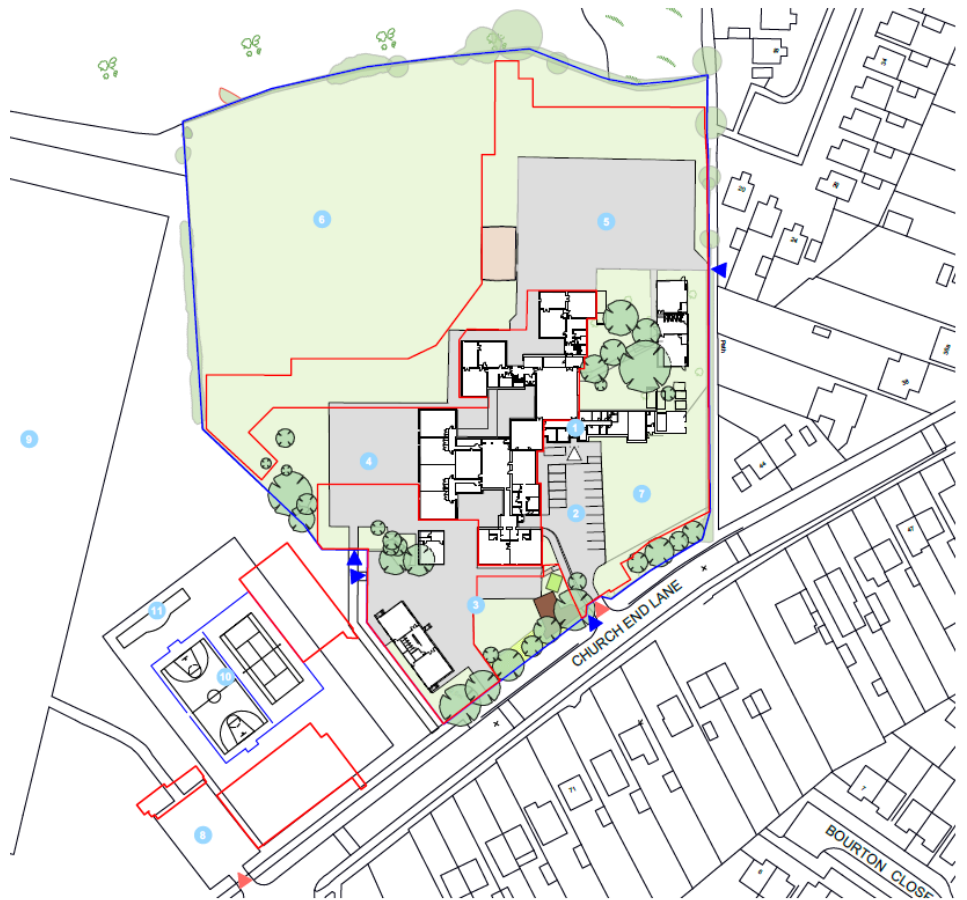
Please ask the applicants agent to submit suitably amended plans / information to address the above points prior to determining the application.

#### S106

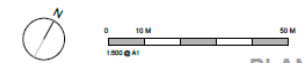
A contribution of £5,000 should be provided to enhance the parking restrictions along Church End Lane.

As a result of the additional pedestrian movements alongside the additional vehicle movements and parking demand surrounding the school pedestrian crossing facilities should be enhanced. A contribution of £40,000 is required to improve the pedestrian crossing facilities which would facilitate the provision of a controlled zebra crossing and another at grade uncontrolled crossing.

# Existing Site Block Plan



- Existing Site Key:**
- Site Ownership Boundary
  - Development Site Boundary  
School site area c. 1650sqm  
Playing Field site area c. 1258.5sqm
  - ▼ Pedestrian Entrance
  - ▼ Vehicular Entrance
  - ▽ Main Entrance
  - 1 Main Entrance & Admin Facilities
  - 2 Staff & Visitor Parking
  - 3 Early Years Play Space
  - 4 Key Stage 1 Playground
  - 5 Key Stage 2 Playground
  - 6 School Playing Fields
  - 7 Overspill Staff Parking
  - 8 Public Car Park
  - 9 The Meadow Recreation Ground
  - 10 Tennis Courts
  - 11 Skate Park



