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To: Councillor Tickner (Chair),
David Absolom, Anderson, Ayub, Chrisp,
Dennis, Duveen, K Edwards, Jones,
Maskell, Page, Stanford-Beale, Whitham
and Willis.

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**NOTICE OF MEETING -STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE -
26 MARCH 2015**

A meeting of the Strategic Environment, Planning and Transport Committee will be held on Thursday 26 March 2015 at 6.30pm in the Council Chamber, Civic Offices, Reading. The meeting Agenda is set out below.

AGENDA

	<u>WARDS AFFECTED</u>	<u>PAGE NO</u>
1. DECLARATIONS OF INTEREST		
2. MINUTES OF THE MEETING OF THE STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE HELD ON 25 NOVEMBER 2014		1
3. MINUTES OF THE MEETINGS OF THE TRAFFIC MANAGEMENT SUB-COMMITTEE OF 15 JANUARY 2015		8

4.	MINUTES OF OTHER BODIES		
	(A) READING CLIMATE CHANGE PARTNERSHIP BOARD - 3 MARCH 2015		20
	(B) JOINT WASTE DISPOSAL BOARD - 22 JANUARY 2015		23
	(C) AWE LOCAL LIAISON COMMITTEE - 17 DECEMBER 2014		27
5.	PETITIONS		-
	Petitions submitted pursuant to Standing Order 36 in relation to matters falling within the Committee's Powers & Duties which have been received by Head of Legal & Democratic Services no later than four clear working days before the meeting.		
6.	QUESTIONS FROM COUNCILLORS AND MEMBERS OF THE PUBLIC		-
	Questions submitted pursuant to Standing Order 36 in relation to matters falling within the Committee's Powers & Duties which have been submitted in writing and received by the Head of Legal & Democratic Services no later than four clear working days before the meeting.		
7.	DECISION BOOK REFERENCES		-
	To consider any requests received by the Monitoring Officer pursuant to Standing Order 42, for consideration of matters falling within the Committee's Powers & Duties which have been the subject of Decision Book reports.		
8.	PRESENTATION - OXFORD WESTERN CONVEYANCE CHANNEL AND ABINGDON FLOOD STORAGE AREA	BOROUGHWIDE	36
	A presentation from Emma Formoy, Funding and Benefits Realisation Manager for the Oxford and Abingdon Scheme, and Jeanne Capey, Partnership and Strategic Overview Team Leader, Environment Agency, to update the Committee on the proposed flood alleviation schemes in the Oxford area.		
9.	PRESENTATION - WATER SECURITY SCRUTINY REVIEW	BOROUGHWIDE	41
	As part of a scrutiny review of Water Security, to receive a presentation from Thames Water on the current condition of Reading's water supply and waste water infrastructure, and their future investment programme for Reading.		
10.	FLOOD & WATER MANAGEMENT ACT 2010 - LOCAL FLOOD RISK MANAGEMENT STRATEGY FOR READING	BOROUGHWIDE	44
	To update the Committee on the Local Flood Risk Management Strategy (LFRMS) for Reading.		

11.	LOCAL TRANSPORT PLAN IMPLEMENTATION PLAN 2015-2016 To update the Committee on the Local Transport Plan (LTP) annual implementation plan for 2015-16.	BOROUGHWIDE	126
12.	REVISED SUPPLEMENTARY PLANNING DOCUMENT ON PLANNING OBLIGATIONS UNDER SECTION 106 To inform the Committee of the revised Supplementary Planning Document (SPD) on Section 106 Planning Obligations to take regard of the new Community Infrastructure Levy (CIL) to be implemented from 1 April 2015.	BOROUGHWIDE	135
13.	EMPLOYMENT AND SKILLS PLANS - PROGRESS SO FAR To update the Committee on the progress on drawing up and implementing Employment and Skills Plans (ESPs).	BOROUGHWIDE	154
14.	ENHANCEMENT OF CONSERVATION AREAS To update the Committee on issues raised by residents groups, other members of the public and Ward Councillors in relation to a number of Conservation Areas in the Borough.	BOROUGHWIDE	162
15.	ADOPTION OF THE OUTLINE DEVELOPMENT FRAMEWORK FOR THE SITE OF READING PRISON To update the Committee on the results of the consultation on the Draft Development Framework, the situation with regard to the future of the site and to seek approval to adopt the Outline Development Framework.	ABBEY	173

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Present: Councillors Tickner (Chair), Ayub, Chrisp, Dennis, Duveen, K Edwards, Jones, Maskell, Page, Stanford-Beale and Willis.

Apologies: Councillors DL Absolom, Anderson and Whitham

Also in attendance: Councillor White

12. MINUTES

The Minutes of the meeting of 16 July 2014 were confirmed as a correct record and signed by the Chair.

13. MINUTES OF TRAFFIC MANAGEMENT SUB-COMMITTEE

The Minutes of the meetings of the Traffic Management Sub-Committee of 11 September and 4 November 2014 were received.

14. MINUTES OF OTHER BODIES

The Minutes of the meeting of the Reading Climate Change Partnership Board of 22 October 2014, the meetings of the Joint Waste Disposal Board of 5 June and 18 September 2014 and the Minutes of the meeting of the AWE Local Liaison Committee of 17 September 2014 were submitted.

Resolved: That the Minutes be noted.

15. AWE PRESENTATION ON THE STRUCTURE AND COMPOSITION OF THE LOCAL LIAISON COMMITTEE AND TIMESCALES FOR THE SUBMARINE DISMANTLING PROJECT.

The Director of Environment and Neighbourhood Services submitted a report updating the Committee on the decision to invite a representative from AWE to provide further information with regard to the structure and composition of the Local Liaison Committee (LLC) and to provide information with regard to the timescales for the submarine dismantling project.

Hadyn Clulow, AWE Site Director and Fiona Rogers, AWE Head of Corporate Communications, gave a presentation and answered questions from the Committee.

Fiona Rogers explained that they had carried out a review of the terms of reference for the LLC and had also completed a benchmark exercise against LLCs on other sites. There was no national guidance for LLCs, but the AWE felt that the primary function of the LLC was to focus on issues for local communities.

The Committee discussed the presentation and a number of points were made including that several members felt that the membership of the LLC did not reflect the composition of the local community around AWE, in particular the Reading community as the largest urban area close to AWE.

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Hadyn Clulow explained that AWE had responded to requests for information from the Ministry of Defence (MoD) with regard to the submarine dismantling project and that they had the capacity within the current facilities to complete this. The final decision would be taken by the MoD following a period of public consultation.

Resolved:

- (1) That the presentation be noted;
- (2) That the AWE be asked to reconsider whether the membership of the LLC was representative of the local community;
- (3) That the Chair of the Committee, in consultation with the Lead Councillor for Strategic Environment, Planning and Transport, prepare a response to the public consultation on the submarine dismantling project.

(Councillor Willis declared an interest in the above item. Nature of Interest: Councillor Willis was employed by the Ministry of Defence.)

(Councillor K Edwards declared an interest and withdrew for the above item. Nature of Interest: Councillor K Edwards was employed by a company that worked for AWE.)

16. THE COMMUNITY VALUE OF PUBS

The Director of Environment and Neighbourhood Services submitted a report updating the Committee on the response to the Council motion submitted by Councillor White at the meeting of Council on 21 October 2014 (Minute 32 refers) regarding the community role of pubs. An extract of the draft Council Minute was attached to the report at Appendix 1 and a copy of the letter sent by the Managing Director, at the request of the Deputy Leader/ Lead Councillor for Environment, Planning and Transport, in response to the Government's consultation on the draft Small Business, Enterprise and Employment Bill was attached to the report at Appendix 2.

The report stated that there had been a considerable number of pubs converted to other uses in Reading over recent years and that a change from a pub to a shop, financial or professional service or to a restaurant was permitted under the Town and Country Planning (General Permitted Development) (Amendment) (England) Order so no planning permission was required. There had been considerable public concern about this lack of control as well as detrimental impact of the loss of a community facility, although it was recognised that some pubs were not economically viable.

The report contained details of the officer response to each aspect of the motion as follows:

The development and adoption of planning policies to give stronger protection to local public houses

The report stated that the Council had already adopted policy protection for public houses under Policy DM15 (Protection of Leisure Facilities and Public Houses) in

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October 2012, but that this would be reviewed with other local plan policies as part of the review of the Local Plan.

To help facilitate community groups to nominate pubs as Assets of Community Value

The report explained that under Part 5 Chapter 3 of the Localism Act 2011 (the Act) the Council was required to maintain a list of Assets of Community Value which had been nominated by bodies representing the local community. This was intended to help local communities to keep such assets in public use and part of local life. When listed assets came up for sale or change of ownership, the Act gave community groups the time to develop a bid and raise money to bid to buy the asset, although the owner retained the discretion to sell to whomever they chose.

The report also stated that the Council would continue to provide information and support to community groups who wished to submit nominations.

To give consideration to the use of Article 4 Directions to protect threatened pubs from demolition or change of use

The report stated that Councils could consider the use of Article 4 Direction powers in response to concerns about permitted development rights. However, recent Planning Practice Guidance made it clear that the use of Article 4 Directions to remove national permitted development rights should be limited to situations where this was necessary to protect the local amenity or the wellbeing of the area and that the potential harm should be clearly identified.

In an urban area such as Reading, it would be difficult to argue that the loss of a pub as a community facility was unacceptable if there were other pubs in the vicinity and so a borough wide Article 4 Direction to remove permitted development rights for all public houses in the Borough was unlikely to be capable of justification.

To submit, under the Sustainable Communities Act, a proposal to Government to protect community pubs in England by ensuring that planning permission and community consultation were required before community pubs were allowed to be converted to betting shops, supermarkets and pay-day loan stores or other uses, or were allowed to be demolished

The report explained that the Sustainable Communities Act 2007 introduced legislation to help reverse the trend of community decline due to the loss of local facilities and services. Councils could make proposals to the Secretary of State, but must also involve local people by setting up citizens' panels and reaching agreement with the panels as to proposals.

The report stated that this was not considered an appropriate scheme to preserve public houses in the Borough.

That the Managing Director wrote to the Secretary of State at the Department of Business Innovation & Skills to request that publican lessees were offered a fair market rent-only option and at this be included in the Small Business Bill currently before Parliament.

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The report stated that the Bill sought to ensure that pub landlords received a fair deal through the introduction of a statutory code and an Adjudicator. On behalf of the Council and at the request of the Deputy Leader/ Lead Councillor for Environment, Planning and Transport, the Managing Director had responded to the consultation.

At the invitation of the Chair, Councillor White, Mr G Epps and Mr P Scrivens addressed the Committee.

Resolved:

- (1) That the Local Plan be reviewed to ensure it provided an appropriate and sustainable level of protection for public houses;
- (2) That the powers contained within Article 5, Chapter 3 of the Localism Act 2011 in relation to the Assets of Community Value be noted and future appropriate applications for listing from community groups be supported;
- (3) That the regulatory constraints in relation to Article 4 Directions which would not support the serving of a Borough wide direction be noted;
- (4) That it be noted that it was not considered appropriate to use the Sustainable Communities Act 2007 as a way of preserving public houses from development in the Borough;
- (4) That the letter sent by the Managing Director, at the request of the Deputy Leader/ Lead Member for Environment Planning and Transport, in response to the consultation on the proposed Small Business, Enterprise and Employment Bill, be noted.

17. REVISED LOCAL DEVELOPMENT SCHEME

The Director of Environment and Neighbourhood Services submitted a report to update the Committee on the Local Development Scheme (LDS). The revised LDS was attached to the report at Appendix 2.

The report stated that the LDS was a statutory programme tool which set out the planning policy documents that the Council intended to produce with their purpose, timescales and geographical area. The Committee had approved the last LDS at the meeting of 9 July 2013 (Minute 8 refers) and set out a programme for producing a comprehensive Local Plan to replace three separate development plan documents. The Committee approved subsequent amendments to the LDS on 20 November 2013 (Minute 19 refers) which allowed for an alteration to the Council's existing affordable housing policies prior to a full review of the Local Plan.

The report explained that the current proposals were to amend the timescales for the production of the LDS so that the evidence document on housing needs that had been commissioned jointly with neighbouring authorities could be used to inform the strategy of the LDS.

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The report also stated that two alternative options could be considered. The first of these would be to proceed with the existing 2013 LDS, but this would mean moving to an Issues and Options consultation before information on housing needs was available in summer 2015 and proposed housing figures were potentially the most important element of the Local Plan. The second option would be to produce a LDS with less ambitious timescales, but this would leave the Council without a planning policy in place to cover some important issues, which could leave the Council vulnerable to appeals and be a less effective use of resources.

Resolved: That the Local Development Scheme, as attached to the report at Appendix 2, be approved and form the basis for production of the planning policy.

18. ANNUAL CARBON FOOTPRINT REPORT 2013-14

The Director of Environment and Neighbourhood Services submitted a report to update the Committee on the annual Carbon Footprint report for 2013/14. The full details were included in the Greenhouse Gas (GHG) Protocol Report 2013-14, which was attached to the report at Appendix 1.

The report stated that the Council had published its first Climate Change Strategy in 2008, which included a commitment to reduce emissions of greenhouse gases by 4% per annum and by 50% in total by 2020. Reading Climate Change Partnership's strategy 'Reading means business on Climate Change' was developed to further this commitment by developing a collaborative strategy with business, community and public sector that invited other organisations to join in a shared ambition to reduce their emissions by 7% per annum.

The report showed that the Council had steadily increased its commitment to reduce its own carbon emissions over the past six years and had achieved a 3% reduction in corporate emissions between 2012/13 and 2013/14. The main projects that contributed to this reduction were the continued investment in invest-to-save energy efficiency technologies through the Salix Fund and the first solar panel project. The footprint decreased by less than 1% when the gross emissions of the wider influence of the Council were taken into account.

The 2013/14 carbon footprint for the Council's corporate activities was 31.3% lower than the baseline emissions in 2008/09. This was 10% ahead of target and demonstrated significant progress to meet the 50% reduction target by 2020.

Other schemes to reduce carbon emissions included the investment in LED (Light Emitting Diode) lamps for street lights, the installations of photovoltaic solar panels onto 500 Council houses and it was noted that the move to the new civic offices building was predicted to reduce the energy consumption by 75% compared to the current building.

The report explained that 2013/14 was the final year that the Council was required to participate in the Carbon Reduction Commitment Energy Efficiency Scheme (CRC) after the Government's simplification of the scheme.

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- (1) That the continued reduction of carbon emission for 2013/14, as detailed in the report, be noted;
- (2) That the 2013/14 carbon footprint for the Council's corporate and wider activities, as detailed in the report, be noted;
- (3) That the ongoing investment in low carbon technologies and initiatives to reduce energy costs and the carbon footprint of the Council operations, including significant energy savings from the new civic offices, be supported;
- (4) That the separation of reporting of the corporate activities and wider services, including schools and managed services, be approved.

19. WATER SECURITY SCRUTINY REVIEW - UPDATE

The Director of Environment and Neighbourhood Services submitted a report to update the Committee on the Water Security scrutiny review that was being carried out by a task-and-finish group of Councillors appointed by the Committee at the meeting on 16 July 2014 (Minute 6 refers).

The report stated that the Group had met on 20 October 2014 and had discussed the scope of the review. The Group had agreed that the review should look at the current condition of Reading's water supply and waste water infrastructure and the planned investments, and to investigate how the impact of planned and emergency work could be minimised. The proposed scoping framework for the review was attached to the report at Appendix 1.

The report stated that this review would build on a previous scrutiny review of water security with Thames Water and other stakeholders in 2012 but had a more specific focus, as detailed in the scoping framework. It was proposed that the Group and relevant officers sought the relevant information from Thames Water and met with their representatives to discuss these issues and then submit a final report to the Committee on 26 March 2015. Thames Water would also be invited to that meeting to discuss the review findings and to give a presentation on their planned programme of works in Reading.

Resolved:

- (1) That the proposed scope of the Water Security review be approved;
- (2) That Thames Water be invited to the SEPT Committee meeting on 26 March 2015 to discuss the review conclusions and to provide an update on the investment programme for Reading.

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20. COMMUNITIES AND LOCAL GOVERNMENT (CLG) / DEPARTMENT FOR ENVIRONMENT, FOOD AND RURAL AFFAIRS (DEFRA) CONSULTATION ON PROVIDING SUSTAINABLE DRAINAGE SYSTEMS THROUGH THE PLANNING PROCESS

The Director of Environment and Neighbourhood Services submitted a report updating the Committee on the joint CLG and DEFRA consultation document that detailed the latest proposals, which included not to progress with the Sustainable Urban Drainage (SUDS) Approving Bodies (SABs) but to incorporate the provision of SUDS within the Planning System. A response to the consultation that was approved by Planning Application Committee on 15 October 2014 and submitted to DEFRA was attached to the report at Appendix 1.

The report stated that Schedule 3 of The Flood and Water Management Act 2010 established SUDS Approving Bodies (SABs) in unitary authorities and in county councils and gave those bodies statutory responsibility for approving Drainage Applications and, in some cases, adopting the approved drainage systems associated with all new developments.

The report contained details of the consultation proposals and stated that as the Council was considered to have taken a proactive approach in implementing SUDS systems, Chris Saunders, the Transport Development Control Manager had been asked by DEFRA to help to assess the outcomes of the consultation in December 2014.

The report also stated that the changes would have implications on the planning process and that other organisations, such as the Environment Agency, might need to be consulted specifically for SUDS. There would be additional work for the enforcement team to ensure that the conditions covering the maintenance of SUDS were undertaken, but this would be less work than there would have been under the original proposals.

Resolved: That the report be noted.

(The meeting started at 6.30pm and closed at 8.02pm).

Signed: _____(Chair)

26 March 2015

TRAFFIC MANAGEMENT SUB-COMMITTEE MINUTES - 15 JANUARY 2015

Present: Councillors Page (Chair), D.L. Absolom, Ayub, Davies, Duveen, Hacker, Hopper, Jones, Terry and Whitham

Apologies: Councillor Willis

Also in attendance: Councillor White (for items 63 to 65), Councillors Hoskin and Vickers (for items 63 to 66), Councillor Rodda (for items 63 to 67) and Councillor Ballsdon (for items 64 to 68)

63. FORMER TRANSPORT USERS' FORUM - CONSULTATIVE ITEM

(1) Questions

A Question on the following matter was submitted, and answered by the Chair:

Questioner	Subject
Cllr White	Intercity Express Programme

(The full text of the question and reply was made available on the Reading Borough Council website).

(2) Presentation - Connectivity is 'King' - Reading UK CIC

Nigel Horton-Baker, Executive Director of Reading UK Community Interest Company (CIC), updated the Sub-Committee on the role of the CIC in supporting businesses and in marketing Reading. He explained that the current success of Reading as an attractive venue for business and investment was largely attributed to the rail infrastructure which made the town very accessible. The future plans for investment in Smart Motorways, which would increase the number of lanes on the M4, and for the arrival of Crossrail in 2019 would continue to support the growth of Reading as a thriving centre for business.

Resolved: That Nigel Horton-Baker be thanked for his presentation.

64. MINUTES

The Minutes of the meeting of 4 November 2014 were confirmed as a correct record and signed by the Chair.

65. QUESTIONS FROM COUNCILLORS

There were no questions submitted in accordance with the Panel's Terms of Reference.

66. PETITIONS

(a) English Martyrs Catholic Primary School - Petition for a controlled crossing

The Director of Environment and Neighbourhood Services submitted a report on the receipt of a petition with 900 signatures asking the Council to install a zebra crossing outside English Martyrs Catholic Primary School.

The petition read as follows:

“KEEP OUR CHILDREN SAFE - Objective: - to make a safer, accessible, child friendly road to ensure the safety of our children! When crossing a VERY busy road to access our school, whilst the road is currently 20mph, drivers go excessively faster than this causing frequent near misses.

It is of great concern that one day a child, parent or pedestrian will be seriously hurt.

Aim:- For a zebra crossing to be installed outside English Martyrs School.”

The report stated that the issues raised within the petition were to be fully investigated and a future report submitted to the Sub-Committee for consideration.

At the invitation of the Chair, lead petitioner Mrs Simpson-Holland and Councillors Hoskin and Vickers addressed the Sub-Committee.

Resolved:

- (1) That the report be noted;**
- (2) That the issue be investigated and a report be submitted to the next meeting of the Sub-Committee for consideration;**
- (3) That the lead petitioner be informed accordingly.**

(b) Amersham Road Estate, Caversham - Petition for a 20mph zone

The Director of Environment and Neighbourhood Services submitted a report on the receipt of a petition with over 200 signatures asking the Council to introduce a 20mph zone in part of the Amersham Road Estate to improve road safety.

The petition read as follows:

“We the undersigned request that Reading Borough Council improve road safety on our streets by implementing a 20mph zone in the Amersham Road estate from the junction with Star Road and Amersham Road, covering Dickens Close, Mead Close, Meadow Way, Amersham Road, Clonmel Close, Charles Evans Way, Ian Mikardo Way, Rhine Close, Nire Road, Honey Meadow Way and Managua Close.”

The report stated that the issues raised within the petition were to be fully investigated and a future report submitted to the Sub-Committee for consideration.

At the invitation of the Chair, lead petitioner Mrs H Simmonds addressed the Sub-Committee.

Resolved:

- (1) That the report be noted;**
- (2) That the issue be investigated and a report be submitted to the next meeting of the Sub-Committee for consideration;**
- (3) That the lead petitioner be informed accordingly.**

67. RESIDENT'S PARKING REVIEW PHASE 2 - OBJECTIONS TO ADVERTISED TRAFFIC REGULATION ORDERS AND INFORMAL CONSULTATION REQUESTS FROM WALDECK STREET AND SWAINSTONE ROAD

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the responses received from residents regarding the advertised Resident Parking (No 2) 2014 Traffic Regulation Order. The advertised drawings were attached to the report at Appendix 1 and the responses received were attached at Appendix 2.

The report stated that the residents of Barry Place had objected to the proposals initially advertised as part of Phase 1, but had submitted an alternative plan for parking restrictions. This revised proposal had been taken to statutory consultation and no responses had been received.

The report also stated that following a campaign by the residents of the terraced housing within Patrick Road, a shared use resident parking scheme had been advertised. Comments from residents received during the statutory consultation were attached to the report in Appendix 2. As there were different parking issues in different parts of Patrick Road, as some of the houses had off street parking, it was proposed that the advertised parking restrictions be implemented but that a statutory consultation for no waiting restrictions in the middle section of Patrick Road be carried out. Details of the proposed and existing restrictions within Patrick Road were attached at Appendix 3.

The report explained that the residents of St Bartholomew's Road had expressed concern with unrestricted parking on the eastern side of St Bartholomew's Road but that the initial shared use proposal advertised during Phase 1 of the review had not been implemented. However, following further consultation with residents and Ward Councillors a further proposal had been taken to statutory consultation and comments received were attached to the report at Appendix 1. It was noted that the report had wrongly stated that the proposal had been for '...resident parking or 2 hours no return within 2 hours 8am-8pm...' as the proposal had been for shared use at all times.

The report also explained that the residents of Cholmeley Terrace had requested an increase in resident's parking spaces. This had been achieved by a proposal to reduce the length of no waiting at any time and by extending the resident parking bays. No comments had been received during the statutory consultation period.

The report stated that it had been proposed that Upper Redlands Road, Redlands Road and Whitley Park Lane be consolidated into Zone 15R and that no comments had been received during the statutory consultation period.

The report also stated that residents and Ward Councillors of Waldeck Street and Swainstone Road had expressed support for a resident permit scheme and that the responses received in relation to informal consultation carried out in December 2014 were attached at Appendix 4.

At the invitation of the Chair, Mr J Wells and Mr M Norcross (residents of Patrick Road) and Councillor Rodda (Katesgrove Ward Councillor) addressed the Sub-Committee.

Resolved:

- (1) That the report be noted;

- (2) That the proposals, as advertised, be implemented;
- (3) That the Head of Legal and Democratic Services be authorised to seal the Traffic Regulation Order (Resident Parking No 2) 2014, and no public inquiry be held into the proposals;
- (4) That the objectors be informed accordingly;
- (5) That, in consultation with the Chair of the Sub-Committee/Lead Councillor for Strategic Environment, Planning and Transport and Ward Councillors, the Head of Legal and Democratic Services be authorised to carry out the statutory consultation on a traffic regulation order for a no waiting restriction on Patrick Road;
- (6) That, in consultation with the Chair of the Sub-Committee/Lead Councillor for Strategic Environment, Planning and Transport and Ward Councillors, the Head of Legal and Democratic Services be authorised to carry out the statutory consultation on a traffic regulation order for resident parking schemes in Waldeck Street and/or Swainstone Road.

68. HIGHMOOR ROAD/ ALBERT ROAD - PETITION FOR A SAFER CROSSROADS - UPDATE

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the resultant review of the road safety improvement options to reduce accidents and the concern of accidents at the crossroads of Highmoor Road and Albert Road following the response to statutory consultation. The revised list of options was attached to the report at Appendix 1.

The report recommended that the priorities at the crossroads be changed and that STOP signs and markings be introduced on both approaches to the junction from Albert Road. It was recognised that this did not meet the request of the original petition, but it was considered that it would improve road safety and reduce injury accidents.

The report stated that the change to priorities did not require further statutory process, but did currently require central government approval. However, this approval was being relaxed in the Traffic Signs Regulations and General Directions review that was expected to be endorsed by parliament in 2015.

The report explained that there were risks associated with changing well established priorities at the junction, but that these should be mitigated by freshly applied road surface colouring and road markings to alert drivers to the change. There would also be a continued period of review.

Simon Beasley, Network Manager, displayed some photographs to the Sub-Committee that demonstrated that the felling of a large tree and the introduction of parking restrictions close to the junction had improved visibility for motorists and so it was agreed that, with further planned improvements to signage, that it might be unnecessary to make other changes to the junction at present to improve road safety.

At the invitation of the Chair, Mr Scicluna, Dr Johnson and Councillor Ballsdon addressed the Sub-Committee.

Resolved -

- (1) That the report and review of options in Appendix 1 be noted;
- (2) That the officer recommendation to change priorities at the junction of Highmoor Road with Albert Road be deferred and that a further report be submitted to the Sub-Committee at its meeting in November 2015.

69. PETITION UPDATE - REDLANDS SCHOOL - PETITION FOR A SAFER ROUTE TO SCHOOL

Further to Minute 45a of the meeting of 4 November 2014, the Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the investigation carried out by officers following submission of a petition, with 53 signatures, asking the Council to conduct a review of road safety around Redlands School.

The report stated that the Council had appointed a new school crossing patrol officer who would be situated on the zebra crossing at Addington Road.

The report explained that the location had been chosen as the majority of pupils resided to the north of the school and so those travelling by foot had to cross on Addington Road. This area had also been promoted as part of the Eastern Area 20mph scheme.

The report stated that 'School Keep Clear' markings were present outside the immediate vicinity of the school to protect the safety of the children during school drop off and pick up times. In addition, vehicles were prohibited from driving along the section of Lydford Road nearest the school.

It was proposed that due to the density of dwellings and associated parking, any further restrictions would result in an overall loss of kerb side parking space which would have an impact upon the residents.

Resolved:

- (1) That the report be noted;
- (2) That the lead petitioner be informed accordingly.

70. NEW ZEBRA CROSSING ON CHATHAM STREET ASSOCIATED WITH CHATHAM PLACE

The Director of Environment and Neighbourhood Services submitted a report seeking approval from the Sub-Committee to carry out statutory notice procedures on a proposal to install a new zebra crossing on Chatham Street in proximity to the Inner Distribution Road (IDR) roundabout. This would be funded by Section 106 Planning Contributions from the planning application for the Chatham Place 2 development. A drawing showing the proposed location of the crossing was attached to the report at Appendix 1.

The report stated that the new zebra crossing would provide a safe crossing facility in the proximity of the roundabout on the only arm not to have a zebra crossing and that anti-skid surfacing would be laid on the approaches to the crossing.

Resolved -

- (1) That the report be noted;
- (2) That the Head of Legal and Democratic Services be authorised to carry out statutory consultation on the intention to establish a pedestrian crossing on Chatham Street outside the Chatham Place 2 redevelopment in accordance with Section 23 of the Road Traffic Regulation Act 1984.

71. KENAVON DRIVE - REVIEW OF ON-STREET PAY AND DISPLAY BAY

The Director of Environment and Neighbourhood Services submitted a report to seek approval to carry out statutory consultation and implementation, subject to no objections being received, on the addition of residents permit parking to the existing on-street pay and display bay within Kenavon Drive.

The report explained that the existing on-street pay and display parking provision within Kenavon Drive was currently underused and so adding some residents permit parking to the existing on-street pay and display bay would make better use of the road space and would benefit local residents.

Resolved -

- (1) That the report be noted;
- (2) That, in consultation with the Chair of the Sub-Committee/Lead Councillor for Strategic Environment, Planning and Transport and Ward Councillors, the Head of Legal and Democratic Services be authorised to carry out the statutory consultation and advertise a proposal to add some residents permit parking provision to the on-street pay & display within Kenavon Drive and, subject to no objections being received to make the Traffic Regulation Order;
- (3) That any objections received following the statutory advertisement be reported to a future meeting of the Sub-Committee;
- (4) That the Head of Transportation and Streetcare, in consultation with the Lead Councillor for Strategic Environment, Planning and Transport be authorised to make minor changes to the proposal;
- (5) That no public enquiry be held into the proposal.

72. BI-ANNUAL WAITING RESTRICTION REVIEW - STATUTORY CONSULTATION

The Director of Environment and Neighbourhood Services submitted a report informing the Sub-Committee of forthcoming requests for waiting restrictions within the Borough that had been raised by members of the public, community organisations and Councillors since September 2014.

At the meeting of the Sub-Committee on 11 September 2014 (Minute 34 refers), it was proposed that Ward Councillors be consulted on requests, and the resultant schemes to take forward to the statutory consultation process were attached to the report at Appendix 1.

Resolved -

- (1) That the report be noted;
- (2) That, in consultation with the Chair of the Sub-Committee/Lead Councillor for Strategic Environment, Planning and Transport and Ward Councillors, the Head of Legal and Democratic Services be authorised to carry out the statutory consultation and advertise the proposals listed in Appendix 1 and, subject to no objections being received to make the Traffic Regulation Order;
- (3) That any objections received following the statutory advertisement be reported to a future meeting of the Sub-Committee;
- (4) That the Head of Transportation and Streetcare, in consultation with the Lead Councillor for Strategic Environment, Planning and Transport be authorised to make minor changes to the proposals;
- (5) That no public enquiry be held into the proposals.

73. ALL SAINTS JUNIOR SCHOOL - TRAFFIC MANAGEMENT REVIEW

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the review of the current traffic management measures in the vicinity of All Saints Junior School and seeking approval to carry out a statutory consultation on a proposed 'School Keep Clear' marking on Brownlow Road. A location plan showing the proposals for Maitland Road and Brownlow Road was attached to the report at Appendix 1.

The report explained that All Saints Junior School had opened in September 2012 and was situated on Brownlow Road, opposite All Saints Infant School. There were currently two 'School Keep Clear' signs on the eastern side of the road by the Infant School, but no markings outside the Junior School. Following representations from Ward Councillors, it had been suggested that a one-way system be introduced on Maitland Road. This proposal would be investigated by officers and the results reported to a future meeting of the Sub-Committee.

Resolved -

- (1) That the report be noted;
- (2) That, in consultation with the Chair of the Sub-Committee/Lead Councillor for Strategic Environment, Planning and Transport and Ward Councillors, the Head of Legal and Democratic Services be authorised to carry out the statutory consultation and advertise the proposed 'School Keep Clear' restriction in Brownlow Road, as shown in Appendix 1, and, subject to no objections being received to make the Traffic Regulation Order;
- (3) That any objections received following the statutory advertisement be reported to a future meeting of the Sub-Committee;
- (4) That a further report be submitted to the Sub-Committee on the proposal to introduce a one-way restriction in Maitland Road.

74. A33 PINCH POINT SCHEME

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the A33 Pinch Point Scheme.

The report stated that the scheme comprised a range of measures to improve journey time reliability and to reduce congestion, and included extending the left-turn filter lanes for exiting the A33 onto Rose Kiln Lane (north and southbound). The scheme would also provide more direct pedestrian and cycle links that would be built up to road level. This would ensure that they were safer for users and that they would not be affected by seasonal flooding.

The report explained that the project team were aiming to minimise any disruption whilst the improvement works took place by limiting lane closures to off peak hours between January and May and that the bus services would run as normal. The work was expected to be completed by early summer 2015.

Resolved - That the report be noted.

75. ANNUAL PARKING REPORT 2013-2104

The Director of Environment and Neighbourhood Services submitted a report stating that the Traffic Management Act 2004 required each local authority with Civil Parking Enforcement to publish an Annual Report about their enforcement activities, covering financial and statistical data.

The Parking Services Annual Report for 2013-14 was attached to the report at Appendix 1 and would be published in January 2015.

The Annual Reports for 2008-13 had previously been reported to Cabinet in 2011, the Traffic Management Advisory Panel in January 2013 and the Traffic Management Sub-Committee in November 2013. They were also available on the Council website.

The report stated that the Statutory Guidance required that the Local Authority included financial details in the Annual Report with regard to total income and expenditure on the parking account and statistical information relating to the number of Penalty Charge Notices (PCNs) issued, cancelled and challenged. The Annual Report also included information for Residents Parking Permits, Bus Lane Enforcement, Blue Badge Issues, Car Parks, Pay and Display and Freedom of Information requests.

The report explained that the number of Bus Lane Penalty Charge Notices issued had increased by 30% compared to the previous year and that this was attributed to the introduction of five new bus lanes around Reading Station and to the upgrade to digital enforcement of five existing bus lanes. The number of Parking Penalty Charge Notices issued in 2013/14 was 3% lower than the previous year which demonstrated improved compliance with the parking restrictions in Reading.

Resolved -

- (1) That the report be noted;

- (2) That the 2013-2014 Annual Parking Report for publication in January 2015 be noted.

76. READING UNIVERSITY AND ROYAL BERKSHIRE HOSPITAL AREA: ON-STREET PAY AND DISPLAY AND RESIDENTS' PARKING SCOPING UPDATE

The Director of Environment and Neighbourhood Services submitted a report to update the Sub-Committee on the proposal to introduce additional areas of on-street pay and display in and around the Hospital and University area.

The report stated that on-street pay and display restrictions enabled more efficient use and enforcement of on-street parking restrictions, whilst still accommodating residents parking within permit zones. Historically on-street parking was under significant pressure in the roads around the Hospital and University and in 2012 an informal consultation had been undertaken to establish whether a combined pay and display and Residents' Parking scheme would assist in dealing with this, but the scheme had not been progressed at that time as it was considered premature in the wider Eastern Area study context.

The report explained that a planning application had been submitted by the Royal Berkshire Hospital for a new Pre-Operative Assessment and 24 bed ward to be built on the site of the current Addington Road car park, with consequential amendments to the provision of surface car parking and to the management of the multi storey car park. The Hospital Trust had stated that they would promote staff travel to work by sustainable means and would consider how additional parking could be accommodated on and off site.

The report stated that a planning application was also anticipated from the University relating to their on campus parking provision and so this would also need to be considered in relation to the relevant transport and planning policies.

The report also stated that following the completion of a large number of improvements along the Eastern corridor which supported more active travel, improvements for bus passengers, upgraded traffic signals and low energy, low carbon street lighting upgrades as part of the Local Sustainable Transport Fund programme, it was considered appropriate for officers to develop the detailed pay and display scheme and the Resident Parking proposals to be reported back to a future meeting of this Sub-Committee.

The following roads had been identified as having potential for future pay and display and Resident Parking in the Hospital and University areas:

- Redlands Road (east and west sides)
- Addington Road (north and south sides)
- Erleigh Road (north and south sides)
- Morgan Road (east and west sides)
- Kendrick Road
- Alexandra Road
- Allcroft Road
- Elmhurst Road
- Upper Redlands Road

The proposed restrictions to be advertised would need to consider the hours of operation of a scheme and the charging tariff, in consultation with the Hospital and University and to allow for the needs of people visiting the hospital.

Resolved -

- (1) That the report be noted;
- (2) That a further report be submitted to the Sub-Committee on the proposals to develop a pay and display scheme and residents parking for future statutory advertising.

77. READING STATION - HIGHWAY WORKS UPDATE

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on progress on the Reading Station Redevelopment Project and associated highway works.

The report stated that the work on the Northern and Southwest Interchanges and the North and South public squares had been completed and that work on a new cycle parking hub of 300 racks in the corner of the multi-storey car park was due to be completed by the end of March 2015.

The remaining works to the west of the station at Cow Lane included a new elevated railway that was supported by a viaduct and a new railway depot facility. As part of the viaduct works, Network Rail were due to remove the arched Cow Lane Bridge at the end of January 2015. This would create a temporary footway beneath the bridge, but there would still be traffic signals for vehicles as the width of the road would not be increased at this stage.

The report had stated that a Public Inquiry had been required as objections to the Cow Lane Bridges Compulsory Purchase Order (CPO) and Side Roads Order (SRO) had been received by some of the affected landowners and that this had delayed the construction programme. Councillor Page reported to the Sub-Committee that the Public Inquiry had commenced on 13 January 2015 but that it had been adjourned after one day, as all objections had been withdrawn. A decision from the Inquiry Inspection was expected before the end of June 2015 and, subject to the outcome of the Inquiry, and no High Court Challenges being made within 6 weeks from the publication of notice of decision, construction of the highway works could commence in late summer 2015.

There was also a discussion with regard to the potential extension of bus services once the Cow Lane Bridges had been removed and it was agreed that a report would be requested for a future meeting of the Sub-Committee.

Resolved -

- (1) That the report be noted;
- (2) That a report or presentation be given by representatives from Reading Buses with regard to new bus services at a future meeting of the Sub-Committee.

78. LOCAL SUSTAINABLE TRANSPORT FUND UPDATE

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on progress with delivery of the Local Sustainable Transport Fund (LSTF) Small Package, for which £4.9m funding had been approved by the Department for Transport (DfT) in July 2011 and the LSTF Large Partnership Package, for which £20.692m funding had been approved by the DfT in June 2012.

The report provided an update on each of the five delivery themes of the LSTF programme, with particular focus on projects that had reached milestones within the previous three months, which included the following:

- The completion of the Personalised Travel Planning programme;
- The upgrade of the traffic signals at George Street/Gosbrook Road, Church Road/Church Street and Caversham Park Road/Henley Road junctions;
- The continued increase in usage of the ReadyBike cycle hire scheme, with total rentals to the end of November totalling 14,634, which covered an estimated 83,200 miles;
- The installation of an additional cycle hire docking station at Reading Station South;
- The construction of the Thames pedestrian cycle bridge which was due for completion in summer 2015;
- The park and ride sites at Mere oak and Winnersh Triangle which were due for completion in spring 2015.

Resolved - That the report be noted.

79. CYCLE FORUM MEETING NOTES

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the discussions and actions arising from the October 2014 meeting of the Cycle Forum, which met under the auspices of the approved Cycling Strategy.

The notes of the Cycle Forum meeting of 22 October 2014 were attached to the report at Appendix 1.

Resolved: That the report be noted

80. EXCLUSION OF 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 Items 61 and 62 below, as it was likely that there would be disclosure of exempt information as defined in the relevant Paragraphs of Part 1 of Schedule 12A of that Act.

81. APPLICATIONS FOR DISCRETIONARY PARKING PERMITS

The Director of Environment and Neighbourhood Services submitted a report giving details of the background to her decisions to refuse applications for Discretionary Parking Permits from a total of fifteen applicants, who had subsequently appealed against these decisions.

Resolved -

- (1) That with regard to applications 1.0-1.12, five discretionary permits be issued for use by staff at the College;
- (2) That with regard to application 1.14, a discretionary permit be issued, personal to the applicant and charged at the third permit fee;
- (3) That the Director of Environment and Neighbourhood Services' decision to refuse application 1.13 be upheld.

(Exempt information as defined in Paragraphs 1 and 2).

(The meeting started at 6.30pm and finished at 9.30pm).

Reading Climate Change Partnership Board Meeting,
3rd March - Civic Centre, Reading

Present:

Sally Coble (Chair)
Dan Ferbank
Tracey Rawling-Church
Cllr Tony Page
Jenny Allen
Cllr Paul Gittings
Chris Rhodes
Summreen Sheikh
John Booth
Ben Burfoot

Apologies – None

Minutes – No comments received

Monitoring of action plan

Review and monitoring of strategy action plan. 46% of actions green, 15% were red and 13% purple (purple is means we don't have influence over delivery). Red moves to purple if not resourced to deliver. The board went through the monitoring report.

Jill to go back and make changes. How is partnership going to report progress to RBC committee in July? Reporting to the next period, report up to end march on RBC progress against the plan. Would want to see a high level report of rest of action plan, and the RBC progress in more detail. All actions up to March 2015 to be reported in July 2015.

Timetable suggested at the end of Jills papers. People to send suggestions / discussions to Jill and do via email.

Renewable Energy Strategy

Workshop's took place with business, and also non business,. Next step to take work to a consultant to get strategy finalised - Using evidence base and workshop results to inform final draft. To be done quickly without further consultation. Agreed maximum budget £10k. It is a partnership strategy and will go beyond RBC actions to all sectors. Opportunities through planning and refurbishments – lots in Reading, landlord v's tenant relationship is important. The specification to be written by RBC with input from RCCP partners and include some of the points made in the meeting. The scope could be very wide – should be defined up front in the strategy. It would be a top down approach and not include detail of specific solutions.

Action BB – Spec for Consultant report.

The purpose of having such a large increase in renewables is to meet the target in the strategy as part of an energy mix and to boost the local green economy. And for businesses to provide services and social reasons. New businesses may also want fabric efficiency over pv – how will it be presented on the planning side of things – this can be counted towards the BREEAM. We would not advocate renewables over energy saving over generation.

Non business group – John Booth, Reubena Ovuorie (RBC), Summreen Sheikh (RBC), Richard Pike (RBC), Karen Rowland, Kevin Crocker (RBC), Phil Coker (UoR).

Business cmtly were engaged through Re-Start Local workshop well with around 30 attendees.

Action SS - Circulate the notes from these sessions.

Dan is happy to help as well on this. Promote this to the RCAN event in May – get themes emerging from reporting. Consultant will ‘cut cloth accordingly’.

Ben to talk to Colin from BFC / Johnny about the Bracknell report done by PBA.

Communication Plan

Consider monitoring through theme lead(s). No coordinator in place.

Comms plan is the RCAN (Reading Climate Action Network) incl. events, twitter, press releases (through sally) use RBC twitter and facebook too.

Action SS to circulate table and comms strat detailing what channels to use

University of Reading (UoR) Student placements

Agreed to firm up relationship with the University and Partnership. Are there things in the action plan that students could work on? We can give guidance on what we can do – pull out purple actions. Could we also help students with their Masters degree projects. Timings are key – **ideas by end Dec**. There is a range of quality, Dan has had MSc doing solar feasibility on campus. All to look on action plan and see what is suitable for academia. Ben to keep talk to Dan on this.

Action – all to consider where MSc projects or other student contributions could help to deliver action plan.

BB and DF to look at action plan and consider re student opportunities.

Solar funds

Solar panels create income, which Board can use to fund projects in line with the original report to LSP which emphasised the outcomes would be fuel poverty and low carbon investments. Board to receive regular account, which are held by the Council. Grants are issued to suitable community projects. So far Hydro scheme received £2k grant and recently won £20k of Urban Community Energy Funding from Dept Energy and Climate Change (DECC) – 1 of 2 in the country. Board agreed to do some comms on this.

Discussed further use of revenue. Agreed that an update would be taken to the LSP on the use of fund, but propose widening the scope to support activities in the climate change strategy.

The partnership also have £50k capital available from the LSP. Thames valley free school did not materialise and therefore seeking another roof to install solar. Need to let LSP know if no projects can be identified.

Hodsol school free school was discussed – community centre is part of proposal– RBC are already looking at a future program to invest on schools. Hodsol community centre building has a north facing, roof unfortunately due to its ‘V’ profile. South reading community centre could be an option. Board agreed to publicise the opportunity.

A question was asked about what was needed to maintain and repair systems. BB pointed out that this element is a budgeted part of the revenue. Renewable energy strat – should we keep some to do some demonstration projects with this. Yes potential. Ground source.

Action BB to prepare a budget.

Can the board set up a ‘hardship’ fund for those in fuel poverty? There are already existing schemes to do this, in particular ‘winter watch’ for fuel poverty. The partnership could make a contribution to this. There is a question as to whether there is the Capacity to deliver these funds. A suggestion was made to consider funding an apprentice to do work with Winter Watch team.

Action BB to make enquiries about apprenticeship scheme.

Consideration of Grants

Reading Food Growing Network – sponsor £2k is a maximum to get visibility at the event. Also request clear advertising of Reading Climate Change Partnership.

Oxford Road Community Garden – Benches made of recycled material – ben to decide – group noted expensive.

Hydro – weir pool survey, Board to ask what does this project want each year. Only one application per scheme per year is proposed.

COP 21 (International Climate Conference 2015 P-Paris)

John Booth proposed that the board organise an MP information session ahead of the Paris Climate Conference (COP21)

Agree it was a cross party issue and event is a good idea, although MPs after May are unknown at this point. Agreed best format is a breakfast briefing with invite to press. An RCAN event is planned for May - could be combined. But want focus on Paris and what the Board want British gov to press on, so agreed a separate briefing could be better. Resources is a challenge if RCCP to organise. Hold it in Reading – could be at University or Forbury Cinema. Aim is to get MP's up to speed on issues so they do the lobbying and Q&A with local expert speakers from UoR and others – quality of speakers is important. Action to get a speaker and organise programme. UoR would be a good to be involved, media build up will be in Nov / Dec and that will be public involvement stage but update for MP needs to be sooner. Short presentations from experts – flooding, etc, keep it fun and fast, invite media, info as well as Q&A with 10 or 12 candidates. Important to get local people fired up that climate change is a local issue that affects them.

BB to take to Lead Cllr (no longer at meeting)

TRC to ask green alliance when a good time is for this

A.O.B

Diversting funds – Not actioned to date BB to speak to Cllr Page about this – carry forward

Dan – Setting up a community funded solar fund, inviting staff and students, alumni to invest in scheme on campus. Clear overlaps, what will these funds be used for? Intention is to install 1MW of solar panels (approx. 5000 panels). Dan will email about the outcome.

Unrestricted

**JOINT WASTE DISPOSAL BOARD
22 JANUARY 2015
(10.00 -11.50 am)**

Present: Bracknell Forest Borough Council
Councillor Mrs Dorothy Hayes MBE
Councillor Iain McCracken

Reading Borough Council
Councillor Paul Gittings
Councillor Liz Terry

Wokingham District Council
Councillor Angus Ross

Officers Alison Bell, Reading Borough Council
Josie Wragg, Wokingham Borough Council
Claire Ayling, Reading Borough Council
Andy Couldrick, Wokingham Borough Council
Oliver Burt, re3 Project Manager
Steve Loudoun, Bracknell Forest Council
Mark Moon, Wokingham Borough Council
Mark Smith, Reading Borough Council
Timothy Wheadon, Bracknell Forest Council

In attendance Sandy Lunn, Sue Ryder
Gemma Wise, Sue Ryder

Apologies for absence were received from:
Councillor Pollock, Wokingham Borough Council

12. Declarations of Interest

There were no declarations of interest.

13. Minutes of the Meeting of the Joint Waste Disposal Board

RESOLVED that the minute of the Joint Waste Disposal Board Management Committee be approved as a correct record and signed by the Chairman.

14. Urgent Items of Business

There were no urgent items of business.

15. Project Update Report

The Board received a report providing an update on the progress made in terms of the management of the joint waste PFI contract since its last meeting. The report included an update on the results of the most recent user satisfaction survey, visitor numbers, supplier audits and the Materials Reclamation Facility (MRF) at Smallmead. A presentation was also given on the work of Sue Ryder and the contribution that the donations collected from the Household Waste Recycling Centres (HWRC) made to Sue Ryder's work.

