

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 7

PLANNING APPLICATIONS COMMITTEE: 30th 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 6th 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.



FIGURE 28: PROPOSED SITE PLAN

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 4th 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 333m². 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:

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

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 (LAMax) 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 162m². 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, 2nd 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 4th 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