**PLANNING**

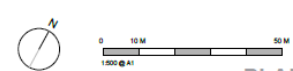
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	<p>DATE: 28.01.18</p> <p>SCALE: 1:500 @ A1 1:1000 @ A3</p>	<p>PROJECT: Moorlands Primary School Expansion to 3FE Church End Lane</p>	<p>CLIENT: Hampshire County Council</p> <p>PROJECT NO: E03153-A-1005</p>

# Proposed Site Block Plan



- Proposed Site Key:**
- Site Ownership Boundary
  - Development Site Boundary  
School Site area c. 9550sqm  
Playing Field site area c. 1328.5sqm
  - ▼ Pedestrian Entrance
  - ▼ Vehicular Entrance
  - ▼ Main Entrance

- 1 Refurbished Main Entrance & Admin Facilities
- 2 Staff & Visitor Parking (parking reconfiguration to provide 22 no. spaces)
- 3 Early Years Play Space
- 4 Key Stage 1 Playground
- 5 Key Stage 2 Playground, extended
- 6 School Playing Fields
- 7 New off-site staff car parking (24no. spaces)
- 8 Public Car Park
- 9 The Meadoway Recreation Ground
- 10 Fenced Courts
- 11 Skate Park
- 12 Proposed Year R Extension
- 13 Proposed Key Stage 1 teaching block
- 14 Proposed Admin Extension
- 15 Proposed Key Stage 2 teaching block
- 16 Relocated basketball court



**PLANNING**

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<p><b>Client:</b> Hampshire County Council Moorlands Primary School Expansion to 3FE Church End Lane</p>		<p><b>Project Information:</b> Project Name: Moorlands Primary School Expansion to 3FE Church End Lane Scale: 1:1000 @ A1 Date: 23.01.18 Project No: E03153-A-1505 Drawing No: P3</p>																					



Aerial View facing North



KS2 Block view facing North



Aerial View facing North West



Aerial View facing South

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	<p><b>Project</b></p> <p>Moorlands Primary School Expansion to 3FE Church End Lane</p>	<p><b>Client</b></p> <p>Hampshire County Council</p>	<p><b>Project</b></p> <p>Moorlands Primary School Expansion to 3FE Church End Lane</p>	<p><b>Client</b></p> <p>Hampshire County Council</p>	<p><b>Project</b></p> <p>Moorlands Primary School Expansion to 3FE Church End Lane</p>	<p><b>Client</b></p> <p>Hampshire County Council</p>	<p><b>Project</b></p> <p>Moorlands Primary School Expansion to 3FE Church End Lane</p>	<p><b>Client</b></p> <p>Hampshire County Council</p>	<p><b>Project</b></p> <p>Moorlands Primary School Expansion to 3FE Church End Lane</p>