It was reported that recent User Satisfaction Survey results showed that residents continued to be satisfied with the facilities at Longshot Lane and Smallmead HWRCs with 95% of Longshot Lane users rating the facility as good or very good and 94% of Smallmead users rating the site as good or very good. Although cleanliness at both sites was considered to be good or very good the ratings had fallen slightly when compared to the previous year's results (Longshot Lane results fell from 97% in 2013 to 95% in 2014 and Smallmead results fell from 95% in 2013 to 92% in 2014). It was thought that the increased use that both sites were experiencing was a significant contributory factor to these reductions. It was however disappointing to note that the percentage of users who felt that staff were helpful had fallen at both sites. It was explained that the specific question on cleanliness had been revised in the latest survey and this made it difficult to draw a direct comparison with previous survey results. However, the matter had been raised with the contractors by the Councils' Client Team and the situation would be monitored over time.

Traffic counters had now been installed at both Smallmead and Longshot Lane and these were showing that both sites were experiencing up to 11,000 visitors a week.

It was reported that Wokingham Borough Council would cease to provide its Amenity Waste Collection Service from 1 February 2015. It was hoped that this would help reduce the volume of waste being disposed of through land fill and increase the levels of waste being recycled. It was questioned what impact the removal of the service might have on fly tipping. It was agreed that the impacts would be looked at in more detail at the Board's next meeting.

Sue Ryder Presentation

Sandy Lunn and Gemma Wise gave a presentation in respect of the work that the charity Sue Ryder did across the region and how the reclamation of furniture and other goods from the HWRCs was contributing to this work.

Sue Ryder, a national healthcare provider providing palliative end of life care and neurological care across the country, required annual funding of £49million to meet all the demands placed on it across Berkshire alone, in 2014 services were provided to 2,600 patients in Berkshire. The majority of funding was provided by the NHS however funding levels were falling and there was currently a funding gap of approximately £800,000 in the Berkshire service.

In 2011, the Sue Ryder entered into an agreement with the re3 Councils to recover good quality furniture and small electrical products from the HWRCs and sell them through their high street shops. Year on year the volume of good recovered from the HWRCs has increased and in 2014, 40,050kg of goods were recovered and sold by the Charity. Over the four years that the scheme has been operating the sales of reclaimed goods have raised £90,197 of additional funding.

In the past year, a new initiative to recover and sell discarded bikes had been set up. Between 30 and 40 bikes a week were collected and taken to Mount Prison where they were repaired and refurbished by prisoners before they were then sold through Sue Ryder shops. In addition to the work experience prisoners involved in the programme were also able to achieve an NVQ qualification that could be used when they were released. Adult bikes were sold for an average of £40 a bike and children's bikes were sold for £10 and over the past year the scheme had raised approximately £12,000.

The workshops at Mount Prison had the capacity to work on up to 100 bikes a week and it was hoped that the scheme could be expanded further with the development of

a bespoke bike shop in Reading which could be staffed by former prisoners. It was noted that Reading Borough Council was working with the Bike Kitchen, a community project providing space for people to undertake maintenance work on their bikes with the help of experienced mechanics and it was suggested that links with the Bike Kitchen could be developed by Sue Ryder.

The Board commended the work that Sue Ryder was doing and it was suggested that the re3 Councils publicise the initiative through Council meetings and publications.

16. Date of Next Meeting

It was noted that the next meeting of the Joint Waste Disposal Board management Committee would be held on Thursday 26 March 2015 at 10am at Smallmead Household Waste Recycling Centre.

17. Exclusion of Public and Press

RESOLVED that pursuant to regulation 21 of the Local Authorities (Executive Arrangements)(Access to Information) Regulations 2000 and having regard to the public interest, members of the public and press be excluded from the meeting for the consideration of items 8, 9 and 10 which involve the likely disclosure of exempt information under the following category of Schedule 12A of the Local Government Act 1972:

(3) Information relating to the financial or business affairs of any particular person.

18. Finance Update Report

The Board received a report providing an update on the financial management of the Joint Waste PFI contract since its last meeting on 18 September 2015. The report included the projected financial outturns for 2014/15, an overview of expenditure and an update on the budget setting process for the 2015/16 financial year.

The Board received a presentation on the strategy being delivered to address increasing costs. The presentation included an overview of the impact that the reduced waste volumes had resulted in savings against the modelled costs since 2007/08 and described how the strategic approach to costs had been developed. An overview of the initiatives that were either in the process of being delivered or were being explored as a future action was also provided.

It was noted that Reading Borough Council was consulting on its Waste Minimisation Strategy and that consideration would need to be given to what it means for both the Council and the re3 project.

RESOLVED that:

- i. the contents of the report be noted
- ii. that the steps being taken to manage cost as referred to in the report be noted

19. re3 Contractual Dispute Update

The Board received and noted a report providing an update on the progress in terms of the Excess Waste Profit Adjudication since its last meeting.

It was stressed that day to day working relationships between the re3 Council officers and the contractors were good despite the dispute.

It was agreed that regular updates would be sent to all Board members on a weekly basis.

20. Review of Governance Arrangements

The Board considered a report setting out proposals for a new management structure for the re3 project that would ensure the project's structure remained fit for purpose for the remaining lifetime of the contract.

It was noted that the proposals had been developed with the intention of bringing about stronger collaboration between the re3 councils, develop the collection and disposal interface and bring about greater strategic presence and impact for the re3 contract across the three councils as well as improving capacity and strategic guidance.

RESOLVED that:

- i. A full time re3 Strategic Waste Manager position that includes the role of 'Project Director' and also has roles and responsibilities that reflect the contractual, operational and strategic waste disposal needs across the partnership be created and that as part of this change the roles and responsibilities of the other re3 operational posts be reviewed to take account of this change.
- ii. The Partnership's three senior manager representatives undertake the necessary reviews and commence the recruitment process as soon as possible
- iii. Reading Borough Council, as the administrative authority for the Partnership, effects any necessary staff changes in accordance with their staffing protocols. The cost of any changes is to be found within the existing budget provision and will be funded through savings in disposal costs.

CHAIRMAN



**Minutes of the 79th AWE Local Liaison Committee Meeting
Wednesday 17th December 2014, AWE Aldermaston**

Present:

Mr. Haydn Clulow	Director Site, Acting Chairman LLC
Cllr Jonathan Chishick	Tidmarsh with Sulham
Cllr Clive Littlewood	Holybrook Parish Council
Cllr Mollie Lock	Stratfield Mortimer Parish Council
Cllr Ian Montgomery	Shinfield Parish Council
Mr Jeff Moss	Swallowfield Parish Council
Cllr Barrie Patman	Wokingham Borough Council
Cllr John Chapman	Purley on Thames Parish Council
Cllr Penee Chopping	Ufton Nervet Parish Council
Cllr Jane Stanford-Beale	Reading Borough Council
Cllr Marian Livingston	Reading Borough Council
Cllr Royce Longton	West Berkshire Council
Cllr Irene Neill	West Berkshire Council
Carolyn Richardson	West Berkshire Council
Cllr John Robertson	Mortimer West End Parish Council
Cllr David Shirt	Aldermaston Parish Council
Cllr Clive Vare	Aldermaston Parish Council
Cllr Keith Gilbert	Padworth Parish Council
Cllr Gerald Hale	Woolhampton Parish Council
Cllr Patricia Garrett	Baughurst Parish Council
Cllr Roger Gardiner	Basingstoke and Deane Borough Council
Cllr Marilyn Tucker	Basingstoke and Deane Borough Council
Cllr David Leeks	Tadley Town Council
Cllr Susan Mullan	Tadley Town Council
Cllr George McGarvie	Pamber Parish Council
Cllr Steve Spillane	Silchester Parish Council
Cllr David Wood	Theale Parish Council
Fiona Rogers	Head of Corporate Communications
Paul Rees	Head of Environment, Safety and Health
Carolyn Porter	Corporate Comms – LLC Secretary
Philippa Kent	AWE
Liz Pearce	AWE
Bob Barclay	AWE
Lucy Pedrick	AWE
Peter Caddock	AWE
Kevin Cole	AWE

Regulators:

Andrew Pembroke	Environment Agency
Gary Booth	ONR

Invited

Craig Strudley

SPA Future Thinking

Apologies

Apologies had been received from: Cllr Heather Leighton-Jones, Cllr Mike Broad, Cllr Carol Jackson-Doerge.

Actions from the last meeting

Action 5/72 A specific request from Councillor Gardiner to invite a representative from the local emergency authorities to explain in more detail how they work with AWE.

This was planned for inclusion in this meeting but due to unforeseen circumstances last minute apologies were received. To be re-arranged for a future meeting.

Action ongoing

The Minutes of the 78th Meeting were accepted as a true record of the meeting with one exception.

In relation to the ALDEX presentation given by Carolyn Richardson of West Berkshire Council and her feedback on the emergency response exercise, the minutes stated: **Cllr Moss** commented on the length of time it took to close the highway following notification of the off-site leak. Councillor Moss advised that it was not he that commented on this.

Action 1/79 Secretary to review initial minute notes to establish which member raised the comment

Action ongoing

Membership Changes

Cllr Steve Spillane has been elected to represent Silchester Parish Council, he replaces Jenny Williams.

Chairman's update

New Head of Environment

The Chairman announced the appointment of Peter Caddock as AWE's new Head of Environment who will take up his role in the New Year. Peter has been a sustainability professional for over 20 years across the defence, transport, oil and gas sectors.

Pangbourne Pipeline

The Chairman advised that a preliminary meeting is being scheduled for February on the Pangbourne Pipeline Decommissioning Project for affected landowners, local councils and environmental groups, along with representatives from the Environment Agency and the customer. He explained that the purpose of the preliminary session is to bring these

stakeholders up to date on the status of the project and share future considerations for decommissioning options and timeline.

LI511 update

The Chairman told members that AWE continues to work with the ONR in support of their decision to formally investigate LI511.

He added AWE remains committed to the safe storage of its waste and is satisfied that its current arrangements pose no significant safety risk to the public, its workforce or the environment. AWE continue to support the MoD, NDA and Site Licence Companies in exploring appropriate solutions to the UK's long term treatment and storage requirements for its waste.

AWE recognised at WISE awards

The Chairman informed members that AWE's Samantha McRae and Jenny McGrother were both recognised for their contributions at the 2014 Women in Science and Engineering (WISE) awards last month. These awards are part of a national campaign to increase the number of women employed in UK STEM roles by 30% by 2020.

Samantha was shortlisted from 24 nominations for the WISE Apprentice category for the work she has done with local school age children, whilst Jenny, representing Prospect Union, was shortlisted for the WISE Leadership award, as well as being Highly Commended for her work in encouraging more women into STEM within male dominated environments.

New AWE website

Following the launch of the new AWE website at the beginning of November, the Chairman hoped LLC members had visited the site and experienced the improvements in content and navigation. The site includes a wealth of public information including reports and technical papers all of which are designed to be accessible through mobile devices.

In line with the improvements in AWE community engagement, and in response to the results of the recent survey, the community section of the website now includes a dedicated LLC page including contact details and biographies for LLC Committee members.

Community engagement

The Chairman advised that following a request tabled by **Cllr Stanford-Beale** at September's LLC meeting, Fiona Rogers and he attended **Reading Borough Council's Strategic Environment & Transport Committee (SEAT)** meeting on the 25th November. The main topic raised by the SEAT Committee concerned the outcomes from the AWE LLC Review and specifically membership representation. The Committee asked AWE to give further consideration to include the Reading West MP and to look again at including representation from environmental groups and NGO's. Another topic of interest raised during the meeting, concerned the Submarine Dismantling Project (SDP). AWE provided an update on the status of the consultation process and clarified AWE's role in this, directing Committee members to the SDP consultation website for more detailed information.

Charity Award

Finally, the Chairman expressed AWE's delight at receiving a Longstanding Supporter award from **Naomi House and Jackspace** at their 2014 Corporate Charity Awards event held in November. For over 15 years, AWE has been donating to this exceptional local charity which cares for life-limited and life-threatened children, young people and their families. The charity has held a special place in the hearts of many AWE staff for a long time and no doubt will continue to in the future.

Questions on the Chair's Opening Remarks

Jeff Moss asked if we could provide full details of the next SDP consultations.

Fiona Rogers confirmed the final two workshops for the Aldermaston and Burghfield sites are scheduled on:

- 22nd January at the Burghfield Community Sports Association
- 23rd January at the Tadley Community Centre.

She encouraged members to visit the SDP consultation website which includes a wealth of supporting information.

<https://www.gov.uk/government/publications/submarine-dismantling-project-interim-storage-of-intermediate-level-radioactive-waste>

David Leeks added that the consultations are well worth attending.

Cllr Chishick asked whether AWE has a view on the site selection

The Chairman reminded members that the decision on which site will store the ILW will be made by the MoD following the conclusion of the consultation process. AWE's role is to provide technical and site specific information as required in support of this process.

Cllr McGarvie asked if Haydn Clulow has been formally appointed to chair the LLC.

The Chairman advised members that AWE's newly appointed Managing Director, Kevin Bilger, fully supports the importance and value of the AWE LLC but recognises that the role of the Site Director has closer day to day working knowledge of the impact of the operations on the community. Haydn Clulow said he had not been formally appointed as Chairman on a permanent basis but envisaged that he would be continuing in the role and would give the committee confirmation of this at its next meeting.

Cllr Mullan asked for information about a breach of the perimeter gates allowing access to Rec Soc and a subsequent theft of assets.

Kevin Cole confirmed the Rec Soc building is an offsite facility that sits inside the MoD perimeter fence. Whilst this fence was breached, AWE on-site area remained secure. The perpetrators stole some gardening equipment.

Environment, Safety, Health and Quality Update

Paul Rees, Head of Environment, Safety & Health

Performance during the period

Paul Rees gave an overview the ESH performance over the period August to October 2014. He reported that the Perfect Day Performance 'in-month occurrences' is the best in AWE's history and the trend indicates hand injuries are the most common. Although the organisation's overall recordable injury rates are low there was one significant injury sustained during October when a worker fell from a ladder. A detailed investigation into the incident is ongoing, and the worker concerned is at home recovering.

There were no community complaints recorded during the period.

LRQA (Lloyds Register Quality Assurance)

An Environment Agency (EA) themed inspection of the AWE Radioactive Waste Management Arrangement was carried out in July and focused on AWE's strategic planning for integrated waste management. The inspection concluded that AWE has developed and implemented an effective waste capability underpinned by competent individuals, waste records and assessments techniques.

A third surveillance visit was concluded in mid-November and this showed no concerns with regard to the effective implementation of the ISO14001 Environmental Management System

Environmental Baseline Roles

Following the LRQA inspection a RASCAR (Radioactive Substances Compliance Assessment Report) was received from the Environment Agency (EA) that identified staff (resourcing) vulnerability. Steps have already been taken to ensure suitable and sufficient waste officers and specialists are in place and AWE will continue to strengthen its environmental baseline roles.

ESH Culture

Improvement to the organisation's recruitment and induction processes, reform of AWE's mandatory training programme, senior management walkthroughs and a series of cultural vision workshops continue to be measured across site.

Charles Haddon-Cave QC

Charles Haddon-Cave visited AWE and gave a presentation on the findings on the Nimrod Review (2006) which he chaired, and the lessons learnt, distilling the key facts and learning to the business leadership team.

Questions on the ESH report

In response to a query on the community complaint data from **Cllr Shirt**, Bob Barclay confirmed there had been a report of discoloration of water at a local farm but following detailed investigation, there were no problems found with the water quality.

Cllr Jane Stanford-Beale referred to the very low level of recordable injuries and queried the total number of staff this data took account of.

Paul Rees confirmed the data includes all AWE staff, contractors and MDP (Ministry of Defence Police) officers: in total around 10,000 individuals.

Cllr Chishick asked if the 'population' of the groups to which the safety and quality data refers can be included in the report

The Chairman said that this is something we can investigate

<p>Action 2/79 AWE to look at the possibility of including the population of the groups to which the data refers in future ESH data reporting</p>
--

<p>Action ongoing</p>

Site Update

Paul Rees, Head of Environment, Safety and Health

Fire Detection Systems Improvement Programme

Paul Rees reported that the immediate actions have been completed and progress against the improvement programme developed and agreed with ONR is going well. Milestones have been met and no significant issues have been found during our tests to date.

AWE Burghfield Flood Alleviation

John Steele, Planning & Development Manager

John Steele presented an update on AWE's progress towards developing a long term site-wide solution to provide flood protection for AWE B. A preferred design for site-wide protection is now available and will be subject to a planning application during January 2015. The scheme will include onsite widening and enhancement of the existing brook, and off-site upstream storage. It will provide long term flood protection to AWE B consistent with protected employment sites and has been prepared with full consultation with West Berkshire Council, Environment Agency (flood model) and local parishes.

Members were advised that additional benefits of the scheme will be the visual improvement created by the landscaping (screening) accompanying the project. There will be no adverse environmental impacts

In answer to questions raised by **Cllrs Chapman, Tucker and Longton**, John Steele advised members that the low flow channel bed will be well below normal ground level and that the flooding is a surface water problem. The scheme will stop overland flow but will not

prevent up or downstream flooding. There will be more water in the brook but the overall scheme will ensure the flow rates will not be increased.

Intake Sub-station (AWEA)

John Steele advised members the recent planning application submitted by AWE to West Berkshire Council is for permission to build a new electrical intake substation at the AWE Aldermaston site to improve continuity of supply for core activities.

Ask the Regulators

Cllr Tucker asked about the ONR objecting to local planning applications for mobile homes on the grounds that they are not as safe and secure as permanent structures in an emergency situation.

Gary Booth of the ONR explained that he is not conversant with planning applications of this nature but would take the question back to the ONR and come back with an answer.

Carolyn Richardson (EPO West Berkshire Council) updated members by telling them that the issue in relation to suitability of mobile homes within the DEPZ (Detailed Emergency Planning Zone) was raised by Public Health England who has advised they are not suitable for sheltering in following an incident at AWE sites. Those already in situ are already detailed in the AWE Off-site emergency plan in order to ensure they are considered at an early stage in any response to an incident at either AWE site.

There is a process for any application within the DEPZ which is being used by all local authorities affected by the AWE DEPZ. The key issues relate to the impact on the off-site emergency plan and protecting the health of residents in DEPZ.

Local Community Survey

Craig Strudley of SPA Future Thinking presented an overview on the results of the local community survey conducted in April/May this year. He explained the research objectives and methodology behind the survey and reported on the main findings, summary and opportunities. The aim of the survey was to gauge local perceptions about AWE, the effectiveness of its community programme and more generally its communication and engagement approach with the wider community.

Following his presentation Craig invited questions and comments from members which are summarised below.

- It is generally felt by members that AWE are proactive in trying to keep the local community informed but the information generated, particularly printed material, is not always received or ends up being discarded unread.

- It was suggested that information AWE communicates does not always reach the correct point of contact at local schools. Robust maintenance of AWE's schools database is required.
- Similarly, some members found it difficult at times to effectively disseminate the information received to the community they represent. Whilst reports/newsletters are displayed on council notice boards there are no guarantees that they are read; there will always be sections of the local community that are not interested.
- There is a shared view that use of social media would be a more effective and timely vehicle by which to keep the community informed. Fiona Rogers confirmed this is something that is being looked into as part of the wider improvements to community engagement.
- The geography of the survey was questioned by some members. It was confirmed that this benchmark piece covered the local community within AWE's DEPZ areas

Fiona Rogers told members that the survey has provided some valuable insights into the information needs and requirements of the local community and that these are being actively considered for AWE's future community engagement approach. An update will be provided at the next LLC meeting in March.

Fiona and the Chairman extended thanks to SPA Future Thinking and LLC members for their input.

Action 3/79 An update on the approach and activities being considered for AWE's future community engagement
--

Action ongoing

AOB

It was agreed that John Steele will have a regular input to the quarterly LLC meetings so that he can keep members updated on planning and development topics.

Cllr Shirt made reference to the alarm from the Padworth Petroleum Depot, which many residents believed was an AWE alarm.

Carolyn Richardson advised that measures are being looked into so that similar misunderstandings in the future can be avoided.

Cllr Lock asked whether the low vibration noise heard locally at night has anything to with AWE and mentioned that West Berkshire Environmental Health are looking into it.

Bob Barclay confirmed that AWE has not received a complaint about this and it does not emanate from one of our sites.

2015 Meeting Dates

Wednesday 11th March (NB: *This meeting will be held off-site: venue to be confirmed*)

Wednesday 10th June

Wednesday 2nd September

Wednesday 2nd December

Carolyn Porter
LLC Secretary

READING BOROUGH COUNCIL

REPORT BY (DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES)

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT		
DATE:	26 March 2015	AGENDA ITEM:	8
TITLE:	Oxford Flood Relief Schemes - Western Conveyance Channel		
LEAD COUNCILLOR:	COUNCILLOR TONY PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT PLANNING & TRANSPORT
SERVICE:	EMERGENCY PLANNING	WARDS:	BOROUGHWIDE
LEAD OFFICER:	BRETT DYSON	TEL:	9372235
JOB TITLE:	EMERGENCY PLANNING & RISK MANAGEMENT OFFICER	E-MAIL:	brett.dyson@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 To provide a summary of the proposed flood alleviation Schemes upstream of Reading in the Oxford area.
- 1.2 The 2 schemes are the Abingdon Flood alleviation scheme and Oxford Flood alleviation scheme.
- 1.3 The Oxford Flood alleviation scheme is similar in principle to the Jubilee River in Windsor, but it will be based in Oxford and called the Western Conveyance Channel. The Abingdon scheme comprises 3 parts including a proposed flood storage area for the river Ock and will require hydraulic modelling from Sandford to South of Mapledurham.
- 1.4 At present, neither scheme has been approved or designed.
- 1.5 Downstream impacts will need to be factored into the design of the scheme such that floodwater is not displaced downstream thus increasing the risk of flooding elsewhere.
- 1.6 The local planning authority will need to demonstrate, through a detailed Flood Risk Assessment, that it does not increase risk to other communities in line with the National Planning Policy Framework.
- 1.7 The scheme has already been allocated £42 million in Flood Defence Grant in Aid funding.
- 1.8 The earliest that approval will be given for a scheme to go ahead will be spring 2018.

2. RECOMMENDED ACTION

2.1 That the Committee note this report and presentation by the Environment Agency and that the authority considers making a response to the Planning Applications once applications have been made.

3. BACKGROUND

- 3.1 The River Thames flows through Reading and there are approximately 5500 properties in the fluvial floodplain within the Reading Borough Council boundary.
- 3.2 The 2 proposed flood schemes detailed in section 1 above are upstream of Reading on the River Thames in the Oxford area.
- 3.3 Whilst Reading does not immediately border Oxford at the 2 flood schemes closest point in Mapledurham, there is only a short stretch of river between Mapledurham/Purley and Reading and thus knowledge of this upstream scheme may be of interest to Reading residents.
- 3.4 The Environment Agency have been invited along to provide an overview presentation to this meeting and to answer any questions.

4. CURRENT POSITION

- 4.1 At present the Western Conveyance Channel scheme has not yet been approved or designed and a planning process will need to be followed before either scheme can be implemented.
- 4.2 Appendix A and B show the proposed location of both schemes.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The strategic aims are:
- To Develop Reading as a Green City with a sustainable environment and economy at the heart of the Thames Valley
 - To establish Reading as a learning City and a stimulating and rewarding place to live and visit
 - To promote equality, social inclusion and a safe and healthy environment for all

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The community will be able to comment on either scheme via the planning application process once an application is made. The Local Planning Authority is likely to be Oxfordshire County Council.

7. LEGAL IMPLICATIONS

- 7.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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 An Equality Impact Assessment (EIA) is not relevant to the decisions required within this report.

8. FINANCIAL IMPLICATIONS

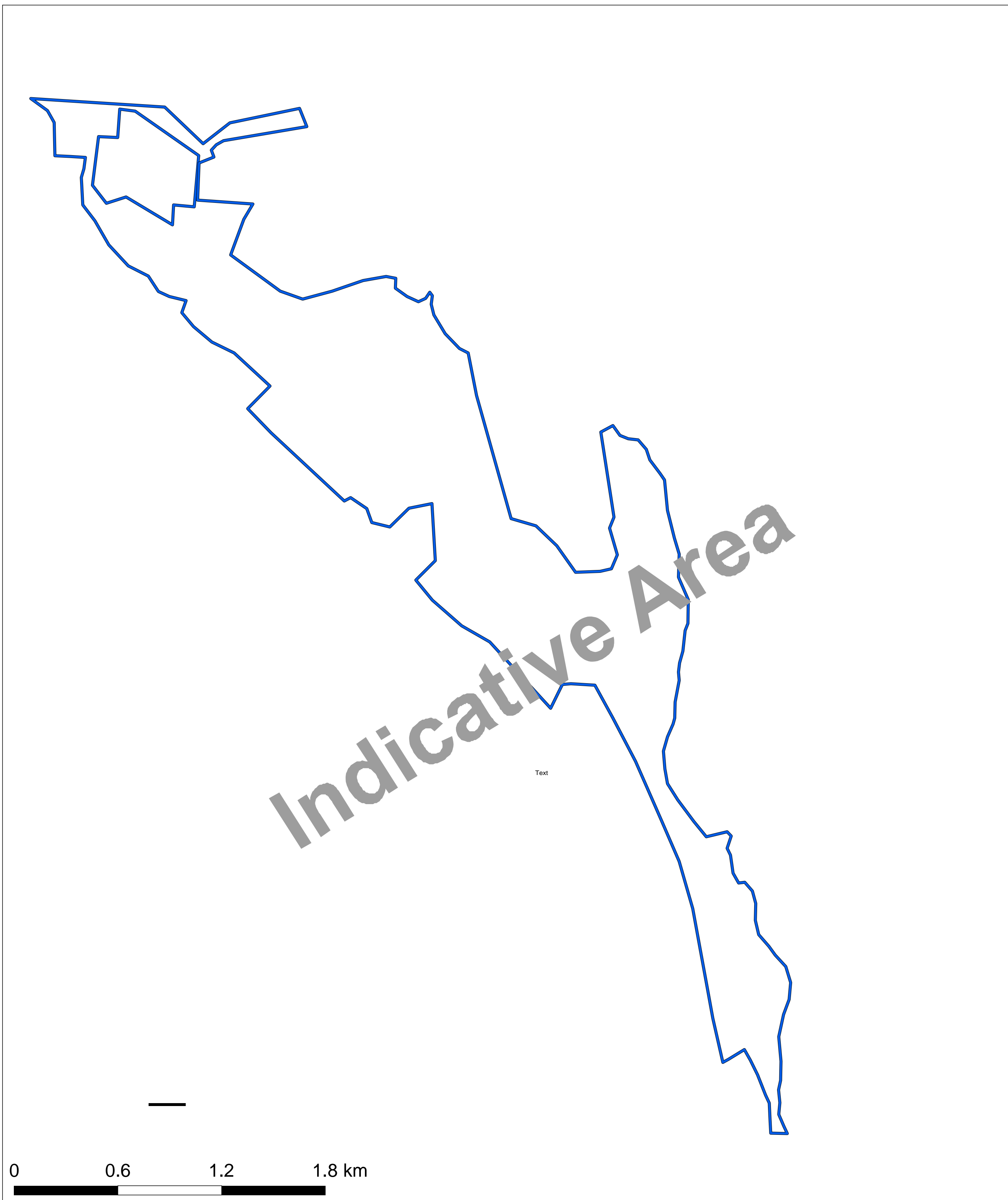
8.1 None

9. BACKGROUND PAPERS

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/381859/Top_40_Annex_FINAL.pdf

http://kateprendergast.typepad.com/files/sfp_briefing_aug_14_v3.pdf

<http://www.bbc.co.uk/news/uk-england-oxfordshire-26687408>



Key

The scheme area shown on this map is indicative only.

District Councils

 Oxford City

 South Oxfordshire

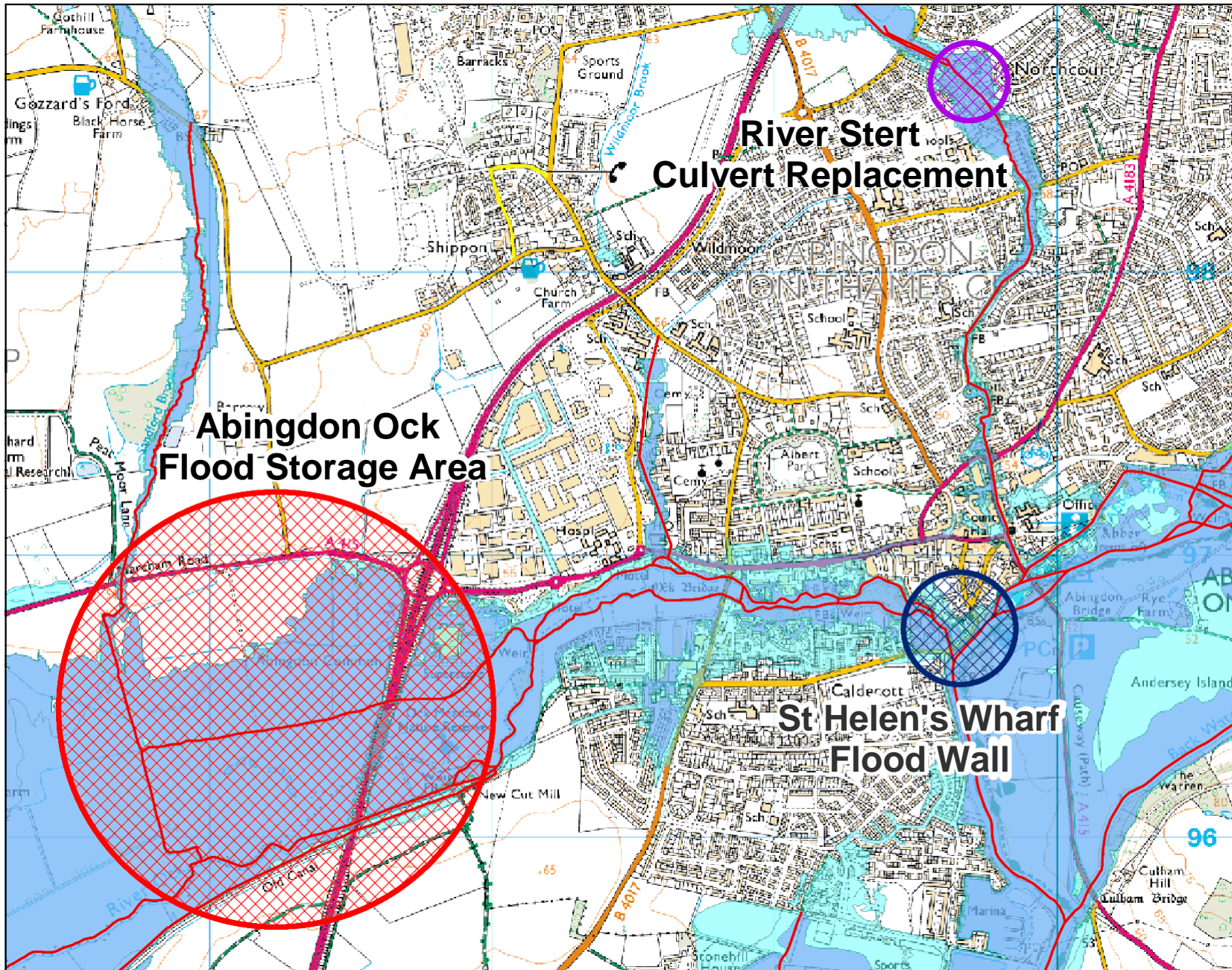
 Vale of White Horse

 Proposed Area for Oxford FAS

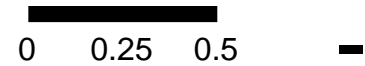
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Potential Schemes in Abingdon



Kilometres



Legend

- Main River
- Flooding from rivers or sea (FZ3)
- Extent of extreme flood (FZ2)

Flooding from rivers or sea without defences (Flood Zone 3) shows the area that could be affected by flooding:

- from the sea with a 1 in 200 or greater chance of happening each year
- or from a river with a 1 in 100 or greater chance of happening each year.

The Extent of an extreme flood (Flood Zone 2) shows the extent of an extreme flood from rivers or the sea with up to a 1 in 1000 chance of occurring each year.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	26 MARCH 2015	AGENDA ITEM:	9
TITLE:	WATER SECURITY SCRUTINY REVIEW		
LEAD COUNCILLOR:	COUNCILLOR A PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING & TRANSPORT
SERVICE:	TRANSPORTATION & STREETCARE	WARDS:	BOROUGH WIDE
LEAD OFFICER:	SAM SHEAN	TEL:	0118 937 2669/72669
JOB TITLE:	STREETCARE SERVICES MANAGER	E-MAIL:	sam.shean@reading.gov.uk

1. EXECUTIVE SUMMARY

- 1.1 At the previous meeting of the SEPT Committee approval was obtained for the scope of the Water Security review to consider the current condition of Reading's water supply and waste water infrastructure and the planned investments, and look at how the impact of planned and emergency works can be minimised.
- 1.2 The councillor group met representatives of Thames Water on 12 March to discuss the questions raised by the review.
- 1.3 Thames Water will be giving a presentation at this meeting.

2. RECOMMENDED ACTION

- 2.1 That the Committee note the response from Thames Water to the review and the investment programme for Reading.

3. THE REVIEW

- 3.1 This review builds on a previous scrutiny review of water security with Thames Water and other stakeholders in 2012, but has a more specific focus on the resilience of the water supply and waste water infrastructure in Reading and the impact of infrastructure failures and planned improvement works on the transport network.

3.2 The review group met representatives of Thames Water on 12 March 2015 and the following issues were discussed:

- What are the reasons for infrastructure failures and how resilient is the current infrastructure?
- What investment in Reading is included in Thames Water's 2015-20 Business Plan and how was this decided?
- Will the planned investment be adequate to address the ongoing infrastructure failures and will the remaining Victorian mains and sewers be replaced before they become unfit for purpose?
- How can the level of disruption and the impact of both emergency and planned works be minimised, and how can the Council work pro-actively with Thames Water to help achieve this?
- How resilient is the current/planned infrastructure against flooding and drought events?

3.3 Thames Water will outline their response to these questions and present their planned investment programme in Reading in a presentation to this meeting.

4. CONTRIBUTION TO STRATEGIC AIMS

4.1 Corporate Plan Service priority: Keeping the town clean, safe, green and active.

5. COMMUNITY ENGAGEMENT AND INFORMATION

5.1 Thames Water has proactively promoted improvement works to their infrastructure with a communications plan and direct contact with those immediately affected. This has been supplemented by the Reading Borough Council Network Management Team who have advertised works on the Variable Message Signs and have liaised directly with Public Transport Operators throughout this period.

6. LEGAL IMPLICATIONS

6.1 None arising from this report.

7. FINANCIAL IMPLICATIONS

7.1 None arising from this report.

8. BACKGROUND PAPERS

8.1 Report to the 29 November 2012 Overview and Scrutiny Commission meeting.

8.2 Update report to 25 November 2014 Strategic Environment, Planning & Transport Committee meeting.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT, CULTURE AND SPORT

TO:	Strategic Environment, Planning & Transport Committee		
DATE:	26 March 2015	AGENDA ITEM:	10
TITLE:	FLOOD & WATER MANAGEMENT ACT 2010 - LOCAL FLOOD RISK MANAGEMENT STRATEGY FOR READING		
LEAD COUNCILLOR:	COUNCILLOR A. PAGE	PORTFOLIO :	STRATEGIC ENVIRONMENT, PLANNING & TRANSPORT
SERVICE:	TRANSPORT	WARDS:	BOROUGH WIDE
LEAD OFFICER:	RUTH LEUILLETTE SAM SHEAN	TEL:	0118 937 2657 0118 937 2669
JOB TITLE:	INTERIM HEAD OF TRANSPORTATION & STREETCARE STREETCARE SERVICES MANAGER.	E-MAIL:	ruth.leuillette@reading.gov.uk sam.shean@reading.gov.uk

1. EXECUTIVE SUMMARY

- 1.1 Reading Borough Council as Lead Local Flood Authority (LLFA) has a duty under the Flood and Water Management Act 2010 (FWMA) to develop, maintain, apply and monitor a strategy for local management of flood risk within its area.
- 1.2 The Local Flood Risk Management Strategy for Reading is shown in appendix 1.
- 1.3 This report seeks Strategic Environment, Planning & Transport Committee approval to delegate to the Lead Member for Strategic Environment, Planning & Transport authority to adopt the Local Flood Risk Management Strategy (LFRMS) for Reading following the public consultation currently underway.

2. RECOMMENDED ACTION

- 2.1 That the Strategic Environment, Planning & Transport Committee note the Local Flood Risk Management Strategy for Reading.
- 2.2 That the Strategic Environment, Planning & Transport Committee delegate to the Lead Member for Strategic Environment, Planning & Transport the authority to adopt the Local Flood Risk Management Strategy for Reading.

3. BACKGROUND

- 3.1 The Flood and Water Management Act 2010 (FWMA) gained Royal Assent on 8th April 2010. This includes statutory provisions for implementation of recommendations in the Pitt Review following the July 2007 exceptional rainfall event. County and Unitary Authorities have been designated as the Lead Local Flood Authority (LLFA) and given the leadership role for local flood risk management from all sources of flooding, except main rivers and the sea.
- 3.2 Section 9 of the FWMA 2010 identified that LLFA's must develop, maintain, apply and monitor a strategy for local management of flood risk within its area. This provision came partially into force from 1st October 2010 and the LFRMS should be developed within a reasonable timeframe. The LFRMS must include the following elements:
- a) the risk management authorities in the authority's area,
 - b) the flood risk management functions that may be exercised by those authorities,
 - c) the objectives for managing local flood risk,
 - d) the measures proposed to achieve those objectives,
 - e) how and when the measures are expected to be implemented,
 - f) the costs and benefits of those measures, and how they are to be paid for,
 - g) the assessment of local flood risk for the purpose of the strategy,
 - h) how and when the strategy is to be reviewed, and,
 - i) how the strategy contributes to the achievement of wider environmental objectives.

The LLFA must consult the other risk management authorities and the public about its LFRMS and publish a summary. The LFRMS must be consistent with the National Strategy produced by the EA for Flood and Coastal Erosion Risk Management (FCERM) for England.

4 PROPOSAL

- 4.1 Reading's LFRMS has been prepared in conjunction with the Berkshire Five Flood Risk Authorities, (excludes Slough as they are not within Thames catchment area), the Environment Agency and Thames Water who together form the Berkshire Strategic Flood Risk Group.
- 4.2 The LFRMS, (refer to Appendix 1), is currently out on public consultation which closes on 27th April 2015.
- 4.3 This report seeks **Strategic Environment, Planning & Transport Committee** approval to delegate authority to Lead Member for Strategic Environment, Planning & Transport authority to adopt the Local Flood Risk Management Strategy for Reading following the public consultation.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 Corporate Plan Service priority: Keeping the town clean, safe, green and active.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The Local Flood Risk Management Strategy will be placed in the public domain through the Council's Consultation Pod.
- 6.2 This report on the work of the Local Flood Risk Strategy will be placed in the public domain.

7. LEGAL IMPLICATIONS

- 7.1 The Flood and Water Management Act 2010 requires the Borough Council to take the leadership role for ensuring significant risk from all sources of flooding is identified and managed. This will be done through the preparation of a Preliminary Flood Risk Assessment, a Surface Water Management Plan and the Local Flood Risk Management Strategy.
- 7.2 Section 9 of the FWMA 2010 identified that LLFA's must develop, maintain, apply and monitor a strategy for local management of flood risk within its area. This provision came partially into force from 1st October 2010 and the LFRMS should be developed within a reasonable timeframe.

8. FINANCIAL IMPLICATIONS

- 8.1 The Borough Council will continue to bid for funding from DEFRA and the EA through the annual Flood Defence Grant in Aid (FDGiA) funding mechanism.
- 8.2 The Borough Council has a dedicated Revenue budget to comply with the requirements of the FWMA.

9. Risk Assessment.

Lead Local Flood Authority Councils are required to carry out their designated statutory duties, as described in the Flood and Water Management Act 2010.

10. Appendixes

- 10.1 Local Flood Risk Management Strategy for Reading.

11. BACKGROUND PAPERS

- 11.1 SEPT Committee report dated 9th July 2013 setting out the statutory duties of the LLFA under Flood & Water Management Act 2010.
- 11.2 Flood Risk Regulations 2009 and Land Drainage Act 1991.



Reading Borough Council

Local Flood Risk Management Strategy

On behalf of



Project Ref: 27560/007 | Rev: 03 | Date: February 2015



Document Control Sheet

Project Name: Reading Borough Council
Project Ref: 27560/007
Report Title: Local Flood Risk Management Strategy
Doc Ref:- 03
Date: April 2014

	Name	Position	Signature	Date
Prepared by:	Vicky Hogg	Senior Engineer		
Reviewed by:	Celia Brown	Senior Engineer		
Approved by:	Dan Hayes	Director		
For and on behalf of Peter Brett Associates LLP				

Revision	Date	Description	Prepared	Reviewed	Approved
DRAFT	April 2014	Draft for Comment	VH	CB	DH
01	15/12/14	Final Draft for Comment	VH	ML	DH
02	09/01/14	Table 4 updated	ML	DH	DH
03	12/02/15	Consultation Draft	ML	DH	DH

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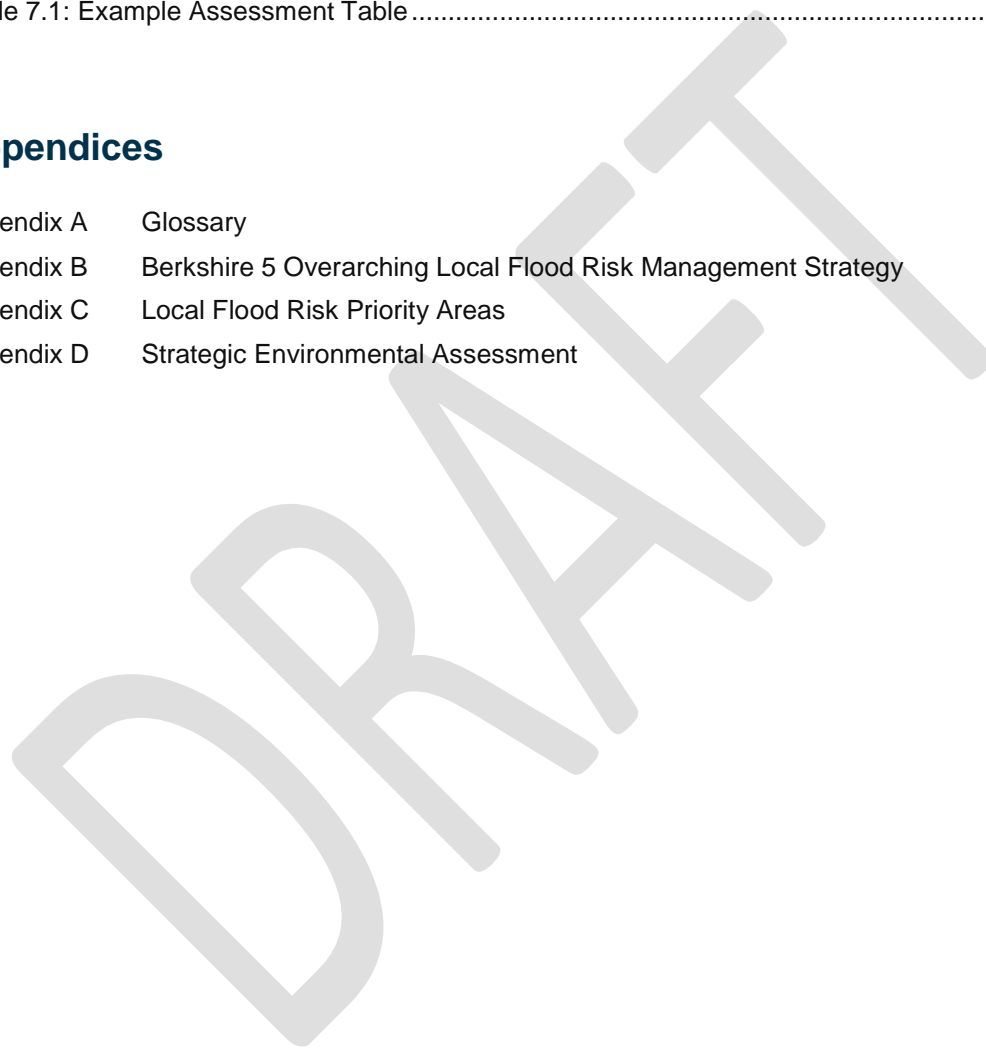
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1 Introduction

Flooding is a naturally occurring phenomenon, and will occur despite best efforts to prevent it. Appropriate management of the flood risk however can help reduce the consequences of flooding.

Reading Borough is susceptible to both Fluvial (River) and Pluvial (Surface Water) flooding, In 2007 extreme rainfall caused significant flooding in multiple areas throughout the UK including Reading Borough. In 2007 all property flooding in Reading Borough occurred from Surface Water, and whilst the Fluvial Floodplains did flood, no fluvial property flooding occurred on that occasion. In January and February 2014 an exceptionally warm and wet winter caused significant fluvial property flooding within Reading Borough, and on this occasion no surface water flooding of properties occurred.

The Government has given local authorities new responsibilities and powers to manage and coordinate local flood risk through the Flood Risk Regulations 2009 (FRR), which transpose the EU Floods Directive 2007/60/EC into UK law, and the Flood and Water Management Act 2010 (FWMA). Both the FRR and FWMA introduce the concept of Lead Local Flood Authorities (LLFA), which are either County Councils or Unitary Authorities, who are now responsible for local flood risk management. These new responsibilities relate to 'local' flood risk sources which consist of ordinary watercourses, surface water and ground water. Under the FWMA Flood Risk from coastal, 'Main' Rivers and reservoirs remains the responsibility of the Environment Agency (EA).

This report has been prepared on behalf of Reading Borough Council (RBC) as the LLFA in accordance with the requirements of the FRR and the FWMA.

A key component of the FWMA is for LLFA's to '*develop, maintain, apply and monitor a strategy for local flood risk management in its area*'. The RBC Local Flood Risk Management Strategy (Local Strategy or LFRMS) provides the vision and direction to enable local flood risk management in Reading, and must be consistent with the National Flood and Coastal Erosion Risk Management Strategy (NFCERMS) published by DEFRA and the EA.

1.1 Purpose of the Strategy

The RBC Local Strategy aims to; increase awareness of local flood risk issues; provide an overview of the on-going flood risk mitigation work underway across Reading; and set out the long term strategy for flood risk management. It identifies the extent of flood risk in Reading, establishes priorities for managing local flood risk, and identifies how RBC will work together with other Risk Management Authorities, stakeholders, and local communities to manage local flood risk.

1.2 Production of the Strategy

The Strategy has been produced in accordance with the requirements of the FWMA, which are specified within section 9 of the Act.

The strategy must specify-

- *the risk management authorities in the authority's area,*
- *the flood and coastal erosion risk management functions that may be exercised by those authorities in relation to the area,*
- *the objectives for managing local flood risk (including any objectives included in the authority's flood risk management plan prepared in accordance with the Flood Risk Regulations 2009),*
- *the measures proposed to achieve those objectives,*
- *how and when the measures are expected to be implemented,*
- *the costs and benefits of those measures, and how they are to be paid for,*

- *the assessment of local flood risk for the purpose of the strategy,*
- *how and when the strategy is to be reviewed, and*
- *how the strategy contributes to the achievement of wider environmental objectives.'*

(FWMA 2010)

The first step in the production of the RBC Local Strategy was the completion of an Overarching Flood Risk Management Strategy for the wider Berkshire area. This report was produced for the 'Berkshire 5' group, which comprises five of the unitary authorities and hence the LLFAs within Berkshire. The Berkshire 5 Strategy highlights priority areas within the county which should be investigated further within the individual authorities' local strategies (Refer to **Appendix B**).

To develop the RBC Local Strategy an initial workshop was held with multiple RBC Departments that may be influenced by flooding to ensure that their knowledge and experiences are incorporated into the Strategy. This approach of collaboration and coordination between departments and stakeholders was taken to ensure consistent management of flood risk within the borough.

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2 Roles and Responsibilities

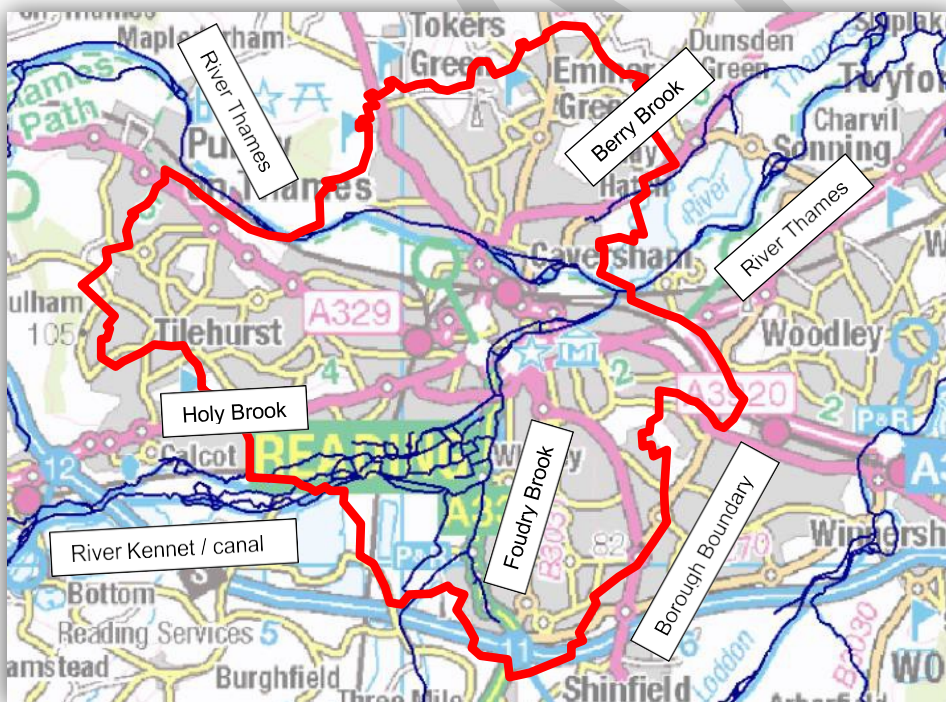
2.1 The Environment Agency

Within Reading Borough the EA remains responsible for managing fluvial river flood risk from all 'Main Rivers' and reservoirs. The 'Main Rivers' in Reading Borough are defined as follows:

- The River Thames
- The River Kennet
- The Kennet and Avon Canal
- The Foudry Brook
- The Holy Brook
- The Berry Brook

Many of the associated tributaries to these rivers are also classified as Main River and are highlighted in dark blue on figure 2.1 below.

Figure 2.1: Main Rivers across Reading Borough



2.2 Lead Local Flood Authority

In accordance with Section 6 of the FWMA the LLFA role is performed by the unitary authority for the area, or, if there is no unitary authority, the County Council. Reading Borough is a unitary authority and in its new role as LLFA it is responsible for local flood risk management from sources which consist of ordinary watercourses, surface water and ground water. Table 2.1 below contains details of RBC's new responsibilities as a LLFA.

Table 2.1: Roles & Responsibilities of LLFA

Legislation	Responsibility	Details
FWMA Section 9	Prepare a Local Strategy for Flood Risk Management	LLFAs are required to develop, maintain, apply and monitor a local flood risk management strategy for all local sources of flooding within their area, in consultation with other Risk Management Authorities and the public
FWMA Section 19	Investigation of flood incidents	LLFAs have a duty to co-ordinate the investigation and recording of significant flood events within their area. This duty includes identifying which authorities have flood risk management functions and what they have done or intend to do with respect to the incident, notify risk management authorities where necessary and publish the results of any investigations carried out.
FWMA Section 21	Preparation of an asset register	LLFAs have a duty to establish and maintain: (a) a register of structures or features which, in the opinion of the authority, are likely to have a significant effect on a flood risk in its area, and (b) a record of information about each of those structures or features, including information about ownership and state of repair. The LLFA must ensure that the register is available for inspection at all reasonable times. In addition, the Secretary of State may, by regulations, make provision for specified contents to be added or removed from the register and record. RBC's Register of structures affecting flood risk and associated map showing the location of each structure can be viewed at all reasonable times at RBC's offices.]
FWMA Section 27	Sustainable development	In exercising its flood management function the LLFA must aim to make a contribution towards the achievement of sustainable development
FWMA Section 30 (Schedule 1)	Power to designate flood management structures	LLFAs, as well as other flood management authorities have powers to designate structures and features that affect flooding in order to safeguard assets that are relied upon for flood risk management.
FWMA Section 31 (Schedule 2 – Land Drainage Act 1991)	Flood Risk Management Works	LLFAs have powers to undertake works to manage flood risk from surface runoff and groundwater, consistent with the local flood risk management strategy for the area.
FWMA Section 31 (Schedule 2 – Land Drainage Act 1991)	Consenting Changes to Ordinary Watercourses	If riparian owners wish to culvert an ordinary watercourse or undertake works that will obstruct the flow, consent is required from the LLFA.
FWMA Section 32 (Schedule 3)	Sustainable Drainage Systems (SuDS) Approval Body	On the 18th of December 2014, Defra published a written statement ⁽¹⁾ to parliament explaining how Defra will be strengthening existing planning policy so that sustainable drainage system will be provided in new developments wherever this is appropriate. This proposal is set to replace the implementation of Schedule 3 of the FWMA, which would have made the Council responsible for the approval and adoption of Sustainable Drainage

		<p>Systems.</p> <p>Initially this decision will apply to major development - developments of 10 dwellings or more; or equivalent non-residential or mixed development). Planning Applications will need to ensure that sustainable drainage systems for the management of run-off are put in place, unless demonstrated to be inappropriate.</p> <p>These changes will take effect on from 6th of April 2015.</p> <p>At the time of writing this report, Defra are consulting on a proposal⁽²⁾ to make LLFAs a statutory consultee on planning applications for surface water management; and to makes changes to the statutory consultee role of the Environment Agency to better reflect the Agency's strategic expertise and reflect the new responsibilities for local flood management exercised by lead local flood authorities.</p> <p>The maintenance of SuDS Assets in perpetuity will need to be defined by the Developer and agreed with the LLFA and Planners. Each SuDS asset that is deemed to perform a flood defence function will need to be recorded on the LLFA's asset register.</p>
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¹ Defra (2014) [Written statement to Parliament Sustainable drainage systems](#)

² Defra (2014) [Consultation on measures aimed at ensuring more effective provision of advice to local planning authorities in relation to surface water drainage management.](#)

2.3 Risk Management Authorities

The FWMA sets out a risk based approach to the management of flood risk through the development of a National Strategy by the EA and Local Strategies by the LLFAs, with a partnership working principle with other Risk Management Authorities.

Definition of Risk Management

The FWMA defines Risk Management as *'anything done for the purpose of*

- a) *Analysing a risk*
- b) *Assessing a risk*
- c) *Reducing a risk*
- d) *Reducing a component in the assessment of a risk*
- e) *Altering the balance of factors combined in assessing a risk, or*
- f) *Otherwise taking action in respect of a risk ore a factor relevant to the assessment of a risk (including action for the purpose of flood defence).*

Risk Management Authorities are defined within the FWMA 2010 as:

- the EA,
- a Lead Local Flood Authority,
- a District Council for an area for which there is no Unitary Authority,
- an Internal Drainage Board,
- a Water and Sewerage Company (WaSC), and
- a Highway Authority.

The relevant Risk Management Authorities in Reading Borough are:

- RBC - LLFA and Highway Authority.
- The EA.

- Thames Water Utilities Limited - WaSC.
- Highways Agency - Highway Authority.

Table 2.2 sets out the Lead Organisation for each responsibility in relation to Flood Risk Management.

Table 2.2: Flood Risk Responsibilities and Lead Organisations

Responsibility	Lead Organisation
The strategic overview for all forms of flooding.	Environment Agency
Development of the National Flood and Coastal Erosion Risk Management (FCERM) Strategy for England.	Environment Agency
Management of flood risk from main rivers	Environment Agency
Management of flood risk from ordinary watercourses	Reading Borough Council, riparian owners
Management of flood risk from surface water runoff	Reading Borough Council, land owners
Management of flood risk from groundwater	Reading Borough Council
Management of flood risk from highway drainage	The Highways Agency or Reading Borough Council
Management of flood risk from sewers	Thames Water Utilities Limited
Enforcement of flood risk management from statutory reservoirs above 25,000m³ (The Flood & Water Management Act will change this figure to 10,000m³ capacity when relevant provisions are commenced)	The Environment Agency is the enforcement authority; the reservoir undertaker must comply with the Reservoirs Act and future provisions within the Flood and Water Management Act.
Flood incident management	All relevant authorities and emergency services and other utilities under the Civil Contingencies Act 2004.
Recovery after a flood	Reading Borough Council, working through local resilience forums (LRFs).

3 Flood Risk Management Strategy

3.1 National Flood Risk Management Strategy

National Objectives

The FWMA requires Local Strategies to be consistent with the National Flood and Coastal Erosion Risk Management Strategy (NFCERMS). As such the RBC Local Strategy has been produced in accordance with the overall aims and objectives of the NFCERMS and with the six guiding principles.

The six guiding principles of the NFCERMS are:

- Community focus and partnership working,
- A catchment based approach;
- Sustainability;
- Proportionate, risk based approaches;
- Multiple benefits;
- Beneficiaries should be allowed and encourages investing in local risk management.

The NFCERMS identifies the need for careful planning to help ensure that appropriate, sustainable options are selected when considering flood risk management at a local level. The RBC Local Strategy provides an opportunity to present a clear picture of what will be done to manage flood risk, and bring together relevant information contained within other plans to ensure a consistent approach across the borough when addressing flood risk. In doing so RBC will help communities to understand the risks, what they can do to manage them and how the risk management authorities can help.

Information sharing is the cornerstone to effective joint working. The approach taken in developing this Strategy advocates consultation with partner organisations to better understand the range of flood issues that they face. Through collaboration clear objectives can be set and success measured both now and in the future with all Partner organisations sharing the operational information required to investigate, develop and provide the best solutions to flood risk issues. It is important then, that the Strategy is a publicly accessible document that enables local people to access information about the measures that are already in place to manage flood risk, as well as work that is planned to improve protection.

Effective cross boundary working is also important in managing flood risk and land drainage between neighbouring areas and for drainage systems that cross administrative boundaries. This means working closely with the other authorities, especially neighbouring authorities West Berkshire Council and Wokingham Borough Council.

The Berkshire 5 and the Overarching Local Flood Risk Management Strategy

The Berkshire 5 is a partnership formed between five of the Berkshire Unitary Authorities, all of which have been designated as LLFAs. The partnership comprised Bracknell Forest Council, The Royal Borough of Windsor and Maidenhead, West Berkshire Council, Wokingham Borough Council and Reading Borough Council (RBC). These authorities all share a hydrological catchment boundary and therefore it was deemed appropriate to produce an overarching strategy which identifies the principal flood risk issues across the county. The assessment of flood risk within each borough was completed

using each borough's Strategic Flood Risk Assessment (SFRA) and Preliminary Flood Risk Assessment (PRFA).

The Berkshire 5 Overarching Local Flood Risk Management Strategy (Berkshire 5 Strategy) was undertaken to help guide each of the five LLFA in the creation of their local, more detailed strategy. It set out the overarching principles which each authority will follow when completing their own detailed strategies and associated Action Plans.

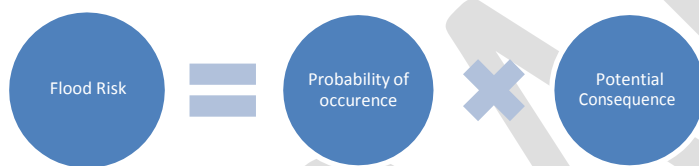
The Berkshire 5 Strategy highlights priority flood risk areas within each borough based on 500m² grid areas, this provides an overview of the flood risk within the borough. This information is based on the EA's modelled surface water and groundwater flood risk maps together with anecdotal evidence of flooding based on local authority flood records. Where the two data sets overlapped 'priority' flood areas were identified.

The Berkshire 5 Overarching Strategy Mapping is contained within **Appendix B**

3.2 Local Flood Risk Management Strategy

What is Flood Risk?

The FWMA defines flood risk as a 'combination of the probability of the occurrence with its potential consequences.'



The consequences of a flooding event can affect the following:

- Human Health
- Social and economic welfare
- Infrastructure
- Environment

The likelihood of flooding is either expressed as a chance, for example a 1 in 100 chance of flooding in any given year, or a probability, for example a 1% annual probability of flooding. A 1 in 100 year flood return period is also used to express this same event storm, but it should be noted that, as previously mentioned, this is still a probability and therefore a 1 in 100 year flood has the same potential to occur in any given year.

Local Flood Risk Management

Managing flood risk is an ongoing activity which will see continual improvements over time as a greater better understanding of local flood risk is developed.

RBC has a good understanding of the existing flood risk areas in Reading, and the associated flooding mechanisms, through the assessment work undertaken to date for the SFRA, SWMP and PFRA. As such, these areas will initially be the focus of future mitigation work along with further investigation, policy development and communication. There are, however, circumstances where implementation of mitigation works may be considered inappropriate. Examples of these are where mitigation works could result:

- increased flood risk up/downstream;
- unacceptable environmental consequences (e.g. loss of semi natural habitats, significant local disruption during the construction phase etc.),
- costs that are disproportionate to the benefit.

Funding is a major constraint on the implementation of mitigation strategies and the complex funding mechanisms that are available require demonstration that a scheme has taken into consideration the above criteria.

The RBC Local Flood Risk Management Strategy

The RBC Local Strategy refines and builds upon The Berkshire 5 Strategy information for Reading Borough, identifies priority flood risk areas and proposed mitigation measures or investigation in the Action Plan.

RBC's Preliminary Flood Risk Assessment (produced for the FRR) and Surface Water Management Plan (SWMP) form the key evidence base for the RBC Local Strategy. These reports provide a detailed overview of historical and recent flood events within the Borough, and consider the effects of climate change on future flood risk.

Flood Risk Areas

Flood management actions need be prioritised to ensure the limited funds available are targeted to where frequent or deep flooding coincides with sensitive receptors (such as households or main highways). High risk areas are generally known based on local authority and EA records of historic flooding. However these records are not comprehensive and consideration of future (modelled) flood risk is also required.

Modelled flood risk information on depth and frequency of flooding from surface and ground water provides an important source of data to supplement the actual historic flood risk evidence. Modelled information has been obtained for Reading Borough from the EA, which include their 1 in 30 annual probability surface water flood risk maps (showing flood depths greater than 0.3m and in areas greater than 500m²) and their greater than 75% susceptibility to groundwater flooding maps. This modelled data has been validated against historic actual evidence of flooding based on local authority flood records. Where the two data sets clearly overlap, priority flood risk areas have been identified.

This information has been plotted and refined in a grid format based on a 100m by 100m grid allowing Local Flood Risk Priority Areas to be identified at a glance. In order to provide a priority map based on flood risk from groundwater, surface water and non-main rivers only, modelled flood risk cells that contain an EA main river have been removed. Equally records of fluvial flooding from main rivers or foul water flooding have also been removed from the historic flood risk records.

There are also areas where flooding has been observed, which do not coincide with published modelling extents. These areas require further investigation to ascertain the cause of flooding and any possible mitigation measures that could be undertaken or have already been implemented.

Based on the methodology described above, there are a number of Local Flood Risk Priority Areas within Reading which need to be investigated further; some of these areas have already had substantial flood mitigation works undertaken to reduce the risk of flooding in the future, whilst others still require further assessment and mitigation. Local Flood Risk Priority Areas should be taken into consideration when determining planning applications and future planning policy development to ensure new development does not increase the flood risk to these or neighbouring areas. High risk development, such as basement properties, should not occur in these flood risk areas. Each location determined to be a Local Flood Risk Priority Areas is identified on the map contained in Appendix C.

In Flood Risk Priority Areas new development should only be considered where it can be satisfactorily demonstrated that the risks of flooding as a consequence of development are acceptable. Surface water drainage systems for new developments will need to be designed in a manner that does not further exacerbate flood risk in these local areas. This approach is consistent with the National Planning Policy Framework which advocates that surface water runoff from development sites should be managed to ensure that discharge rates and volumes are no greater than the predeveloped greenfield conditions.

Mitigating Local Flood Risk

When considering Flood Risk Management there are often many different options that could be utilised to reduce the risk of flooding. It should be recognised, however, that the options to mitigate flooding cannot remove the risk completely as there can always be an extreme event that may exceed the design standard of the measures put in place. The choice of flood mitigation and management measures will depend on the severity of flood risk (probability, hazard and consequence) and the circumstances involved (location, sensitivity of receptors, physical and economic viability).

Where mitigation is required to reduce the risk of flooding RBC will investigate the practicality of the various options available.

In denser urban areas it is often more difficult to find the space required for intervention without requiring displacement of the existing population and activities. This is an issue in the majority of Reading due to the built up nature of the Borough..

Objectives of Local Flood Risk Management

The objectives for the RBC Local Flood Risk Management Strategy are shown in Table 3.1 below. These objectives reflect the requirements of the FWMA and the NFCERMS.

Table 3.1: Reading Borough Objectives for Local Flood Risk Management

	Objective
1.	To improve knowledge of Local Flood Risk within Reading Borough including collating and mapping all existing flood risk data.
2.	To identify areas where flood risk is high or identify where there is future flood risk as a result of development or climate change.
3.	To engage with local communities to; increase awareness of local flood risk; consult on potential mitigation measures; and inform residents of the work RBC undertake as a LLFA in managing this risk.
4.	To reduce existing flood risk from local sources within the Borough
5.	To inform planning strategies and policies to facilitate flood risk management and mitigation from all local sources of flood risk except Main Rivers and reservoirs
6.	To prevent an increase in flood risk as a result of new development within the Borough
7.	To improve co-operation between Reading Borough Council and the Risk Management Authorities (RMAs)
8.	To facilitate RBC as LLFA in undertaking the duties and responsibilities under the FWMA and the EU Flood Directive
9.	To set out the guiding principles for SuDS in the Borough
10.	To promote sustainability of Flood Risk Management through Water Framework Directive compliance, Climate Change Adaptations, Land Management and the protection and enhancement of habitats and biodiversity.
11.	To take a holistic approach to flood management ensuring that the non-flood related benefits of schemes are maximised, selecting those with multiple and environmental benefits where practicable, and factoring in the monetary value of the additional benefits into the calculations

RBC will work towards achieving these objectives through implementation of the proposed mitigation measures and investigations contained within the Action Plan.

Reading Borough Council (RBC)

RBC has multiple internal departments, the majority of which are stakeholders of the RBC Local Strategy. These departments either influence flood risk by the work they undertake or they are impacted by flooding events that occur.

The principal departments are shown in figure 5.2. The main contact and lead in relation to the implementation of this Strategy and all local flood risk matters is the Highways Department.

Figure 3.1: Departments within Reading Borough Council that may be impacted by this strategy and local flood risk.



To ensure the effective implementation of the LFRMS, RBC internal departments will work together in partnership with other RMAs and stakeholders to help reduce the risk of flooding from local sources and increase the public's awareness of the risks.

A number of RBC policy documents have an influence on local flood risk management. The key documents include:

- Reading Borough Local Development Framework, Core Strategy, Policies to Support the Core Strategy, Adopted January 2008.
- Reading Borough Council Strategic Flood Risk Assessment (SFRA).
- Reading Borough Council Preliminary Flood Risk Assessment (PFRA).
- Reading Borough Council Surface Water Management Plan (SWMP).
- Reading Borough Council Tree Strategy for Reading, adopted June 2010

- Reading Borough Council Reading Biodiversity Action Plan

These documents can be viewed on RBC's web-site.

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4 Action Plan

To assist RBC, RMAs and Stakeholders in progressing the Local Strategy the following Action Plan sets out a range of initiatives and measures which are currently planned to be carried out to mitigate and reduce the flood risk identified in local flood risk areas identified in Table 4.1 and Figure 4.1 . These highlight specific structural measures as well as changes to existing policy that need to be investigated to help reduce existing flood risk and prevent flood risk increasing due to future development.

Table 4.1: Local Flood Risk Areas

Ref. No.	Flood Risk Area	Catchment Description	Primary Causes of Flooding	Proposed Action	Proposed Time Scales	Predicted Cost / Funding
1.	Blundell's Copse (Grid ref: 466895, 173206)	Blundell's Copse is a sewered urban sub-catchment with predominantly residential land use. Historically a water body (pond) was located at the natural low point of the catchment. The area was developed in 1960 and is now called Keswick Close.	Historic pond located at Keswick Close. Potential capacity issue in TWUL sewer network that runs through Keswick Close	TWUL has proposals within their AMP5 programme for reduction of flood risk in Keswick Close. This will be achieved through the construction of a mini pumping stations and sewer improvements.	Commenced Q4 2014	Included in TWUL AMP5 funding programme.
2.	William Street (Grid ref: 470781, 173648)	William Street is a residential catchment on the west side of the town centre. William Street itself comprises terraced houses with basements dating back to around the 1900's. The sub-catchment is largely served by public surface water sewers although William Street	The gullies which drain the basement properties are locally the first point at risk of flooding on the network due to their low level.	As viable mitigation options are limited, it is proposed to undertake community engagement / liaison in the form of educational literature or workshops to raise awareness and educate residents as to how they can protect their properties from flooding. For example re-directing down pipes from basements levels and the use of flood guards. Review of planning policy with regards to basement dwellings within	Within the 2013-2014 financial year.	RBC Community engagement to make residents aware of the issues.

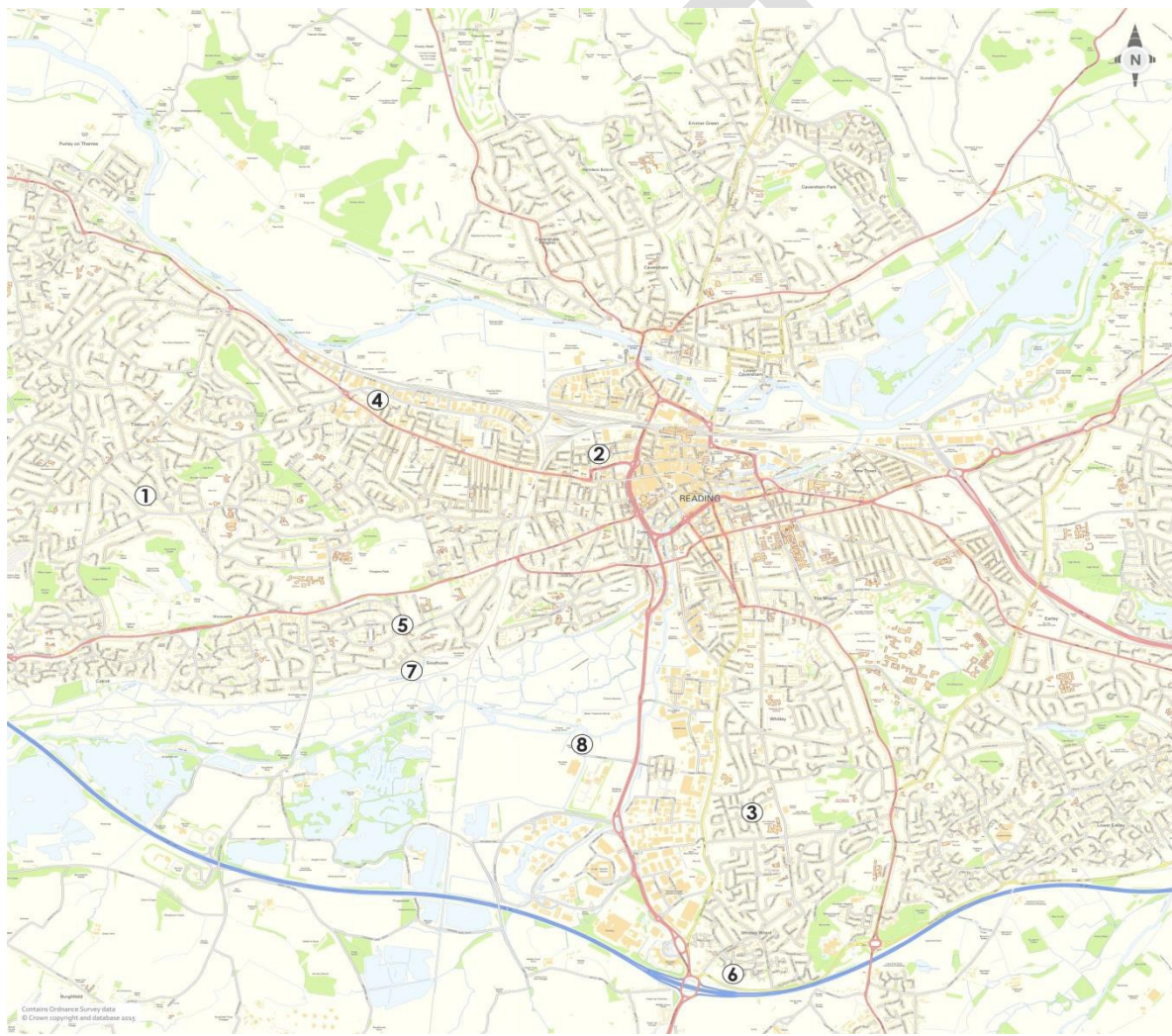
Ref. No.	Flood Risk Area	Catchment Description	Primary Causes of Flooding	Proposed Action	Proposed Time Scales	Predicted Cost / Funding
		is not.		areas of surface water flood risk. A small section of the natural catchment lies in LDF site SA9a, 221-222 Oxford Road & 10 and the rear of 8 Prospect Street. When this site comes to be redeveloped the proposals should aim to provide improvements to the drainage system.		
3.	Stockton Road (Grid ref: 472126, 170323)	Stockton Road and its associated residential crescents are located at the downstream end of a large natural sub-catchment which contains a large area of open woodland and parkland (The Cowsey) in the centre surrounded by residential development. The catchment falls steeply in the mid-section and is fully served by public SW sewers.	The topography of the natural catchment and the location of the development within the catchment. Overland flow paths not intercepted by the drainage system. Lack of capacity in the sewerage system combined with potential downstream restrictions.	A Flood Risk Management (FRM) bid was submitted for funding during 2012/2013. This bid was accepted and flood defence works have been completed with exception to landscape planting which will be finished in the appropriate planting season	Funding has been granted through Local Levy and the scheme is expected to be fully completed during 2015	Estimated costs: £143,000
4.	Stone Street (Grid ref: 468860, 174154)	Stone Street lies at the low point of a small sewered residential sub-catchment, which borders the fluvial floodplain of the river Thames.	The existing TWUL sewer records show that the sewer between Stone Street and Portman Road currently runs uphill.	TWUL propose to implement an upgrade to the Cow Lane foul pumping station and monitor any associated reduction in flood risk to Stone Street. If the benefits are not measurable then seek to obtain TWUL support for implementation of the SWMP mitigation	TWUL confirmed internal approval to the proposed foul pumping station works in July 2011. Implementation undertaken in 2012-2013.	TWUL's proposed works are included in their AMP5 funding programme. SWMP Option 4 pond has an estimated cost of £60,000

Ref. No.	Flood Risk Area	Catchment Description	Primary Causes of Flooding	Proposed Action	Proposed Time Scales	Predicted Cost / Funding
				proposal. This catchment area includes small sections of LDF sites SA4, Dee Park, and SA8b, 780-784 Oxford Road. The redevelopment proposals for these areas should aim to provide improvements to the drainage system.		
5.	Circuit Lane (Grid ref: 469126, 171991)	Circuit Lane is within a large sub-catchment that borders the Holy brook floodplain at its downstream boundary. The sub-catchment area is split approximately 50/50 with upper half comprising open park land and the lower half residential properties.	The topography of the natural catchment. Potential under capacity of the TWUL sewer network.	Hard engineering mitigation measures at household level to be considered at the northern end of Circuit Lane. A small section of the natural catchment lies in LDF site SA9c, Elvian School, Bath Road. When this site comes to be redeveloped the proposals should aim to provide improvements to the drainage system.	Potential implementation of engineering measures 2013-2014	Estimated cost £20,000. RBC committed to £5,000 based upon £4,000 being received from the FRM funding bid.
6.	Harness Close (Grid ref: 471908, 168777)	The sub-Catchment is situated within the southern area of Whitley Wood, adjacent to the B3270	Flooding has resulted in flooding to properties in Harness Close (South Reading). 12 homes suffered from internal and external flooding and 2 properties from external flooding.	The source of the flooding is presently being investigated by RBC and TWUL	Investigations ongoing	To be confirmed
7.	The Holy Brook (Grid ref: 469159, 171609)	The Holy Brook is a tributary of the Kennet and measures 6 miles in length.	Lack of maintenance works have resulted in erosion of the supporting embankment	The proposed work will reinstate the existing footpath and bank protection that has become eroded, ensuring inundation of flood plain to the south prior to bank	April 2015	Estimated cost £30,000

Ref. No.	Flood Risk Area	Catchment Description	Primary Causes of Flooding	Proposed Action	Proposed Time Scales	Predicted Cost / Funding
			and footpath. This bank failure led to flood waters being directed away from the floodplain towards nearby properties..	overtopping and inundation of the northern floodplain. Removal of trees which are causing issues within the Holy Brook		
8.	Island Road (Grid ref: 470642, 170895)	Island Road is located off the A33 crossroads junction and serves the Thames Water sewage treatment plant and the Smallmead recycling centre	In heavy rains water levels within the Foudry Brook can rise significantly and lead to flooding along Island Road.	Existing ditches to be maintained, penstock gate to be incorporated at the existing outfall headwall to control water flows and levels along the Foudry Brook	April 2015	
9.	Other			Revise and update existing Reading Borough Council Strategic Flood Risk Assessment (SFRA) to incorporate the latest flood risk information from all sources of flooding.		
10.	Other			Supplementary Planning Documents (SPD) Investigate the potential to develop planning policy which requires new development in local flood risk zones and / or critical drainage areas to reduce surface water discharges to greenfield runoff rates, or contribute to local flood mitigation schemes. Thereby ensuring no increase in flood risk and potential for reduction of flood risk in high surface water flood risk areas.		

Ref. No.	Flood Risk Area	Catchment Description	Primary Causes of Flooding	Proposed Action	Proposed Time Scales	Predicted Cost / Funding
11.	Other			Review of RBC emergency response strategies and sand bagging policy for fluvial events.		
12.	Other			Undertake S19 investigation and reporting of all events that result in internally flooded properties.		

Figure 4.1: Location of Local Flood Risk Areas



Key:



Local Flood Risk Area Reference number

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5 Local Flood Risk

5.1 Background

Reading Borough covers an area of 40 square kilometres and incorporates Reading town centre and surrounding ward areas of:

- Abbey
- Battle
- Caversham
- Church
- Katesgrove
- Kentwood
- Mapledurham
- Minster
- Norcot
- Park
- Peppard
- Redlands
- Southcote
- Thames
- Tilehurst
- Whitley

The area includes the River Thames, River Kennet, Holy Brook, Foudry Brook, Berry Brook and the Kennet & Avon Canal. All of these watercourses (shown in figure 2.1 above) are designated Main River and hence will continue to be managed by the Environment Agency. Multiple tributaries, drainage ditches and culverts flow into these Rivers which are not classified as Main River and are the responsibility of RBC.

Figure 5.1: Reading Borough Authority Boundary



The geology of the Borough is characterised by river terrace deposits, including sands and gravels within the vicinity of the River Thames corridor, overlying Reading Beds and London Clay.

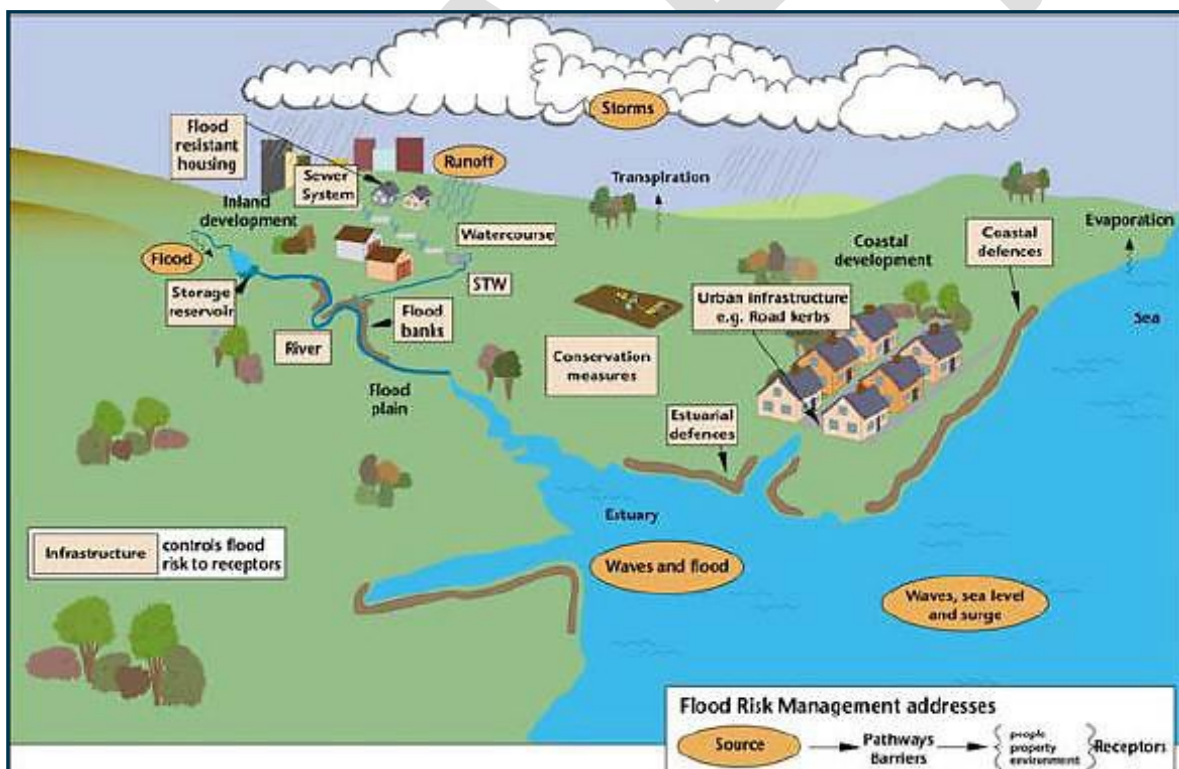
5.2 Local Flood Risk

Flooding can occur from multiple sources. As the LLFA, RBC now has the responsibility of recording and investigating, where necessary (under Section 19 FWMA), flooding incidents caused by surface water, groundwater or ordinary watercourses.

Flood risk from the sea and rivers has been the main focus of flood defence in the UK for the past thirty years. It is therefore relatively well understood with detailed techniques for assessment. Surface water flooding, caused by heavy rainfall, is less predictable and less well understood and was the main source of flooding within Reading during the 2007 summer flood event.

In general terms, there is a well-established framework for environmental risk assessment provided by the Government's 'Foresight' flood and coastal project in 2003 (illustrated below in Figure 5.3). This is termed a Source – Pathway – Receptor model and will be used to consider flood sources, risks and potential management measures, as it reflects the physical processes by which flooding occurs.

Figure 5.3: Source-pathway-Receptor Model for Flood Risk Analysis (source: Foresight Flood and Coastal Defence Project, 2003)



- **Sources** are the weather events or sequences of events that may result in flooding (e.g. heavy or sustained rainfall, marine storms)
- **Pathways** are the mechanisms that convey flood waters that originate as extreme weather events to places where they may impact upon receptors.
- **Receptors** are the people, houses, industries and commercial units impacted by flooding.

The main focus within Local Flood Risk Management is to reduce the impact of flooding on the receptors, through the alteration and management of the pathways.

Flood Risk is defined as 'a combination of the probability of the occurrence with its potential consequence'. Consequences of flooding can be negative or positive. This includes consequences to human health, economic activity and the environment (including cultural heritage). Refer to section 3.2.

Flood Risk within the Reading area comes from a number of sources. It is not technically or financially possible to alleviate all risk of flooding across Reading so it is important to take a risk-based approach and prioritise areas that are at greatest risk and will therefore derive the most benefit from flood risk management work.

5.3 Historic Flooding

There are a number of documents which aim to identify past flooding within Reading Borough. A Strategic Flood Risk Assessment (SFRA) was completed by Jacobs in 2009 which sought to collate known sources of flooding, identify Flood Zones, recommend appropriate land uses and identify potential flood mitigation measures. The Preliminary Flood Risk Assessment (PFRA) was completed in June 2011 and collated known sources of local historical and future flood risk. The PFRA provides a strategic overview of flood events across Reading Borough and mapping outputs informed actions to be taken in the subsequent Surface Water Management Plan produced in June 2013.

These Flood Risk Management Documents can be viewed on RBC's Web-site.

Reading Borough Council (RBC) Records

RBC holds a limited set of historic flooding records including the following datasets:

- 1947 Fluvial Flooding
- 2000 Fluvial Flooding
- 2003 Fluvial Flooding
- 2007 flood event – Internally and externally flooded residential buildings.
- 2007 flood event – Flooded Schools
- 2007 flood event – RBC buildings
- 2013/14 winter flooding – residential properties and businesses
- Complaints of flooding reported to RBC from members of the public.

Detailed records of flooding of individual properties are difficult and time consuming to collect for any one risk management authority. Therefore, most flood records rely on accurate data being recorded and reported by home owners. The 2007 and 2013/14 flood event records for residential properties and businesses in Reading list the address of the property through a door knocking exercise undertaken by RBC. Through canvassing affected occupiers it was possible to identify whether main buildings were flooded internally, or limited to garage/outbuildings. It was not possible however, to record detail such as depth, source, and duration.

Royal Berkshire Fire & Rescue Service (RBFRS) Records

The RBFRS provided all their flooding event data and records to RBC for the last 10 years which was sorted to include only events in Reading and those that specifically state they were surface water

related. The data only includes the year, location and brief description. This filter of data resulted in 18 records of flooding over the 10 year period.

5.4 Asset Maintenance

As assets age and deteriorate they will become less capable of performing their original flood risk management function. The impact on flood risk will vary depending on the type of asset. For example ditches and attenuation tanks becoming silted up, blocked by rubbish, or extensive vegetation growth, which in turn will reduce the capacity of the asset to convey and store water, therefore increase the risk of flooding. Other assets such as flood walls can weaken overtime and become less resistant to the force of the flood water that they are intended to hold back.

Routine maintenance, such as clearing ditches can mitigate this risk and extend the lifetime of an asset. However without regular maintenance and a programme of replacement and remediation, the deterioration of assets with age would increase local flood risk.

In accordance with the FWMA (Section 21) RBC holds an asset register of structures which affect flood risk. This register allows members of the public to identify significant flood risk assets managed by them as private individuals or partner organisations in their locality. Refer to Table 2.1

6 Sustainable Development

6.1 Climate Change

There is clear scientific evidence that global climate change is happening now. It cannot be ignored. Over the past century around the UK we have seen sea level rise and more of our winter rain falling in intense wet spells. Seasonal rainfall is highly variable. Some of the changes might reflect natural variation; however the broad trends are in line with projections from climate models.

Greenhouse gas (GHG) levels in the atmosphere are likely to cause higher winter rainfall in future. Past GHG emissions mean some climate change is inevitable in the next 20-30 years. Lower emissions could reduce the amount of climate change further into the future, but changes are still projected at least as far ahead as the 2080s.

We have enough confidence in large scale climate models to say that we must plan for change. There is more uncertainty at a local scale but model results can still help us plan to adapt. For example we understand rain storms may become more intense, even if we can't be sure about exactly where or when. By the 2080s, the latest UK climate projections (UKCP09) are that there could be around three times as many days in winter with heavy rainfall (defined as more than 25mm in a day). It is plausible that the amount of rain in extreme storms (with a 1 in 5 annual chance or rarer) could increase locally by 40%.

If emissions follow a medium future scenario, UKCP09 projected changes by the 2050s relative to the recent past are:

- Winter precipitation increases of around 15% (very likely to be between 2 and 32%).
- Precipitation on the wettest day in winter up by around 15% (very unlikely to be more than 31%).
- Peak river flows in a typical catchment likely to increase between 8 and 18%.

6.2 Implication on Flood Risk

Climate changes can affect local flood risk in several ways and these impacts will vary depending on local conditions and the vulnerability of receptors.

Wetter winters and more of this rain falling in wet spells may increase flooding in both rural and urbanised catchments. More intense and prolonged rainfall can result in more surface runoff being conveyed to drains and sewers resulting in greater flood risk and potential impact to water quality. Storm intensity in summer could increase even in drier summers, so we need to be prepared for climate change.

There is a risk of flooding from groundwater-bearing strata particularly chalk and limestone aquifers across the district. Recharge may increase in wetter winters resulting in more groundwater emergence.

Where appropriate, we need local studies to understand climate impacts in detail, including effects from other factors like land use. Sustainable development and drainage will help us adapt to climate change and manage the risk of damaging floods in future.

In recognition of the effects of climate change the Reading Climate Change Partnership (RCCP) was formed in 2009 with the aim of reducing carbon emissions generated across Reading Borough. The RCCP produced Reading Boroughs strategy 'Reading Means Business on Climate Change 2013-2020' which recognises that through appropriate planning policy and development control much can be achieved to reduce the risk of flooding and potential consequences for new development. Similarly,

it acknowledges that existing buildings can be made more resilient or resistant to effects of flooding in problem areas.

6.3 Adapting to Climate Change

Past emission means some climate change is inevitable. It is essential we respond by planning ahead. We can prepare by understanding our current and future vulnerability to flooding, developing plans for increased resilience and building the capacity to adapt. Regular review and adherence to these plans is a key component in achieving long-term, sustainable benefits.

Although the broad climate change picture is clear, we have to make local decisions about deeper uncertainty. We will therefore consider a range of measures and retain flexibility to adapt. This approach, embodied within flood risk appraisal guidance, will help to ensure that we do not increase our vulnerability to flooding.

6.4 Sustainable Drainage Systems (SuDS)

The Government aims to reduce the impact of future development by promoting the use of sustainable drainage systems. The purpose of sustainable drainage systems is to replicate, as closely as possible, the natural drainage from a site before development without transferring pollution to groundwater.

Sustainable drainage objectives are to minimise the impacts from development on the quantity and quality of water running off a site, while maximising amenity and biodiversity opportunities. Appropriate techniques include infiltration and retention, which mimic runoff from a site in its natural state and enable rainwater to be managed close to its source.

The NPPF recognises that flood risk and other environmental damage can be managed by minimising changes in the volume and rate of surface runoff from development sites, and recommends that priority be given to the use of SuDS in new development, this being complementary to the control of development within the floodplain. The variety of sustainable drainage techniques available means that virtually any new development should be able to deliver a drainage scheme around these principles.

The FWMA contains provisions that require sustainable drainage systems to be provided on new developments. These provisions are expected to be implemented in 2015, and they will have important implications for the way in which flood risk and drainage is considered and approved in the future.

The Act establishes RBC, as a LLFA, and the SuDS Approving Body (SAB), which will be responsible for approval, and in some cases the adoption and maintenance of SuDS systems. National standards will be published by the Government setting out the guiding principles for the design of sustainable drainage systems.

These changes will have any impact on the development process and the role of the Reading Borough Council, as it may be responsible for surface water drainage on the majority of future developments.

It is also possible in certain circumstances to consider 'retrofitting' sustainable drainage systems to existing developments, providing a range of benefits including improved management of surface water, separation of surface water runoff from foul water sewerage and improvements to local environmental amenity and biodiversity.

7 Environmental Assessment

7.1 Strategic Environmental Assessment

A Strategic Environmental Assessment (SEA) has been undertaken to ensure that any significant effects arising from this strategy are identified, assessed and mitigated. The SEA for the RBC Local Strategy is contained within Appendix D

SEA is a generic tool that was introduced by the European Union (EU) Directive 2001/42/EC. The objective of the SEA Directive is to 'provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view of promoting sustainable development (Article 1)'. This requires national, regional and local authorities in Member States to carry out SEA on certain plans and strategies that they promote.

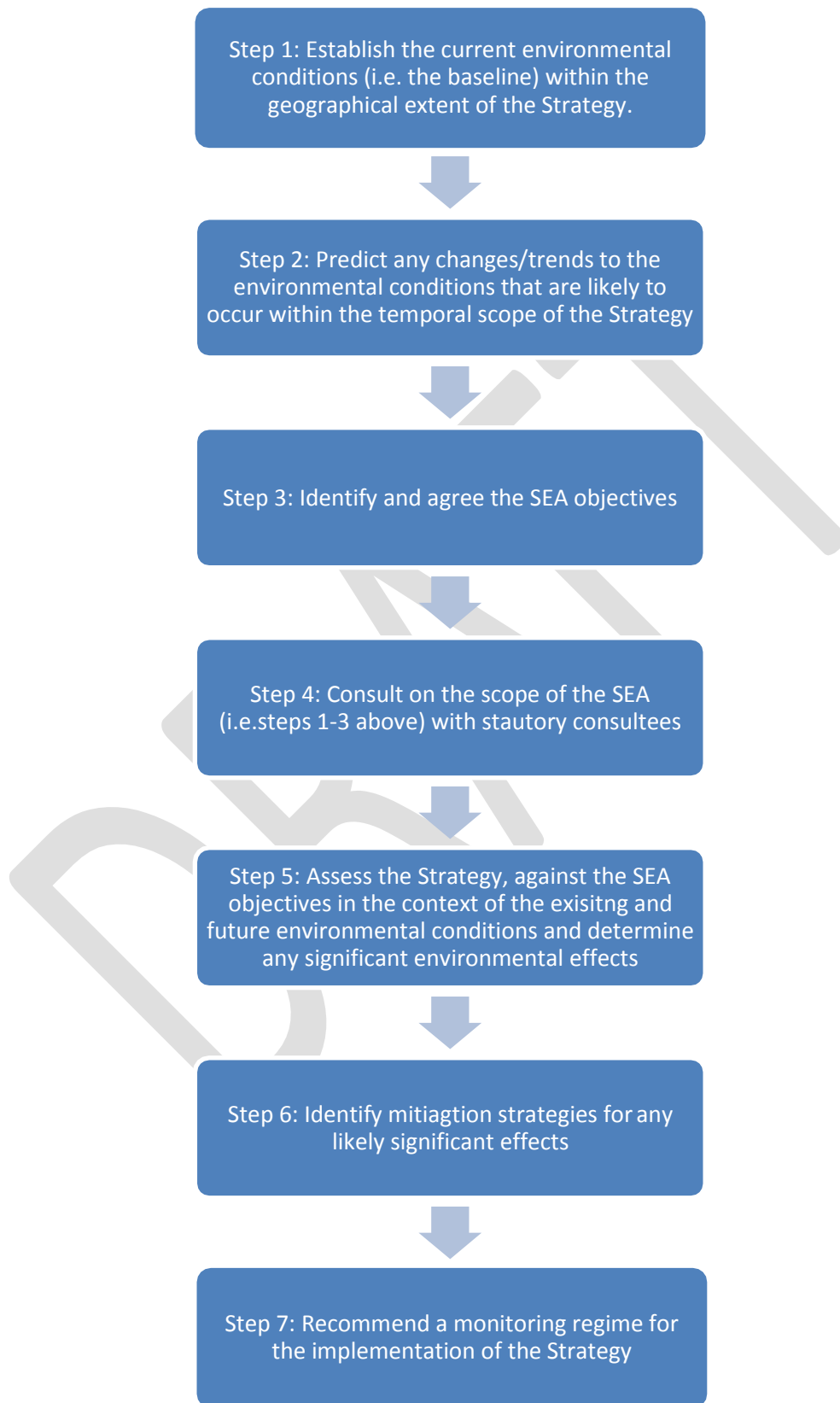
It has been determined that this Local Flood Risk Management Strategy constitutes a plan or programme as defined by the SEA Regulations and therefore the Strategy should be subject to a Strategic Environmental Assessment. As a consequence an Environment Report should be prepared to accompany this Strategy at public consultation and prior to its adoption.