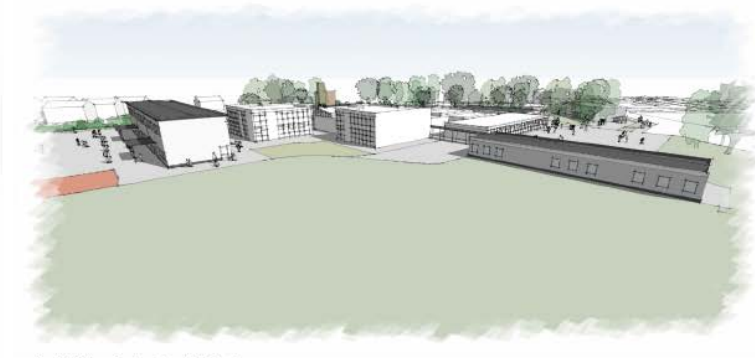
View Towards Entrance and Admin Area



View Facing Year 2 Classrooms



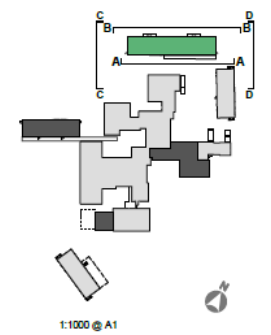
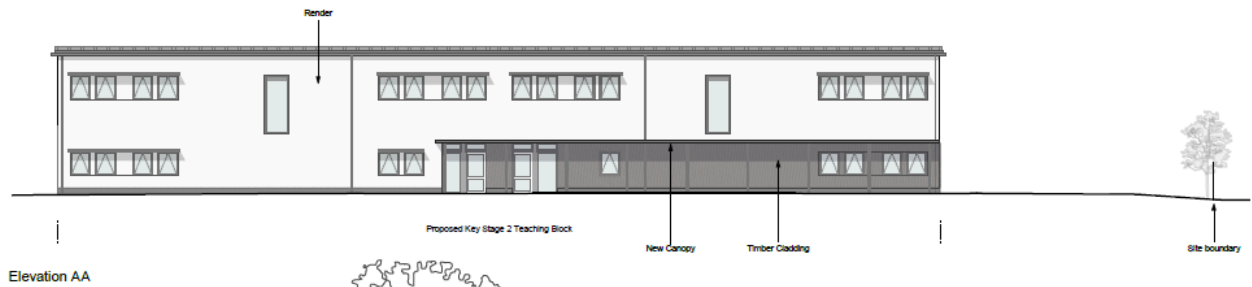
View facing Year R Classrooms



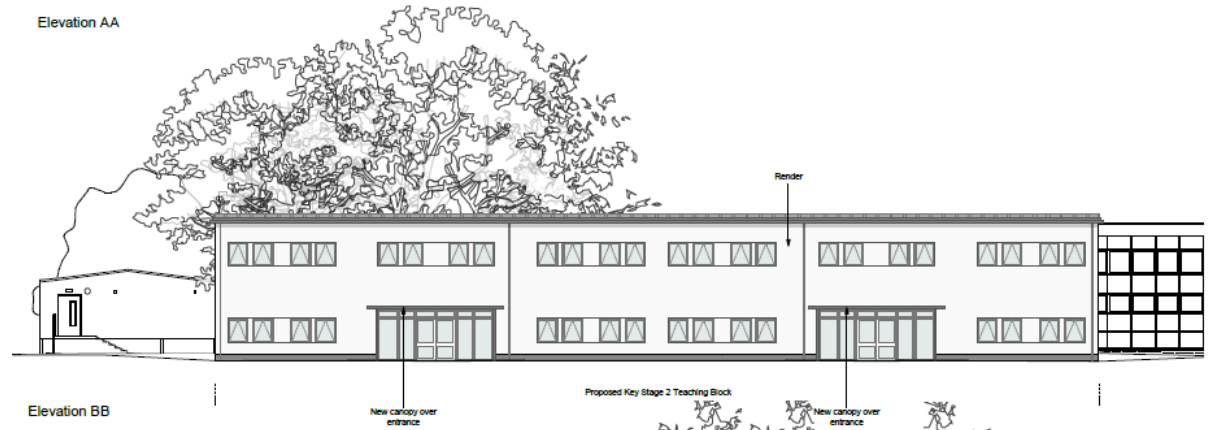
Aerial View facing South East

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	<b>Hampshire County Council</b> Moorlands Primary School Expansion to 3FE Church End Lane		<b>HCC Property Services</b> Three Modern House, 25 High Street, Winchester SO20 8LL, Wilt (01962) 447001		<b>Proposed Visualisations</b> Sheet 2		<b>PROJECT NO.</b> E03153-A-1801	<b>SCALE</b> P1				