The Regulations state:

The Environmental Report must identify, describe and evaluate the likely significant effects on the environment of implementing the plan (or in this case Strategy).

In producing the SEA the following diagram (figure 7.1) indicates the process steps to be taken and subsequent bullet points describe specific details to be reported within the SEA.

Figure 7.1: SEA Processes



- **Step 1** - this step is undertaken in order to evaluate the sensitivity, vulnerability, value and importance of the existing environment. This is achieved by identifying the environmental designations and conditions through a review of available data and existing plans and policies. This assessment is done at a level appropriate to the strategic nature of the Strategy and will be presented in a series of GIS plans. No new data will be collected.
- **Step 2:** - this step is undertaken to ensure that the assessment of effects is evaluated in context of the whole Strategy period. It will identify key trends which could have an influence on the significance of an effect such as climate change.
- **Step 3:** - this step involves identifying environmental objectives which are relevant to the local area. This step will require a review of national, regional and local planning policies, environmental legislation/policies and other relevant plans or strategies. These SEA objectives should take into account the following issues;
 - Biodiversity
 - Population
 - Human health
 - Soil and ground conditions
 - Water resources
 - Air quality
 - Material assets
 - Cultural heritage
 - Landscape
- **Step 4:** - Natural England, Environment Agency, and the Historic Monuments and Building's Commission (previously English Heritage) will be consulted on the scope of the SEA. A scoping report outlining steps 1-3 above has been prepared and is included at Appendix D.
- **Step 5:** - The assessment will be undertaken using a systematic approach of analysing each action or policy within the Strategy against each of the agreed objectives. The significance of any effects (adverse or beneficial) will be determined by virtue of the sensitivity/importance of the environment (existing and future) and the magnitude of any change / impact as a consequence of the Strategy. The assessment will be reported as a series of tables.
- **Step 6:** It is not anticipated that there will be many (if any) significant *adverse* environment effects as a result of the Strategy. If any are identified, mitigation measures to avoid reduce or compensate the effect will be recommended.
- **Step 7:** - A monitoring regime for any significant environmental effects (and associated mitigation measures) will be devised, for the whole Strategy period.

To date, Steps 1-4 have been undertaken and a Scoping Report (covering these steps) has been prepared (**provided at Appendix D**). The purpose of the Scoping Report was to inform the statutory consultees of the intended approach to assessing the potential environmental effects of the Local Flood Risk Management Strategy. The statutory consultees have been consulted and have confirmed that they are in agreement with the approach proposed (also provided at **Appendix D**).

The Draft Local Strategy is currently being assessed against the SEA objectives and an Environmental Report is being prepared for publication with the adopted Strategy.

The assessment will be undertaken by considering the potential effects of the Strategy on the following different aspects of the environment;

- Biodiversity
- Population
- Human health
- Soil and ground conditions
- Water resources
- Material assets
- Cultural heritage

By using the following objectives;

- i. To protect and improve the quality and condition of water resources in Reading Borough.
- ii. To conserve and enhance biodiversity across Reading Borough.
- iii. To protect and conserve soils and reduce their ability to act as pollution sources and pathways.
- iv. To promote the mitigation of, and adaptation to, climate change and its effects across Reading Borough.
- v. To safeguard existing and future material assets and critical infrastructure in Reading Borough.
- vi. To protect the health and wellbeing of local people and communities in Reading Borough.
- vii. To safeguard and enhance sites, features and settings of cultural heritage, archaeological, historical value across Reading Borough.

The Environmental Report will document this assessment and will be presented using a series of tables as shown in the example below;

Table 7.1: Example Assessment Table

SEA Objectives	Guide Questions		Timescale			Commentary/Explanation	
			Short term	Medium term	Long term		
To protect and improve the quality and condition of water resources in Reading Borough	Will the Strategy impact on water resources across Reading Borough and beyond?		+	+	+	Assessment of effects: Mitigation: None Assumptions: Uncertainties:	
	Will the Strategy protect and improve surface and groundwater water quality?		Minor Positive	Minor Positive	Minor Positive		
	Will the Strategy contribute towards achievement of Good Ecological Potential/Status?						
	Will the Strategy mobilise known areas of contamination?						
Key	++ Significant Positive Effect	+ Minor positive effects	0 No overall effect	- Minor negative effect	-- Significant negative effect	?	Score Uncertain
NB: where more than one symbol is presented in a box it indicates that the SEA has found more than one score for the category. Where a box contains a ?, this indicates uncertainty over whether the effect could be a minor or significant effect. A conclusion of uncertainty arises where there is insufficient evidence for expert judgment to conclude an effect.							

A copy of the Scoping Report together with response received to date from the consultees is included within Appendix D. The Scoping report has been issued to each RMA for consideration and once agreed the SEA will be commenced.

Monitoring of the significant environmental effects of implementing this strategy will be undertaken to comply with SEA Directive-Article 10.2, to ensure that any unforeseen adverse effects of the strategy are recognised and dealt with.

7.2 The Natural Environment and Rural Communities Act 2006

All local authorities and other public authorities in England and Wales (including highways departments and LLFAs) have a Duty to have regard to the conservation and enhancement of biodiversity in exercising their functions.

The Duty is set out in Section 40 of the Natural Environment and Rural Communities Act (NERC) 2006, and states that: *“Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity”* and aims to make biodiversity a natural and integral part of policy and decision making. Implementation of the duty helps deliver the government’s target, as set out by the Government in The England Biodiversity Strategy (Biodiversity 2020: A strategy for England’s wildlife and ecosystem services) to *“halt overall biodiversity loss, support healthy well-functioning ecosystems and establish coherent ecological networks, with more and better places for nature for the benefit of wildlife and people.”*

The conservation and enhancement of biodiversity and the delivery of effective flood risk alleviation schemes are in no way mutually exclusive. For example, where new flood water attenuation areas are proposed, these can be designed in such a way as to maximise their ecological value by shaping ponds appropriately or by planting street trees to slow water run off whilst providing habitat for birds and insects.

Recognising this is a key action within the England Biodiversity Strategy is to *“promote approaches to flood and erosion management which conserve the natural environment and improve biodiversity.”*

Despite being an urban authority Reading has a significant amount of open space, including private gardens, parks, woodlands and floodplains, some of which is of significant ecological value. This includes approximately 500 hectares of habitats of principal importance for biodiversity as defined under Section 41 of the NERC act and as priority habitats in the Reading Biodiversity Action Plan (RBAP). In turn these habitats support a number of species of principal importance and a key component of this strategy is to ensure that the biodiversity benefits of any flood alleviation schemes are maximised.

7.3 Trees and landscaping

In addition to biodiversity benefits, the community and environmental benefits of soft landscaping within flood alleviation schemes can be far reaching. For example replacing hard surfaces with soft landscape areas can improve the feel of a neighbourhood, reduce the fear of crime and increase property values whilst slowing surface water runoff. Street trees can reduce air pollution and provide a natural means of urban cooling. The creation of green roofs will reduce rainfall run off rates whilst providing meaningful wildlife habitats and green space for residents to enjoy.

The council has adopted a tree strategy that aims to increase tree cover across the borough prioritising areas with low tree cover. Street trees take up rainfall and this in turn will reduce runoff and the likelihood of flooding.

In summary, ensuring that well thought out soft landscaping is an integral to any flood risk alleviation scheme is key to delivering multiple benefits as set above.

7.4 Water Framework Directive

The Strategy will complement work that is currently underway to comply with the requirements of the EU Water Framework Directive (WFD) -2000/60/EC. The Directive seeks to improve the management, protection and enhancement of the water environment. RBC is working in partnership with the

Environment Agency to meet its obligations under the WFD to ensure that all watercourses achieve good ecological and chemical status by 2017 and 2027 respectively.

Flood risk management activities are expected to have significant impact on the ability of the UK to comply with the requirements of the Water Framework Directive, as flood protection can involve substantial alteration to the natural properties of a watercourse. The Thames River Basin Management Plan encourages the use of SuDS as a means of reducing the physical impact of flood risk management works on the ecological status or potential of a water body.

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8 Funding Options

Reading Borough Council along with all other county and unitary authorities is funded by a Formula Grant provided by the Department for Communities and Local Government (CLG). Together with locally collected council tax, the two resources fund the entire range of services administered by the council. Flood Risk Management is one of the services. Reading Borough Council has to allocate appropriate funds to each service, and consider flood risk management priorities against other investment needs.

However, the cost of constructing, operating, maintaining, repairing and renewing flood defences is considerable and so the government provides support through the Grant in Aid scheme to the Environment Agency. This is supplemented by local levies raised through the Regional Flood and Coastal Committees (RFCCs) and by the Revenue Support Grant.

Through the Environment Agency, LLFAs can access these funding opportunities by applying for scheme specific funding based on the positive benefits of the scheme. The system is known as the Flood and Coastal erosion Risk Management Grant in Aid (FCRM GiA).

Under this system, outcomes (eg houses protected and economic benefits) are given financial figures, the more outcomes the higher the financial benefit. These are compared with the costs of proposed schemes. Funding is prioritised nationally for those schemes with the highest outcome:cost ratio.

The RBC Action Plan sets out a series of objectives that taken together form the Flood Risk Management system. Achieving these objectives will require resources to be drawn from National and Local funding streams.

Flood and Coastal erosion Risk Management Grant in Aid (FCRM GiA)

The level of funding available from Central Government to promote Flood and Coastal Erosion Risk Management is derived from a consistent formula that determines the level of **contribution** available to deliver specific planned actions. It is important to note that no scheme will receive 100% funding and the outcome:cost ratio will be increased where high levels of alternative funding and contributions are secured.

This methodology measures present value whole life costs and balances it against present value benefits achieved from the actions. The calculation considers benefits to the environment and businesses, and benefits are weighted to provide protection to households in less affluent areas that cannot afford sufficient protection.

This direct calculation is designed to ensure that each scheme is considered fairly based on the outcomes achieved / benefits gained. Whilst this has led to a reduction in spending commitment from Central Government towards individual schemes, it is intended that overall the number of schemes being promoted in this way will have greater certainty to proceed.

The type of schemes which can qualify for FCRM GiA Partnership Funding include:

- Flood alleviation projects for houses at risk from fluvial (river), tidal (coastal), ground and surface water sources, and projects to implement property level protection measures.
- Schemes to reduce coastal erosion and / or benefit wildlife through the delivery of the FCRM works.
- New proposed flood and coastal defences and capital maintenance on existing assets; providing the work will either re-instate the standard of service and design life of the asset or improve the standard of service and extend the design life of the asset.

Explanation and guidance has been published by the Environment Agency and includes definitions of the above terms. [Follow this link to the guidance](#)

The Local Levy

The EA undertakes significant flood defence work which is funded by a levy on upper tier Councils (authorities including Reading Borough).

The Berkshire 5, which includes Reading Borough, was established to:

- to ensure there are coherent plans for identifying, communicating and managing flood and coastal erosion risks across catchments and shorelines;
- to promote efficient, targeted and risk-based investment in flood and coastal erosion risk management that optimises value for money and benefits for local communities;
- to provide a link between the Environment Agency, LLFAs, other risk management authorities, and other relevant bodies to engender mutual understanding of flood and coastal erosion risks in its area.

The number of schemes securing national funding can be influenced by reducing costs or securing contributions. The Environment Agency aims to secure contributions from all major beneficiaries – (businesses and funds). Contributions from the RFCC levy can also be used to “top-up” schemes that are important but fall short of receiving national funding.

It is generally expected then that any shortfall in the FCRM GiA Partnership Funding calculation will need to be met using the Local Levy.

The Community Infrastructure Levy

The Community Infrastructure Levy (CIL) Regulations were introduced in 2014 as a means of providing new and enhanced existing community infrastructure needed to support development growth. This charge may be used to fund a wide range of community infrastructure including flood defences. The Levy is not intended to be used to finance flood mitigation measures that will normally be provided to mitigate flood risks consequences as part of the development itself. However, opportunities to may be taken to promote regional flood risk control measures that protect the existing conurbation that also provide a function to enable sustainable development by pooling resources.

Growing Places Fund

The Government is committed to promoting sustainable development growth through initiatives such as the Growing Places Fund. The objective of the fund is to:

- generate economic activity in the short term by addressing immediate infrastructure and site constraints and promote the delivery of jobs and housing
- to allow Local Enterprise Partnerships (LEPs) to prioritise the infrastructure they need, empowering them to deliver their economic strategies
- to establish sustainable revolving funds so that funding can be reinvested to unlock sites and secure investment

The Government invites Local Enterprise Partnerships to submit proposals for infrastructure projects to access part of this £500m fund. It must be shown that funding is needed to unlock development and how this will realise uplift in land values. In turn, developers would be expected to recycle a proportion of this uplift or financial receipts to repay initial funding. A link to the Governments Growing Places Fund Prospect can be followed [here](#)

Additional local contributions

Contributions may be sourced from Developers and major beneficiaries; Local Authority funding from Community Infrastructure Levy, local precepts and Tax Increment Financing as well as direct contributions (such as Highways for surface water improvement schemes on roads).

In promoting new development sites Section 106 payments or contributions will be made towards extending community infrastructure (such as education, highways, leisure). These payments could be used towards resolving existing flooding issues local and associated to the development, which were not necessarily mitigated as part of the development proposal. The NPPF also requires new development to provide opportunities to reduce flood risks from developed sites so potential may exist for developers to reduce wider flood risks without contributing towards community based schemes.

Contributions should also be sought from local residents and businesses that benefit from proposed flood relief schemes identified through the Action Plan process, which are not subject to Local Levy.

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9 Next Steps

9.1 Consultation Process

The draft Strategy will be circulated widely among community groups, stakeholders, organisations with an interest in flood risk management, for their review and comment. There will also be a six week public consultation via the RBC web-site, following which the draft Strategy will be updated in response to the comments.

Then following scrutiny and approval by RBC Members the Local Strategy will be published as a statutory document.

9.2 Ongoing review and Scrutiny

To comply with the FWMA Section 9, the Strategy should be reviewed at regular intervals to account for any changes in the flood risk posed to Reading Borough and enable lessons learned to be reflected into the next edition of the Strategy.

It is recommended that the Action Plan is monitored annually, to consider the success of implemented measures against each objective, with an overall review of the Strategy undertaken in cycles to align with the Flood Risk Regulations review period set every 6 years, unless substantial change in RBC Policy or significant changes in any of the data sources used in its development, dictate otherwise.

The Action Plan contained within the Strategy will also be reviewed following any severe local flooding events in the borough. If following an investigation, under Section 19 of the FWMA, it is subsequently deemed necessary for further action to be undertaken it will be amended as appropriate.

Appendix A Glossary

Glossary

EA	Environment Agency
EU	European Union
FCERM	Flood and Coastal Erosion Risk Management
FRR	Flood Risk Regulations 2009
FMfSW	Flood Map for Surface Water
FWMA	Flood and Water Management Act 2010
HA	Highways Agency
LLFA	Lead Local Flood Authority
NR	Network Rail
NRD	National Receptor Dataset
PBA	Peter Brett Associates LLP
PPS25	Planning and Policy Statement 25: Development and Flood Risk
PFRA	Preliminary Flood Risk Assessment
RBC	Reading Borough Council
RFDC	Regional Flood Defence Committee
SFRA	Strategic Flood Risk Assessment
SuDS	Sustainable Drainage Systems
SWMP	Surface Water Management Plan
TWUL	Thames Water Utilities Limited

Appendix B Berkshire 5 – Priority Flood Risk Areas

Berkshire 5 - Priority Flood Risk Areas

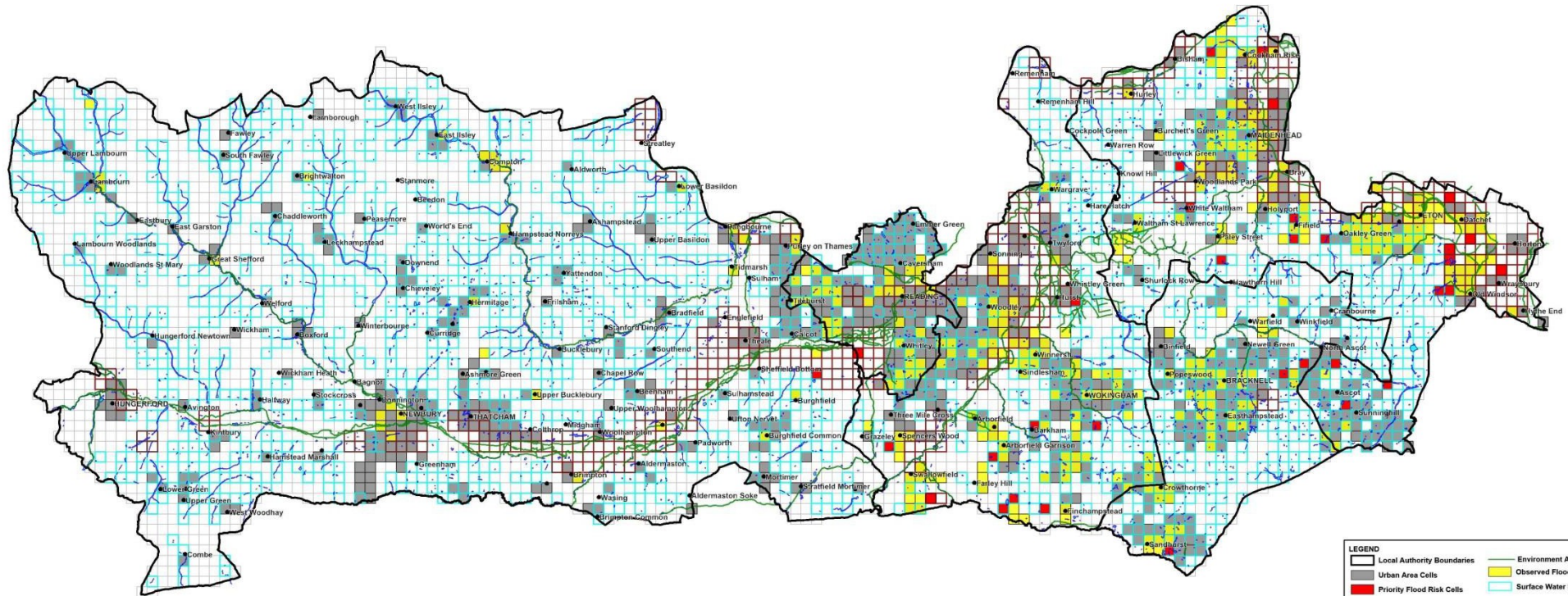
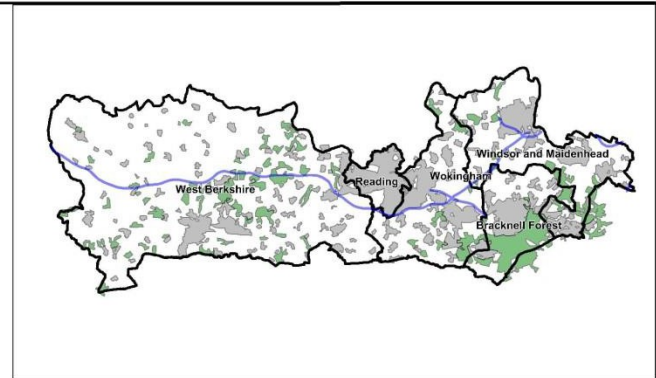
Modelled flood risk information on depth and frequency of flooding from surface and ground water sources provides a means to supplement the anecdotal flood risk evidence. Modelled information has been obtained for Berkshire from the EA including their 1 in 30 annual probability surface water flood risk maps (showing flood depths greater than 0.3m and in areas greater than 500m²) and their greater than 75% susceptibility to groundwater flooding maps. This modelled data has been plotted against anecdotal evidence of flooding based on local authority flood records. Where the two data sets overlap, priority areas can be identified.

This information has been plotted in a grid format based on a 500m by 500m grid allowing an overview of the flood risk across the County and key priority areas to be identified at a glance. In order to provide a priority map based on flood risk from groundwater, surface water and non-main rivers only, modelled flood risk cells that contain an Environment Agency main river have been removed. Equally records of fluvial flooding from main rivers, or foul water flooding have also been removed from the historic flood risk records (although the source of flooding is not always made clear and so some records of main river flooding may have been included).

Urban and rural areas have been distinguished based upon Ordnance Survey GIS table of urban extent. Where these urban areas cover over 50% of a grid cell, the grid cell is marked as urban. Priority areas have therefore been plotted separately based on their urban or rural setting in accordance with the policies presented in this document and can be seen below. Those areas highlighted due to observed flooding but are not coinciding with the modelling need to also be investigated further as to the cause of flooding and any possible actions that may be necessary or have already been taken to ensure that the risk is reduced if it occurring again.

Based on the methodology described above, there are a number of priority areas within each Borough which need to be investigated further within their individual local strategies to determine the cause of action for each. These areas and their boundaries should be taken into consideration in planning policy as future development may increase the flood risk to these areas even though they are not at direct risk themselves.

As the priority areas are based on historical flooding events they do not take into account any mitigation measures already undertaken. The local strategies will need to include existing mitigation measures undertaken to reduce the risk of these events occurring again.



	Local Authority Boundaries		Environment Agency Main River
	Urban Area Cells		Observed Flood Risk Cells
	Priority Flood Risk Cells		Surface Water Flood Risk Cells
	Modelled 1:30yr Flood Extent >0.3m Deep		Modelled Susceptibility to Groundwater Flooding Cell (>= 75%)

TITLE:
RURAL PRIORITY FLOOD RISK AREAS

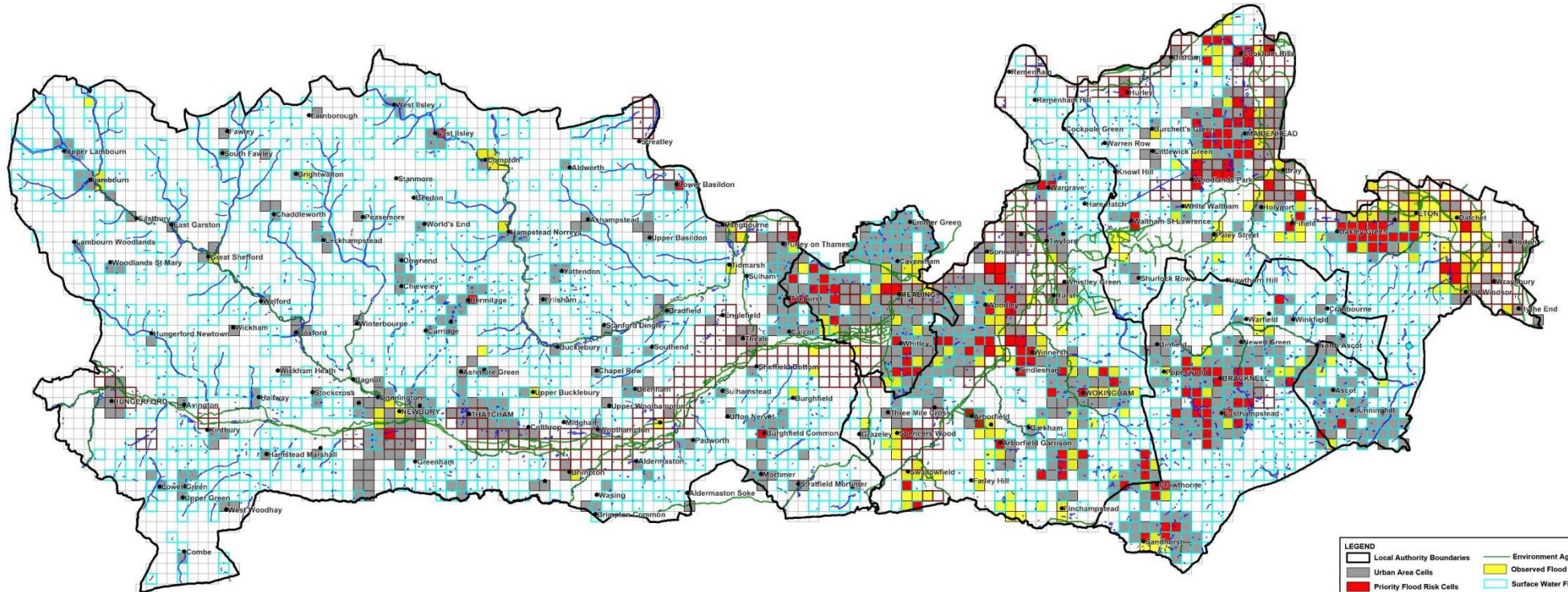
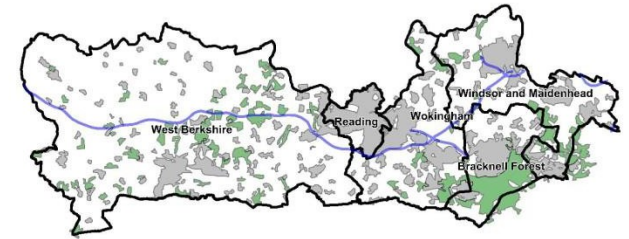
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FILENAME	Rural Priority Areas FWR	SCALE	NTS	CHECKED BY	PJ
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LEGEND	
	Local Authority Boundaries
	Environment Agency Main River
	Urban Area Cells
	Observed Flood Risk Cells
	Priority Flood Risk Cells
	Surface Water Flood Risk Cells
	Modelled 1:30yr Flood Extent >0.3m Deep
	Modelled Susceptibility to Groundwater Flooding Cell (>= 75%)

TITLE

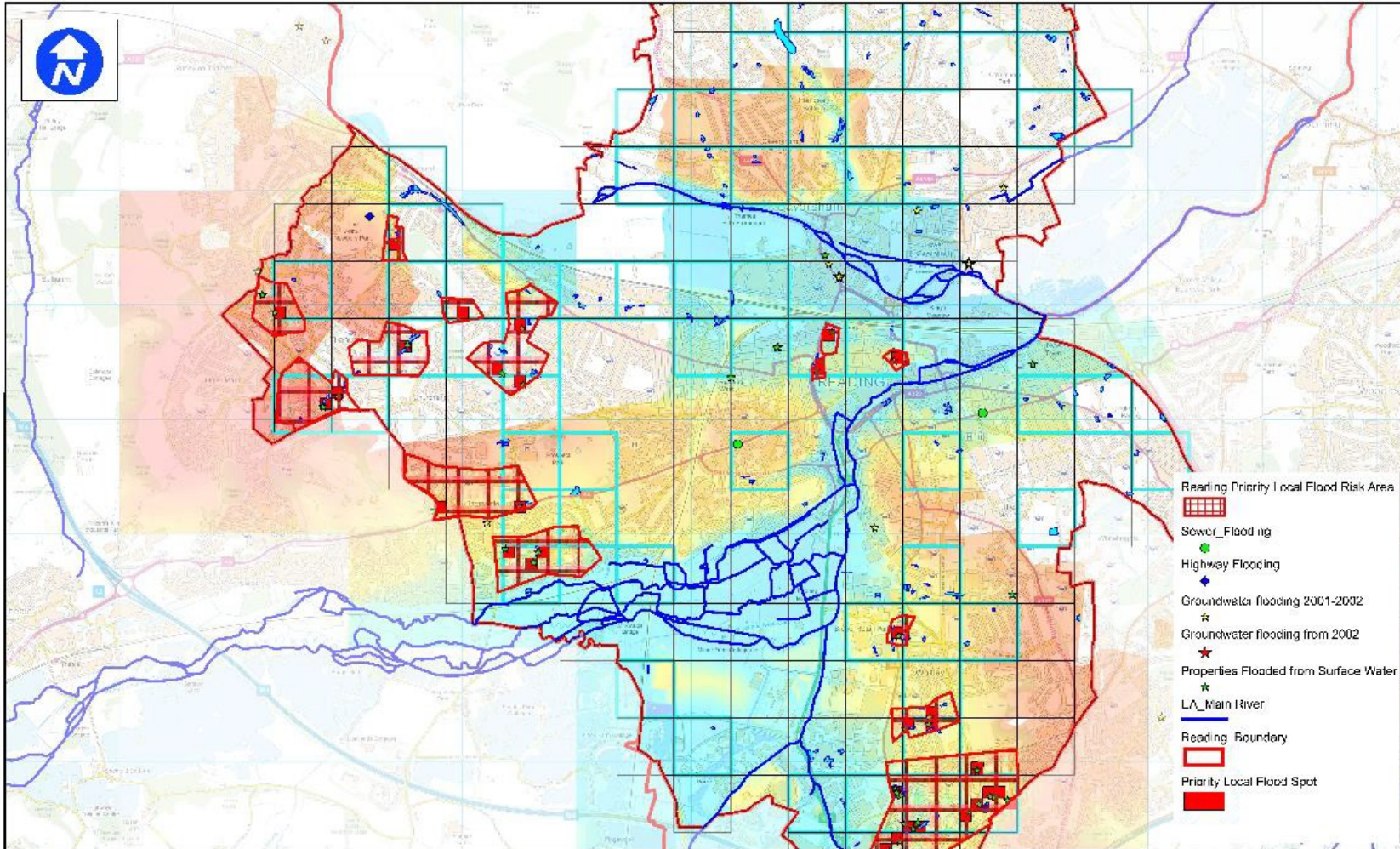
URBAN PRIORITY FLOOD RISK AREAS

DRAWING #	27106	REVISION	-	DATE OF ISSUE	SEPT 2012	DRAWN BY	SP
FILENAME	Urban_Priority Areas V01R	SCALE	NTS	CHECKED BY	PJ		
NETWORK ADDRESS	#127106 - Berkshire 5 FRM strategy/001/MapInfo/WCR						

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Appendix C Local Flood Risk Priority Areas



<p>www.peterbrett.com</p> <p>Planning, Surveying & Environmental Services</p>	<p>Client</p> <p>Reading Borough Council</p>
	<p>2015-16 Strategic Flood Risk Assessment (SFRSA) for Reading Borough Council</p> <p>Prepared by: Peter Brett</p>

Reading Borough Council Local Flood Risk Management Strategy

Local flood risk Priority Areas

Date: November 2015
Scale: A3
Drawn By: JFW
Checked By: JFW
Rev:
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Figure 1

Appendix D Strategic Environmental Assessment



Reading Borough Council Local Flood Risk Management Strategy

Strategic Environmental Assessment (SEA) Scoping Report

On behalf of **Reading Borough Council**



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Appendix A Plans, Programmes and Policies



1 Introduction

1.1 Background

1.1.1 Peter Brett Associates LLP (PBA) has been appointed by Reading Borough Council (RBC) to carry out a scoping exercise as part of a Strategic Environmental Assessment (SEA) of the RBC's Draft Local Flood Risk Management Strategy (LFRMS).

1.2 Regulative Context

Flood Risk Management Strategies

1.2.1 The Flood and Water Management Act (FWMA) 2010 establishes the requirement for a national strategy for flood and coastal erosion risk management (FCERM) in England, the ultimate aim of which is "to reduce the likelihood of [flooding] incidents happening as well as managing the potential consequence to people, business, infrastructure and services"¹.

1.2.2 In line with the national strategy for FCERM, the FWMA requires RBC as a Lead Local Flood Authority (LLFA) to produce, apply and maintain a Local Flood Risk Management Strategy (LFRMS). The local strategy must cover measures to manage the risk of:

- Surface water flooding;
- Groundwater flooding; and/or
- Flooding from ordinary watercourses (including lakes and ponds).

Strategic Environmental Assessment

1.2.3 Strategic Environmental Assessment (SEA) aims to identify significant environmental effects that are likely to result due to the implementation of a statutory plan, programme or strategy. The main objectives of the SEA process are "to integrate environmental considerations within policy development at the earliest opportunity and to provide an 'audit' trail of option development and environmental mitigation made to demonstrate that the strategy has, as far as is practicable, met environmental concerns"². The results of an SEA are finally presented in an Environmental Report.

1.2.4 The legislative requirement to carry out SEAs on certain plans and programmes is set out in the European Union's Strategic Environmental Assessment Directive (2001) EC Directive 2001/42/EC (the 'EC SEA Directive') which is implemented in the UK through the Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations).

1.2.5 Local strategies are statutory plans and are subject to the requirements of SEA. As such, the development of an LLFA involves applying SEA to local strategies particularly when environmental effects are not evident in the early stages of plan development. SEA is an iterative process, i.e. the assessment will be reviewed as the detail of the strategy develops.

1.2.6 As there is no prescribed format or scope beyond the legislative requirements contained in the FWMA, the Local Government Association (LGA) has produced a framework to assist with the

¹ http://www.local.gov.uk/local-flood-risk-management/-/journal_content/56/10180/3618366/ARTICLE

² http://www.local.gov.uk/c/document_library/get_file?uuid=ac7cd7c8-3388-4707-b4c2-10a7ab0f0940&groupId=10180

development of local strategies³. This Framework explains the process of developing a LFRMS as well as the role of an SEA in this process.

1.3 The Purpose and Structure of this Report

- 1.3.1 An essential part of the SEA is the scoping stage, the “process of deciding the scope and level of detail of an SEA, including the environmental effects and alternatives which need to be considered, the assessment methods to be used, and the structure and contents of the Environmental Report” (ODPM, 2005).
- 1.3.2 The scoping process includes identifying relevant objectives, indicators and (where appropriate) targets, describing the baseline environment, describing links to other plans and programmes, identifying problems and finally, defining the scope and content of the Environmental Report.
- 1.3.3 It is a statutory requirement to engage certain Consultation Bodies and the public in this process by seeking their view on the scope and content of the Environmental Report.
- 1.3.4 The purpose of this report is to present the findings of the scoping process in order to provide Consultation Bodies with sufficient information to form an opinion of the proposed scope of the Environmental Report.
- 1.3.5 The structure of this report loosely follows the format of the 5 tasks comprising stage A of the SEA process (i.e. Setting the context and objectives, establishing the baseline and deciding on the scope; for further details see **section 2.3**) as detailed in the SEA Guidance (ODPM, 2005):
- Chapter 2 SEA Process & Methodology – describes the SEA Process and Methods used to identify relevant objectives
 - Chapter 3 Legislative and Policy Context
 - Chapter 4 Baseline Information
 - Chapter 5 Environmental Issues and Process
 - Chapter 6 The SEA Objectives Framework
 - Chapter 7 Consulting on the Scope of the SEA Scope
 - Chapter 8 Conclusion – Structure of the Environmental Report

³ See more at: http://www.local.gov.uk/local-flood-risk-management/-/journal_content/56/10180/3618366/ARTICLE#sthash.8XQTVCl.dpuf

2 SEA Process & Methodology

2.1 Introduction

2.1.1 This chapter provides details of the guidance used as well as an overview of the SEA process and methodology used to carry out the tasks covered in this report.

2.2 SEA Screening

2.2.1 Screening is “the process of deciding whether a plan or programme requires SEA” (ODPM, 2005). The requirement for an SEA to be applied to RBC’s LFRMS is established in Art. 3.2(a) of the SEA Directive stating that “an environmental assessment shall be carried out for all plans and programmes, which are prepared SEAs must be prepared [...] water management [...] and which set the framework for future development consent of projects listed in Annexes I and II to Directive 85/337/EEC”.

2.3 SEA Guidance

2.3.1 This report has been prepared considering the following guidance documents:

- Framework to assist with the development of local strategies (LGA, 2011)
- A Practical Guide to the Strategic Environmental Assessment Directive (OPDM, 2005);
- Planning Practice Guidance: Strategic Environmental Assessment and Sustainability Appraisal [online document]

2.4 Stages of the SEA Process

2.4.1 SEA is implemented parallel to the development of the bespoke plan or programme. It is intended to inform and shape the preparation of the LFRMS. The SEA process can be distinguished into 5 Stages:

- Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope;
- Stage B: Developing and refining alternatives and assessing effects;
- Stage C: Preparation of the Environmental Report;
- Stage D: Consulting on the Draft Plan or Programme and the Environmental Report;
- Stage E: Monitoring the significant effects of implementing the plan or programme on the environment.

2.4.2 This report presents the results of Stage A of the SEA process, which is detailed in the following section.

2.5 Methodology for Stage A of the SEA Process

2.5.1 Stage A of the SEA Process comprises the following five tasks:

- Task A1: Identifying Other Relevant Policies, Plans and Programmes, and Environmental Protection Objectives;

- Task A2: Collecting Baseline Information;
- Task A3: Identifying Environmental Issues and Problems;
- Task A4: Developing the Strategic Environmental Assessment Objectives and Framework;
- Task A5: Consulting on the scope of the SEA.

2.5.2 The purpose of each of those tasks and the method applied to achieve each of them is described in the following.

Task A1: Identifying Other Relevant Policies, Plans and Programmes, and Environmental Protection Objectives

2.5.3 Establishing the existing legal context relevant to the LFRMS is an essential step in forming the SEA objectives. This task may lead to the identification opportunities for synergies and helps to address potential inconsistencies and constraints.

2.5.4 A list of national and local relevant policies, plans and programmes relevant to Reading Borough Council has been collated using an indicative list of plans, programmes and environmental protection objectives provided in the Practical Guide to SEA (ODPM, 2005). Further, LFRMS Environmental Reports of other LLFAs were reviewed to identify the policy framework of strategies, plans and programmes relevant to this subject.

Task A2: Collecting Baseline Information

2.5.5 Establishing the baseline, i.e. the existing environmental condition helps to identify environmental issues and serves as the basis for identifying ways of addressing and monitoring them.

2.5.6 Both qualitative and quantitative information has been collected to establish the baseline. Types of information considered in establishing the baseline includes aspects listed in Annex I of the SEA Directive as relevant for the purpose of assessing flood risk management strategies.

Task A3: Identifying Environmental Problems

2.5.7 A further step in forming the SEA objectives is the identification of environmental issues. The collected baseline information forms the basis for this task. A review of flood risk history in the area as well as consultation with the statutory consultation bodies and the public will help to identify significant environmental issues relevant to the LFRMS.

Task A4: Developing the Strategic Environmental Assessment Objectives and Framework

2.5.8 Establishing SEA objectives is a key task of the scoping exercise. SEA objectives can coincide with the LFRMS objectives. Their purpose is to test whether the LFRMS will be beneficial for the environment.

2.5.9 To achieve this task, certain targets have been formed and indicators have been identified to measure their success.

Task A5: Consulting on the scope of the SEA

- 2.5.10 Consulting relevant stakeholders on the scope of the SEA helps to reduce the risk of missing potentially significant effects.
- 2.5.11 The SEA Regulations establish the legal requirement for certain statutory consultation bodies to be consulted on the scope of the SEA. For England, these include the Historic Monuments and Building's Commission (previously English Heritage), Natural England and the Environment Agency.
- 2.5.12 Consultation will be open for a period of 5 weeks following issue of this Scoping Report. The report will be submitted to the respective consultation bodies by email.

3 Legislative and Policy Context

3.1 Context and Limitations

3.1.1 The SEA Directive requires:

3.1.2 *“an outline of the plan or programme’s relationship with other relevant plans and programmes”*; Annex 1(a) and

3.1.3 *“the environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation.”* Annex 1(e)

3.1.4 A list of plans, programmes and policies relevant to the Reading Borough is included in Appendix A. It should be noted that this list of plans, programmes and policies is not exhaustive; however, this report aims to identify the key documents relevant to the development of the LFRMS, using the methods described in section 2.5.

3.2 International, National Policies and Legislation

3.2.1 The principal documents which form the legislative context for the Strategy are as follows:

3.2.2 At the European level, **the Water Framework Directive (WFD)** is the most substantial piece of EC water legislation to date and replaces a number of existing Directives including the Surface Water Abstraction Directive. It establishes a framework for the protection of inland surface waters, transitional waters, coastal water and groundwater and is designed to improve and integrate the way water bodies are managed, including encouraging the sustainable use of water resources. The key objectives at European level are general protection of the aquatic ecology, specific protection of unique and valuable habitats, protection of drinking water resources, and protection of bathing water. In accordance with Article 4(1), the Directive objectives for surface water, groundwater, transitional and coastal water bodies are to: prevent deterioration; reduce pollution; protect, enhance and restore condition; achieve good status” by 2015 or an alternative objective where allowed; and comply with requirements for protected areas. The WFD adopts the “polluter pays principle” in seeking to ensure that the costs and benefits of discharging pollutants to the water environment are appropriately valued, and that implementation of the Directive is achieved in a fair and proportionate way across all sectors.

3.2.3 **The Flood Directive 2007/60/EC** aims to provide a consistent approach to managing flood risk across Europe. The approach is based on a six year cycle of planning which includes the publication of Preliminary Flood Risk Assessments, hazard and risk maps and flood risk management plans. The Directive is transposed into English law by the **Flood Risk Regulations 2009**.

3.2.4 In England, the implementation work related to the **Water Framework Directive** is undertaken by the Environment Agency. The Environment Agency was required to develop a national strategy for England. This describes what needs to be done by all risk management authorities involved in flood and coastal erosion risk management to reduce the risk of flooding and coastal erosion, and to manage its consequences. Every other agency with a flood risk management function across England and Wales must take account of this strategy. There are 11 River Basin Districts in England and Wales which each require (under the Water Framework Directive) a River Basin Management Plan (RBMP) including objectives for surface water, groundwater, transitional and coastal water bodies.

3.2.5 **The Flood and Water Management Act 2010** sets out which bodies are responsible for managing flood risks. The Environment Agency (EA) has been given a strategic overview role

while local authorities have a new leadership role in local flood risk management. Local Authorities are defined as Lead Local Flood Authorities (LLFAs) under the Act. Local authorities across England and Wales are required to develop, maintain, apply and monitor a strategy for local flood risk management in their areas. These local strategies must include the risk of flooding from surface water, watercourse and groundwater flooding.

- Lead local authorities must establish and maintain a register of structures which have an effect on flood risk management in their areas.
- The Act introduces a requirement to improve the flood resistance of existing buildings by amending the Building Act 1984.
- The Act introduces the provision for residential landlords to be charged the cost of their tenant's unpaid water bills should the landlord fail to pass on the tenants details to the respective water company for the local area.
- The Act introduces the requirements for developers of property to construct Sustainable Drainage Systems (SuDS).
- Local authorities may have a responsibility to adopt sustainable drainage systems in accordance with the requirement of Schedule 3 of the Flood and Water Management Act.

3.2.6 Section 9 of the Flood and Water Management Act 2010 details the statutory requirements for Local Flood Risk Management Strategies. It states that an LLFA must develop, maintain, apply and monitor a strategy for local flood risk management in its area for the following forms of flood risk: surface run-off; groundwater; and ordinary watercourses. The Strategy must set out:

- the risk management authorities in the authority's area;
- the flood and coastal erosion risk management functions that may be exercised by those authorities in relation to the area;
- the objectives for managing local flood risk (including any objectives included in the authority's flood risk management plan prepared in accordance with the Flood Risk Regulations 2009);
- the measures proposed to achieve those objectives;
- how and when the measures are expected to be implemented;
- the costs and benefits of those measures, and how they are to be paid for;
- the assessment of local flood risk for the purpose of the strategy;
- how and when the strategy is to be reviewed; and
- how the strategy contributes to the achievement of wider environmental objectives.

3.2.7 **The National Planning Policy Framework (NPPF) (2012)** expects the planning system to contribute to conserving and enhancing the natural environment and reducing pollution, and take full account of flood risk. In particular, the planning system is expected to prevent new development from contributing to unacceptable levels of water pollution. Local planning authorities are expected to set out the strategic priorities for their area in the Local Plan including strategic policies to deliver the provision of infrastructure for water supply, wastewater, flood risk and coastal change management. In preparing the evidence base for

their Local Plans, they are expected to work with other authorities and providers to assess the quality and capacity of the existing infrastructure and its ability to meet forecast demands. Public bodies have a duty to co-operate on planning issues that cross administrative boundaries particularly those which relate to strategic priorities.

3.2.8 The NPPF expects inappropriate development in areas of flood risk to be avoided and sets out how this should be achieved through the preparation of Local Plans and in determining planning applications. Supporting technical guidance has been provided to ensure the effective implementation of the policy. The Technical Guidance to the NPPF (2012) provides additional guidance to local planning authorities to ensure the effective implementation of the planning policy set out in the NPPF on development in areas at risk of flooding and in relation to mineral extraction.

3.3 Draft Objectives for Reading's Local Flood Risk Management Strategy.

3.3.1 The objectives for Reading's Local Strategy and Local Flood Risk Management are currently being developed. The draft objectives are shown in Table 3.1 below. These objectives reflect the requirement of the FWMA and the NFCERMS.

Table 3.1: Reading Borough Objectives for Local Flood Risk Management

	Objective
1.	To improve knowledge of Local Flood Risk within Reading Borough including collating and mapping all existing flood risk data.
2.	To identify areas where flood risk is high or identify where there is future flood risk as a result of development or climate change.
3.	To engage with local communities to increase community awareness of local flood risk, consultation on potential solutions and inform them of the work RBC undertake as a LLFA in managing this risk.
4.	To decrease flood risk from local sources within Reading
5.	To inform planning strategies and policies to facilitate flood risk management and mitigation from all local sources of flood risk
6.	To prevent an increase in flood risk as a result of new development within Reading
7.	To improve co-operation between Reading Borough Council and the Risk Management Authorities (RMAs)
8.	To aid RBC as LLFA to undertake their duties and responsibilities under the FWMA and the Flood Directive
9.	To set out the guiding principles for SuDS in Reading
10.	To promote sustainability of Flood Risk Management through Water Framework Directive compliance, Climate Change Adaptations, Land Management and Habitat Protection.

4 Baseline Information

4.1 Scope of Baseline and Study Area

- 4.1.1 As a first approach to collecting baseline data the study area and type of information was defined.
- 4.1.2 The Study Area is focussed on the area within the administrative boundary of Reading borough. However, for the purpose of assessing flood risk and management strategies it is also regarded essential to consider areas beyond the Council's boundary, in particular those of the Rivers Kennet and Thames and where large water bodies are located.
- 4.1.3 The type of information was selected considering the aspects set out in Annex I (f) of the SEA directive, namely biodiversity including fauna and flora, soil (geology), water, air & climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors. However, the SEA Directive requires authorities to consider "relevant" aspects of these topics (Annex I (b)). Therefore, no baseline information on Air Quality was collected as this aspect by its nature is considered unlikely to be affected by or have influence on the LFRMS. Information on the remaining aspects was subdivided into the subsection "context" and "environmental conditions" and is presented in the following section.
- 4.1.4 Quantitative and qualitative information was collected as regarded relevant for the purpose of developing the LFRMS. References to other plans and programmes addressing the identified aspects are made where possible.
- 4.1.5 The data presented in the following sections was primarily obtained from existing baseline reports that have informed other plans and policies provided by RBC as well as from service providers such as Thames Water.

4.2 Context – Population, Human Health and Material Assets

Population and Human Health

- 4.2.1 The Strategy should consider population trends and potential impacts on human health as a result of flooding. Fear of flood incidents or flooding of residential properties can cause stress; the latter can also affect physical health of residents. Severe flooding can put people's life at risk.
- 4.2.2 Population growth may lead to increasing pressure in the housing market and increased urbanization which ultimately may influence the risk of flooding due to permeable areas being made impermeable and new developments being built in areas at risk of flooding.
- 4.2.3 Reading Borough has an official population of approximately 155,700 people (Census 2011). This a 9% increase compared to the 2001 census figure. The increase in population is mainly made up of younger age groups (under 59) with the most significant increase in the 0-19 age group. The net growth in the 60-74 age group since 1991 is 0% and there has been a slight decrease in the 75+ age group since 2001.
- 4.2.4 Reading's average population of young people is greater than the average in England and the South East. However, the 10-14 year olds and over 45's age bands are lower than at the national and regional level.
- 4.2.5 The vast majority of Reading's population is reported to be of at least "good" health. The percentage of people reporting to be of "good" or "very good" health has risen by 13% since

2001 to 85.5% in 2011. This figure is slightly higher than for England. 10.8 percent of Reading's GP registered patients stated their health is 'fair' and 3.8 very bad/bad.

4.2.6 About one third (32.5%) of Reading's households are deprived in one dimension, and a further 21.5% of households a deprived in 2-3 dimensions.

4.2.7 Reading's strategic goals for Health and Wellbeing for the period 2013-2016 are:

- To promote and protect the health of all communities particularly those disadvantaged;
- Increase the focus on early years and the whole family to help reduce health inequalities;
- Reduce the impact of long-term conditions with approaches to focus on specific groups;
- Promote health-enabling behaviours & lifestyle tailored to the differing need of communities.

4.2.8 In summary, Reading's population has grown by 9% over the past decade, particularly in the age bands of the young, working age adults (20-39). The percentage of Reading's population reporting to be of 'good' or 'very good' health has also increased by 13%.

Material Assets

4.2.9 Flooding may lead to damage of material assets both in the private and public sector. Housing strategies, the transport infrastructure as well as minerals and waste sites within RBC have been reviewed in order to identify material assets potentially vulnerable to flooding.

4.2.10 Reading has the second highest concentration of Small and Medium sized Enterprises (SME's) (after London) with 364.6% per 10,000 population in 2013 (*Centre for Cities Small Business Monitor 2014*).

4.2.11 Reading has a number of Retail Parks, Shopping Centres and Business Parks. Among existing allocations, i.e. sites suggested for development, the largest sites that are constrained by flood risk to some extent are⁴ presented in **Table 4.1**.

Table 4.1: Development Sites Allocations with flood risk constraint.

Development Site	Site Area (ha)	Proposed Use
NHS Land at former Battle Hospital	3.0	C3 Housing (up to 95 units)
Forbury Retail Park	6.7	605 dwellings
Forbury Business Park	2.1	C3 Housing (up to 392 units)
Cattle Market	2.5	Mix of edge of centre retail uses including C3 Housing (ca 324 units)
Great Knolly's & Weldale Street	2.5	C3 up to 346 units

⁴ Strategic Housing Land Availability Assessment (SHLAA), February 2011.

Development Site	Site Area (ha)	Proposed Use
North of Station Retail Park	5.85	Mix of uses including C3 residential at upper floors of ca 455 units
Berkshire Brewery	26.8	A mix of uses including C3 housing of between 400-750 units

Minerals & Waste Sites

4.2.12 The Minerals and Waste Local Plan is currently being reviewed. Among the preferred areas for sand and gravel extraction identified the saved Replacement Minerals Local Plan Map dated 1995 only Smallmead (to the south west of Reading near Green Park) falls within the Reading Borough boundary.

Transport Infrastructure

4.2.13 Reading is situated along the M4 corridor with infrastructure links and in close proximity to major transport hubs allowing access to national and international destinations. Heathrow airport and London lie within a 40 minute drive of Reading.

4.2.14 Reading Station is one of the 10 busiest stations in the country (outside London) with 15 million passengers arriving at or departing from Reading station every year. Reading Station has undergone major improvements in recent years and will be served by CrossRail which is currently scheduled to commence operations in 2018. London-Paddington is within a 30-minute train journey from Reading Station. The bus interchange north and south of Reading Station is served by most local bus services making the station directly accessible by public transport from most urban and rural communities.

4.2.15 Reading's cycle network connects all the town's major public facilities, employment and leisure areas with almost 37 miles of principle routes, of which 17 miles are segregated from general traffic. Cycling routes and footpaths along the Rivers Kennet and Thames provide links from the suburbs to the town centre and rail station. RBC has recently launched its bike hire scheme as part of the sustainable transport programme. The scheme provides 27 hire stations across Reading.

4.2.16 Reading's prominence as a commercial location and major transport hub in the Thames Valley places considerable and increasing pressure on its transport infrastructure and despite the well utilized public transport system (both road and rail) high levels of private car use contribute significantly to congestion and pollution.

4.3 Existing Environmental Conditions in Reading

Geology

4.3.1 Aspects of the geology such as the type, consistence and permeability of the soil as well as the topography can influence an areas vulnerability to flooding.

4.3.2 The topography of Reading has been considered in the flood zone map provided by the EA⁵⁵. The geology of Reading widely is composed of river terrace deposits, including sands and gravels within the vicinity of the River Thames corridor as well as overlying Reading Beds and London Clay. Although impermeable soils such as London Clay limit the risk of groundwater

⁵⁵ (Zone 2 Medium Probability) (SFRA)

flooding; however, they can raise issues with surface water drainage. Further reference to the impacts of the geology on flood risks is provided in the following section.

Water

- 4.3.3 The identification of main rivers, other natural as well as artificial surface water bodies and ground water bodies helps to identify both, areas that are vulnerable to flooding as well as potential sites for the establishment of flood risk management options. Water Management and Water Abstraction and Quality may also affect or be affected by flooding, so information of these aspects was collected as part of the baseline. The Strategic Flood Risk Assessment (SFRA) Report for Reading provides key information on the existing water supply in Reading (Jacobs, 2009).

Water Bodies

- 4.3.4 The main Rivers within the RBC boundary are the Rivers Thames and Kennet. The River Thames runs west-east through the council area, separating Caversham to the north from Reading Town Centre. The River Kennet enters Reading to the south-east parallel to the Holy Brook and ends in the River Thames in the north east of Reading. Further Watercourses within Reading are the Foudry Brook, a tributary of the River Kennet, as well as the Kennet and Avon Canal, a tributary of the River Thames.
- 4.3.5 Only few of the identified water bodies within Reading are of relevance to flood risk management. These include Whiteknights Reservoir as well as Green Park and the Oracle, which both provide flood storage areas. There are also several large artificial water bodies just beyond the boundary of RBC. The Reading Marina, an artificial water body east of Caversham located within the administrative boundary of South Oxfordshire District. To the south east of the RBC boundary, north of the M4 Motorway and west of Burghfield Road there are several ponds formed of former gravel extraction sites.
- 4.3.6 There are very few recorded incidents of groundwater flooding in Reading. However, the river terrace deposits along the water courses in Reading, in particular along the River Thames consist of gravel and sand. The water table beneath such soils can rise with rising river water levels and thus result in localised groundwater flooding through permeable gravel 'lenses'. However, this issue is to be addressed at project level within the planning process, through FRAs for future developments.

Water Quality and Management

- 4.3.7 Reading contains important resources of groundwater that are used for public water supply and some boreholes in the Reading vicinity yield groundwater chemistry indicative of urban groundwater contamination.
- 4.3.8 In general, river water quality within Reading is good in terms of its biological and chemical content. According to the General Quality Assessment Scheme (GCA) of the EA, most rivers in Reading achieved classifications of Good to Fairly Good (B-C) in the period 1995-1997 with the exception of sections of the Clay Hill Brook and Thames near the Sewage Treatment works Brughfield and Whitchurch, respectively. In terms of nutrient status, all of the watercourses within Reading contain high levels of nitrates and orthophosphates. The EA is required by the Water Framework Directive to ensure that all rivers reach Good Ecological Status or Potential by 2027 demand (Reading Climate Action, 2013).
- 4.3.9 Thames Water is responsible for Reading's water supply, sewage treatment, and much of its surface water drainage. The Kennet and the Foudry Brook which end into the River Thames are important for drinking water supply and waste water treatment. Further, several groundwater abstraction licences exist within Reading for public water supply. Waste water is

treated at Burghfield Sewage Treatment Works in the east of Reading (Reading Climate Action, 2013). Further sewage treatment works include Whitchurch and Stratfield Mortimer.

- 4.3.10 Overall, Reading is well supplied by both, ground and surface water sources, currently showing a surplus in Water availability over demand (Reading Climate Action, 2013). The water quality of most rivers in Reading is good to fairly good. Water Quality could be affected by flood risk management options (e.g. Maintain water quality in rivers and groundwater).

Flooding

- 4.3.11 There are different types and causes of flooding that may present a risk to sensitive receptors in Reading. Different types of flooding, including fluvial (river), groundwater, sewerage and surface water flooding have been addressed in the Strategic Flood Risk Assessment (SFRA) for Reading (Jacobs, 2009). Key risks identified in the SFRA mainly result from surface water flooding.

Flood Defences

- 4.3.12 Flood defences can be distinguished into “formal” and “de facto” defences. Formal flood defences are structures that are maintained by a public or private stakeholder for their purpose as a flood defences. The Environment Agency Flood Map only identifies the flood storage area at Green Park to the South East of Reading as a flood defence.
- 4.3.13 Further, the railway embankment that separates the town centre from the River Thames banks acts as informal “de-facto” flood defence (Jacobs, 2009).

Climatic Factors

- 4.3.14 The changes in climate are inevitable and ‘PPS4: Planning and Climate Change’ acknowledges that in the future “*we are likely to see more extreme weather events, including hotter and drier summers, flooding and rising sea-levels increasing the risk of coastal erosion*” in the UK.
- 4.3.15 These increased risks will have to be taken into consideration when developing the LFRMS. The National Planning Policy Framework (NPPF) (2012) establishes a method for incorporating a climate change allowance into the design of surface water strategies. Following advice be the EA and trends in the Reading area, this allowance typically accounts for a 30% increase in rainfall intensity.
- 4.3.16 The SFRA considers climate over the next 100 years in their modelling of the Rivers Thames and Kennet and concludes that the effects of Climate Change will not significantly affect the extent of flood areas, however those properties in existing flood areas may experience more frequent flood more frequently.

Cultural Heritage

- 4.3.17 Heritage assets in the built environment, such as buildings or historic monuments that are valuable either for their historical or architectural interest can be affected by floods or the cultural setting can be affected by of flood risk management options such as newly constructed defences.
- 4.3.18 Within Reading there are 880 listed buildings or monuments. 27 of these are listed Grade I and Grade II* (RBC, 2014), most of which are located in the historic town centre of Reading above the floodplain, between the Rivers Kennet and Thames. However, since the mid-19th century development has expanded to the floodplain areas of both rivers and it is predominantly these areas which are at risk (Jacobs, 2009).

Biodiversity and Landscape

- 4.3.19 Flood risk management options can have an effect on biodiversity and landscape, both positively and negatively. Flood defences can alter or enhance existing green spaces and it is important to identify existing sensitive habitats and landscapes to ensure that these can be protected and enhanced where possible in the LFRMS.
- 4.3.20 Most of the RBC area is urbanized; however, there are some designated statutory sites that are valued as habitats for certain species and/or for the unique landscape.

Nature Conservation

- 4.3.21 The study area was reviewed for Sites of Special Scientific Interest (SSSIs), National Nature Reserves (NNR), Local Nature Reserves (LNR) and Local Wildlife Sites (LoWS), sites designated as Special Protection Areas (SPAs) under the Birds Directive (SPA) and the Habitats Directive (SAC) or the Ramsar Convention (Ramsar Sites) as well as Special Areas for Conservation.
- 4.3.22 There are no SSSIs, NNRs, SPAs, SACs or Ramsar sites in Reading. There are numerous Local Nature Reserves (LNR) and Wildlife Heritage Sites (WHS) designated which are afforded protection by the adopted Local Plan policy whereby no development is permitted which may destroy or adversely affect them.

Designated Landscapes

- 4.3.23 Reading is located to the south of the Chilterns, an Area of Outstanding Natural Beauty (AONB).

5 The Proposed Scope

5.1 Proposed SEA Objectives

- 5.1.1 Based on the current baseline conditions and key issues described in (section 4) and the objectives proposed for the Strategy (outlined in Section 3) a series of SEA objectives has been developed.
- 5.1.2 The following objectives have been devised and are proposed to be the basis of the subsequent environmental assessment of the Strategy;
- i. To protect and improve the quality and condition of water resources in the Reading.
 - ii. To conserve and enhance biodiversity.
 - iii. To protect and conserve soils and reduce their ability to act as pollution sources and pathways.
 - iv. To promote the adaptation to the effects of climate change within Reading.
 - v. To safeguard existing and future material assets and critical infrastructure in Reading.
 - vi. To protect the health and wellbeing of local people and communities in Reading.
 - vii. To safeguard and enhance sites, features and settings of cultural heritage, archaeological, historical value across Reading.

5.2 Proposed Assessment Framework

Geographic Scope

- 5.2.1 The SEA will consider potential effects across the Reading Borough area.

Short, Medium and Long-Term Timescales

- 5.2.2 When considering the timing of potential effects of the draft Strategy, the effects will be classified as “short”, “medium” or “long term”. For the purposes of this assessment durations are defined as in Table 6.1.

Table 6.1: Duration of Short, Medium and Long Term

Length (years)	Length (years)
Short	0-10 years
Medium	10-25 years
Long	25 + years

Assessment Process

- 5.2.3 In line with the ODPM (now CLG) Practical Guide to the SEA Directive the assessment process will seek to predict the significant environmental effects of the draft Strategy. This is

done by identifying the likely changes to the baseline conditions as a result of implementing the proposed plan (or reasonable alternative). These changes will be described (where possible) in terms of their geographic scale, the timescale over which they could occur, whether the effects would be temporary or permanent, positive or negative, likely or unlikely, frequent or rare.

5.2.4 Where numerical information is not available, the assessment will be based on professional judgement and with reference to relevant legislation, regulations and policy. More specifically, in undertaking the assessment, consideration will be given to:

- baseline information including existing environmental problems and their evolution;
- the likely activities and potential effects arising from the interventions outlined in the Strategy;
- the regulatory framework; and
- the SEA objectives and guide questions.

5.2.5 Each proposal that comes forward from the Strategy will be considered against each of the SEA objectives. This will be informed by the baseline data and evidence gathered as part of the Scoping Report. It will also be informed by expert judgement from various technical specialists including key stakeholders and consultees. The assessment will be reported in a series of tables, an example of which is provided in **Table 6.2**.

Table 6.2: Example Assessment Table

SEA Objectives	Guide Questions		Timescale			Commentary/Explanation	
			Short term	Medium term	Long term		
To protect and improve the quality and condition of water resources in Brighton and Hove	<p>Will the Strategy impact on water resources across Brighton and Hove and beyond?</p> <p>Will the Strategy protect and improve surface and groundwater water quality?</p> <p>Will the Strategy contribute towards achievement of Good Ecological Potential/Status?</p> <p>Will the Strategy mobilise known areas of contamination?</p>		<p>+</p> <p>Minor Positive</p>	<p>+</p> <p>Minor Positive</p>	<p>+</p> <p>Minor Positive</p>	<p>Assessment of effects:</p> <p>Mitigation: None</p> <p>Assumptions:</p> <p>Uncertainties:</p>	
Key	++	+	0	-	--	?	
	Significant Positive Effect	Minor positive effects	No overall effect	Minor negative effect	Significant negative effect	Score Uncertain	
<p>NB: where more than one symbol is presented in a box it indicates that the SEA has found more than one score for the category. Where a box contains a ?, this indicates uncertainty over whether the effect could be a minor or significant effect. A conclusion of uncertainty arises where there is insufficient evidence for expert judgement to conclude an effect.</p>							

6 Next Steps - Consultation

6.1 Statutory Consultation Bodies

- 6.1.1 This report forms part of the SEA, a process aimed at identifying and minimizing potential environmental or policy issues to achieve the development of a robust LFRMS for Reading.
- 6.1.2 It will be published on Reading Borough's website (www.reading.gov.uk) and copies will be provided to Historic Monuments and Building's Commission (previously English Heritage), Natural England and the Environment Agency during October and November 2014 for comment and replies to the following questions;
- Do you agree with the scope of the proposed assessment?
 - Do you agree with the main issues identified?
 - Do you agree that the objectives cover the breadth of issues appropriate for assessing the effects?
- 6.1.3 Comments should be addressed to:
- Sam Shean
Assistant Highways Manager
Highways Section, 2-4 Darwin Close, Reading, RG2 0RB
Tel. 0118 937 2138
Sam.Shean@reading.gov.uk

6.2 Next Steps

- 6.2.1 The Draft Local Flood Risk Management Strategy will be published for public consultation, accompanied with the Environmental Report.
- 6.2.2 Changes to the Strategy to reflect the consultation response will then be made and a corresponding SEA Statement made (if necessary) to accompany the Adopted Strategy.

References

ODPM (Office of the Deputy Prime Minister) (2005) A Practical Guide to the Strategic Environmental Assessment Directive. London

DCLG (Department for Communities and Local Government) (2012) National Planning Policy Framework (NPPF). March 2012, n.l.

RBC (2008) Revised Sustainability Appraisal Scoping Report: October 2008

RBC (2006) Reading Borough Council Local Development Framework Submission Draft Core Strategy Document. Environmental Protection Background Paper. November 2006.

Reading Climate Action (2013) *Reading Means Business on Climate Change 2013-2020*.

RBC (2014) <http://www.reading.gov.uk/businesses/Planning/HistoricEnvironment/listed-buildings/>

Appendix A Plans, Programmes and Policies

SEA Topic Area	Scoping Report Topics	Type of Document	Document	Link	Notes
Biodiversity	Geodiversity	Information	Berkshire Geoconservation Group	http://berksgeoconservation.org.uk/reports.php	
Biodiversity	Biodiversity	Local Policy		http://www.reading.gov.uk/leisureandvisitors/outdoors/Biodiversity/biodiversity-action-plan-useful-links/	The Reading Biodiversity Action Plan 2005 - 2015 was adopted by the Council on the 30th March 2006 with the aim of conserving and enhancing those species and habitats identified as priorities within authoritative geographic information about the natural environment from across government. The information covers rural, urban, coastal and marine environments across Great Britain. It is presented in an interactive map which can be explored using various mapping
Biodiversity	Biodiversity and Geodiversity	Information	Reading Biodiversity Action Plan 2005 - 2015 National geographic biodiversity and geodiversity website- DEFRA	http://magic.defra.gov.uk/MagicMap.aspx	
Human Environment	Population and Human Health	Local Policy	Reading's Health and Wellbeing Strategy 2013-2016	http://www.nwreadingccg.nhs.uk/images/publications/PDFs/ReadingHealthandWellbeingStrategy.pdf	
Human Environment	Population and Human Health	Information	Reading and Ward Profiles	http://www.reading.gov.uk/council/profile-of-reading-borough/ward-profiles/	Information on Citizen Health per Ward
Human Environment	Population and Human Health	Information	Joint Strategic Needs Assessment for Reading Unitary Authority Area 2009	http://www.reading2020.org.uk/GetAsset.aspx?id=fAAxADMANGB8AHwARgBhAGwAcwBIAHwAFAAwAHwA0	
Geology and Soils	Geodiversity	Local Policy	Replacement Minerals Local Plan 2001-2006	http://www.reading.gov.uk/businesses/Planning/planning-policy/minerals-and-waste-planning-policy/mineralslocalplan/	The Joint Strategic Planning Unit of the six Berkshire Unitary Authorities was closed in 2010. Each unitary authority is now responsible for minerals and waste planning in its own area. Reading
Geology and Soils	Geodiversity	Information	Joint Minerals and Waste Local Development	http://www.reading.gov.uk/council/strategies-plans-and-policies/contaminated-land-strategy/	This document as well as the underlying core Strategy and Minerals and Waste
Geology and Soils	Biodiversity and Geodiversity	Local Policy	Reading Borough Council's Contaminated Land Strategy (2011)	http://www.reading.gov.uk/council/strategies-plans-and-policies/emergencyplanning/preliminaryfloodriskassessme/	
Water	Water (including river catchments, rivers, sea)	Local Policy	Reading Borough Council (2011) Preliminary Flood Risk Assessment	http://www.reading.gov.uk/businesses/Planning/planning-policy/research--monitoring-and-technical-reports/strategic-flood-risk-assessment/?acc.contrast=0&acc.size=1	
Water	Water (including river catchments, rivers, sea)	Local Policy	Reading Borough Council (2011) Surface Water Management Plan	https://www.gov.uk/government/publications/thames-river-basin-management-plan	
Water	Water (including river catchments, rivers, sea)	Regional Policy	Water for life and livelihoods (2009) River Basin Management Plan- Thames River River Basin District	http://www.walthamforest.gov.uk/Documents/ke81-thames-catchment-flood-management-plan-summary-report.pdf	
Water	Water (including river catchments, rivers, sea)	Regional Policy	Thames Catchment Flood Management Plan (CFMP) Summary Report 2009	http://www.reading.gov.uk/businesses/Planning/planning-policy/research--monitoring-and-technical-reports/strategic-flood-risk-assessment/?acc.contrast=0&acc.size=1	
Water	Water (including river catchments, rivers, sea)	Local Policy	Strategic Flood Risk Assessment (2009)	https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69592/bb13811-waste-water-2012.pdf	
Water	Water (including river catchments, rivers, sea)	Information	Waste water treatment in the United Kingdom	https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69592/bb13811-waste-water-2012.pdf	
Air Quality	Air quality	Local Policy	Reading Borough Council (2009) Air Quality Action Plan	http://agma.defra.gov.uk/action-plans/ReadingBC%20AQAP%202009.pdf	
Air Quality	Air quality	Local Policy	2012 Air Quality Updating and Screening Assessment for Reading Borough Council	http://www.reading.gov.uk/residents/environmental-health-and-protection/AirQuality/local-air-quality-management/	
Climatic Factors	Climatic Factors	Local Policy	Reading's Climate Change Strategy 2013-2020	http://www.readingclimateaction.org.uk/GetAsset.aspx?id=fAAxADkAMgA5AHwAFAABGAGEAbABzAGUAfAB8ADIAMwB8AA2	
Climatic Factors	Flooding (including flood risk)	Local Policy	See Water Documents- flood risk assessment etc. above.	http://ukclimateprojections.metoffice.gov.uk/21708	
Climatic Factors	Climatic Factors	Information	UK Climate Predictions	http://www.readingclimateaction.org.uk/GetAsset.aspx?id=fAAyADEAOAwAHwAFAABGAGEAbABzAGUAfAB8ADIAMwB8AA2	
Climatic Factors	Climatic Factors	Information	READING'S CLIMATE CHANGE STRATEGY 2013-2020 THEME ACTION PLANS DRAFT NOVEMBER 2013	http://www.readingclimateaction.org.uk/GetAsset.aspx?id=fAAyADEAOAwAHwAFAABGAGEAbABzAGUAfAB8ADIAMwB8AA2	Draft

SEA Topic Area	Scoping Report Topics	Type of Document	Document	Link	Notes
Climatic Factors	Flooding (including flood risk)	Information	Environment Agency- Flood Map for Surface Water	http://watermaps.environment-agency.gov.uk/wiyby/wiyby.aspx?topic=ufmfs#wx=314391&y=227569&scale=3	
Climatic Factors	Flooding (including flood risk)	Information	Flooding in England: A National Assessment of	https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/292928/geho0609bqds-e-e.pdf	
Material Assets and Resource Use	Material assets: Waste and Water	Regional Policy	Joint Minerals and Waste Local Development	http://www.bracknell-forest.gov.uk/berkshire-local-investment-plan-2011-2014	This document as well as the underlying core Strategy and Minerals and Waste
Material Assets and Resource Use	Material Assets: Economy	Regional Policy	Berkshire Local Investment Plan 2011-2014	http://www.bracknell-forest.gov.uk/berkshire-local-investment-plan-2011-2014	
Material Assets and Resource Use	Material Assets- Housing	Local Policy	Affordable Housing - Alteration to the Local Plan DRAFT	http://www.reading.gov.uk/businesses/planning/planning-policy/affordablehousing/	Consultation on draft closed May 2014, final document pending
Material Assets and Resource Use	Material Assets- Housing	Local Policy	Firm Foundations: Housing Strategy 2009-2014	http://www.reading.gov.uk/council/strategies-plans-and-policies/HousingStrategiesandPlans/firm-foundations-housing-strategy-2009-2014-docume/	
Material Assets and Resource Use	Material assets: Transport infrastructure)	Local Policy	Reading Borough Council (2011) Local Transport Plan 3: Strategy 2011-2026	http://www.reading.gov.uk/council/strategies-plans-and-policies/TransportStrategy/local-transport-plan-3-2011-onwards/	
Material Assets and Resource Use	Material assets: Waste and water)	Local Policy	BRACKNELL FOREST BC, READING BC AND WOKINGHAM BC RE3 JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY (2008-2013)	http://www.re3.org.uk/Data/Page_Downloads/15.re3JMWMStrategyReport2008-2013.pdf	
Material Assets and Resource Use	Material assets : housing	Information	Reading Borough Council. Core Strategy Local Development Document Housing Background Paper (2006)	http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0CCIQFJAA&url=http%3A%2F%2Fwww.reading.gov.uk%2Fdocuments%25C3servingyou%25Cplanning%25Clocal_development_framework%2F20366%2FSubmission-Housing-Background-Paper.pdf&ei=0IC9U-G2MoKN7QaArYDlCQ&usq=AFQjCNHR46oyGslwvs6cC	
Material Assets and Resource Use	Material assets: housing	Information	Reading Borough Council: Housing Needs Assessment and Affordable Rent Review, February 2012	http://www.reading.gov.uk/businesses/Planning/planning-policy/research--monitoring-and-technical-reports/shma/	
Material Assets and Resource Use	Material assets: economy	Information	Reading Borough Business Improvement Distr	http://www.reading.gov.uk/businesses/businessdevelopment/economic-development/	
Cultural Heritage	Cultural Heritage	Information	Reading Borough Council (2006) Local Development Framework SUBMISSION DRAFT CORE STRATEGY DOCUMENT HISTORIC ENVIRONMENT BACKGROUND PAPER	http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&cad=rja&uact=8&ved=0CCUQFJAA&url=http%3A%2F%2Fwww.reading.gov.uk%2Fdocuments%25C3servingyou%25Cplanning%25Clocal_development_framework%2F20365%2FSubmission-Historic-Environment-Background-Paper.pdf&ei=3lm9U4msOozH7Abr34HYCQ&usq=AFQjCNFeqLKGXi_WmtJktJEBx5Q43q8a6Q&bv=7013858	
Cultural Heritage	Cultural Heritage	Information	National Character Areas NCAs- description of	http://publications.naturalengland.org.uk/category/587130	
Landscape	Landscape	Local Policy	Reading Borough Council (2011) Local Development Framework OPEN SPACE AND GREEN NETWORK BACKGROUND PAPER Information to support the Sites and Detailed Policies Document	http://www.google.co.uk/url?sa=t&rct=j&q=&esrc=s&source=web&cd=3&cad=rja&uact=8&ved=0CCsQFJAC&url=http%3A%2F%2Fwww.reading.gov.uk%2Fdocuments%25C3servingyou%25Cplanning%25Clocal_development_framework%2F20048%2FOpen-Space-Green-Network-Background-Paper-0711.pdf&ei=Z1i9U_7UO4bb7Aaa0HACQ&usq=AFQjCNFTnKlZ-	
Other Documents	Other	Local Policy	Reading Borough Council: Local Development Scheme (2013)	http://www.reading.gov.uk/businesses/Planning/planning-policy/general-information-on-planning-policy/lds/	
Other Documents	Other	Regional Policy	READING CENTRAL AREA ACTION PLAN TO 2026 (2009)	http://www.reading.gov.uk/businesses/Planning/planning-policy/reading-central-area-action-plan/	
Other Documents	Other	Local Policy	Reading Borough Council Sustainable Community Strategy (2011)	http://www.reading.gov.uk/council/strategies-plans-and-policies/reading-s-sustainable-community-strategy/	

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	26 MARCH 2015	AGENDA ITEM:	11
TITLE:	LTP IMPLEMENTATION PLAN 2015/16		
LEAD COUNCILLOR:	TONY PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING & TRANSPORT
SERVICE:	TRANSPORTATION & STREETCARE	WARDS:	BOROUGH WIDE
LEAD OFFICER:	Ruth Leuillette / Chris Maddocks	TEL:	0118 937 2069 / 0118 937 4950
JOB TITLE:	Interim Head of Transport / Senior Transport Planner	E-MAIL:	ruth.leuillette@reading.gov.uk / chris.maddocks@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 The Local Transport Plan (LTP) is a statutory document setting out the Council's transport strategy and policy. Reading Borough Council's third Local Transport Plan (LTP3) for the period 2011-26 was adopted by the Council on 29 March 2011.
- 1.2 The adopted Plan included a 15-year Strategy Document and a Committee Report that stood as the first in a projected series of annual Implementation Plans incorporating a rolling 3-year programme. This report is the fifth LTP3 Implementation Plan.

2. RECOMMENDED ACTION

- 2.1 To agree the programme and seek spend approval for the 2015/16 schemes in Appendix A.
- 2.2 To note the proposals for subsequent years as listed in Appendix A and delegate approval of any forward planning before the next Implementation Plan to the Lead Member for Strategic Environment, Planning & Transport in conjunction with the Head of Transportation & Streetcare.
- 2.3 To note the progress made in delivering the LTP3 Implementation Plan during 2014/15.

3. POLICY CONTEXT

- 3.1 All local transport authorities are required to produce a Local Transport Plan (LTP) under the Transport Act 2000, as amended by the Local Transport Act 2008. This fifth LTP3 Implementation Plan is a continuation of the first four approved Implementation Plans and fits into the adopted LTP3: Strategy 2011-26. Together the Strategy Document and Implementation Plans, along with any adopted supporting documents or approved Committee Reports, these are the Council's current transport policy.
- 3.2 The LTP3 Implementation Plan programme is reviewed annually through a scheme prioritisation matrix and budgeting exercise developed to deliver the LTP3 aims and objectives. The review process produces a prioritised list of proposed projects and budget allocations for the next year, with reserved and development schemes for subsequent years identified. For 2015/16 many of the schemes reflect concluding the LSTF scheme package delivery and the implementation of the new 2015-16 LSTF revenue package awarded to Reading. These tables form **Appendix A**.
- 3.3 The LTP3 Implementation Plan also monitors progress within the Strategy Plan detailed policy and delivery areas (Chapter 6). Some projects delivered or milestones reached in these policy and delivery areas in the most recent year of LTP3 (2014/15) are listed in **Appendix B**.
- 3.4 The various projects and measures delivered through the LTP3 aim to help Reading achieve the Sustainable Community Strategy Vision and the LTP3 strategic objectives (Strategy Plan Chapter 3). The success of these measures is reviewed through continual use of our Transport Planning Toolkit, which includes data collection, surveys, modelling, consultation and engagement. **Appendix C** summarises some key outputs from the Toolkit in the past year.
- 3.5 The Council's transport policy is aligned with wider local policy documents such as the Sustainable Community Strategy and Climate Change Strategy. Local transport policy also reflects national priorities to reflect the funding allocations from central Government.

4. LTP3 IMPLEMENTATION PLAN 2015/16

- 4.1 The programme and budget for 2015/16 and the longer-term programme (see **Appendix A**) have been developed by assessing available funding and spend forecasts and using the methodology outlined in the first Implementation Plan (Cabinet Report 17 January 2011) to prioritise projects. This methodology was designed to score previously identified, newly proposed and ongoing projects according to the forecast ability of those projects to meet strategic objectives and deliver value for money.

- 4.2 In addition to core LTP funding, the LTP programme includes projects funded through a range of other sources including private sector funding (secured through section 106 and CIL contributions), the £996,200 awarded to the Council by the Department for Transport (DfT) through the Local Sustainable Transport Fund (LSTF) Revenue 2015/16 grant, EU funding streams and other local revenue funding sources.
- 4.3 Reading has seen the successful implementation of a number of schemes and measures over the past year as a result of LTP, LSTF, EU, land-use developer and local funding sources. Some highlights are listed in **Appendix B**.
- 4.4 The impact of this work in achieving policy goals is monitored annually and will be cumulative with the implementation of schemes throughout the LTP3 period. However, the 2014 monitoring programme analysis as well as results from the Census 2011 and other national data sources (see **Appendix C**) indicate that transport trends in Reading are contributing towards delivering our vision for 'Connecting Reading':

Transport in Reading will better connect people to the places that they want to go: easily, swiftly, safely, sustainably and in comfort. We will meet the challenges of a dynamic, low-carbon future to promote prosperity for Reading.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The delivery of the Local Transport Plan and associated strategies helps:
- To deliver the Corporate Plan Service Priority: keeping the town clean, safe, green and active.

6. LEGAL IMPLICATIONS

- 6.1 The Local Transport Plan is a statutory requirement as set out in the Transport Act 2000, as amended by the Local Transport Act 2008.

7. FINANCIAL IMPLICATIONS

- 7.1 LTP3 Implementation Plan development has been supported by revenue expenditure (staff time) met from existing transport budgets and by the Council's transport term consultants whose fees have been met from existing transport budgets.
- 7.2 The tables appended provide the overall anticipated costs of future projects by financial year and the amounts proposed for spend approval in the 2015/16 financial year grouped by funding source.

8. BACKGROUND PAPERS

- 8.1 Local Transport Plan 3: Strategy 2011-2026 (Council 29 March 2011).
- 8.2 Local Transport Plan 3: Annual Implementation Plans (Cabinet 17 Jan 2011, TMAP 14 June 2012, TMAP 14 March 2013 and TMSC 13 March 2014).
- 8.3 Local Sustainable Transport Fund Updates (Cabinet 11 April 2011, 28 Nov 2011), (TMAP reports 9 Sep 2011 to 14 March 2013) and (TMSC reports since 13 June 2013).

Appendix A: LTP3 Programme and Budget Tables

Note: All costs are indicative and draft programme is subject to change dependent upon funding availability.

STATUTORY/CONTRACTUAL LTP Integrated Transport Block Funded Schemes					
Project Name	Action Plan Area	Cost 2015/16	15/16	16/17	17/18
LTP Implementation Plan	0 - All	£30,000	x	x	x
Bus shelter contract	0 - All	£120,000	x	x	x
Automatic Traffic Count Monitoring & Cordon Counts	0 - All	£50,000	x	x	x
Bus lane enforcement	0 - All	£50,000	x	x	x
Road Safety annual programme	0 - All	£40,000	x	x	x

STATUTORY RBC/DFT Revenue Funded Schemes					
Project Name	Action Plan Area	Cost 2015/16	15/16	16/17	17/18
Parking Civil Enforcement	0 - All	£30,000	x	x	x
Asset Management Plan Development	0 - All	£40,000	x	x	x
Local Flood Risk Management	0 - All	£50,000	x	x	x
Winter Maintenance	0 - All	£211,000	x	x	x
English National Concessionary Travel	0 - All	£4,348,000	x	x	x
ReadiBus Concessionary Travel	0 - All	£210,000	x	x	x
Bus Contract Services	0 - All	£952,000	x	x	x
Network Management annual programme	0 - All	£40,000	x	x	x

STATUTORY - LTP Maintenance Block Funded Schemes					
Project Name	Action Plan Area	Cost 2015/16	15/16	16/17	17/18
Highway Inspection	0 - All	£20,000	x	x	x
Street Lighting annual programme	0 - All	£25,000	x	x	x
Footway Surfacing annual programme	0 - All	£55,000	x	x	x
Drainage annual programme	0 - All	£50,000	x	x	x
Micro-Asphalt Resurfacing annual programme	0 - All	£175,000	x	x	x
Road resurfacing annual programme	0 - All	£525,000	x	x	x
Bridge Maintenance annual programme	0 - All	£150,000	x	x	x
Kennetside Structural Maintenance	1 - Central	£0 - £50,000	x	x	x

COMMITTED / ONGOING SCHEMES - EU FUNDED					
Project Name	Action Plan Area	Cost 2015/16	15/16	16/17	17/18
RoCK	0 - All	£0 - £50,000	x		
NODES	0 - All	£0 - £50,000	x		
TIDE	0 - All	£0 - £50,000	x		
CIVITAS	0 - All	TBC	x	x	x
HORIZON 2020	0 - All	TBC	x	x	x

COMMITTED / ONGOING SCHEMES - EXTERNALLY FUNDED					
Project Name	Action Plan Area	Cost 2015/16	15/16	16/17	17/18
Rail Upgrade	1 - Central	£20m +	x		
Green Park Station & MMI	2 - Southern	£5m-£20m	x	x	x
Cow Lane Bridges	4 - Western	£5m-£20m	x		
Southern MRT	2 - Southern	£5m-£20m	x	x	x
A4 East - Park and Ride	6 - Eastern	£150,000-£5m	x	x	x
Eastern - Mass Rapid Transit	6 - Eastern	£5m-£20m	x	x	x

COMMITTED / ONGOING - LTP FUNDED (INCLUDING CAPITAL AND OTHER DFT GRANTS)					
Project Name	Action Plan Area	Cost 2015/16	15/16	16/17	17/18
School Travel Planning	0 - All	£0 - £50,000	x	x	x
Bikeability Cycle Training	0 - All	£40,000	x	x	x
Enforcement by CCTV / Part 6 Traffic Management Act	1 - Central	£0 - £50,000	x	x	x
Cycle Development Officer	0 - All	£107,000	x		
Cross-boundary Cycle Routes	3 - Southwestern 7 - Southeastern	£0 - £50,000	x	x	x
Cycle Route Infrastructure	0 - All	£0 - £50,000	x	x	x
Air Quality Action Plan development	0 - All	£0 - £50,000	x	x	x
Thames Pedestrian/Cycle Bridge	1 - Central	£4,060,000	x		
Quality Corridor Initiatives	0 - All	£0 - £50,000	x	x	x
Footway and Verge parking	0 - All	£0 - £50,000	x	x	x
Traffic Signal Upgrade programme	0 - All	£400,000	x		
Cycle Hire	0 - All	£120,000	x	x	x
Bus Quality Partnership	1 - Central	£0 - £50,000	x	x	x
Feasibility and Preliminary Design	0 - All	£0 - £50,000	x	x	x
LSTF Public Transport and Park & Ride	2 - Southern 3 - Southwestern	£5m-£20m	x	x	x
A33 Congestion Relief Pinchpoint scheme	2 - Southern	£1,990,000	x		
A4 Congestion Relief Pinchpoint scheme	6 - Eastern	£50,000 - £150,000	x		
Electric Vehicle Charging Points	0 - All	£0 - £50,000	x		
Reading Bridge Structural Maintenance Pinchpoint scheme	5 - Northern	£4,050,000	x		
CNG Taxis	0 - All	£75,000	x		
Thames Bridges Management Review	5 - Northern	£0 - £50,000	x	x	x
St Laurence's Church Wall	1 - Central	£450,000	x		
Whiteknights Reservoir	7 - Southeastern	£50,000 - £150,000	x		
Accessible Minibuses/Fleet	0 - All	£70,000	x	x	x

RESERVE - LTP FUNDED (INCLUDING CAPITAL AND OTHER DFT GRANTS)					
Project Name	Action Plan Area	Cost 2015/16	15/16	16/17	17/18
Signing Strategy	1 - Central	£50,000 - £150,000	x	x	x
Southeast - Mass Rapid Transit	7 - Southeastern	£150,000-£5m	x	x	x
A4155 Northeast - Park and Ride	5 - Northern	£150,000-£5m	x	x	x
A4074 North - Park and Ride	5 - Northern	£150,000-£5m	x	x	x
West - Mass Rapid Transit	4 - Western	TBC	x	x	x
North - Mass Rapid Transit	5 - Northern	TBC	x	x	x
Third Thames Bridge	5 - Northern	£60,000	x	x	x

Appendix B: Delivery Highlights 2014-2015

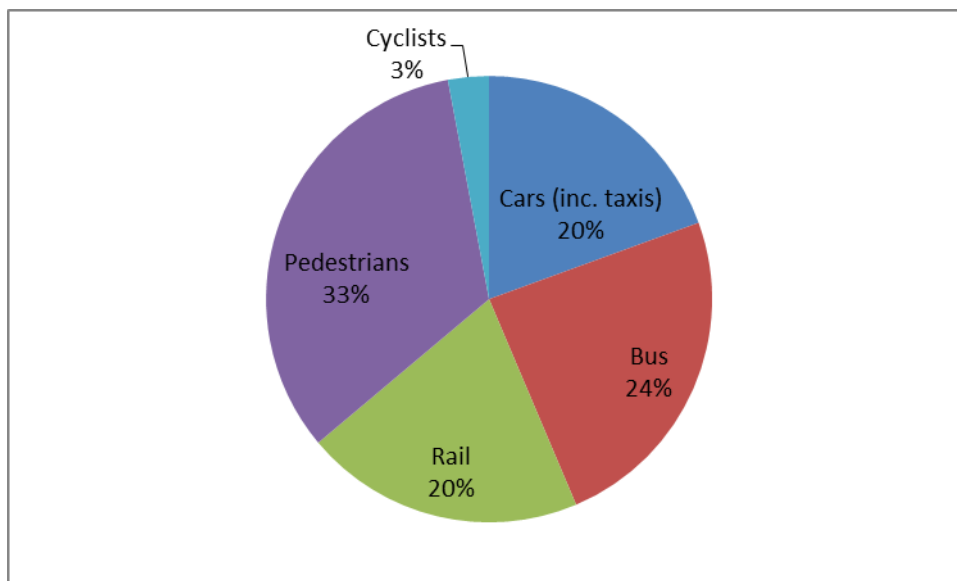
LTP3 Strategy Connecting Reading Detailed Policy / Delivery Area	sub-strategy	LTP3 THEMES				SCS			Key Achievements 2014-15
		Inclusion	Interventions	Infrastructure	Innovations	People	Place	Prosperity	
School Travel		✓	✓			✓			Bikeability cycle training, Bike It education programme and Bike Clubs provided in primary and secondary schools throughout the borough.
Travel Information/Behaviour		✓	✓		✓	✓		✓	Personalised Travel Planning (PTP) conversations held with residents and businesses; new travel information website and opendata server launched; 11 community projects delivered through the Challenge Fund.
Neighbourhood Enhancements		✓	✓			✓	✓		Town Hall Square works completed; repair works for Grade-II listed St Laurence Church wall commenced.
Air Quality Management		✓	✓		✓	✓	✓		Expansion of gas-powered bus fleet; scoping for transfer of proportion of taxi fleet to compressed natural gas.
Road Safety		✓	✓			✓			Pedestrian crossing improvements implemented on Redlands Road, Craven Road and Rotherfield Way and upgraded Church St crossing; junction improvements at Prospect St/Gosbrook Rd; development of 20mph zone for the University & Hospital area.
Public Transport		✓	✓	✓	✓	✓	✓	✓	Development of plans to introduce wave and pay on Greenwave services; preparation for expansion of Park & Ride service.
Network Management			✓			✓	✓	✓	Junction improvements at Cemetery Junction and St Mary's Butts / Castle Street junctions; programme of traffic signal upgrades underway, upgraded network of VMS displays; installation of Bluetooth journey time monitoring system completed.
Maintenance/Asset Management		✓	✓			✓	✓		Annual carriageway and footway resurfacing programme undertaken; upgrade of traffic signal communications to broadband completed.
Drainage/Surface Water Management			✓		✓		✓	✓	Annual programme of drainage works to further reduce impact of flooding events.
Walking/Rights of Way			✓			✓	✓		Beat the Street walking competition held in the summer throughout the urban area with over 15,000 participants, including 8,500 children.
Cycling			✓			✓	✓		Launch of ReadyBike cycle hire scheme; cycle facilities provided on London Road, Berkeley Avenue, Lower Henley Road, Wokingham Road and Bath Road; LTP Cycle Strategy launched following public consultation.
Parking Policy and Standards			✓	✓			✓	✓	Residents' Parking schemes implemented in New Road, The Mount, College Road and Culver Road; pavement and verge parking ban made permanent in Tilehurst and trialed in Southcote.
Local Development Framework		✓	✓	✓	✓	✓	✓	✓	Planning permission granted for a 2-entry Primary Free School in West Reading, rebuild of Reading Girls School and Kennet Island phase 3; construction underway for Chatham Place phase 2 and Napier Road underpass.
Cross-Boundary Partnerships				✓			✓	✓	Construction has commenced for the new Park & Ride sites at Mereok and Winnersh Triangle, and Park & Rail facility at Theale Station.
Major Scheme Development				✓	✓			✓	Reading Station Northern and Southwest interchanges completed; construction commenced on the pedestrian cycle bridge over the River Thames.
Demand Management			✓		✓		✓	✓	Civil enforcement contract renewed; extended bus lane on Kings Road / London Road implemented.
Climate Change			✓		✓	✓	✓	✓	Continued installation of low energy, white street lighting on roads and footways throughout the borough.
Freight/Sustainable Distribution			✓		✓		✓	✓	Freight gateway journey planner launched; continued dialogue with Oxfordshire on freight routes.
Research and Development		✓	✓	✓	✓	✓	✓	✓	Sustainable travel mobile apps launched by 3rd parties using LSTF grant funding and/or open data.

Appendix C: Performance Outputs 2014

An analysis of data released from the 2011 Census indicates that Reading has seen an improvement in mode split towards sustainable modes of travel to work since the first LTP in 2001 (and the 2001 census). In particular, car travel has decreased and travel by foot and train has increased. The former is particularly notable over a decade when the country has seen declining pedestrian trips. Indeed, Reading ranks 12th of 347 local authorities (including London Boroughs) for mode share of pedestrian travel to work. Reading also ranks 36th in the country for travel by bus, and recently has shown year on year increases in bus travel.

Mode split is measured by our annual 12-hour survey on all approaches into central Reading was held on Wednesday 14th May 2014. It should be noted that the weather was dry and sunny on the survey day, with average temperatures higher than in May 2013 when the previous year's survey was undertaken. Vehicles, pedestrians, cyclists and bus and rail passengers were counted. The results show that the percentage of all trips made to and from Central Reading by car and bus reduced slightly since the same survey in 2013 (by 2% and 1% respectively), pedestrian trips increased by 3% while trips by rail and bicycle remained at the same percentage as the previous year.

Total Trips to/from Central Reading 2014 (7am to 7pm)



Annual data on individual modes is available from other sources. For example, the Office of Rail Regulation's annual estimates of station usage data shows total entries and exits at Reading Station in 2013/14 of over 15.6 million, up from 15.4 million in 2012/13; and representing a 13% increase over the past five years. In addition, the number of passengers interchanging between rail services within the station was estimated to be over 3.8 million people during 2013/14.

Bus trips are captured by all the bus operators in the area and reported to the Department for Transport annually. The figures show total trips of 17.7 million in the borough during 2013/14, a significant increase from the 16.2 million trips recorded in 2012/13. It was notable that, outside of London, Reading is fourth in the country for the highest number of bus journeys per head of population, 2.7 times higher than the Southeast average.

Furthermore, although there is no way to attribute the impact of transport on wider economic outcomes, Reading continues to be highly ranked on numerous economic indicators, including employment rates (5th of 64 cities assessed by Centre for Cities Outlook 2015), number of businesses per 10,000 population (3rd of 64 cities assessed by Centre for Cities Outlook 2015) and business start-ups (5th of 64 cities assessed by Centre for Cities Outlook 2015).

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	26 MARCH 2015	AGENDA ITEM:	12
TITLE:	REVISED SUPPLEMENTARY PLANNING DOCUMENT ON PLANNING OBLIGATIONS UNDER SECTION 106		
LEAD COUNCILLOR:	COUNCILLOR PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT
SERVICE:	PLANNING	WARDS:	ALL
LEAD OFFICER:	MARK WORRINGHAM	TEL:	0118 9373337
JOB TITLE:	PRINCIPAL PLANNER	E-MAIL:	mark.worringham@reading.gov.uk

1. EXECUTIVE SUMMARY

- 1.1 The way in which local authorities can secure financial contributions from development towards infrastructure is changing. The Council are in the process of introducing the Community Infrastructure Levy (CIL), which will be in place on 1 April 2015. This partially replaces the Section 106 system, under which tariff-based payments were sought but often subject to a process of negotiation. CIL has no such scope for negotiation and is a levy per sq m of floorspace. The Council's CIL Charges were approved at Council on 27 January 2015 (Minute 43 refers). The role of Section 106 is now restricted to securing affordable housing (dealt with in the Council's adopted Affordable Housing SPD) and dealing with site-specific infrastructure requirements.
- 1.2 The introduction of CIL means that there is a need to produce a new version of the Section 106 Planning Obligations SPD to reflect this changed role of Section 106. This new version sets out the basis for securing site-specific infrastructure. It was subject to consultation in March, April and May 2014, and the results of consultation have been taken into account in the final version of the document. Once adopted, it will be used in deciding planning applications.