Elevation AA



Elevation BB



Elevation CC

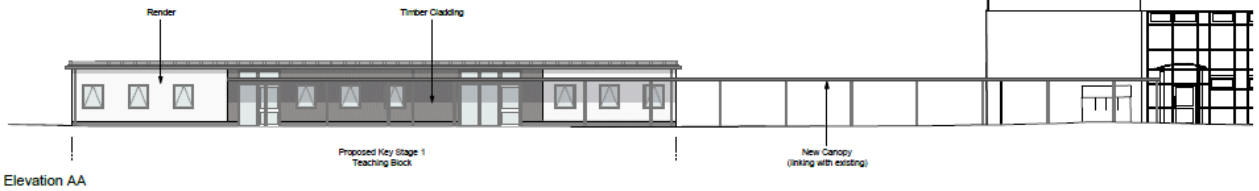
Elevation DD

Proposed Key Stage 2 Teaching Block

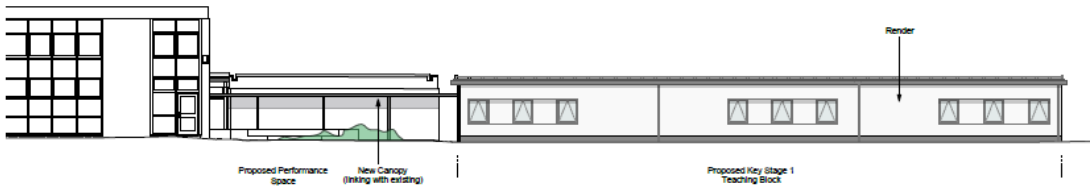
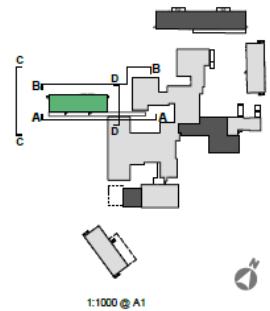
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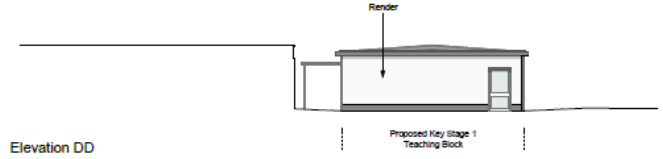
Elevation AA



Elevation BB



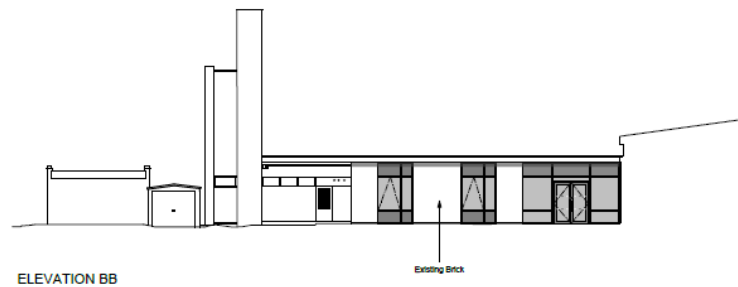
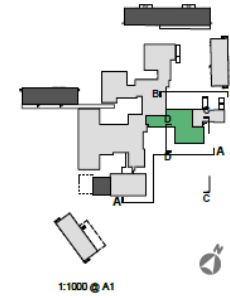
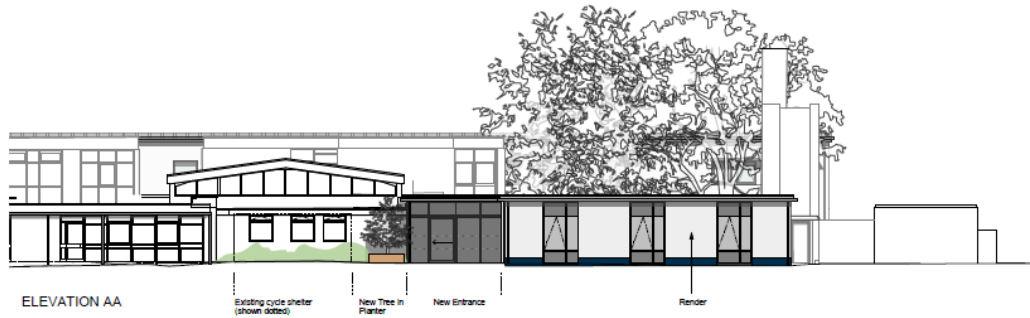
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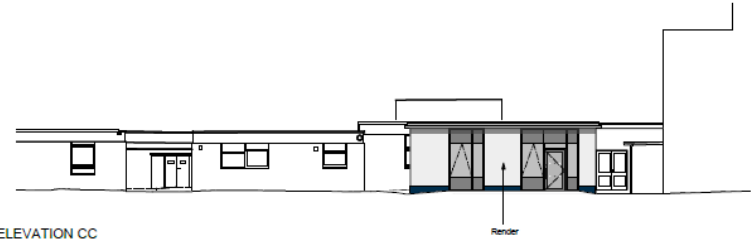
Elevation DD