2. RECOMMENDED ACTION

- 2.1 That the results of the consultation on the Section 106 Planning Obligations Supplementary Planning Document, undertaken during March, April and May 2014, as set out in the Consultation Statement at Appendix 1, be noted.

2.2 That the Section 106 Planning Obligations Supplementary Planning Document, as set out in Appendix 2 to the report, be adopted, effective from 1 April 2015.

3. POLICY CONTEXT

3.1 The Council's existing Supplementary Planning Document on Section 106 Planning Obligations was adopted in November 2013, and sets out the contributions would be expected under a number of headings, including transport, education and leisure and open space.

3.2 However, the Council is about to implement the Community Infrastructure Levy (CIL). The CIL Charging Schedule was approved by Council on 27 January 2015 (Minute 43 refers), with an implementation date of the 1 April. CIL will replace much of what Section 106 currently does, in particular in terms of tariff-based contributions towards infrastructure. However, Section 106 will still exist for seeking affordable housing (dealt with in the Council's adopted Affordable Housing SPD), as well as for dealing with site-specific issues. It is these site-specific issues that are the subject of the new version of the Section 106 Planning Obligations SPD.

4. THE PROPOSAL

(a) Current Position

4.1 The revised version of the Section 106 Planning Obligations SPD needs to be introduced in conjunction with CIL, since its purpose is to manage the operation of Section 106 in the context created by CIL. Therefore, the process has been conducted alongside CIL.

4.2 A draft SPD was considered by Strategic Environment, Planning and Transport Committee on 19 March 2014 (Minute 31 refers), and was approved for consultation. Consultation was undertaken over a six-week period during March, April and May 2014, and undertaken alongside the Draft Community Infrastructure Levy Charging Schedule.

4.3 In total, seven organisations responded to the consultation, although two of these responses were simply to state that there were no objections.

4.4 Other than support for the approach and minor wording issues, the main substantive responses that were made are summarised below:

- The new SPD does not calculate how much the contributions sought, particularly transport contributions, will cost, unlike the previous document;
- The relationship between this SPD and the SPDs on affordable housing and employment, skills and training (all of which relate to

the S106 regime) is confusing and should be addressed by a single SPD;

- The viability of the proposals, and the viability of seeking affordable housing from office development as set out in the Employment, Skills and Training SPD, have not been tested, as required by the NPPF;
- Contributing towards the monitoring of planning obligations is not justified.

4.5 The Report of Consultation in Appendix 1 contains a schedule summarising each individual point made, and containing a draft response stating how the point has been taken into account in the final version of the SPD.

(b) Option Proposed

4.6 Committee is recommended to adopt the amended version of the Section 106 Planning Obligations SPD, as set out in Appendix 2 to this paper. Once adopted, the Section 106 Planning Obligations SPD will be used to supplement the Core Strategy and Sites and Detailed Policies Document for the determination of planning applications. Committee is also recommended to approve the recommended responses to representations made on the draft document. These are contained in the Annex 1 of the Report of Consultation (at Appendix 1).

4.7 The representations made have led to a small number of proposed changes to the SPD. These changes are minor wording alterations that do not affect the policy direction of the SPD. A tracked changes version of the SPD can be provided on request.

(c) Other Options Considered

4.8 There is one alternative option that could be considered, which is to not adopt the SPD. This option would mean that the current Section 106 SPD, which centres around a tariff-based system of seeking contributions, would continue to be the Council's main document setting out how Section 106 is to be used. In practice, however, the Council would not be able to operate the system as set out in the current SPD, as Section 106 will be scaled back nationally from April 2015 such that it cannot be used for such tariff-based contributions. The existing SPD would not clearly set out where the division should be between CIL and Section 106 and would lead to confusion and, potentially, a loss of contribution towards the site-specific infrastructure that Section 106 can still provide for

5. CONTRIBUTION TO STRATEGIC AIMS

5.1 Section 106 agreements provide funding and works that while benefiting the development to which they relate also provide wider benefits for the Borough. The Planning Obligations SPD will therefore contribute towards meeting the 2015 -18 Corporate Plan objective for 'Providing infrastructure to support the economy' through providing works and

funding for a range of infrastructure to support development. The SPD will also contribute to the objective of, 'Keeping the town clean, safe, green and active,' and to the development of learning and leisure facilities in the town which are also supported under the Corporate Plan.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The Section 106 Planning Obligations SPD has been subject to one period of community involvement, during March, April and May 2014. This was carried out in line with the Council's adopted Statement of Community Involvement. The Report of Consultation (Appendix 1) sets out the steps undertaken and the response, and this is summarised in paragraphs 4.3 and 4.4 of this report.

7. EQUALITY ASSESSMENT

- 7.1 A Scoping Assessment was undertaken when the draft version of the SPD was produced, and this was reported to this Committee on 19th March 2014. It was considered that an Equality Impact Assessment (EqIA) was not relevant as the SPD will apply to all developers, nor was there evidence or belief that the operation of seeking and securing Section 106 planning obligations would have a direct impact on any groups with protected characteristics. No changes have been made to the version of the SPD for adoption that would change that conclusion.

8. LEGAL IMPLICATIONS

- 8.1 The framework for securing planning obligations was introduced under Section 106 the Town and Country Planning Act 1990. Regulation 122 (2) of the Community Infrastructure Levy Regulations introduced three legal tests to be applied when seeking planning obligations. Obligations should be:

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

- 8.2 The SPD as drafted would ensure that planning obligations comply with those legal tests.

9 FINANCIAL IMPLICATIONS

- 9.1 The cost of administering Section 106 will be covered by existing budgets and staff costs. The relevant costs for monitoring and legal costs can be recouped as they are included as costs within the Section 106 legal agreements.

Value for Money

- 9.2 The introduction of the Section 106 Planning Obligations SPD will ensure that the Council maximises developer funding towards infrastructure, and, on the basis that the Council has the means to recoup legal and monitoring costs, then it represents value for money.

Risk Assessment

- 9.3 There are risks associated with not having a Section 106 SPD, which are that developers may challenge any obligations sought, which could affect the levels of site related infrastructure the Council is able to secure.

BACKGROUND PAPERS

- Community Infrastructure Levy Regulations 2010 (as amended)
- Community Infrastructure Levy Charging Schedule (2015)
- Town and Country Planning (Local Planning) (England) Regulations 2012
- Reading Borough Council Core Strategy (2008, amended 2015)
- Reading Borough Council Sites and Detailed Policies Document (2012, amended 2015)

Section 106 Planning Obligations

SUPPLEMENTARY PLANNING DOCUMENT

To operate alongside Community Infrastructure Levy

~~Draft Adopted March 2014~~ **2015**

~~Consultation ends Wednesday 14th May 2014~~

~~Local Development Framework Team
Department for Environment and Neighbourhood Services
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1.0 Purpose of this Guidance

- 1.1 This Guidance sets out the Council's approach towards seeking planning obligations, alongside the introduction of the Council's Community Infrastructure Levy (CIL) Charging Schedule.
- 1.2 It is a general guide, as development proposals will be assessed on a site-by-site basis with the individual circumstances of each site being taken into consideration.
- 1.3 Section 106 planning obligations are also set out in the Council's adopted Employment and Skills Supplementary Planning Document (SPD) and Affordable Housing SPD (both 2013), so reference should also be made to those documents. This SPD, ~~once adopted and once CIL is operational, will~~ replaces the Revised Section 106 Planning Obligations Supplementary Planning Document (November, 2013).

2.0 Legislative and Policy Framework

2.1 The relevant statutory framework for planning obligations is set out in:

- Section 106 of the Town and Country Planning Act 1990, as amended by Section 12 of the 1991 Planning and Compensation Act;
- Regulations 122 and 123 of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended);
- This is underlined by Paragraphs 203 to 205 of the National Planning Policy Framework (NPPF) March 2012.

2.2 The NPPF advises that planning authorities should consider the use of planning obligations where they could make an otherwise unacceptable development acceptable. They should only be used where it is not possible to address unacceptable impacts through planning conditions. Paragraph 204 (also Regulation 122(2) of CIL) states that planning obligations should only be sought where they meet all of the following tests:

- They are necessary to make a development acceptable in planning terms;
- They are directly related to a development;
- They are fairly and reasonably related in scale and kind to a development.

National policy (~~National Planning Policy Framework—NPPF~~), and other guidance documents are relevant.

2.3 Upon the adoption of a CIL, or by 6th April 2015, whichever is the sooner, the use of planning obligations must be scaled back. CIL was adopted on 27th January 2015, and is expected to will be introduced at the beginning of on 1st April 2015. Once CIL is in place, the pooling of Section 106 Agreement contributions, towards an item of infrastructure, will be limited to five planning obligations.

2.4 Development proposals should be considered in line with adopted Reading Borough Council's development plan policies:

- Core Strategy (2008);
- Reading Central Area Action Plan (RCAAP, 2009);
- Sites and Detailed Policies Document (SDPD, 2012)

2.5 The two overarching local planning policies are Core Strategy Policy CS9: Infrastructure, Services, Resources and Amenities, and SDPD Policy DM3: Infrastructure. Other policies provide specific and detailed justification for various types of planning obligation, e.g. CS16: Affordable Housing, CS29: Open Space, etc.

2.6 The Council's Infrastructure Delivery Plan (IDP) was originally published in July 2011, and ~~is was subsequently~~ incorporated into the Sites and Detailed Policies Document (October 2012). It has been refined and used as evidence for the CIL ~~Draft Charging Schedule—March 2014~~. The IDP identifies social, green and physical infrastructure required to support development within the plan period to 2026.

3.0 Key Principles

3.1 The key principles for securing Section 106 planning obligations are as follows:

- Where relevant, to apply to any development of 1 dwelling or more and commercial developments of 100m² or more (Net additional floorspace based on Gross Internal Area);
- In those cases where a need is established for specific site related infrastructure, to make the development acceptable in planning terms;
- the obligation requirement must meet the ~~relevant~~ CIL Regulation 122(2) legal tests;
- Where a specific policy requirement needs to be met, e.g. the provision of open space in accordance with ~~policy~~ Core Strategy Policy CS29 due to the size of a proposal;
- To provide the obligations specifically required by policies for ~~specific~~ allocated sites, e.g. SDPD Policy SA2a;
- Infrastructure that is necessary to enable a site to be developed, such as a new access/ junction improvement;
- Infrastructure not identified for investment under CIL (on the Regulation 123 list);
- Where impacts on local infrastructure directly resulting from a development scheme need to be mitigated. Some of these may be physically off-site, but will be secured under Section 106 where they are clearly linked to the development site and meet the relevant legal tests, e.g. community facilities;
- Obligations can be used to prescribe the nature and use of development, compensate for loss or damage caused by development, or mitigate impact.
- It is not the role of planning obligations to deal with existing issues, but to mitigate and/ or compensate for the impact of development.
- This SPD will normally apply to all developments comprising a net addition of 1 dwelling or more and to all commercial floorspace comprising a net addition of more than 100 m² (Gross Internal Floorspace). This SPD may also apply to changes of use where there is an increase in intensity of use. In all

cases planning obligations will be sought where the relevant tests are met (set out in Paragraph 2.2 above).

- In accordance with SPD policy DM3, development proposals will be expected to mitigate all relevant impacts, where these meet the relevant legal tests. Where, for example, for reasons of viability, this will not be possible, then the Council will take into account the priorities as set in the policy when seeking to agree an appropriate range of measures.

4.0 Section 106 Planning Obligations and CIL

The Interaction between S106 planning obligations and CIL

- 4.1 Once CIL is operational it will be the main source of tariff based developer contributions towards infrastructure, beyond the immediate needs of the development site, to support the sustainable development of the Borough. It will be an appropriate delivery mechanism for infrastructure, which can be anticipated based on the impacts of population or job growth resulting from development, rather than site related infrastructure, which could not have been foreseen. There is also a provision in the CIL Regulations that a proportion of CIL be used for neighbourhood funding in those areas where development has taken place.
- 4.2 Section 106 will continue to operate alongside CIL and will be collected for affordable housing provision, which is outside the remit of CIL, and for site related infrastructure requirements. Some of these requirements might be physically off site, but where clearly linked to the development site and needed to make the development as proposed of that particular site acceptable in planning terms. Each Section 106 obligation must meet the relevant CIL Regulation legal tests, as set out above.
- 4.3 CIL and Section 106 cannot be used for the same item of infrastructure.
- 4.4 Further details about the CIL levy is are within the [Draft Charging Schedule Consultation Document \(March 2014\) and all the relevant evidence and supporting information out for consultation until 14th May 2014](#) [CIL Charging Schedule](#) and should be read in conjunction with this Draft SPD. CIL will only be used to fund infrastructure on the Council's Regulation 123 list. This is a list if of those projects or types of infrastructure that it intends to fund through the Levy. This list will apply unless the need for specific infrastructure contributions are identified in this SPD, and the planning obligations are sought in accordance with the relevant regulations. A number of strategic sites, allocated in local policy documents, also have requirements to provide specific infrastructure.

Development mitigation and infrastructure delivery

- 4.5 The following summarises the Council's intended approach to CIL and Section 106, once CIL is operational.

Open Space, Green Infrastructure, and Biodiversity:

Infrastructure Type	CIL	Section 106
Enhancement and management of and access to local outdoor recreation and open space directly serving the development, including provision in line with adopted site- specific policy.	x	✓
Enhancement and management of and access to outdoor recreation, open space and water courses serving the Borough.	✓	x
Site related ecological and biodiversity mitigation measures	x	✓
Environmental improvements and access arrangements related to a development.	x	✓
<p>Commentary - Section 106 will be used for ecological mitigation/ remediation required as a result of a specific development scheme, and providing for appropriate biodiversity mitigation and compensation.</p> <p>CIL will be used for the provision and improvements of public open space, unless the provision of new open space is made on-site in line with adopted policy.</p> <p>The general principles of open space provision are included at Appendix 1.</p>		

Highways, Access and Transport:

Infrastructure Type	CIL	Section 106
Strategic Borough wide transport improvements as set out in the Local Transport Plan and accompanying rolling delivery plan.	✓	x
Site related highway works, which may include: <ul style="list-style-type: none"> • Works to footways/cycleways • Raised kerbs • New junctions • Access roads within the site • Link roads • Traffic lights • Pedestrian crossings • Signage Where made necessary by the development and are not part of any transport programme.	x	✓
Other site related transportation mitigation measures	x	✓

including car clubs, electric vehicle charging points, travel plans, which result directly from the development.		
<p>Commentary - The Council will use CIL to mitigate the cumulative impacts of development to fund projects identified on the CIL Regulation 123 list.</p> <p>All site-specific impacts of development on transport and highways will be mitigated using a combination of S278 and Section 106.</p> <p>For some allocated sites there are specific requirements, identified in adopted policy, related to wider strategic transport infrastructure.</p>		

Education:

Infrastructure Type	CIL	Section 106
Early years, primary and secondary education facilities	✓	✓
<p>Commentary - Following the introduction of CIL the intention is that tThe Council will use CIL for education facilities, except for one strategic site at Green Park, where Section 106 will be for the provision of a new primary school on-site.</p>		

Public Realm, Environmental Improvements and Mitigation:

Infrastructure Type	CIL	Section 106
Improvements to public realm and green environment, including the implementation of a tree strategy, access to green space and improvements to landscapes and habitats, and street care enhancements including improvements to paving, and infrastructure for public safety, e.g. CCTV coverage.	✓	✓
Air quality monitoring	✓	x
Site related environmental mitigation measures, which may include: <ul style="list-style-type: none"> • Dealing with contamination issues • Climate change mitigation • Air pollution mitigation measures • Tree planting 	x	✓
<p>Commentary - Site related environmental mitigation measures, to make a development acceptable in planning terms, which will be delivered through Section 106, e.g. green living wall/ green infrastructure. The Council will use CIL for public realm and environmental improvements resulting from the cumulative impacts of development. There may instances where such improvements will be necessitated by the development and provided on site or in close proximity to the site and these would be sought through Section 106.</p>		

Leisure and Culture:

Infrastructure Type	CIL	Section 106
Enhancement of access to and interpretation of h Heritage a Assets.	√	x
On-site heritage asset protection and enhancement resulting from a specific planning proposal.	x	√
Upgrading provision, including enhancement, access to and interpretation of strategic cultural, arts and sports centre provision.	√	x
The provision of public art.	x	√
<p><i>Commentary</i> - The majority of leisure and culture facilities will be funded from CIL. However, there will some sites where on-site mitigation measures will be required and these would be sought through Section 106. This would include a public art obligation, to be sought on major schemes and determined on a site-by site basis, in accordance with relevant legal tests, with the aim of making a positive contribution to the appearance of a scheme, the wider public realm and the amenities of the area.</p>		

Community & Social Facilities:

Infrastructure Type	CIL	Section 106
Provision of new facilities such as youth and community centres, other meeting places, and other community facilities.	√	√
<p><i>Commentary</i> - In the main the Council will secure provision of new community facilities through CIL, including the requirement for extension and upgrade of facilities resulting from the cumulative impacts of development. However, where a specific development generates the need for new provision in its own right then this will be sought through Section 106.</p>		

Renewable Energy:

Infrastructure Type	CIL	Section 106
The provision of wide area decentralised energy centres and retrospective connections from existing developments to link to these.	√	x

On-site decentralised energy provision in accordance with Sites and Detailed Policies Document Policy DM2 and site related infrastructure to link new developments to existing energy centres.	x	√
<p>Commentary - The Council will seek the provision of decentralised energy provision on-site through Section 106. This would be in accordance with policy requirements (Policy DM2), which states that developments of more than 20 dwellings and or non-residential development of over 1000m² shall consider the inclusion of on-site decentralised energy provision. This along with those circumstances where a new development scheme links into an existing decentralised energy network will be secured through Section 106.</p> <p>Possible wide area decentralised energy facilities could be delivered using CIL receipts.</p>		

Economic Development Services and Infrastructure:

Infrastructure Type	CIL	Section 106
Construction skills and end user employment	x	√
Central Reading Incubator Business Space	√	x
Employment and Training Facilities	√	x
<p>Commentary - Requirements for contributions towards construction skills and end user employment will be sought through Section 106 obligations from major schemes, as detailed in the Employment, Skills and Training SPD (April 2013).</p> <p>For aAny specific physical infrastructure related to economic development, including employment and training facilities, would be funded using CIL receipts.</p>		

Flood Mitigation and Protection:

Infrastructure Type	CIL	Section 106
Site related flood mitigation/ adaptation measures, including Sustainable Drainage Systems (SuDS)	x	√
<p>Commentary - New development in flood risk areas of the Borough will be assessed against Core Strategy Policy CS35 and the Council's Strategic Flood Risk Area Assessment. There may be instances where development schemes will be acceptable in these areas depending on the nature of the proposed scheme and the level of flood risk, and where certain mitigation measures are provided. If these cannot be addressed on site or by way of condition, it is anticipated that a Section 106 Agreement may be needed for those</p>		

matters, which make a building more resistant and resilient to climate change such as; Green Roofs, or incorporate raised floors. [There is also a requirement that major developments provide SuDS, and these will also be secured by Section 106 \(or planning condition\) rather than CIL.](#)

Affordable Housing:

<u>Infrastructure Type</u>	<u>CIL</u>	<u>Section 106</u>
<u>On-site provision of affordable housing units</u>	<u>x</u>	<u>√</u>
<u>Contributions to provision of affordable housing off-site.</u>	<u>x</u>	<u>√</u>
<u><i>Commentary</i> - Affordable housing is specifically excluded from being part of CIL and will always be sought under Section 106 rather than CIL. Affordable housing is sought under Altered Core Strategy Policy CS16 and Altered SDPD Policy DM6, and the Council has an Affordable Housing SPD (adopted 2013) that sets out more details on the Council's requirements and processes.</u>		

5.0 Procedures

- 5.1 At present the handling of Section 106 planning obligations is undertaken in accordance with the Council's adopted Section 106 Procedure (September 2011)¹. This Procedure covers the entire Section 106 process, from request for contributions from developers through to the monitoring and collection of monies and the final allocation of receipts to specific projects.
- 5.2 In summary, the Council will assess each application individually, to determine whether an obligation is needed, and what matters it should address, and will justify the reasons for seeking an obligation/s.
- 5.3 Any requirement for a Section 106 will be raised with a developer as early in the process as possible. Details of the agreement will be recorded on the Council's Section 106 database. As the timetable for determining planning applications is 8 weeks for minor applications and 13 weeks for major applications it is advisable for heads of terms for Section 106 agreements to be agreed and documented prior to the submission of any planning application. The Council encourages pre-application discussions, one reason is to ensure that the process of agreeing, drawing up and signing agreements is well advanced and can be completed within the planning application determination period. Applications may be refused where agreements are not ready to be signed within the determination period.
- 5.4 The Council will use its reasonable endeavours to process Section 106 negotiations and agreements as quickly as reasonable. However, it is a complicated legal process and ample time needs to be available to complete the

¹ <http://www.reading.gov.uk/meetings/details/3357/> Item 19 – Section 106 Agreements Process (internal procedure)

process. Developers will need to brief their own legal advisors early in the pre-application process.

5.5 Where an agreement is needed, developers will need to provide the following information:

- (i) Proposed heads of terms of the legal agreement;
- (ii) Copies of the "title deeds";
- (iii) In the event that there are any charges, mortgages or other securities secured on the land, the names and addresses of the charges/mortgagees/holders of the security (since it will be necessary for any such to be joined as parties to the agreement and/or consent to its terms or execute a 'Consent to Dealing' as appropriate);
- (iv) An undertaking to pay the Council's appropriate legal costs in connection with the preparation of the legal agreement/unilateral undertaking;
- (v) In the event that the applicants are represented by solicitors, the relevant contact address and name of solicitor/person dealing with the matter.

5.6 [These details are a requirement for validation of relevant planning applications, and](#) should be included as part of the application to ensure that it is clear what is being offered by the development so that interested persons are aware of the full picture. It is unlikely that applications can be determined with a favourable recommendation where such information is not provided before or at the same time as the application is submitted and registered.

5.7 Payment of contributions will generally either be sought upon commencement of development, or on occupation, depending on the type of obligation, unless it is agreed that an alternative stage in development is appropriate and acceptable. For larger scale proposals, the Council will (where appropriate) consider payment of contributions "phased" (dependent on material circumstances) according to (a) commencement, (b) different stages in implementation, (c) occupation and (d) phased completions on site, to be agreed by negotiation. Payments will (where appropriate) be index linked to the Retail Prices Index from the date of the agreement.

6.0 **Monitoring and Expenditure**

6.1 All Section 106 agreements are recorded on the Council's Section 106 database and there is a specific [o](#)fficer within the Planning Section responsible for Section 106 monitoring. The [o](#)fficer is responsible for regularly monitoring the implementation of development and on-going monitoring is undertaken throughout the year. However, the principal method used to identify Section 106 payments₇ that are overdue, is the Council's commitments monitoring which provides a snap shot of development progress every year. The results of the

monitoring are checked against the Section 106 database, which has a comprehensive record of signed agreements and unpaid contributions, and the records for payments received.

- 6.2 All Section 106 payments received are recorded on the database immediately so any reports of developments reaching the trigger points for payment of contributions can be checked to see if any action is necessary.
- 6.3 Where a development has been commenced the [planning officer](#) checks the obligations to determine whether they have been met in accordance with the trigger and terms of the agreements and chases these up in writing accordingly.
- 6.4 The Council publishes annual information on its website on Section 106 as part of its annual statement and accounts. This sets out the details and description of the scheme, Section 106 agreement number, amount brought forward into the accounting year, receipts within the accounting year, expenditure total, for what, and the amount to be carried forward into the next financial year.

~~7.0 [How to Comment](#)~~

~~7.1 The consultation on this SPD commences on Friday 28th March and representations should be made in writing no later than 5pm on Wednesday 14th May 2014. This can either be:~~

~~— Via Email: ldf@reading.gov.uk; or~~

~~— Via post: LDF Team, Reading Borough Council, Civic Offices, Reading RG1 7AE.~~

~~7.2 This document is available to view online~~

~~<http://www.reading.gov.uk/businesses/planning/planning-policy/supplementary-planning-documents-topics/s106spd/>~~

~~— and at the Council's Civic Offices and all public libraries in Reading Borough.~~

APPENDIX 1: General Principles of Open Space Provision

In general, open spaces planning obligations will require the following main elements:

- In areas deficient in recreational open space, the provision of appropriate (defined below) new public open space, with a commuted sum to ensure funding for future maintenance to a high standard
- In areas with an adequate quantity of public open space, a financial contribution to improving existing open space to cater for additional use

New public open space must be:

- A minimum of 0.2 ha where the provision of a new neighbourhood park is required; in the case of very large developments, the provision of a new local park (minimum area of 1.0-2.0 ha) should be required
- Integrated, not overly fragmented, open space (in terms of both area and topography)
- Linked to adjacent local communities (not buried within the new development)
- Accessible to the general public and to people of all capabilities
- Not severed by roads
- At least in part, informal landscaping for both aesthetic and recreational purposes
- Appropriate, in that it satisfies the most urgent local need, whether formal play provision for children; youth facilities; sports grounds; green links; or informal landscaping

The rationale for these requirements is as follows:

- An integrated space is important for creating a sense of place and local 'ownership'.
- Tall buildings or vehicular access within the space tend effectively to separate the spaces and reduce the recreational value of the park.
- In smaller fragmented spaces, buildings may dominate the space.
- In smaller fragmented spaces, activity in the space may adversely affect adjacent properties.
- Open space scattered amongst buildings will appear less accessible to the general public (who will think it is a private open space 'belonging' to the development and not to the community).
- Open space scattered between buildings is more difficult to manage, less attractive and more subject to being shaded.
- Small scattered spaces do not adequately accommodate sizeable parks-scale trees without impacting upon neighbouring properties. Large trees contribute to pollution abatement and rain water absorption, as well as to sense of place.
- A long linear space or wide corridor is likely to create the same difficulties as fragmentation.
- Vehicular access cutting across open spaces used by children is hazardous as well as aesthetically weak. Pedestrian routes, however, may be integrated into public open space.
- Densely populated residential areas, inadequately provided for in terms of appropriately landscaped public open space, are less desirable places in which to live.

- The appropriate provision standards, size, proximity, and level and mix of use, are set out in Table 17.1.
- A variety of landscape types within the area will increase community value, whether informal play, formal plantings, formal play, etc. These best benefit from being within an integrated area.
- Isolated pockets of open space accessed solely by very steep slopes are unlikely to serve a recreational need and should not be included with the calculation of recreational open space provided.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	26 MARCH 2015	AGENDA ITEM:	13
TITLE:	EMPLOYMENT AND SKILLS PLANS - PROGRESS SO FAR		
LEAD COUNCILLOR:	COUNCILLOR PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT
SERVICE:	PLANNING	WARDS:	ALL
LEAD OFFICER:	KIARAN ROUGHAN	TEL:	0118 9374530
JOB TITLE:	PLANNING MANAGER	E-MAIL:	Kiaran.roughan@reading.gov.uk

1. EXECUTIVE SUMMARY

1.1 This report sets out progress on drawing up and implementing Employment and Skills Plans (ESPs). These are required for major developments under the Employment, Skills and Training Supplementary Planning Document (SPD), which was adopted by Cabinet on 13th April 2013. Good progress has been made on securing these plans, and this is leading to very positive outcomes on the ground, both during construction and in the end use of a development.

2. RECOMMENDED ACTION

2.1 That the progress in drawing up and implementing Employment and Skills Plans for major developments be noted.

3. POLICY CONTEXT

3.1 On 15th April 2013, Cabinet adopted a Supplementary Planning Document on Employment, Skills and Training. This document set out expectations for how major development would mitigate its impacts on the labour market and provide for local employment and training opportunities. This relates both to the construction phase and, for major employment development, the end user phase. The expectation is that developers draw up their own Employment and Skills Plans or, where this is not

possible, make a financial contribution that allows a Plan to be drawn up for them securing training and skills outcomes.

- 3.2 The SPD helps to achieve higher level policy in the Core Strategy (Policy CS9: Infrastructure, Services, Resources and Amenities and Policy CS13: Impact of Employment Development) and Sites and Detailed Policies Document (DM3: Infrastructure).
- 3.3 The aim of Employment and Skills Plans (ESPs) is to provide local employment, and shape training and upskilling outcomes for the local workforce tailored to strengthening our local economy. They also prove an important tool in tackling known skills gaps in the area, a potential barrier to sustainable growth. They are intended to contribute to the Corporate Plan objectives around narrowing the gap in relation to employment opportunities.
- 3.4 ESPs are typically drawn up in conjunction with Reading UK CIC, Reading's economic development company with responsibility for the skills and employment agenda.
- 3.5 A typical ESP will cover a mix of employment and training targets over a broad age range (from primary schools to over 50s unemployment) of groups and with outcomes ranging from apprenticeship places, to support into employment, sector specific training, and education outreach.
- 3.6 All ESPs are delivered in partnership with local agencies - notably the Department of Work and Pensions (DWP), Reading College, New Directions, local schools and the University of Reading.
- 3.7 The Council will be implementing the Community Infrastructure Levy (CIL) on 1st April, which will replace many aspects of the Section 106 regime. However, construction skills and end user employment, typically covered by ESPs, are specifically excluded from CIL and will continue to be secured through Section 106 agreements.

4. THE PROPOSAL

- 4.1 Good progress has been made in securing ESPs on developments in Reading, and this is detailed in the following paragraphs. The following information has been provided by Reading UK CIC.
- 4.2 In summary, since the introduction of the SPD in April 2013, eight permissions have been subject to a requirement to provide an ESP covering the construction phase, whilst a further three committed to making a financial contribution towards employment and skills for the construction phase.
- 4.3 Over the same period, seven major commercial or employment-generating permissions were subject to a requirement to provide an ESP

covering the end use, whilst a further three committed to making a financial contribution towards employment and skills for the end use phase.

- 4.4 Where ESPs are secured, a Section 106 agreement (or occasionally planning condition) typically commits a developer to providing an ESP at a time tied to commencement (for construction phase) or occupation (for end use phase). Therefore, some of the above plans, whilst a commitment, are not yet in place.

Specific ESPs

- 4.4 Progress on ESPs was already underway before the introduction of the S106 requirement for both a construction, and end use ESP, including at the Tesco distribution centre on the former Berkshire Brewery, and with phase 2 of the Chatham Place development.
- 4.5 Reading UK CIC negotiated voluntary ESPs with Tesco, at both building stage (with Vinci) and during the opening of the new Distribution Centre in south Reading (see Appendix 1).
- 4.6 A voluntary ESP was also agreed with the Chatham Place developers Muse and builder Galliford Try. This resulted in the 'Routes Into Construction' event (June 14), which took the form of 'speed dating,' allowing unemployed people to meet a range of construction industry specialists, from scaffolders to architects. With the aim of encouraging locals to consider construction as a career, a total of 15 claimants left the unemployment register after attending this event. This is a model we are hoping to replicate with other sector partners in the future to help tackle skills gaps.
- 4.7 The following developments have been subject to ESPs since the introduction of the SPD.
- Imperial Way - Wates/Geopost
Construction outcomes included two sector based work academies (providing training for 30), work experience placements for both those not in education, employment or training (NEETS) and older unemployed people, local school visits, and commitment to local employment through work with DWP/JCP in Reading. Reading UK CIC is currently negotiating the details of the end use ESP with Geopost.
 - Kennet Island - Clegg Group / Mini-BMW
A sector based work academy for general site workers was provided, bespoke to Clegg Group and delivered by Reading College. The course included traffic management qualifications, health & safety, manual handling, employability skills and the CSCS card. Through DWP, 19 claimants attended the training and within 13 weeks 15 claimants had come off the unemployment register. The builders

also directly employed two ground workers and one site security guard (who was taken on through a Security course he had attended with partners Reading College).

- 350 Basingstoke Road
Following ESP negotiations with the developers they chose to make a financial contribution towards related construction skills training and employment support in Reading.
- Imperial Way - Audi Showroom
Discussions with the agent, Segro, have taken place. The outline ESP has been drafted and will be confirmed once the building contractor has been appointed.
- Station Hill
A first draft of a construction ESP was drawn up at the start of the planning process, based on the estimated build cost at the time. Developers have indicated their full commitment to the construction ESP, but detailed negotiation based on actual build costs are yet to take place. A flexible approach to the end use ESP will be needed as no end user has yet been identified.

4.8 In addition to the ESPs secured through the Section 106 process, Reading UK CIC has been involved in other negotiations to secure employment and training outcomes in the Reading area.

- Ikea, Calcot
Reading UK CIC negotiated closely with West Berkshire District Council to introduce a local employment and skills condition within the planning framework for the new Ikea store at Calcot, which is sited close to the Borough boundary. The existence of ESPs within Reading has provided a strong basis from which to develop a detailed plan with Ikea, likely to be a major employer in the west Reading/Tilehurst area.
- Priority Schools Building Programme - Reading Girls School
Reading UK CIC is working with various partners on an ESP agreed with the Education Funding Authority and the developer Interserve Kajima. The ESP framework is aligned to the Construction Industry Training Body outcomes, encompassing all the requirements under a S106 ESP as well as number of additional outcomes. These include provision for work placement opportunities for school, college and University students; school and curriculum support activities; apprenticeships; job creation; upskilling of sub-contractors; upskilling of supervisors; leadership and management as well as advanced health and safety qualifications for sub-contractors.
- National Skills Academy
At the request of Reading Borough Council, Reading UK CIC has been in discussion with CITB (Construction Industry Training Body) to gain

accreditation. We have worked with partners Clegg Construction (A33, BMW site) on the application to the National Skills Academy, which is currently under review. Accreditation will allow builders working on Reading Borough Council ESPs to access a range of additional benefits - both in kind and financial.

- 4.9 The new requirement in the SPD has therefore clearly led to the completion of ESPs on a number of major schemes. These ESPs have led in turn to outcomes that benefit individuals, and Reading as a whole. Appendix 1 contains case studies that demonstrate the substantial benefits that are being achieved for individuals in Reading.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The Employment, Skills and Training SPD contributes to achieving the Council's Corporate Plan objectives around narrowing the gap in relation to employment opportunities.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 Consultation was held on the draft SPD in November and December 2012, and carried out in line with the Council's adopted Statement of Community Involvement at the time. Responses received were taken into account in revising the SPD before adoption. Public consultation is not a requirement for developing ESPs, although comments received during the application process may inform those plans.

7. EQUALITY ASSESSMENT

- 7.1 A scoping assessment and Equality Impact Assessment (EqIA) were undertaken with regard to the Draft Employment, Skills and Training SPD (Nov 2012) as considered by Cabinet on 5th November 2012. There have been no issues arising during implementation of the SPD that affect the conclusions of that assessment and none arise from this information report.

8. LEGAL IMPLICATIONS

- 8.1 Employment and Skills Plans are secured through the Section 106 process, which is now governed by the Community Infrastructure Levy Regulations 2010 (as amended). The tests for Section 106 agreements are whether they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind. Employment and skills plans are not part of the Community Infrastructure Levy regime, which is to be introduced in Reading on 1st April, and will continue to be sought on major sites, where they meet the above tests.

9 FINANCIAL IMPLICATIONS

- 9.1 ESPs referred to in this report are secured through Section 106 agreement, and are either carried out by the developer in conjunction with Reading UK CIC, or are funded by a financial contribution from the developer.

Value for Money

- 9.2 The SPD requires developers to prepare or fund ESP's that have a positive effect on employment skills and training and development in the Borough meeting local needs at very little cost to the council.

Risk Assessment

- 9.3 There are no direct financial risks associated with this report.

BACKGROUND PAPERS

- Employment, Skills and Training Supplementary Planning Document (April 2013)

Appendix 1: Case Studies of the Effects of Employment and Skills Plans

Tesco Distribution Centre - The Regen Project

The Regen Project, which was delivered as part of the Tesco end use voluntary ESP was focussed on supporting long term unemployed people from Reading back into work. It was set up to target the some of the most deprived areas in Reading, as well as targeting individuals assessed as “hard to reach” for employment. As this included some with criminal records Tesco had to actively amend their usual recruitment strategy.

An 8-week support into employment course, bespoke to Tesco’s requirements was delivered by Reading College. The course covered skills in manual handling, IT, customer service, teamwork and public speaking. All candidates had to attend College 1-day a week and the Distribution Centre 1-day a week.

Recruitment for the Regeneration Project was undertaken over 4 ‘open days’ to which 250 long-term unemployed claimants attended. This resulted in a shortlist of 100, and a final 75 starting on the Project.

69 people completed the course and started work at the Tesco Distribution Centre in September 2013. Recent tracking revealed that 61 are still employed there. These candidates covered males and females, aged between 19 and 61 years old and a number were in hard to reach categories.

Tesco Regen Project Case Study Quotations:

“The activities we learnt throughout the course were wonderful and brought value to the days as well as the educational side to them. I loved the way our whole group were allowed to be guided in a way that we could make our own decisions and we were able to play to our own strengths so the group could bond and develop well.”

“I used to have trouble communicating with one person let alone forty! But as weeks went on I got used to it and took part more, it got easier with thanks to the College staff who gave me confidence and made me feel comfortable in the group situations. All in all this has been one of the most amazing experiences that I have ever been through and I would advise anyone who had the chance to do it, to grab it with both hands.”

“I was unemployed for over six months and felt depressed but when I found out that I was accepted onto the Regeneration Scheme I was so happy that someone was willing to give me a chance. I was so happy because I could see how much opportunity there is in a company like Tesco. I felt the course gave me confidence and also made me have a different outlook on life. I especially enjoyed working in a team and seeing all our ideas coming together. It made me so proud. My advice to anyone who does a Regeneration Scheme is that if you’re not willing to try you won’t get anything out of it!”

Clegg Construction Group - DWP / Job Centre Plus Case Studies

DWP worked with Clegg Group through the ESP targets to place claimant AB on work experience. Due to AB's rural location and other issues, AB was unable to leave home in good time to arrive at work promptly. Through DWP's involvement agreement was reached with the developer for AB to arrive slightly later and still take part in this work experience opportunity.

DWP claimant CD had successfully completed the sector based work academy training through the College, as part of the ESP, and was due to start his work experience on site the following day. Unfortunately CD broke his arm and was unable to start. DWP intervened and negotiated a delayed start for CD to take advantage of this opportunity which led to invaluable work experience for him and in turn a full time role on another construction site.

Through the partnership work of DWP with Reading UK CIC, as part of the ESP framework, contractors have used DWP as a source of recruitment for other supportive roles for example administrators and receptionist.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	26 MARCH 2015	AGENDA ITEM:	14
TITLE:	ENHANCEMENT OF CONSERVATION AREAS		
LEAD COUNCILLOR:	COUNCILLOR PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT
SERVICE:	PLANNING	WARDS:	ALL
LEAD OFFICER:	KIARAN ROUGHAN	TEL:	0118 9374530
JOB TITLE:	PLANNING MANAGER	E-MAIL:	Kiaran.roughan@reading.gov.uk

1. EXECUTIVE SUMMARY

1.1 This report discusses issues raised by residents groups, other members of the public and councillors in relation to a number of Conservation Areas in the Borough. These issues concern whether the Council's Conservation Areas strategy and policies are up to date, whether individual conservation area appraisals are up to date and whether the council should be taking a more positive approach to the environment and historic assets within conservation areas. The report sets out the background to conservation areas and conservation area designation, and how legislation and policies are operated in the Borough. It then investigates in more detail the issues that have been raised, what is being suggested and sets out various options and their implications for the council.

2. RECOMMENDED ACTION

- 2.1 That the Council's current practice in relation to Conservation Areas and the options for future operations in Conservation Areas be noted.
- 2.2 That a working group of relevant officers be set up under the Head of Transportation and Streetcare, working in consultation with interested community groups (e.g. Neighbourhood Action Groups), to examine priorities for action and improvement and ways to deal with priority matters in selected conservation areas within available budgets and resources.

3. POLICY CONTEXT

- 3.1 The Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural or historic interest, and this includes the designation of conservation areas. Section 69(1) of the Act states that conservation areas will be areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.
- 3.2 Section 69(2) states that, once designated, local authorities should review the exercise of conservation area functions “from time to time”. Under Section 71, from time to time the local planning authority must also formulate and publish proposals for the preservation and enhancement of their conservation areas.
- 3.3 In terms of the practical implications of an area being designated a conservation area, the desirability of preserving and enhancing a conservation area is a particular consideration in determining planning applications. In addition, there are a number of differences in whether or not permission must be sought for various works. Some of the main differences are as follows:
- Significant demolition within a conservation area requires planning permission;
 - The alterations to a property that can be carried out under permitted development rights differ in conservation areas. For instance, roof extensions are not permitted, and there are greater limitations on extensions, outbuildings and satellite dishes;
 - There are greater controls over works to trees in conservation areas than other areas;
 - Many of the measures introduced recently by the government to de-regulate the planning system specifically exclude proposals within conservation areas. The new permitted developments for extensions to houses, including the mechanism for prior approvals, for example, exclude properties in conservation areas.
- 3.4 The National Planning Policy Framework states that one of the core planning principles is to “conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations” (paragraph 17). This places substantial weight on assessing the significance of an asset such as a conservation area. The main tool for assessing this is a conservation area appraisal. National Planning Policy Guidance states that a good appraisal will “consider what features make a positive or negative contribution to the significance of the conservation area, thereby identifying opportunities for beneficial change or the need for planning protection” (Paragraph: 025 Reference ID: 18a-025-20140306).
- 3.5 It is important to note that, unlike for some heritage assets such as listed buildings, much of the emphasis in conservation area policy is on

enhancement. For instance, paragraph 137 of the NPPF states that “Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance.”

- 3.6 Local planning policy largely follows the approach at national level, and the main policy dealing with all elements of the historic environment is CS33 of the Core Strategy, adopted in 2008. The Council’s Local Plan (Chapter 9 of the Sites and Detailed Policies Document contains the most up to date commentary) sets out how the council will consider applications for planning permission where conservation area status or other heritage designations apply. As indicated in the Sites and Detailed Policies Document, at national level, the emphasis is on conserving the asset and enhancing it where possible.
- 3.7 Reading Borough has 15 conservation areas, and in total they cover around 3% of the Borough area. Each has been subject to a conservation area appraisal within the last 11 years. The table below lists the conservation areas with the year of their designation and the year that the latest conservation area appraisal was produced.

Area	Original Designation	Latest Appraisal
Alexandra Road Conservation Area	2005	2005
Christchurch Conservation Area	1987	2010
Downshire Square Conservation Area	1991	2009
Eldon Square Conservation Area	1972 (extended 1982)	2007
Horncastle Conservation Area	1988	2010
Kendrick Conservation Area	2005	2005
Market Place/London Street Conservation Area	1972 (extended 1982)	2007
Redlands Conservation Area	1991	2008
Routh Lane Conservation Area	1987	2010
Russell Street/Castle Hill Conservation Area	1972 (boundaries changed 2004)	2004
South Park Conservation Area	1988	2008
St Mary’s Butts/Castle Street Conservation Area	1972	2008
St Peter’s Conservation Area	1988	2009
Surley Row Conservation Area	1988	2010
The Mount Conservation Area	1987	2009

- 3.8 As one can see most of the appraisals were undertaken between 2007 and 2010, in many cases many years after the original designation. The main driver for producing such appraisals was government policy and the provision of resources. In 2005/6, local authorities were encouraged by government, and provided with resources through a mechanism known as the Planning Delivery Grant, to improve various aspects of planning including making sure that Conservation Area Appraisals were brought up to date. As a result, the Council commissioned such appraisals for many of its Conservation Areas to ensure each area had its own appraisal.

They were undertaken and completed before Planning Delivery Grant (i.e. the resource for undertaking this work) was removed in 2010.

- 3.9 Appraisals provide descriptions of the character of a Conservation area and provide an understanding of the development of the area. They can then be used to appraise how a proposed development might maintain and enhance the character and appearance of the conservation area. Best Practice advice is that appraisals should be kept up to date and there is a recommendation that they are reviewed. EH guidance does say, "Ideally, existing appraisals should be reviewed every five years". However, in reality a review is only going to note significant changes to the conservation area and these will normally be noted anyway in dealing with a planning application affected by such changes. The conservation area designation seeks to resist significant changes and to resist developments that would fail to maintain and enhance the character and appearance of the conservation area. Therefore, by definition, Conservation Areas should not often see significant change.

4. THE PROPOSAL

- 4.1 Conservation Area status and Conservation Area appraisals are valuable tools in determining planning applications that relate to heritage assets. As indicated above, they provide much less permitted development within their boundaries compared to other areas and provide a significant additional layer of planning control in the determination of planning applications.

Conservation area boundary reviews and review of conservation area appraisals.

- 4.2 It has been suggested by residents in Redlands Ward that boundaries and existing appraisals should be reviewed and brought up to date. While periodic reviews are advised by English Heritage, such reviews will be of limited value as indicated above and undertaking the work will have resource implications. In the past, outside consultants were brought in to research and prepare appraisals utilising monies that was specifically awarded to the Council to improve its Planning Service (Planning Delivery Grant). In the absence of capacity in-house, any such reviews could only be undertaken through outside consultants for which there is currently no budget provision.

Conservation Areas at Risk

- 4.3 The Baker Street Area Neighbourhood Association have requested the support of the Council in the registration of the Russell Street/Castle Hill Conservation Area as a Conservation Areas deemed to be "at risk". English Heritage operates a Register of Conservation Areas at Risk. These areas are registered on the recommendation of local Conservation Officers (i.e. the local authority). The designation recognises that an area is deteriorating and losing historic buildings, features and details.

Registration implies a commitment to maintaining the character of conservation areas.

4.4 Officers have sought, without success, to obtain further information on Conservation Areas at Risk from English Heritage. Officers understand that the programme is based on concerns in a particular area over:

- High levels of vacant properties;
- Poor condition;
- Loss of historic character or fabric through deterioration;

Alternatively historic areas can be 'at Risk' from too much development and intense development pressure, as with tall buildings proposals or proposals for whole-scale demolition of an area to make way for new development.

4.5 While the concept is promoted by English Heritage through community groups, the various conservation officer /historic buildings officers groups are very sceptical of the register. It was originally set up by English Heritage as a way to attract attention and funding for grants. There is now little, or even no, grant money available. In theory, local authorities can apply for monies under the Heritage Lottery Fund but we know from experience that applications take enormous amount of work and resources and there is huge competition for very limited funding. English Heritage is currently being re-organised. It is seeing a significant reduction in its staffing and it is unlikely to be able to provide any support. Unless the local authority is prepared to provide funding and resources, or there are significant alternative sources of funding, there appear to be no real advantages to such designation. Conversely, the "At Risk" title has quite negative connotations for an area and it is not clear how an area so designated would be taken off the Register in the future.

4.6 A booklet about Conservation Areas at Risk produced by English Heritage suggests that registration does not usually require special or costly measures - most of it is about good and pragmatic environmental management. But it does call for a commitment from all of a local authority's elected members and departments, not just the planning service. It goes on to indicate that local authorities have a vital role to play by:

- including policies in local development documents to safeguard the character or appearance of conservation areas;
- understanding the significance of historic places through the use of English Heritage's Conservation Principles as part of Conservation Area Character Appraisals;
- ensuring in their decision-making that all new development reinforces rather than diminishes the qualities that make an area special;

- developing active conservation area management strategies in conjunction with the local community to provide clear policies and guidance, including Council works to the public realm;
- creating multi-disciplinary teams from all relevant Council departments to ensure that public spaces and highways are managed in an integrated way;
- taking concerted action to tackle heritage at risk;
- ensuring that an adequate regime of planning control is in place to manage pressures for unsympathetic change through Article 4 directions reinforced by prompt action against unauthorised changes.

The first three bullet points are undertaken by the council in carrying out its planning duties, although it does imply a review of the existing appraisals to ensure that they comply with English Heritage's Conservation Principles. The final four bullet points are not part of any programme and would involve new commitments by the Council.

- 4.7 Drawing up conservation area management strategies implies a commitment to investment and action to positively maintain and enhance a conservation area as opposed to reactively seeking such aims as part of individual planning applications. It implies some form of additional resources that are currently not available. Additional resources would need to be found.
- 4.8 The Council's move to neighbourhood working will involve multi-disciplinary teams working in a more integrated way in the management of public spaces and streetscene. One of the aims of the Council's newly adopted neighbourhood working approach is to deliver environmental services that respond to the differing needs of particular areas of the town. In this respect, consideration could be given to how such services are delivered to particular conservation areas within a neighbourhood to address heritage and environmental issues, providing the services can be achieved within the budgets allocated.
- 4.9 Dealing with heritage at risk will be a matter for planning enforcement and possibly other council enforcement services. These are currently under severe pressure with no spare capacity. While planning enforcement is involved in cases involving heritage assets, any prioritisation of such work will have to be at the expense of other enforcement priorities unless additional resources can be found. The Planning Section is programmed to review its Enforcement Policy and produce an Enforcement Plan over the next few months. That process can consider providing some additional priority for certain types of cases in Conservation Areas.
- 4.10 The EH booklet on Conservation Areas at Risk advocates the use of Article 4 Directions to manage pressures for unsympathetic change. Article 4 Directions are already used in several conservation areas. An Article 4 Direction removes certain specified permitted development rights requiring a planning application for development or changes in

appearance that would otherwise be permitted without planning permission. This might be to protect brickwork or a range of other heritage features. Within the Russell Street/Castle Hill Conservation Area, there is an Article 4 in place for Jesse Terrace covering external works to front elevations and Field Road is subject to an Article 4 that seeks to protect patterned brickwork.

- 4.11 The Baker Street Area Neighbourhood Association have requested consideration of an Article 4 Direction to control changes of use from single residential units (use class C3) to small HMO's (use class C4) within the Conservation Area. The Council has been notified that the Association is to present a petition to the Committee seeking consideration of such designation.
- 4.12 Article 4 Directions need to be researched and taken through consultation and legal processes. If potential compensation claims are to be avoided, notice of the Direction needs to be served on affected parties 12 months before the Direction takes effect (which could spur people to carry out the permitted development works in advance of the Article 4 coming into effect). There are substantial costs involved in carrying out consultation and serving formal notices. Once the Direction is in place, anyone wishing to carry out works for which permitted development rights have been removed has to make a planning application of those works. No fee is payable on those applications so the Council has to bear the cost of processing and determining those applications. The addition of controls through an Article 4 Direction can only be effective if there is an effective enforcement regime with sufficient capacity/resources to deal with the various competing priorities. At the current time, resources are very pressed and effective policing of changes of use will need additional resources.
- 4.13 The Council has put in place an Article 4 Direction in parts of Redlands, Park and Katesgrove Wards. The Article 4 Direction came into force in May 2013. The Council has indicated that the operation of the Direction would be reviewed at an appropriate point in time and consideration would then be given to such directions being applied to other parts of the Borough. Planning Applications Committee has recently dealt with a number of applications for changes of use within the Article 4 area and has indicated that an early review is now required. Work on that review will commence shortly with a view to bringing a report back to a future meeting of this Committee. Subject to the outcome of that review, officers could, subject to resources being available, undertake some research and analysis of the Russell Street/Castle Hill Conservation Area to assess whether a similar Direction would be appropriate in that area.

Recommended Actions

- 4.14 Conservation areas are designated in order to preserve and enhance the character and appearance of areas of special architectural or historic interest achieved primarily through the control of development under the planning system. However, despite such control over new

development, the character and appearance of many conservation areas has been and is being affected for reasons over which planning has little control, such as because they are areas of significant change. Several conservation areas in the Borough fall into this category. They are areas where houses are being converted to small scale HMO's, buildings are being altered and various environmental problems are arising related to waste collection, car and cycle parking and general care and maintenance. Potentially they pose problems for enforcement services, particularly planning enforcement. However, their character and appearance, and consequently their conservation and enhancement, involves much more than the planning decision-making. Issues often relate to street care, waste collection, highways, environmental health, etc.

- 4.15 In response to the specific requests of the Baker Street Area Neighbourhood Association, relevant officers from the Council could engage with the Association in preparing an Environmental Visual Audit (EVA). This will help in providing a specification for Streetcare and other services to provide bespoke service for the area in the context of available budgets and resources. At the same time other officers of the council can discuss priorities for action that can be programmed, again within the context of available budgets and priorities. Essentially, because of the active community organisation in this area, the council will work with the association to pilot a possible approach to co-ordinated environmental action for the conservation area that might be applied to other high density terraced streets elsewhere in the Borough if it proves successful. In respect of Article 4 Directions for HMOs, and in the light of the review of the original designated area, officers could, subject to resources being available, undertake some research and analysis of the Russell Street/Castle Hill Conservation Area to assess whether a similar Direction would be appropriate in that area.
- 4.16 With reference to the 'conservation areas at 'risk' given the lack of support or any national resource associated with the Register, and the lack of any alternative resources, officers recommend the Council should not seek such designation at the current time.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 Conservation Areas contribute to the conservation and enhancement of heritage assets in the town and to producing a sustainable environment and economy within the Borough. This report seeks meet 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. This will involve designing and joining up our services around the needs of neighbourhoods, engaging and enabling local residents and targeting resources so that we can improve outcomes for the most deprived areas.

5.2 However, other aims under the Corporate Plan seek to balance the budget and any environmental improvements and other actions must be capable of being undertaken within existing budgetary resources.

6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 This report responds to requests made by representatives of the community in relation to conservation areas. It is therefore responding to community concerns. The report recommends continued work with local community organisations.

7. EQUALITY ASSESSMENT

7.1 The Scoping Assessment included at Appendix 1 identifies that an Equality Impact Assessment (EqIA) is not required as there is no reason to believe that specific groups will be affected any differently from others in responding to concerns about conservation areas in the Borough.

8. LEGAL IMPLICATIONS

8.1 There are no direct legal implications.

9 FINANCIAL IMPLICATIONS

9.1 Initial work preparing an Environmental Visual Audit and associated research would be undertaken within existing budgets and manpower resources.

Value for Money

9.2 The work undertaken will provide value for money in providing bespoke solutions for particular areas within existing budgetary provision.

Risk Assessment

9.3 There are no direct financial risks associated with this report.

BACKGROUND PAPERS

- Conservation Area Appraisals;
- English Heritage advice 'Conservation Areas at Risk'

APPENDIX 1: EQUALITY IMPACT ASSESSMENT

Provide basic details

Name of proposal/activity/policy to be assessed:

Enhancement of Conservation Areas

Directorate: DENS - Environment and Neighbourhood Services

Service: Planning

Name: Kiaran Roughan

Job Title: Planning Manager

Date of assessment: 13/03/2015

Scope your proposal

What is the aim of your policy or new service?

To review operations within Conservation Areas within the Borough.

Who will benefit from this proposal and how?

Stakeholders, including local community groups and members of the public, will benefit from reviews being undertaken of the approach that the Council takes to operations in its conservation areas.

What outcomes will the change achieve and for whom?

The outcome will clarify future operations in selected conservation areas that might also have applications in higher density historical areas that are not conservation areas. It should benefit all residents in such areas.

Who are the main stakeholders and what do they want?

In the main it will benefit the public and community groups, but it will also benefit developers/landowners who wish to invest in these areas.

Assess whether an EIA is Relevant

How does your proposal relate to eliminating discrimination; promoting equality of opportunity; promoting good community relations?

Do you have evidence or reason to believe that some (racial, disability, gender, sexuality, age and religious belief) groups may be affected differently than others? (Think about your monitoring information, research, national data/reports etc) Yes No

Is there already public concern about potentially discriminatory practices/impact or could there be? Think about your complaints, consultation, feedback.

Yes No

If the answer is Yes to any of the above you need to do an Equality Impact Assessment.

If No you **MUST** complete this statement

An Equality Impact Assessment is not relevant because Conservation Areas are designated solely for their historical and architectural importance. Their function is to preserve and enhance the historical and architectural assets of the area and is not dependent upon who lives within their areas.

Signed (completing officer) Kiaran Roughan	Date: 13 th March 2015
Signed (Lead Officer) Kiaran Roughan	Date: 13 th March 2015

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	26 MARCH 2015	AGENDA ITEM:	15
TITLE:	ADOPTION OF THE OUTLINE DEVELOPMENT FRAMEWORK FOR THE SITE OF READING PRISON		
LEAD COUNCILLOR:	COUNCILLOR PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT
SERVICE:	PLANNING	WARDS:	ABBAY
LEAD OFFICER:	KIARAN ROUGHAN	TEL:	0118 9374530
JOB TITLE:	PLANNING MANAGER	E-MAIL:	Kiaran.roughan@reading.gov.uk

1. EXECUTIVE SUMMARY

1.1 On 4th September 2013 the Government announced the closure of Reading Prison. It closed early in 2014 following the approval of orders by Parliament. The Ministry of Justice is considering future options for the site but progressing towards the eventual disposal of the site. It has commissioned various work to enable the site to be put on the market. At the meeting on 17th February 2014, Policy Committee approved a Draft Outline Development Framework for the site for consultation. The Framework contains initial research of the site, particularly its historical significance, and outlines the initial matters that will need to be considered and undertaken by the owners/ potential applicants in preparing proposals for the future use of the site. This report contains the results of the consultation on the Draft Development Framework, provides an update on the situation with regard to the future of the site and seeks approval to adopt the Outline Development Framework.

2. RECOMMENDED ACTION

- 2.1 That the results of the consultation on the Draft Outline Development Framework for the Reading Prison Site, undertaken during February, March and April 2014, as set out in the Consultation Statement at Appendix 2, be noted.
- 2.2 That the Outline Development Framework for the Reading Prison Site (Appendix 3) be adopted as a Supplementary Planning Document.

3. POLICY CONTEXT

- 3.1 The Outline Development Framework for the Reading Prison Site will be a Supplementary Planning Document (SPD) forming part of the Local Development Framework (LDF). Together, the documents in the LDF set out the planning strategy for Reading. A SPD is a lower-level document that expands upon existing policy within a higher-level Development Plan Document (DPD). In this case, the Brief expands upon policy in the Reading Central Area Action Plan (adopted 2009) and refers to relevant Core Strategy policies and policies in the Sites and Detailed Policies Document.
- 3.2 The main policy that the Framework expands upon is policy RC3 of the Reading Central Area Action Plan (Development in the East Side Major Opportunity Area). This policy identifies the potential future use of the Reading Prison site in the event that the prison use ceases. It further highlights the vital need to take account of its historic nature and the setting of this important site.
- 3.3 In September 2013, it was announced that Reading Prison would be closing. Given the vital importance of the site and its historic significance, it was decided that a Development Framework should be produced for the site to guide development proposals at the earliest possible stage, so that key elements such as consideration of archaeology could be factored into proposals at the very beginning.
- 3.4 The Outline Development Framework was approved by this Committee for consultation on 17th February 2014. Consultation took place between 24th February and 11th April 2014. The Report of Consultation (Appendix 1) describes the consultation process. Work has also continued to research and evaluate the historic significance of the site culminating in 2 studies that have recently been completed and which have provided further detail that has been incorporated into the Framework.
- 3.5 The Draft Framework pointed to the considerable historic significance of the Prison Site. It formed part of the walled precinct to Reading Abbey and falls within the Reading Abbey and Civil War Earthworks Scheduled Ancient Monument. The site contains a part of the Abbey Church itself and would have contained associated buildings. Part of the site may have been a cemetery associated with the Abbey. There is a high potential for archaeological remains from the Bronze Age through to the period of the Vikings in the 9th Century, as well as the medieval and later interest. The site was an important area in the defence of Reading during the Civil War in 1643.
- 3.6 The Prison Building is a Grade II Listed Building, being a notable early example of Victorian prison architecture. It is famous for Oscar Wilde's experience in the prison, related through his poem, "*The Ballad of Reading Gaol*," published in 1898. The site falls within the emerging "Abbey Quarter Area", for which the Council has been successful in

gaining Heritage Lottery Fund (HLF) approval of a first round application to their Regional Committee for grant funding towards the repair and conservation of the Abbey Ruins and Abbey Gateway, so they can be reopened to the public. The "Abbey Quarter Area" is an area that the Council and its partners are actively developing and promoting for its historical importance and as an important leisure, learning and interpretation visitor attraction for the future. The Prison Site is an important part of the Abbey Quarter and its future use and development should complement and enhance the whole project.

4. THE PROPOSAL

(a) Current Position

- 4.1 Representations were received from eight organisations or individuals as a result of the consultation exercise, although one of these was merely to state that they had no comments to make. Many of the comments related to the historic sensitivity of the site. Due to the number of responses, there were no particular themes that emerged as a result of the consultation. Comments in the main related to the history of the site and the potential for incorporating different uses as part of the future use of the site. One detailed representation from local residents refers to the need for any development to deal with anti-social behaviour and crime in the area.

Responses have been taken into account in considering any changes necessary to the final adoption version of the Framework. The Report of Consultation (Appendix 1) details individual responses, and sets out how each response has been taken into account.

- 4.2 The final Framework has also been informed by continuing dialogue with the landowners of the site and by continued work on its historic significance, separate from consultation process. Consultants acting for the Ministry of Justice have now produced a detailed desk based archaeological assessment and a desk based Historic Building Assessment. Summaries of the results of these very detailed historical studies have been incorporated into the Framework.
- 4.3 At the current time, the Ministry of Justice has not indicated its intentions for the future disposal of the site. However, it is understood that the Ministry are unlikely to seek planning permission themselves. It is likely that they will seek to dispose of the site and allow the new owners to seek planning permission. This Outline Development Framework provides appropriate advice to inform potential purchasers on the planning requirements for the site.

(b) Option Proposed

- 4.4 Committee is recommended to adopt the amended version of the Outline Development Framework for the site of Reading Prison. The version to

be adopted is Appendix 3 to this report, in tracked changes format, showing how the amended version differs from the original draft. Once adopted, the Outline Development Framework will be used to supplement the Reading Central Area Action Plan for the determination of planning applications on the site, and also for informing any pre-application discussions. Committee is also recommended to approve the recommended responses to representations made on the draft document. These are contained in the Annex 1 of the Report of Consultation on the Outline Development Framework for the Site of Reading Prison (at Appendix 2).

- 4.5 The representations received have led to a number of amendments to the Framework. In addition, the Framework has been amended in places to reflect ongoing assessment of the historic significance of the site and the very detailed historical studies of the site that have been prepared for the Ministry of Justice. None of the amendments proposed alter the overall policy approach from the Draft Framework.
- 4.6 The Framework is a positive document that has responded to matters raised as a result of consultation. The English Heritage case officer who has been consulted on the changes has complemented the revised document. It will help to guide the future of this important highly sensitive site. It is recommended that the Outline Development Framework be adopted as a Supplementary Planning Document which will form the basis for considering proposals for the future use and development of the site.

(c) Other Options Considered

- 4.7 The alternative option that could be considered is not progressing or adopting the Outline Development Framework. However, the prison is a highly sensitive site with considerable archaeological and historical interest that needs to be understood fully by prospective developers and other interested parties. The framework provides clear advice on the constraints affecting the site and the approach that prospective applicants will have to adopt in planning the future use and development of the site.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The Outline Development Framework promotes the successful development of the important Reading Prison Site and will contribute to the conservation and enhancement of heritage assets in the town and to producing a sustainable environment and economy within the Borough. It will meet the 2015 -18 Corporate Plan objective for "Keeping the town clean, safe, green and active." Under the heading, Neighbourhoods, the Council's 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. Specifically it will contribute towards the restoration of the Abbey Quarter which is one of the targets under this theme. It will also contribute to providing infrastructure to support the economy and the development of learning and leisure facilities in the town which are also supported under the Corporate Plan.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The Outline Development Framework has drawn upon the results of community involvement on the future of the site, which ran from 24th February to 11th April 2014. The Report of Consultation (Appendix 1) summarises the consultation process already undertaken. The community involvement was undertaken in line with the Statement of Community Involvement (SCI), adopted by Council on 27 June 2006 (minute 17 refers).

7. EQUALITY ASSESSMENT

- 7.1 The Scoping Assessment, included at Appendix 1 identifies that an Equality Impact Assessment (EqIA) is relevant to this document. The EqIA (also at Appendix 1) identifies that there are positive impacts for the protected characteristic of disability, as defined in the Equality Act, because the SPD includes access for people with disabilities within the development principles.

8. LEGAL IMPLICATIONS

- 8.1 Regulation 12 and 13 of the Town and Country Planning (Local Planning) (England) Regulations 2012 set out the requirements for undertaking consultation on Supplementary Planning Documents. Regulation 14 sets out the requirements for adoption. The production of and consultation on the Brief were in compliance with the requirements under the Regulations.

9 FINANCIAL IMPLICATIONS

- 9.1 The work undertaken on drafting the documents and the expenditure on community engagement has been funded from existing budgets. There are no other direct revenue or financial implications arising from this report.

Value for Money (VFM)

- 9.2 The contents of the Framework provide a clear vision and principles for the use and development of the site which will bring valuable benefits to Reading, in terms of reuse of a vacant site with substantial historical interest. The preparation of a Development Framework for an important site such as Reading Prison is in accordance with recognised best practice and therefore represents good value for money.

Risk Assessment

9.3 There are no direct financial risks associated with the report.

BACKGROUND PAPERS

- The Town and Country Planning (Local Planning) (England) Regulations 2012
- National Planning Policy Framework
- Core Strategy (adopted 2008)
- Sites and Detailed Policies Document (adopted 2012).
- Reading Central Area Action Plan (adopted 2009)
- Draft Outline Development Framework for the Site of Reading Prison (February 2014)

APPENDIX 1: EQUALITY IMPACT ASSESSMENT

Provide basic details

Name of proposal/activity/policy to be assessed:

Reading Prison - Outline Development Framework

Directorate: ENCAS - Environment, Culture and Sport

Service: Planning and Building Control

Name: Kiaran Roughan

Job Title: Planning Manager

Date of assessment: 13/03/2015

Scope your proposal

What is the aim of your policy or new service?

To guide the development of Reading Prison.

Who will benefit from this proposal and how? Various parts of the community will benefit

What outcomes will the change achieve and for whom?

Who are the main stakeholders and what do they want?

.

Assess whether an EIA is Relevant

How does your proposal relate to eliminating discrimination; promoting equality of opportunity; promoting good community relations?

Do you have evidence or reason to believe that some (racial, disability, gender, sexuality, age and religious belief) groups may be affected differently than others? (Think about your monitoring information, research, national data/reports etc) Yes No

Is there already public concern about potentially discriminatory practices/impact or could there be? Think about your complaints, consultation, feedback.

Yes No

If the answer is Yes to any of the above you need to do an Equality Impact Assessment.

If No you **MUST** complete this statement

An Equality Impact Assessment is not relevant because:

Assess the Impact of the Proposal

Your assessment must include:

- Consultation
- Collection and Assessment of Data
- Judgement about whether the impact is negative or positive,

Consultation

Relevant groups/experts	How were/will the views of these groups be obtained	Date when contacted
Local residents, community and voluntary groups, local businesses, relevant developers and landowners, infrastructure providers, statutory consultees	Two consultations have already been carried out on issues for the future development of the centre - see main body of this report. Consultation was in line with the Statement of Community Involvement.	February - April 2012 November - December 2012

Collect and Assess your Data

Describe how could this proposal impact on Racial groups

No impact.

Is there a negative impact? Yes No Not sure

Describe how could this proposal impact on Gender/transgender (cover pregnancy and maternity, marriage)

No impact.

Is there a negative impact? Yes No Not sure

Describe how could this proposal impact on Disability

Disabled access was highlighted as a principle that should be highlighted in the Brief. The Brief expands on this, and ensures that any impacts on disability will be positive.

Is there a negative impact? Yes No Not sure

Describe how could this proposal impact on Sexual orientation (cover civil partnership)

No impact.

Is there a negative impact? Yes No Not sure

Describe how could this proposal impact on Age

The proportion of people in the surrounding three wards (Norcot, Southcote and Tilehurst) that are 0-15 and 60-84 is higher than the Reading average. The

improvements to the centre seek to ensure that the centre appeals to all ages, and the development principles highlight the need to provide for both older people and families with young children.

Is there a negative impact? Yes No Not sure

Describe how could this proposal impact on Religious belief?

No impact.

Is there a negative impact? Yes No Not sure

Make a Decision

Tick which applies

1. No negative impact identified Go to sign off

2. Negative impact identified but there is a justifiable reason

You must give due regard or weight but this does not necessarily mean that the equality duty overrides other clearly conflicting statutory duties that you must comply with.

Reason

3. Negative impact identified or uncertain

What action will you take to eliminate or reduce the impact? Set out your actions and timescale?

How will you monitor for adverse impact in the future?

Policy CS3 of the Core Strategy already includes monitoring proposals with regard to social inclusion in the Borough.

Signed (completing officer) Mark Worringham Date: 27 September 2013

Signed (Lead Officer) Mark Worringham Date: 27 September 2013

**READING PRISON FRAMEWORK
SUPPLEMENTARY PLANNING DOCUMENT
REPORT OF CONSULTATION
MARCH 2015**

1. INTRODUCTION

- 1.1 This report summarises the consultation on the Outline Development Framework for the Site of Reading Prison, which was carried out for a period of six weeks from February to April 2014. It summarises the consultation measures undertaken in section 2, and discusses the results of consultation in section 3.
- 1.2 The next stage after consultation is to adopt the Framework as a Supplementary Planning Document (SPD). This is expected to take place in March 2015.
- 1.3 For any further information on this consultation exercise or the production of planning policy for the area, please contact the Planning LDF Team:

E-mail: LDF@reading.gov.uk

Tel: 0118 9373337

Address: Planning LDF Team
Civic Offices
Bridge Street
Reading
RG1 2LU

2. DESCRIPTION OF CONSULTATION EXERCISE

- 2.1 Reading Prison closed in early 2014. In response to the closure and the potential use and development of the site for an alternative purpose, the Council decided to produce a Development Framework to guide proposals for this vital site.
- 2.2 The Council consulted on the Draft Outline Development Framework for a period of six weeks from 24th February to 11th April 2014. The consultation was sent to around 80 consultees, comprising individuals, organisations, developers and statutory consultees (a list of consultees is attached at Annex 2).
- 2.3 In addition to sending out the consultation, a press release was prepared and issued by the Council.
- 2.4 All documents were available to view on line via the Council's website, and at the Civic offices of the Council.

3. RESULTS OF CONSULTATION

- 3.1 Seven organisations responded to the consultation, although two of these responses were simply to state that there were no objections.
- 3.2 A number of points made were either support for the approach or minor wording issues. The main substantive responses that were made are summarised below:
- 3.3 Annex 1 contains summaries of each representation made, together with a Council response that details how the representation has been taken into account in finalising the document.

ANNEX 1: SUMMARY OF WRITTEN COMMENTS RECEIVED AND COUNCIL RESPONSE

Respondent	Document section/topic	Summary of response	Council response
The Council for British Archaeology Wessex Group	General	The Council for British Archaeology Wessex Group has learnt with interest of the proposals for the prison site, and has considered the two well-researched and useful documents that address the issues arising. The Group wrote recently strongly supporting the application to the Heritage Lottery Fund for enhancement of the ruins of the Abbey and their setting, and endorses the plans outlined in the Reading Prison proposals for public access and encouragement of understanding and engagement.	Noted. No change needed.
	General	The proposals if implemented seem likely to preserve the Listed Building; in addition to the points made about the derivation from Pentonville, we would add that the principles of the design seem to go back into the 18 th century, and the 'panopticon' advocated by the philosopher Jeremy Bentham. It is important that the building is retained and brought into suitable use.	Agreed. Change proposed. This element can be referenced in the Framework.
	3: Historical Importance and Heritage Assets	<p>The Scheduled Ancient Monument status of the site indicates its national importance. Reading Abbey from the 12th century onwards was one of the most important religious institutions in England. There are vague indications of an earlier nunnery, which might possibly have been on the same site, which is one reason why excavation is needed. The reports refer to the Viking encampment at Reading; the line of the earthworks described by a 9th-century writer have never been located, and one recent work has suggested that they lie to the east of the line indicated by Grenville Astill in his Archaeological Implications Survey of 1978, so it is possible that they could be located in the Abbey area. Astill also noted that the record indicates that there was already a royal centre at Reading, which might possibly be the source of the mid Saxon pottery found in excavation of the Abbey site in the early 1970s. Opportunity to investigate this further, and to explore the late Saxon urban history of Reading, should not be missed; any work undertaken must be to the highest standard, not merely evaluation and watching briefs.</p> <p>Reference: G. G. Astill, 'Reading', pp. 75-83 in <i>Historic Towns in Berkshire</i> (1978)</p>	Noted

Reading Prison Framework - Report of Consultation (March 2015)

Thames Valley Police Crime Prevention Design Advisor	3: Historical Importance and Heritage Assets	There should be appropriate protection for the site to stop thieves gaining access, during demolition and archaeological explorations.	Agreed. Add note to the Framework
	4: Planning Framework	When the site is deemed suitable for development and it is decided what the site constraints are (due to archaeological finds and preservations), then I would wish to see design code points such as: 1. There should be appropriate links from the site to outside the site, but such as do not encourage anti-social behaviour and street drinkers from the town centre. 2. Active edges with good natural surveillance from active rooms at ground floor level. 3. Any car parking not hidden away but with good natural surveillance over from ground floor active rooms of dwelling occupiers.	Agreed. Requirements added to the Section on Design
	4: Planning Framework	The National Planning Practice Guidance (NPPG) sets out under 'Design' at 'paragraph: 006 Reference ID: 26-006-20140306, "What planning objectives can good design help achieve?"	Noted. Add references to National Policy
Natural England	General	Whilst we welcome this opportunity to give our views, we do not regard this Supplementary Planning Document as likely to impact on the natural environment to any significant extent. We do not therefore wish to comment.	Noted. No change needed.
English Heritage	General	We have made previous comments and are pleased to see that these have been largely addressed in this draft document.	Noted. No change needed.
	3: Historical Importance and Heritage Assets	We are particularly pleased to see that "archaeology is a prerequisite to any other consideration of the development of the site". We would, however, suggest that you use the revised list description, which I attach to this letter.	Noted. Change needed. The revised description will be added to the Appendices.
	General	At this stage we have no further comments but we would welcome continuing to be involved with future plans for the Prison, and we would be particularly pleased to have the opportunity to comment again when proposals are being firmed up and the appropriate assessments/evaluations have been commissioned and undertaken.	Noted. No change needed. English Heritage will be a key consultee in future development proposals.
Environment Agency	General	The Environment Agency has no objections or concerns to this document and support the detailed environmental constraints and design considerations on page 13 and 14 of the framework.	Noted. No change needed.
	4: Planning Framework	The south boundary of site falls within Flood Zone 2 as having a medium probability of flooding and the remainder within Flood Zone 1 as having a low probability of flooding. If the Council deem the site appropriate for residential development, a site wide	Noted. Change proposed. Whilst a Flood Risk Assessment is listed as a requirement for further information to be submitted, the Framework currently says little about flood

Reading Prison Framework - Report of Consultation (March 2015)

		<p>sequential approach should be taken. This means more vulnerable land uses (such as residential) should be located in those parts of the site with the lowest flood risk. Areas at greatest risk of flooding should remain undeveloped. Following this, it will be appropriate to consider mitigation measures if required.</p> <p>To be acceptable, any development on this site would require a full Flood Risk Assessment (FRA). The developer should confirm as a minimum that the scheme will achieve a betterment in the surface water runoff regime; ensuring that surface water runoff will not increase flood risk to the development or third parties.</p> <p>An allowance for climate change needs to be incorporated, which means adding an extra amount to peak rainfall (20% for commercial development, 30% for residential).</p>	<p>risk on the site. A new section on flood risk should be added to section 4 to deal with the issues raised here.</p>
	4: Planning Framework	<p>It would also be a requirement to demonstrate how sustainable drainage system techniques (SuDS) will be used, with any obstacles to their use clearly justified.</p>	<p>Noted. Paragraph to be added about need for SuDS.</p>
	4: Planning Framework	<p>Current and historic uses associated with the Prison may have led to contamination on the Site. A (Preliminary Risk Assessment) PRA should be carried out prior to submission of any application in order to assess the risk of any contamination to the underlying aquifer (a principal aquifer) and the adjacent watercourses. The outcomes of your site investigations should inform the SuDS scheme you choose. For example, no infiltration should take place on parts of the site that have previously been impacted by contamination.</p>	
	4: Planning Framework	<p>There may be opportunities for ecological enhancement of the river corridor as this site has a river frontage to the south. Natural features encourage biodiversity, and can also create an attractive residential setting and add value to a development. We would strongly encourage any development to explore these opportunities.</p>	<p>Agreed. Change proposed.</p> <p>There may be opportunities to enhance biodiversity, and this will be mentioned in the Framework, but much will depend on historical assessments of the site and which parts will be subject to development or preservation.</p>
	4: Planning Framework	<p>Under the terms of the Water Resources Act 1991, and the Thames Region Land Drainage Byelaws 1981, prior written consent of the Environment Agency is required for any proposed works or structures, in, under, over or within 8 metres of the top of the bank/foreshore of the River Kennet, designated a 'main river'.</p>	<p>Agreed. Change proposed.</p> <p>This will be referred to in the Framework.</p>
Climate Change Centre Reading	General	<p>Overall we fully agree with the Framework, however we feel the prison could be used whilst unoccupied, until detailed planning applications are put forward. We believe the site is a perfect opportunity to build upon London's success with the recent opening</p>	<p>Make reference to use for a sustainable education centre(possibly as a short term use while the planning and conversion of the prison is being undertaken to promote various green project solutions;</p>

		<p>of the 'Crystal- sustainable cities initiative', and create Reading's own sustainable education Centre for the public. We put forward the idea of using the site during the period of 2014-2020 as a functional space to let local community groups use the prison as a sustainability hub to promote Reading to become a greener place to live and work in towards beyond zero emissions and zero waste. The "Learning Centre" will promote various green project solutions and can also be a testing facility for monitoring and analysing local community project for the council. A Live Public Prison could be an astonishing example of public space, where our global network of leading <i>Placemakers</i> could add value to Reading's planning and urban green development. We want to improve pedestrian and bike access to the prison via Forbury Gardens, from Reading train station. Also a possible new "prison tunnel" which would run under / over the A329 towards the Forbury Retail Park.</p> <p>Making use of the prison's exterior walls as a vertical garden promotes the prison as a green hub. The building would also be an excellent example of a sustainable community engagement, with PV-solar panels temporarily fitted on the roof areas or vertically on the walls to maintain all energy needs (With our expertise in this area, we would offer a free feasibility study). This would turn the site into an outstanding usage of a historical building without altering the structure. We want to strive for community usage of the site in order to preserve its heritage qualities but also as a sustainable landmark for the future, with the Reading (Berkshire) County Gaol, the Abbey of Reading and the Forbury Gardens linked together via the Kennet and Avon canal, with open access to the public and tourism. We believe that the modern part of the prison should also be an advisory exhibition of the Reading Museum.</p>	<p>Refer to improving pedestrian and cycle access, and signage, from the station to the Abbey Quarter and the Prison via Forbury Gardens.</p>
	<p>General</p>	<p>We understand after the period is up, the prison will return to the hands of the Reading Borough council who have already evaluated future usage of the historic site and building i.e. a permanent Berkshire hotel should enhance the settings of the Reading Abbey and Forbury Gardens.</p>	<p>Reading Borough Council has no ownership of or other legal interest the Prison Site and there is no reason for it to have any such interest.</p>
<p>Robert Rizzo</p>	<p>General</p>	<p>There is a beautiful park next door with a music stand, the beautiful abbey ruins next door, a great and famous hotel next door, parking and a retail park across the road, lots of offices all around and a main road running along it. You also have in the prison many cells that could be enlarged at little cost to make bigger ones by knocking two into one.</p>	<p>Noted.</p> <p>The Reading Prison site is not owned by the Council and the Council will not benefit financially from its future use. . The Framework seeks to guide the future use and development of the site by landowners/ developers.</p>

		<p>These would make ideal retail units for rental to entrepreneurs who would love a small space to display and sell small a variety of goods or items of their own. Exercise yards in the prison would convert to staff car parks or outdoor sport areas. You also have kitchens and toilets this makes great sense to have fast food outlets and maybe outdoor seating in the yards continental style.</p> <p>The area was very badly used in the past especially as a Christmas market last year, think how much this sort of very low cost conversion would allow the council to capitalise on this site from all the facilities and conveniences around it</p> <p>With the new Railway station, and all the large towers envisaged by some people around the new station it would become a great place for lunch or shopping also a fantastic tourist attraction as where Oscar Wilde and other famous people were imprisoned and at the same time giving the council a great revenue from rent and rates while the tenants use their own money to embellish the cells, decorate the site and improve the area into a great place to go to on dull and sunny days.</p> <p>If on the other hand you build another office block there, it definitely kill off the area altogether and a great opportunity to do something quaint, costing little to the council yet bringing people from afar. To go shopping in a prison is in itself something people will enjoy visiting as a day out. Do not sell it or make it into some sort of museum, do not allow someone else to profit from the Reading council's great site, Reading should exploit the positive ideas that will benefit the people living in the area and bring people in from as far as London and Bristol with the new fast rail.</p>	<p>The comment notes the many advantages of the setting of the prison site, and it is agreed that a development or reuse of the site should capitalise on many of these important elements. Links with the Abbey Quarter project are particularly vital.</p> <p>In terms of specific proposals, the challenges of dealing with the historic significance of the site makes it difficult to be too prescriptive in requiring certain uses, because in doing so the Council risks rendering a beneficial future use of the site that preserves its historic significance unviable. Making structural alterations to the listed building, such as knocking cells together, would also require a great deal more consideration and justification in conjunction with English Heritage. However, the Framework can certainly include pointers towards some of the types of uses suggested in this comment.</p> <p>Make reference in the framework to public access and public use of the site. The framework sees the prison site as being an integral part of the wider Abbey Quarter and seeks use of the prison site providing attractions and uses that will complement the leisure, arts and culture, tourism, learning and interpretation, commercial and open space uses of the Abbey Quarter</p> <p>Use for offices forms part of the local plan allocation for the site so cannot be prohibited.</p>
Gareth & Elaine Warwick	General	We are very pleased that this site will be sympathetically developed as it will improve further a part of Reading that holds significant historical and cultural importance and one that we and our fellow residents enjoy living in.	Noted. No change needed.
	4: Planning Framework	We support development of the site for uses such as culture and arts especially with links to the Abbey Quarter, educational both in terms of education linked to the site and for wider educational needs such as a school, independent retail and arts centre with workshops / studios etc, we also support limited residential development but are concerned about major commercial	Noted.

	development such as chain retail or leisure developments and hotel use. We also have reservations about more office development in the area especially any more buildings that tower over the Abbey Quarter.	
General	Following the Council closing off the Forbury Gardens at night and the Abbey permanently on public safety grounds and to protect property from vandalism we have as a result seen a significant amount of anti-social behaviour (ASB) mainly after dusk being transferred to where we live both alongside our homes and in the gardens of Abbots House behind our homes. This has put our property and residents at risk. We have had verbal and physical threats and a major fire as a result. We would like to understand what measures the Council plans to put in place to curb ASB as part of the wider development of this area and how they intend to work with the us to find solutions that fit all needs not just the Councils.	References to designing for crime and to ASB added to the design advice in the framework. Comments passed to officers dealing with the Abbey Quarter for reference in the development of proposals for the area.
General	We would like to be involved in the development process so our views can be heard and our recommendations acted upon. As without wider consultation and consideration we believe we will continue to suffer from issues such as the closure of the Abbey and the Forbury Gardens as detailed above. Even small considerations like the type of railings used to close off the Abbey can have repercussions on the residents and our property, for example, as they are extremely inadequate at keeping people out we have to endure the impacts from ASB taking place in the Abbey grounds, such as stones been thrown into our property damaging cars, noise coming from people drinking and partying in the Abbey and people climbing out of the Abbey into our property.	The framework indicates that, "As part of the pre-application process, the Council will expect the prospective applicants to carry out consultation on the draft application proposals. ..." Although the council cannot compel prospective applicants to undertake pre-application consultation, it is strongly recommended and promoted. There will be statutory consultation in respect of any planning application.
	Clear signage and access needs to be considered remembering that residents live very close to this site. It would be helpful if clear routes are marked and signage used so that the impact to us from pedestrian traffic and particularly vehicle traffic is minimised. For example, we would prefer the small gate outside 12 Abbots Walk to remain shut at all times to minimise pedestrian noise and privacy impacts and for road signage, as you approach the road, to be clear that Abbots Walk is a dead end and that there is no through route minimising the number of vehicles, including large articulated vehicles, lost or trying to find the Abbey that have to turn around in the drive way to our homes. There has been building damage to Abbots House and the railings in front of our homes in the past from vehicles trying to turn around in the drive way to our property or in Abbots Walk which is quite narrow.	The Prison cannot be accessed by vehicles via Abbots Walk. Comments passed to officers dealing with the Abbey Quarter for reference in the current development of proposals for the Abbey Quarter.

Reading Prison Framework - Report of Consultation (March 2015)

		We would like to understand what prioritisation and then ongoing financial support will be available for the existing historical buildings in the area. Whilst the development of the Prison is a fantastic opportunity it would be a shame to see funds that could have been invested in the Abbey and the Gateway being spent there whilst these sites continue to languish uncared for. As an example it has taken 30 years to get the listed cemetery wall at Saint Laurence's church repaired - albeit we are very happy that at last it will be repaired.	The current development of proposals for the Abbey Quarter involving Heritage Lottery and Council funding provide significant funding towards stabilising the Abbey ruins and repairs to the Abbey Gateway structure and associated
		Consideration should be given to small things like dealing with the increased litter more visitors will bring and their needs for things such as more well sign posted public toilets. It would also be nice if other parts of the Government's remit such as the Crown Court could be brought on side so that they no longer continue to permit the littering of the Abbey Quarter by failing to provide cigarette bins and adequate litter bins for their users.	
		We would like consideration to be given to any noise and pollution that may impact us both during construction of the site and from whatever is eventually built on the site.	Noted. No change needed. Where there is a likelihood of development affecting nearby residents, a Construction Method Statement would generally be a condition of any planning permission.
Mr D Willson, Whitley	General	The prison could be used for a variety of purposes including Exhibition space that would celebrate famous Reading personalities, the history of the Prison, histories of minority struggles, along with future of Reading exhibitions, management suite, café and associated workshops and storage.	Noted.

ANNEX 2: INDIVIDUALS AND ORGANISATIONS CONSULTED ON THE DRAFT OUTLINE DEVELOPMENT FRAMEWORK

Abbots Walk (Reading) Ltd
Age UK Reading
Ancient Monuments Society
Aviva Life Pensions UK Ltd
Barton Willmore
BDS Chartered Surveyors
Bell Cornwell Partnership
Berkshire Archaeology
Boyer Planning
Boyes Turner
Broadway Malyan
Campbell Gordon
CBRE
CgMs Consulting
Confraternity of St James
Council for British Archaeology
D2 Planning
David Lock Associates
Day Tanner Partnership
Drivers Jonas Deloitte
DTZ Piedad Consulting
English Heritage South East Region
Environment Agency Planning Liaison
Federation Of Tenants & Residents Associations
Firstplan
Fryer Commercial
Garden History Society
GVA Grimley
Halson Mackley Partnership
Hicks Baker
Highways Agency Network Strategy
Hives Planning
Jones Lang LaSalle
Lambert Smith Hampton
Ministry of Justice
Mr Alok Sharma MP
Mr Robert Wilson MP
Nathaniel Lichfield And Partners
National Offender Management Service/HM Prisons
Natural England
P J Planning
Peacock & Smith
Pegasus Planning Group
Peter Brett Associates
Planning Potential
Quod
Rapleys
RCRE
Reading Chronicle Environment Correspondent
Reading Civic Society
Reading CTC District Association
Reading Cycle Campaign
Reading Friends Of The Earth
Reading Muslim Council
Reading Transport Ltd
Reading Urban Wildlife Group
Reading Voluntary Action
Reading Youth Cabinet
Royal Berkshire Fire And Rescue Service
RPS (Swindon)
RPS Planning (Milton)
SAKOMA
Savills (London)
Savills (Oxford)
Scott Brownrigg
Skandia Property Fund
Society for the Protection of Ancient Buildings
Sport England
St James Church
Thames Valley Police
Thames Valley Police - Crime Prevention Team
Thames Water Property Services Ltd
The Canal & River Trust
The Council Of British Archaeology
The Victorian Society
Transport 2000
Turley Associates
UBS Global Asset Management (UK) Ltd
University Of Reading
Vail Williams LLP
Woolf Bond Planning

Reading Borough Council

~~Draft~~ Outline Development Framework

The Site of Reading Prison



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1. Introduction

- 1.1 On 4th September 2013 the Government announced the closure of Reading Prison with effect from 20th December 2013. It ~~will~~ closed early in 2014 following the approval of orders by Parliament. The Ministry of Justice (~~MoJ~~) will be responsible for the subsequent disposal of the site. This report contains initial research of the site and outlines the initial views of the ~~Council~~ Council, approved by its Policy Committee on 24th February 2014, on initial steps towards a development framework for the future use and development of the site.
- 1.2 Reading Prison is a very important site within the central area of Reading. It is a very historically significant site. In its entirety, it is part of the Reading Abbey and Civil War earthworks Scheduled Ancient Monument. There is a high potential for archaeological remains from the

Bronze Age through to the period of the Vikings in the 9th Century, as well as medieval and later interest. The site was part of the extensive grounds of the nationally important Reading Abbey. The site of the Abbey, founded in 1121 encompassed the whole of the Prison Site. Part of the Abbey Church extended into the north-western part of the Prison site. It is likely that the Prison site would have contained various associated buildings as well as areas that might have been used as a cemetery. The Prison site was also an important area in the defence of Reading during the Civil War in 1643.

- 1.3 The Berkshire County Justices built a house of correction (aka a gaol) on the site that opened in 1786. This was subsequently enlarged to become the County Gaol in 1793. The current structure was actually opened in July 1844 (construction began in 1842), replacing the earlier buildings on site (of which foundations may still remain below the surface). The cruciform Main Building of the Prison is now Grade II listed (See Appendix 2 for a copy of the listing description for the building). The main prison building is a notable early example of Victorian prison architecture, designed by George Gilbert Scott and William Bonython Moffat, and its form was based upon the innovative design for Pentonville Prison constructed two years before. It was designed to implement the latest penal technique of the time, known as the 'separate system'. Externally, the design is said to have been visually inspired by Warwick Castle.
- 1.4 The prison is famous for Oscar Wilde's experience there, between 1895 to 1897, related through his poem written during his imprisonment, "*The Ballad of Reading Gaol*," published in 1898. [His cell c3.3 survives in the Main Building of the Prison building.](#) The prison grounds also include the graves of men executed within the walls, including Trooper Charles Wooldridge, whose death forms the subject matter of the *Ballad*. Reading University are researching various aspects of the history of the prison including the Oscar Wilde connection.
- 1.5 The gaol closed in November 1915. Between 1916 and 1919 it was used as an internment centre to hold Irish prisoners involved in the Easter Rising. It was then used intermittently by various government departments for storage, as a wartime Canadian military detention centre during the latter part of WWII and it then became a borstal in 1951.
- 1.6 The site was reopened as a prison in 1969 after extensive demolition, [rebuilding reconstruction](#) and alterations to the fabric of the main prison building, including the fenestration of the cells and the demolition and rebuilding of the gatehouse complex and perimeter wall. Only the cruciform main building remains, comprising four wings (A-D) converging at a central semi-octagon. The external alterations to the main building have changed its external appearance. A number of new buildings were constructed within the old prison yards of 1 and 2 storeys of red brick construction.

- 1.7 From 1992 until its closure it served as a Remand Centre and Young Offenders Institution, holding prisoners between the ages of 18 and 21 years.
- 1.8 The site falls naturally within the emerging “Abbey Quarter Area”, an area that Reading Borough Council and its partners are actively developing and promoting for its historical importance and as an important leisure, learning and interpretation visitor ~~attraction~~ centre for the future. The ~~Council~~ council has developed an Abbey Quarter plan (based on a detailed conservation statement¹) and programme that takes in a number of attractions in this part of Central Area. It encompasses the area of the Abbey, the Forbury Gardens, St Laurence’s Church and churchyard, the Town Hall and Museum. The prison site could potentially extend the area of the Quarter and ~~provide various additional attractions~~ complementing the other attractions of the Quarter.
- 1.9 Plans for the Quarter include major repairs to the Abbey Ruins, the Abbey Gateway and various other structures in the area, enhancements to the Town Hall Square, signage and interpretation facilities and other features. The long term intention is that the area should become an important visitor ~~attraction~~ focus point, complementing the attractions of the centre of Reading to residents, business and visitors. Detailed information on the Abbey Quarter can be found via the following link:

<http://www.readingmuseum.org.uk/get-involved/projects-consultation/abbey-quarter/>

An ordnance survey map showing the prison is attached as Appendix 1.

- 1.10 The availability of the ~~Prison~~ prison site for reuse and development has the potential to open up the full Abbey area and to complement its development as an area of high historical interest, adding an important and highly interesting additional attraction to the current plans for the area. Appendix 2 contains a more detailed analysis of the historical interest of the ~~Prison~~ prison Site.

2. Planning Policy Background

- 2.1 The Prison Site is allocated in the Reading Central Area Action Plan (RCAAP)² as part of the East Side Major Opportunity Area. The relevant policy for the site is policy RC3. The East Side Major Opportunity is a wider regeneration area encompassing areas of development potential around Kenavon Drive and Forbury Road. It includes a number of key principles for the area relevant to the prison site as follows:

¹ [Abbey Quarter Conservation Statement October 2012](#)

² The National Planning Policy Framework, DCLG, 2012, : <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Development in the East Side Major Opportunity Area will:

- i) Provide a more defined urban environment than currently exists, of a medium to high density;*
- iii) Help facilitate greater pedestrian and cycle permeability, in particular east-west links through the area and links between development areas and the station, including improved crossings of the IDR*
- v) Preserve the historic features in the area and enhance their setting where possible;*
- vi) Provide additional areas of open space where possible, particularly in the centre of the new community;*
- vii) Maintain, improve and create new access along the River Kennet.*

2.2 The prison site therefore has a key role in drawing the wider opportunity area into the town centre through improved connections, continuity of the built environment, and linking areas of heritage assets with new development. The policy then contains a specific allocation for the prison site:

Policy RC3b, READING PRISON:

The prison building itself is of historical significance and is listed, and will be retained. The building would be used for residential, commercial offices or a hotel. Development should enhance the setting of the Abbey ruins.

2.3 The site was listed as 'aspirational' in the Implementation Framework because there were no firm plans for its closure and reuse at the time that the plan was drafted. However, in order to be prepared for the eventuality of the possible closure of the prison, it was decided to include an allocation to recognise and guide the potential future use and development of the site.

2.4 The National Planning Policy Framework (NPPF)³ details the weight that must be given to the preservation and enhancement of heritage assets. The NPPF, and its associated National Planning Policy Guidance (NPPG), provide policy and guidance on many planning matters that will be relevant to the future use and development of the site.

2.5 Planning proposals for the site will also be determined against other policies in the RCAAP, as well as policies in the two other documents that make up the Reading Borough Local Development Framework (now known

³ Reading Borough LDF ,The Reading Central Area Action Plan (RCAAP) , RBC, 2009
<http://www.reading.gov.uk/businesses/Planning/planning-policy/reading-central-area-action-plan/adoptedrcaap/>

as the local plan), the Core Strategy⁴ and the Sites and Detailed Policies Document.⁵

- 2.6 A summary of the main policies that will apply to the prison site in addition to RC3 is included in Appendix 34.