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	<p>1</p> <p>2</p> <p>3</p> <p>4</p> <p>5</p> <p>6</p> <p>7</p> <p>8</p> <p>9</p> <p>10</p> <p>11</p> <p>12</p> <p>13</p> <p>14</p> <p>15</p> <p>16</p> <p>17</p> <p>18</p> <p>19</p> <p>20</p> <p>21</p> <p>22</p> <p>23</p> <p>24</p> <p>25</p> <p>26</p> <p>27</p> <p>28</p> <p>29</p> <p>30</p> <p>31</p> <p>32</p> <p>33</p> <p>34</p> <p>35</p> <p>36</p> <p>37</p> <p>38</p> <p>39</p> <p>40</p> <p>41</p> <p>42</p> <p>43</p> <p>44</p> <p>45</p> <p>46</p> <p>47</p> <p>48</p> <p>49</p> <p>50</p> <p>51</p> <p>52</p> <p>53</p> <p>54</p> <p>55</p> <p>56</p> <p>57</p> <p>58</p> <p>59</p> <p>60</p> <p>61</p> <p>62</p> <p>63</p> <p>64</p> <p>65</p> <p>66</p> <p>67</p> <p>68</p> <p>69</p> <p>70</p> <p>71</p> <p>72</p> <p>73</p> <p>74</p> <p>75</p> <p>76</p> <p>77</p> <p>78</p> <p>79</p> <p>80</p> <p>81</p> <p>82</p> <p>83</p> <p>84</p> <p>85</p> <p>86</p> <p>87</p> <p>88</p> <p>89</p> <p>90</p> <p>91</p> <p>92</p> <p>93</p> <p>94</p> <p>95</p> <p>96</p> <p>97</p> <p>98</p> <p>99</p> <p>100</p>									

PLANNING



ELEVATION BB



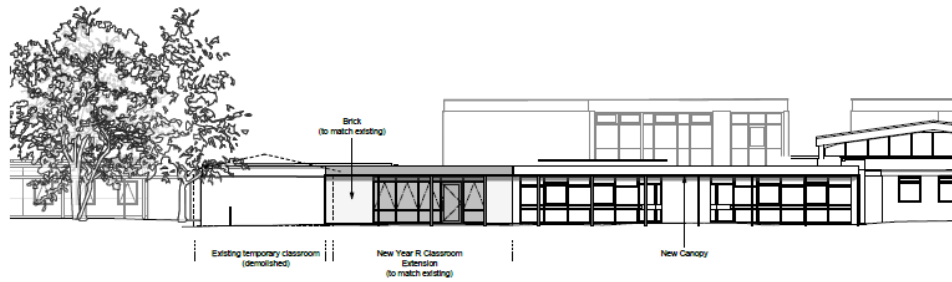
ELEVATION CC



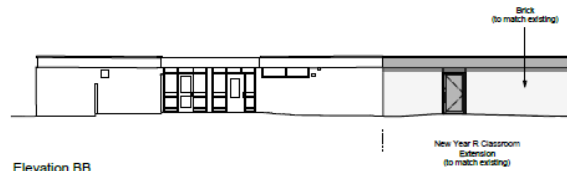
ELEVATION DD

**PLANNING**

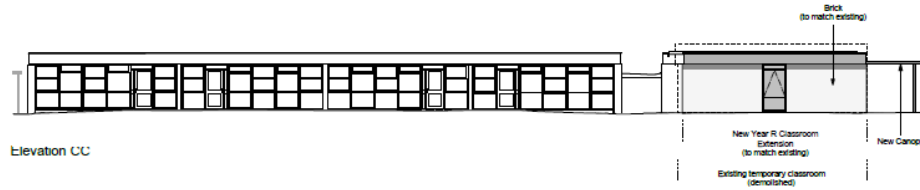
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	No.	Description	Date	By																																						
1	Issue for Planning	28/01/18	RS																																							



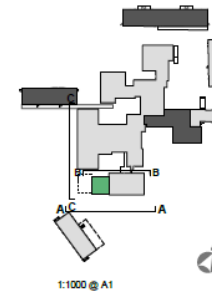
Elevation AA



Elevation BB



Elevation CC



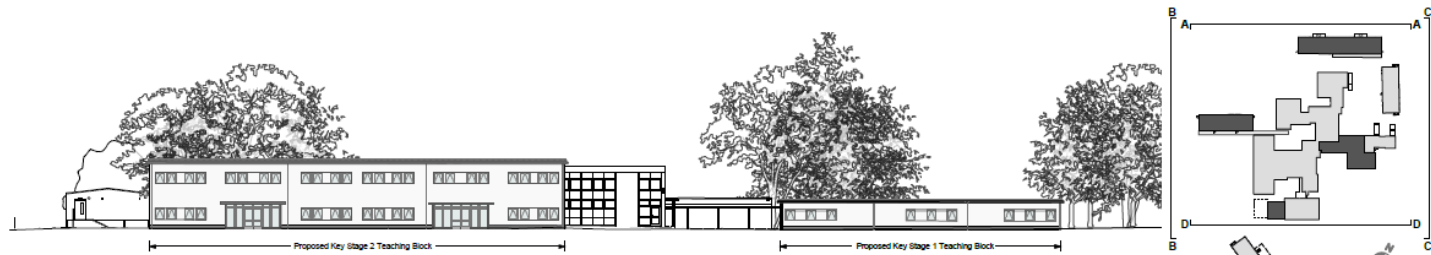
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No.	Description	Date	By
1	Issue for Planning	26/01/18	RS

<b>Hampshire County Council</b>		HCC Property Services, Three Miles House, 21-25, Street, Winchester SO3 0LX, Wiltshire, England	
<b>PROJECT</b> Moorlands Primary School Expansion to SFE Church End Lane		<b>ASSET CONTENTS</b> Proposed Year R Classroom Elevations	
<b>SCALE</b> 1:100 @ A1 1:200 @ A3	<b>DATE</b> 26.01.18	<b>DESIGN</b> RS	<b>CHECKED</b> HD
<b>DRAWING NO.</b> E03153-A-3003		<b>APPREPROVED</b> P1	

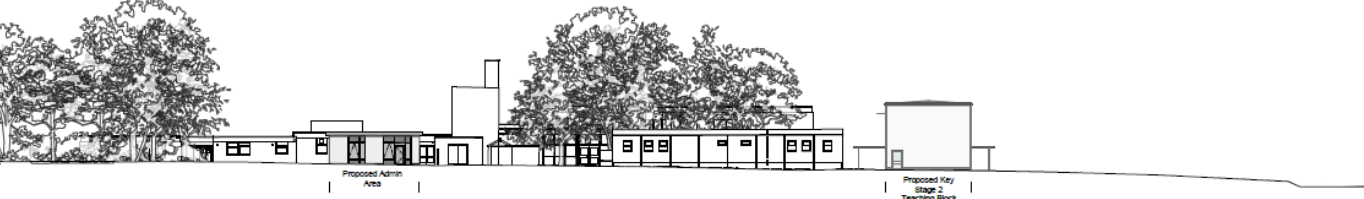
PLANNING



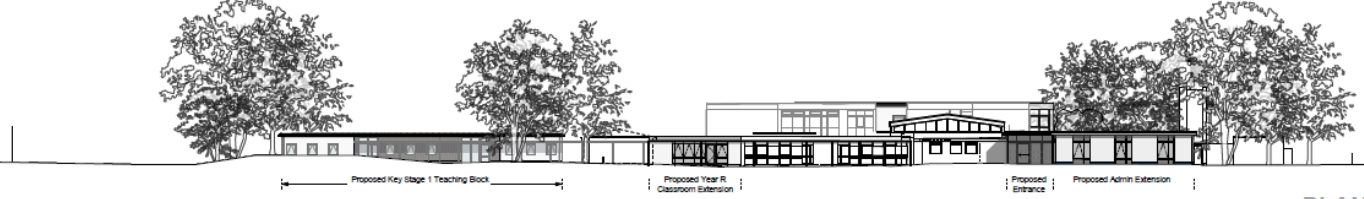
Proposed North-West Elevation (A-A)



Proposed South-West Elevation (B-B)



Proposed North-East Elevation (C-C)



Proposed South-East Elevation (D-D)

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