3. Historical Importance and Heritage Assets

- 3.1 Appendix 2 contains a detailed outline of the significant historical importance of the site and the various designations affecting the site. The historical importance and interest of the site, and the significance of its heritage assets as part of the Abbey Quarter area, are the primary considerations in determining the future use and development of the site.

Scheduled Monument

- 3.2 The whole of the prison site and land to the west is designated as a Scheduled Monument. Such designation indicates that this is a nationally important site. Any works within the site of a Scheduled Monument require prior written permission from the Secretary of State through a consent process administered by English Heritage. This is for works either above or below ground level. The procedure is known as Scheduled Monument Consent or SMC. 'Works' are defined by the 1979 Act as demolishing, destroying, damaging, removing, repairing, altering, adding to, flooding or tipping material onto the monument. To avoid the possibility of damaging a monument, and therefore carrying out unlawful works, potential applicants are strongly advised to consult English Heritage while in the early planning stages of any intended works. This applies to all buried remains on the site of whatever age.
- 3.3 It is assumed that, at this stage, English Heritage ~~are~~ is likely to reserve their position on any new development in the entire scheduled area of the prison until a detailed desk based archaeological appraisal and consequent investigation and evaluation is produced for the site (this would normally be produced by the landowner and their partners or prospective developers). ~~The A~~ desk based assessment ~~should~~ has now been carried out (in accordance with the Institute for Archaeologists (IFA), "Standard and Guidance for Historic Environment Desk-Based Assessment" (updated November 2012)).⁶ The specification for the appraisal ~~should~~ was agreed with Berkshire Archaeology, the Council's Archaeology consultant, prior to the appraisal work being undertaken. The appraisal ~~will need to~~ includes consideration of previous impacts on site as well as the potential for highly

⁴ Reading Borough LDF, Core Strategy, RBC, 2008, <http://www.reading.gov.uk/businesses/Planning/planning-policy/core-strategy/adoptedcs/>

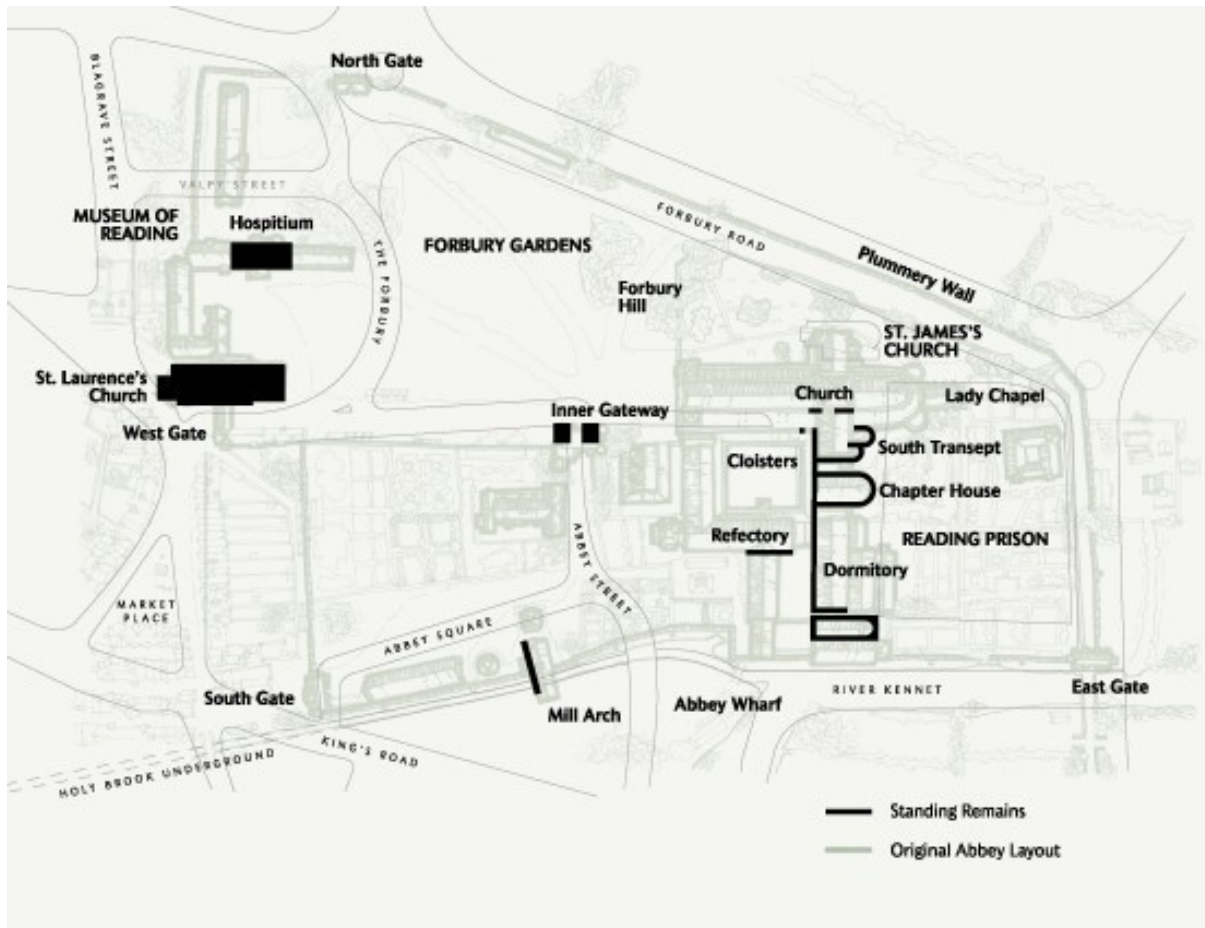
⁵ Reading Borough LDF, Sites and Detailed Policies Document (SDPD), RBC, 2012, <http://www.reading.gov.uk/businesses/Planning/planning-policy/sites-and-detailed-policies-document/sdpdadopted/>

⁶ <http://www.archaeologists.net/sites/default/files/node-files/DBA2012-Working-draft.pdf>

significant below-ground archaeology. ~~It is also advisable to contact Council's Case Officer via a pre-application request, prior to undertaking any investigative work. The case officer will consult English Heritage and the Council's Conservation Officer as appropriate although the applicant might want to be consulted on the study contact English Heritage on their own account. The desk-based assessment will make recommendations on further on-site investigation and evaluation. Again, such investigation and evaluation that is agreed with the Council and English Heritage should be undertaken in accordance with IFA Standard and Guidance.~~⁷

- 3.4 Reading Abbey sat within a walled and gated precinct that provided for a large ecclesiastical community separated from the town. It had important Royal connections (the founder of the Abbey, King Henry, was buried within the Abbey Church although the exact location is not known). Because of its royal patronage, the Abbey was one of the pilgrimage centres of medieval England, and one of its richest and most important religious houses. The Abbey also held over 230 relics including the hand of St James. The Abbey complex therefore contained a large number of residential and functional buildings within its walls in addition to the Abbey itself. It is clear from the information already available on the extent of the Abbey building, that a part of the former Abbey Church is located within the site of the prison in the north-west quadrant. It is also likely that there are remains of other residential and functional buildings and a cemetery related to the former Abbey precinct across the site of the prison, which was wholly within the former Abbey walls.
- 3.5 The plan below provides an outline of the original Abbey layout indicating the walls that remain standing.

⁷ ~~Further Standard and Guidance on excavation and field evaluation, along with other information can be found at <http://www.archaeologists.net/codes/ifa>~~



3.6 In addition, as can be discerned from the note on the historical importance of the Prison Site, there is evidence of pre-Abbey occupation, most notably from the Viking period. It also contains earthwork defences and other remains from the Civil War Siege of Reading as well as other subsequent uses prior to the building of the current prison building in 1843. There are reports that a tunnel existed under the Abbey Ruins for the transfer of prisoners between the Prison and the Crown Court to the west of the Abbey Gateway. There is no evidence of its existence from within the Prison and it may have been filled in. There is a basement plan of the prison from 1865 illustrating a passage from the prison to rooms below the Abbey Ruins.

3.7 It is clear that the site contains many layers of history and all of them need to be taken into account in any assessment and evaluation.

3.8 ~~The As indicated above, a detailed desk based archaeological appraisal assessment has been prepared on behalf of the Ministry of Justice MoJ by Purcell. and further recommended excavation/field evaluation will provide information on the survival and nature of remains from the former Abbey precinct. Once completed and agreed, tThis will form the basis for outline discussions of any development potential on the site. It is highly likely that, at this stage, the most sensitive areas would be agreed and anything other than removal of later additions and enhancement ruled out~~

in those locations; also we cannot expect development to be accepted in any given area at this stage. This would depend on further investigation and evaluation. This report plots the archaeology of the Prison site through history, derived from a desk-top analysis of the Historic Environment Records for Berkshire and other sources. It contains considerable detail about the use and the development of the site for a prison between 1786 and the closure of Reading Prison in January 2014. Section 5 of the Report draws together the findings and provides a diagram showing the total impact area of previous ground intrusion and build up across the site.

3.9 The non-technical summary states:

"Purcell was instructed by Jones Lang LaSalle, on behalf of the Ministry of Justice, to undertake an archaeological desk based appraisal of HM Prison Reading (hereafter the 'site') to inform future redevelopment of the site. The report deals with buried archaeology only.

The site lies within an area of high archaeological potential. Prehistoric activity has been located in and around the site indicating that the area has been settled for millennia. The potential for the site to yield further pre-historic evidence was considered to be moderate/low.

Documentary evidence indicates that a Saxon settlement and Danish encampment existed in Reading during the 9th and 10th centuries. There is therefore a moderate potential for the recovery of further evidence for the Middle Saxon period, whilst the archaeological potential for the late Saxon period is moderate/low.

The site is located within the precinct of Reading Abbey. The Abbey was a 12th century Benedictine and Cluniac monastery and is designated a Scheduled Ancient Monument (SAM 19019). The monastery was founded in AD1121 by Henry I who was also buried there in 1135. Today, only a small proportion of the Abbey survives as above-ground ruins to the west of the site. Excavations in the 1970s located the east end of the Abbey Church. There is also potential for other monastic buildings such as the Infirmary and cemetery to be located on the prison site. Whilst later development of the site from 18th century onwards has been proven to be extensive and may have impacted on the survival of in situ archaeology, the potential for archaeological deposits relating to the medieval abbey are still considered to be high.

After the abbey was dissolved on the orders of Henry VIII, the site may have been used as gardens and as orchard. The area may also have been used during the defence of the town during the Civil War. The potential for archaeological evidence for this period is considered to be moderate.

The new County Gaol was built on the site in the 1780s which was subsequently replaced by the present building in 1844. The prison site underwent modifications up to the present with various additions and deletions to prison plans. There is a high potential for evidence to be uncovered of lost elements of the prison including the gate house, the earlier prison wall and wall turrets, the female prison and other associated structures. There is also a high potential for the discovery of burials relating to prisoner executions.

Analysis of historic maps showing the evolving prison layout and construction details relating to the 1970s prison buildings shows significant historic and modern ground intrusion and build up across the site. Such intensive activity is likely to have impacted upon buried archaeological deposits across the site. Given the heritage significance of the site, English Heritage and the Local Planning Authority will require a targeted programmed predetermination archaeological evaluation to further quantify the archaeological potential of the site in those areas where development is proposed. Any ground intrusive investigation works on site will required schedule monument consent and should be agreed with English Heritage and the Local Planning Authority through a Written Scheme of Investigation”.

- 3.10 Section 5.3 of the report indicates that the scheduled site is extremely sensitive to ground intrusive development and any future development of the site should seek to minimise ground impact and reuse the footprint of the existing buildings. The report concludes that:

The archaeological significance of the prison site given its status as part of the scheduled Monument defining Reading Abbey is very high. This report has identified a high potential for the existence of buried archaeological deposits relating to the 18th and 19th century prison. The extent of ground intrusion associated with 18th, 19th and 20th century prison development is likely to have impacted heavily on any predating archaeological deposits.

- 3.11 Any targeted programmed predetermination archaeological evaluation may take the form of geo-technical analysis and/or archaeological trial pitting/ trenching and will be targeted to establish the presence, extent and condition of any in situ archaeology deposits. Any investigations or works on the site will require Scheduled Monument Consent whilst the disturbance and/or removal of human remains will require a license issued under the Burial Act and other legislation. All ground intrusive works should be agreed with English Heritage and the Local Planning Authority through a Written Scheme of Investigation. Any such investigation and

evaluation that is agreed with the Council and English Heritage should be undertaken in accordance with IFA Standard and Guidance.⁸

3.912 While the MoJ assessment provides a high level of information on the archaeology of the site, Overall there would be a remains a need for an iterative process of identifying levels of significance (archaeology and historic building) and potential locations for change. These will evolve as the extent of archaeological/historic and architectural information is confirmed through any further evaluation. It may well be that as investigations progress, areas of interest may be altered or additional areas may be excluded from development. There remains an absolute need for information on the survival of below-ground archaeology (i.e. through evaluation).^[SR1]

3.1013 ~~It will be important to reconcile the built heritage and archaeological constraints. It will be equally important to get a holistic response from English Heritage and the Principal Conservation Officer (Borough) rather than their separate inputs on the two separate designations.~~

Grade II listed prison building

3.414A A desk based Historic Building Assessment has been prepared on behalf of the Ministry of Justice MoJ by Purcell. detailed conservation assessment of It provides a comprehensive recording of the history, development and significance of the buildings and site along with an assessment of the impact on the heritage value. It highlights the historic associations with the prison, Oscar Wilde, the Irish Internees, and its design by Sir George Gilbert Scott - one of the most prolific and celebrated architects of the Victorian period. It considers the significance of the prison and the discussion at section 5.6 reports on its significance as follows:

“Reading Prison is clearly an unusual prison, standing as it does within a Scheduled Monument. The buried archaeological potential of the site is therefore of high significance, and redevelopment of the site could provide the opportunity to investigate this evidence and increase understanding of the archaeology of the area, particularly the medieval abbey and 18th century County Gaol and demolished elements of the later prison built in 1844.

Also of high significance is the historic value of the prison to illustrate the development of prison philosophy as it is an early example of the radial-plan, built for the newly introduced ‘separate system’.

⁸ Further Standard and Guidance on excavation and field evaluation, along with other information can be found at <http://www.archaeologists.net/codes/ifa>

Of high significance is the association of Reading Prison with the architect Gilbert Scott and also with the former inmate, Oscar Wilde.

The existing listed building is also of high significance and is been grade II Listed. It's Gothic -Tudor design is still legible and despite later alterations and losses, it retains a fortress-like appearance. Despite modern intrusions, many original features still exist internally and should be retained as part of any new scheme. Alterations have also removed the internal fittings of the chapel, but despite this, it has retained its tall gothic windows and double height internal space."

- 3.15 Section 6 of the report sets out the broad design parameters for considerate development of the site and its buildings. These are broadly supported by English Heritage and the Council and should be closely adhered to in the future use and development of the Prison Site. They need to be considered in conjunction with the findings, conclusions and legal requirements set out in the Archaeological Desk Based Assessment discussed above.
- 3.16 The conclusions to the report indicate that the development of the former prison site offers the opportunity for the enhancement of the heritage value of the main listed prison building. During the late 20th century, the site was subject to a major phase of rebuild which comprised the addition of a number of buildings (Admin/education/ workshop/sports pitch/gatehouse). These buildings are of plain utilitarian design and are believed to detract from the heritage significance of the main listed prison building. Their considered removal offers significant opportunity for enhancement of the heritage value of the Listed Building itself whose national significance is recognised in the Listed Building designation. This is particularly true for the north of elevation of the main prison building (Formally the main entrance) which is heavily obscured by the unsympathetic administration block. Any new buildings agreed within the site footprint could be tempered by the offer of conservation reinstatement of the north entrance to the Listed Building and conservation repair to this building as a whole.
- 3.17 ~~the site's buildings, and their settings,~~This assessment assists in ~~will be needed to fully~~ understanding ~~their~~ significance ~~of the prison buildings,~~ including the interiors and fittings. ~~Once this is done, it will be possible.~~ This will assist in ~~to~~ identifying areas where there is potential for change and/or demolition and the extent of that change or demolition, and where new development might/ may not be possible from a built heritage perspective.
- 3.1218The prison was designed by Gilbert George Scott, who also designed the Albert Memorial and the St Pancras Hotel (which has recently been restored). This was one of Scott's first buildings. It is therefore of interest in that it illustrates how his style developed in the early part of

his career. In addition, there is great interest in the historical, literary and social associations of the prison, in particular the fame generated by Oscar Wilde's incarceration and his poem, "*The Ballad of Reading Gaol*." It is also notable for receiving a number of well-known Irish patriots who were interned after the Easter Rising of 1916. These included Arthur Griffith, who later became the first President of the Irish Republic. There is significant local support for these associations to be marked in the reuse of the prison site and its important buildings through the provision of some form(s) of visitor learning /interpretation facilities as well as access to the site as part of any development. Academically, the University of Reading have a significant interest in the literary associations with the prison's history.

3.19 It will be important to reconcile the built heritage and archaeological constraints. It will be equally important to get a holistic response from English Heritage and the Principal Conservation Officer (Borough) rather than their separate inputs on the two separate designations.

Abbey Quarter

3.1320 The reuse and development of the Prison Site will be an important component of the Abbey Quarter project. In addition to preserving, enhancing and giving access to heritage assets within the site itself, which further study may provide added emphasis and importance, the site needs to be linked and appropriately related to other attractions of the Abbey Quarter, most notably the Abbey Ruins and Forbury Gardens which lie to the west of the Prison Site. It should also be linked and related to the Kennet and Avon Canal to the south of the site. These linkages are likely to entail some remodelling of the present, modern prison walls, which are currently a dominant feature of the site, to open up and connect the site. It is also likely that there will be a requirement to open up and reconnect the prison site with the Abbey Ruins. However, any works will require detailed discussions with, and the agreement of, English Heritage and the Secretary of State. English Heritage has indicated that the current prison wall incorporates elements of Scott's original wall, which it would be desirable to retain. Even in its current much altered state, the wall makes a contribution to the significance of the prison, as the characteristic thing about prisons is that they are separated from the outside world by a high wall. Any plans for the future of the prison ought to retain this sense of separateness as far as is practicable.

3.1421 Ideally, there will be potential to somehow demarcate the outline of the Abbey's exterior walls (currently underground) in the future use and development of the site, especially the east end of the Abbey Church and Lady Chapel. This might be through some form of landscape treatment. There will be new facilities and interpretation for this part of the Abbey, better public access, and increased visibility of the Abbey Ruins in their totality.

- | 3.1522 The archaeological appraisal will also highlight other features of importance that need to be preserved and noted or interpreted as part of the future use of the site.
- | 3.1623 It should also be noted that many of the buildings within the Abbey Quarter are separately listed and any future use and/or development of the Prison Site will need to have regard to any impacts on the setting of these buildings. In particular, any proposals will need to have regard to St James Church, Presbytery and Day Nursery, which are all listed as are the houses at the eastern end of Abbot's Walk.
- | 3.1724 As part of the Abbey Quarter, the Prison site will need to be remodelled and enhanced in accordance with design codes that are being developed as part of the Abbey Quarter Project to guide future development. It will include matters such as carriageway and footpath materials, street furniture, site and historical interpretation, signage, landscape planting, etc. Thames Valley Police advise that there should be appropriate protection for the site to stop thieves gaining access, during demolition and archaeological explorations.

Burial Ground

- | 3.1825 The Abbey precinct contained a cemetery which is believed to lie within the site of the prison and this will be assessed in the archaeological appraisal. In addition, the prison was a place of execution (as described in the poem by Oscar Wilde, "*The Ballad of Reading Gaol*"). It is understood that there were a number of executions carried out at the prison, the last in 1913. As a rule those executed were buried, often in shallow graves, within the prison grounds. It is understood that most of the burials were made alongside the perimeter wall on the western side of the prison. The Berkshire Records Office can provide further evidence relating to these burials.
- | 3.1926 In carrying out any works involving any form of ground disturbance, there will be a requirement to liaise with the Ministry of Justice (MoJ) as a licence to disturb/remove remains will be required under the Burial Act and other legislation. The MoJ will place binding conditions in respect of the removal, handling, storage and subsequent reburial of the remains etc., in the licence. English Heritage should also be notified of proposed works and their permission sought as part of the Scheduled Monument Consent process. It is likely that remains resulting from prison executions will require re-burying in marked and recorded locations. It is likely that there are living relatives of those executed and any disturbance therefore needs to be handled very sensitively.

4. Planning Framework

- | 4.1 As indicated above, the site is of very high historical significance and value and the overriding consideration in planning the future use and

development of the site is the conservation and enhancement of the many and varied heritage assets. Policy CS33 in the Core Strategy and Section 9 in the Sites and Detailed Policies Documents to the Council's Local Plan provide further guidance on planning considerations relating to heritage assets. There remains an absolute need for information on the survival of below-ground archaeology (i.e. through evaluation) as part of the formulation of proposals for the future of this site.

- 4.2 Appendix 3 4 sets out the other various relevant development plan policies affecting the future use and development of the site under the Reading Borough Local Development Framework (local plan). Regard should also be had to national policy and guidance, where relevant, contained in the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG). The following commentary highlights the main policy issues affecting the site.

Future Uses

- 4.23 Policy RC3b (of the Reading Central Area Action Plan) refers to future residential, commercial offices or a hotel use of the prison and its site. That was based on very limited knowledge of the site or its buildings. As indicated above, with the recent evolution of the Abbey Quarter concept and project, the reuse of the Prison Building and its site offers a wonderful opportunity to provide accommodation and facilities for learning and interpretation not only of the prison but also the wider attractions of the Abbey Quarter. There is therefore an expectation that the site will provide public access to the site and buildings and contribute by way of, community and cultural/arts/leisure/exhibition/commercial facilities and attractions, to the Abbey Quarter concept. There is ~~also some~~ support for the use of part of the site/buildings for an arts and cultural facility complementary with the other cultural attractions in the Abbey Quarter as part of the commercial development of the site. Such uses could occupy part of the site/prison building and would need to work in conjunction with commercial and/or residential uses that will help fund and maintain the site as part of the Abbey Quarter. Consultation responses to the draft Framework also made suggestions for the use of the Prison for a sustainable education centre to promote various green project solutions (possibly as a short term use while the planning and conversion of the prison is being undertaken). Other suggestions include use for small retail units, food outlets with outdoor seating,
- 4.34 The listed prison building will be retained, suitably refurbished for an appropriate use in close consultation with English Heritage and the Council's Conservation Advisor. ~~Prison buildings which are not part of the listed building will require listed building consent for any demolition as they adjoin or affect the setting of the listed building.~~ Various elements of the interior of the Prison, particularly the main galleries, make a major contribution to the significance of the building and any new use should look to preserve these. Reading Prison now has the benefit of a new list description which defines the extent of the listed building as the blue area

on the map attached to the listing (the map could therefore do with being appended to the list description). Anything outside the blue area will not need LBC for demolition. Where a development that requires planning permission is considered to affect the setting of the listed building the impact on the setting of the listed building should be a material consideration when determining the application. It is anticipated that Any application for such works will ~~not~~ be ~~controversial~~, subject considerto details of construction in relation to likely archaeological remains, impact upon the Listed Building, and making good the ground surfaces. Some clearing away of the surrounding modern buildings may be desirable in enhancing the setting of the listed building by allowing the listed building to stand alone.

- 4.45 Depending upon the full archaeological investigation and assessments of the listed building indicated in Section 3, not yet undertaken, the Council will develop further guidance on the prospect of new additional development within the site.

Transport and Access

- 4.56 The preferred vehicular access will be the use of the existing left in, left out access arrangement onto the Forbury Road dual carriageway. Some adjustments to its geometry may be required. Accident data indicates that this existing access is not unsafe. The existing access provides a satisfactory arrangement in terms of visibility. The road has a 30mph speed limit and a satisfactory visibility splay to the right is all that is required. The required 2.4 metres by 90 metres splay can be achieved. An alternative all moves junction, even if that was acceptable in highways terms (and this is a very congested part of the network), could not be built here because of the location of the listed Plummery Wall. This listed structure had to be accommodated as part of completion of the IDR when the dual carriageway was constructed between 1989 and 1991. It was incorporated into the central reservation of the new road. Listed building consent would be needed for its removal or alteration.
- 4.67 A transport assessment will be required for submission as part of any planning application for the future use of the site. A residential development may result in an increase in trips, but as the prison is listed there may be limitations on parking accommodation. A hotel or office use, with limited parking, may also be appropriate, given the proximity to Reading Station. Applicants should follow the advice on car parking and cycle parking set out in the Council's Supplementary Planning Document on Parking.⁹
- 4.78 The development should provide appropriate, supervised and suitably lit pedestrian and cycle links through the site and from the site to the canal

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http://www.reading.gov.uk/documents/servingyou/planning/local_development_framework/21420/Revised-Parking-SPD-Adopted-1011.pdf

to the south of the site, into the public areas of the Abbey Ruins and to the Forbury Gardens, and to the Kenavon Drive area, in addition to the existing links onto the Forbury Road. The development of the site should also contribute to the wider cycling and pedestrian networks being developed and signposted as part of the proposals for the Abbey Quarter Project. These involve improving pedestrian and cycle access, and signage, from Reading Station and elsewhere in Reading Town Centre to the Abbey Quarter and the Prison via Forbury Gardens.

Views

4.89 In drafting the RCAAP, the Council commissioned a Tall Buildings Strategy, part of which involved identifying important views in Central Reading. One of these views was the view from the western end of Kenavon Drive towards the south west, with the prison being the key feature of the view. This is therefore a key view that will require careful consideration, particularly in terms of views of the listed building.

4.94.10 Other important views that will need to be considered include the following:

- View north from Blake's Cottages across the Kennet and Avon Canal;
- View north from Watlington Street;
- View east from The Forbury and Abbots Walk; and
- View east/south east from Forbury Road.

4.1011 Views out of the site will also be important. Views that link into principle routes to the east and west will assist in realising the aim of linking the East Side Major Opportunity Area to the centre. In addition, development should make the most of any opportunities to create and enhance high-quality views out of the site, such as towards the Abbey Ruins and St James Church and nursery, as well as across the Kennet and Avon Canal towards Blake's Cottages.

Environmental Constraints

4.1112 Information on potential ground condition issues and the possibility of land contamination can be obtained from the Council's Environmental Health Service. A contaminated land survey and report should be submitted with any planning application for the site.

4.1213 The site lies within the Air Quality Management Area. Any development that would detrimentally affect existing air quality or which would be sensitive to poor air quality (e.g. residential uses) will need to meet the criteria set out in Policy DM19 of the adopted Sites and Detailed Policies Document.

4.1314 As residential is likely to form part of the reuse and development and hotel use is also a possibility, the issue of noise affecting the site, particularly from adjoining roads will be relevant. Any development will need to comply with policy CS34 in the Council's Adopted Core Strategy.

4.1415 A preliminary ecological appraisal to include a bat survey of all buildings will need to be undertaken prior to the submission of a planning application to detail the nature conservation interest of the site. Opportunities to enhance the ecological value of the site particularly the canal should be included in any proposals.

4.16 The southern part of the site, adjacent to the southern boundary of site, falls within Flood Zone 2 as having a medium probability of flooding. The remainder of the site lies within Flood Zone 1 as having a low probability of flooding. If the site is considered for residential development, a site wide sequential approach should be taken. This means more vulnerable land uses (such as residential) should be located in those parts of the site with the lowest flood risk. Areas at greatest risk of flooding should remain undeveloped. Following this, it will be appropriate to consider mitigation measures if required.

4.17 To be acceptable, any development on this site will require a full Flood Risk Assessment (FRA). The developer should confirm, as a minimum, that the scheme will achieve a betterment in the surface water runoff regime; ensuring that surface water runoff will not increase flood risk to the development or third parties (this will to some extent be achieved through an appropriate (SuDS)(see below). As part of this assessment, an allowance for climate change needs to be incorporated, which means adding an extra amount to peak rainfall (20% for commercial development, 30% for residential).

4.18 There is also now a separate requirement to demonstrate how sustainable drainage system techniques (SuDS) will be used for a site of this size, with any obstacles to their use clearly justified (see below). Details of the requirements for SuDS are set out in Appendix 5

4.19 Current and historic uses associated with the Prison may have led to contamination on the Site. A PRA (Preliminary Risk Assessment) should be carried out prior to submission of any application in order to assess the risk of any contamination to the underlying aquifer (a principal aquifer) and the adjacent watercourses. The outcomes of your site investigations should inform the SuDs scheme you choose. For example, no infiltration should take place on parts of the site that have previously been impacted by contamination.

4.20 There may be opportunities for ecological enhancement of the river corridor as this site has a river frontage to the south. Natural features encourage biodiversity, and can also create an attractive residential

setting and add value to a development. We would strongly encourage any development to explore these opportunities.

4.21 Under the terms of the Water Resources Act 1991, and the Thames Region Land Drainage Byelaws 1981, prior written consent of the Environment Agency is required for any proposed works or structures, in, under, over or within 8 metres of the top of the bank/foreshore of the River Kennet, designated a 'main river'.

Design Considerations

4.1522 Detailed architectural design and urban design will be an important component of any future use and development of the Prison Site. This planning framework will evolve in parallel with the historical appraisals of the site in terms of design/urban design when there are firmer indications of the form of development that might take place. In the meantime, Policy CS7 provides a framework for considering design and the matters that will need to be addressed in a future Design and Access Statement.

4.23 In line with Policy CS7 the design for the site should seek to create safe and accessible environments through ensuring that:

- o appropriate links from the site to outside the site are provided and designed to ensure that they do not encourage or facilitate anti-social behaviour and street drinkers from the town centre;
- o there are active edges with good natural surveillance from active rooms at ground floor level;
- o appropriate boundary treatments are used to deter crime and anti-social behaviour in relation to adjoining property;
- o any car parking is not hidden away but with receives good natural surveillance from active ground floor rooms.

Policy CS5 indicates that any buildings should be sited and designed to provide suitable access to, into and within its facilities for all potential users including disabled people.

4.1624 Any Design and Access Statement will need to seek to retain and incorporate existing landscape features. Landscape design will need to give careful attention to the public realm and any areas subject to public access. It will need to reflect the history and archaeology of the sites as determined by the various assessments and their evaluation. There may be opportunities to interpret and demarcate the layout of former Abbey buildings and other important features within the landscaping proposals. The landscape design should make proposals for appropriate street furniture and interpretation features. It should provide for play facilities for use by visitors to the site and, possibly in a separate location, play facilities and equipment in association with any residential use or development

It should allow for tree planting, other planting, appropriate surfacing to public areas, seating etc. It will also need to respond to the presence of the prison walls that remain as part of the reuse of the site (see paragraph 3.13 above). New development should respond to the streetscape of the Forbury Road. It should seek to make use of the canal frontage and Chestnut Walk to the south of the site as a significant opportunity.

Planning Obligations/CIL.

4.1725 Policies CS9, DM3 and other policies point to the need to enter into planning obligations with the Council in relation to future infrastructure provision and matters such as affordable housing where required by policies in the plan (e.g. CS 13 and 15). Further information on the interpretation of these policies can be found in recently adopted Supplementary Planning Documents.¹⁰

4.1826 ~~The Council council is currently preparing a Draft Charging Schedule for the Community Infrastructure Levy and expects to progress this through 2014 so that it can beis intending to adoptedintroduce the Community Infrastructure Levy (CIL) Charging Schedule for all developments determined after 1st April early during 2015. At the same time it The Council is also producing adopting~~ a new Supplementary Planning Document on Site Specific Planning Obligations that will complement the new CIL regime. This will cover site related works such as site access improvements or on-site open space provision that will not be funded by CIL but which remain the responsibility of the applicant to provide to ensure the proper planning of the proposed development. Once adopted, these will replace the existing planning obligations regime related to infrastructure provision and work alongside CIL.

Property valuation and development issues.

4.1927 The ~~Council council~~ accepts that in accordance with the National Planning Policy Framework, viability is a material consideration in development and will inform negotiations on matters such as affordable housing provision (Policy CS 15) and works and contributions made by way of planning obligations (policies CS9 and DM3 and other policies). Where viability is a material consideration, the Council will expect the submission of an open book viability appraisal with any planning application. This should include details relation to timing, finance phasing, etc., where they have an impact on viability.

5. Processes and Procedures

Pre application Service

¹⁰ <http://www.reading.gov.uk/businesses/planning/planning-policy/supplementary-planning-documents-topics/s106spd/>

- 5.1 The Council provides a paid for pre-application service. It is strongly recommended that detailed pre-application advice is sought from the local planning authority prior to the submission of a formal planning application for any potential redevelopment proposals. This is particularly important for a complex site such as the Prison Site. Pre-application request forms and further advice on the pre-application service can be found at:

<http://www.reading.gov.uk/businesses/Planning/how-to-make-a-planning-application/pre-application-advice/>

Pre Application Consultation on Development Proposals

- 5.2 As part of the pre-application process, the Council will expect the prospective applicants to carry out consultation on the draft application proposals. Such consultation should be carried out in accordance with the Council's recently adopted Statement of Community Involvement, noting that it is currently being reviewed (2013 draft version).¹¹

Information requirements

- 5.3 The Council has a Validation Checklist, available on its website, which lists the requirements for information to be submitted alongside any application. This is available on the Council's website¹². The main information requirements are outlined below, but will depend to a large degree on what is being proposed on the site in terms of uses and amount of new development or demolition. The list below is not necessarily comprehensive depending on the proposals:

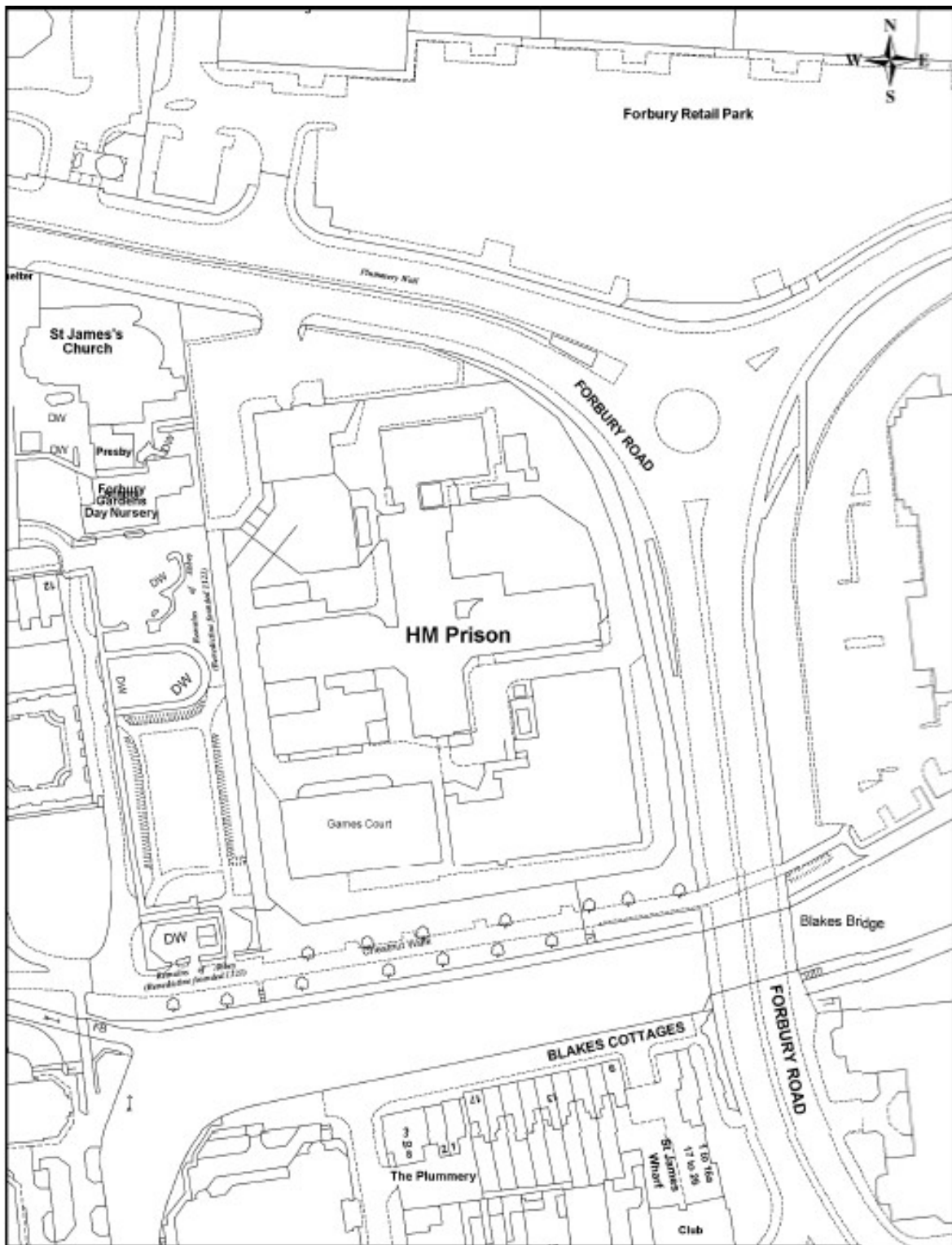
- Consideration of archaeology is a prerequisite to any other consideration of the development of the site, as set out elsewhere in this framework;
- Heritage Statement and the Setting of Listed Buildings/ SAM's;
- Environmental Impact Assessment screening assessment;
- Affordable Housing Statement (if dwellings or larger employment is proposed);
- Air Quality Statement;
- Contaminated Land Survey & Report;
- Daylight/Sunlight Assessment;
- Ecological Survey & Report - proposals involving demolition will also likely require a bat survey;
- Energy Statement;

¹¹ <http://www.reading.gov.uk/businesses/planning/planning-policy/general-information-on-planning-policy/sci/>

¹² <http://www.reading.gov.uk/businesses/Planning/how-to-make-a-planning-application/validation-checklist/>

- ~~Environmental Impact Assessment screening assessment;~~
- External lighting details;
- Flood Risk Assessment;
- Heads of Terms proposals for a Section 106 agreement;
- Heritage Statement;
- Landscape principles;
- Materials details;
- Noise & vibration impact assessment;
- Open space statement;
- Planning policy statement;
- Superfast Broadband Strategy Statement if a new development of more than 50 residential dwellings proposed;
- Sustainability Statement;
- Sequential test & impact assessment if main town centre uses other than offices or hotel are proposed (site is edge-of-centre);
- SUDS;
- Transport assessment and travel plan;
- Tree survey;
- Utilities and drainage statement;
- Vehicle parking and servicing details;

Appendix 1



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Title: Location Plan
Reading Prison, Forbury Road.

Produced by GIS & Mapping Services

Date: 04/09/2013 Scale at A4: 1:1250
Ref: Rdg_Prison.pdf



Appendix 2.

Reading Prison: Historical Importance

Issues and opportunities for the Abbey Quarter

September 2013

Prepared by Matthew Williams (Museum Manager) and Fiona MacDonald (Principal Archaeologist), Reading Borough Council.

Designations

Scheduled Ancient Monument The entire prison site is part of the Reading Abbey and Civil War earthworks scheduled area.

Area of Archaeological Potential The entire site is identified as an area of archaeological potential within the LDF.

Listed Building The 1844 Main Building of the Prison is Grade II listed. This red brick cruciform building consisting of four cell wings; the northern wing contains the former entrance and chapel. It is an important example of a 'separate system' prison where prisoners spent almost all their time in solitude, based on the Pentonville Prison Model. The cell (C3.3.) occupied by Oscar Wilde survives. Arthur Griffith, later first President of the Executive Council of the Irish Free State, was interned here after the Easter Rising in 1916. The original walls, gatehouse and turrets were removed in 1972.

Issues and opportunities

Setting and connection with the wider historic environment

The prison provides the setting for several key features within the Abbey Quarter: Abbey Ruins (Scheduled and Grade I listed), St James Church and school (Grade II), Forbury Gardens (Grade II) and Chestnut Walk - public footpath and Oscar Wilde memorial.

It is important that any proposal retains a strong visual connection between the historic prison building and the Abbey Ruins, Forbury Gardens and Chestnut Walk, and enhance the wider historic environment.

Opportunities to open up pedestrian routes between the prison site and the rest of the Quarter would be desirable. A pedestrian access onto Chestnut Walk should be considered. A secondary pedestrian connection into the northern part of the Abbey Ruins would improve access across the site, but would need to be gated so that the Ruins can continue to be secured after dark to minimise anti-social behaviour and vandalism to the standing monument.

The plans for the site should take into wider strategy for the town centre through the Abbey Quarter and Public Realm Strategy. Any signage for the site

should be integrated into pedestrian signage schemes for the Abbey Quarter and wider town centre.

Impact on Grade II listed prison building -

A conservation assessment of the site's buildings will need to be developed, in order to fully understand its significance. This 'significance appraisal' should establish the approach for alterations and any redevelopment. Issues will include whether any later additions are worthy of retention as part of site's history and setting. For example elements of the 1971 prison wall could be retained or echoed within new structures to put the listed main building in its proper historical context as part of a Victorian prison.

The reuse/ development presents an opportunity to restore the main listed building, particularly removing ugly and inappropriate late 20th century additions. A key improvement would be to restore the northern entrance façade of the main building that is currently disfigured by the 1970s administration block. Creating a direct visual connection between this facade and the Forbury Road would visually improve the wider townscape and setting of the Abbey Quarter.

Archaeological impact

There is a high potential for archaeological remains. The whole site will require evaluation to assess likely survival and inform mitigation of potential impacts. Berkshire Archaeology will advise RBC and due to the site's Scheduled status English Heritage and the Secretary of State will need to give consent for any works.

There are thought to be remains of Reading Abbey present across the site. The east end of the Abbey Church lies under the car park and prison entrance in the site's north-west corner. This was partially revealed by excavations during the rebuilding of the perimeter wall and gatehouse in 1971-73 (Slade 1975-76). Following the excavations these remains were partially destroyed, and part reduced and covered to form the current car park. The extent of medieval remains across the rest of the site remains largely unknown. There is the potential for medieval burials.

Slade's excavations found some evidence of pre-Abbey occupation including worked flint and early Bronze Age, Romano-British, and middle Saxon pottery shards. There could potentially be evidence on this site for the 871AD Viking army encampment. There is likely to be evidence for the post-dissolution use of the site including the Civil War town defences, post-medieval industry and the 1790s County Goal that was replaced by the current building.

There is almost certainly evidence for elements of the 1844 and later 19th century buildings that have since been demolished, including the County Militia guardroom (originally on east side outside the perimeter wall and linked to basement militia stores under the east wing by a underground passage), original perimeter wall, turrets, gatehouse, women's wing (in the north east corner), mill house (tread mills), and the houses of the chaplain and governor. A watching brief on new water pipe trenches recorded in situ elements of both the pump

shed and the wood storage yard of the 19th century prison (Jacobs 2008). The west side is the likely location of burial plot for the prisoners executed at Reading. Any new build will need to avoid impacts on any 'in situ' remains, potentially leaving such areas within public open space.

The development of the site gives an exciting opportunity to better understand and present the site's important archaeology to the public as part of the wider Abbey Quarter. In some circumstances there may be opportunities to reveal, present and protect buried features and foundations or to mark and interpret the location of the Abbey and later structures using paving/landscaping and interpretive signage.

Listing of the Prison¹³

The Revised English Heritage Listing of the Prison ~~contains the following description: is attached at Appendix 3~~

~~FORBURY ROAD 1, 5128 (South Side) Main building of HM Prison SU 7273 7/100 II 2. 1833. Scott and Moffatt. Gatehouse and corner towers removed. Only main cruciform building remains. 3 storeys and basement. Red brick with stone cornice band and parapet. Central crenellated octagon with tall crenellated drum over, east and west wings join at a quadrant on north side. 13 bays (south side 6 bays) with small rectangular windows. Chapel in north wing which has bold block cornice to parapet. 1+4+1 lancets on upper floor, and retaining cast iron glazing bars. 3 bay return to north with a 4 storey crenellated turret in centre and flanking chimneys. Interior: central octagon with ribbed domical vault. Communicating corridors have pointed barrel vaults with diaphragm arches. Galleries on 2 levels with cast iron decorative brackets. Segmental vault in cells. Said to be of some importance in connection with prison reform. Chiefly famous because Oscar Wilde wrote his "Ballad of Reading Gaol" while a prisoner here. His cell on the north side of the east wing can be seen from the railway. Interior of chapel altered.~~

~~Listing NGR: SU7207673552~~

Site Timeline

- 870-1 Viking army encampment, first written record for Reading
- 1121 Reading Abbey founded by Henry I
- 1136 Henry I buried in front of the High Altar
- 1539 Dissolution of Abbey by Henry VIII
- 1643 Siege of Reading, earthwork defences built around Reading
- 1776 first antiquarian survey of Abbey Ruins
- 1791 County Gaol opens in the Forbury
- 1833 S. Transept and Chapter House purchased by public subscription
- 1837-1840 St James Roman Catholic church designed by A.W.N. Pugin
- 1841 Huntley & Palmers, world's biggest biscuit factory opens
- 1843-1844 Reading Gaol rebuilt by Scott and Moffat
- 1845 first execution at the prison and burial within site
- 1895-7 Oscar Wilde imprisoned at Reading Gaol

¹³ <http://list.english-heritage.org.uk/resultsingle.aspx?uid=1321948>

- 1898 *The Ballad of Reading Gaol* published
- 1913 Last execution at the gaol
- 1915 Abbey becomes a Scheduled Ancient Monument
- 1971-73 Prison's outer walls rebuilt, removing the Victorian gatehouse and towers.
- 2013 Prison closure announced for December 2013 (although now likely to be January 2014)

References

Berkshire Archaeology; Berkshire Historic Environment Record - available online at <http://www.heritagegateway.org.uk/Gateway/default.aspx>

English Heritage; The National Heritage List for England - available online at <http://www.english-heritage.org.uk/professional/protection/process/national-heritage-list-for-england/>

Jacobs. 2008. *HMP Reading, Berkshire - Archaeological Watching Brief Report*. unpublished report (Berkshire HER event: ERM841)

Reading Borough Council, 2012, *Abbey Quarter Outline Conservation Statement*. unpublished report

Slade, C. 1975-76. *Excavations at Reading Abbey 1971-3* in Berkshire Archaeological Society Journal. Vol. 68, pages 29-70 (Berkshire HER event: ERM1240)

Appendix 3:

List Entry

List Entry Summary

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

Name: Reading Gaol (main building) former Her Majesty's Prison

List Entry Number: 1321948

Location

Forbury Road, Reading, Berkshire,

The listed building(s) is/are shown coloured blue on the attached map. Pursuant to s.1 (5A) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'), structures attached to or within the curtilage of the listed building (save those coloured blue on the map) are not to be treated as part of the listed building for the purposes of the Act. The building may lie within the boundary of more than one authority.

County District District Type Parish

Reading Unitary Authority Non Civil Parish

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 14 December 1978

Date of most recent amendment: Not applicable to this List entry.

L

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

Legacy Number: 38945

Asset Groupings

This List entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List Entry Description

Summary of Building

County gaol, 1842-4 by George Gilbert Scott and William Boynton Moffatt, altered c.1970. Certain buildings and parts of the buildings are excluded from the Listing, as is made clear in the List entry. English Heritage Advice Report 26 February 2014.

Reasons for Designation

The main building at Reading Gaol, of 1842-4 by George Gilbert Scott and William Boynton Moffatt, is listed at Grade II for the following principal reasons:

- * - Architectural interest: an impressive, fortress-like design that represents an early work by one of England's foremost C19 architects;
- * - Planning interest: a pioneering English example of a radial-plan prison built for the newly-introduced 'separate system' of constant surveillance and solitary confinement;
- * - Historic interest: strongly associated with the imprisonment of Oscar Wilde, who spent eighteen months of his two-year sentence there and later immortalised the institution in 'The Ballad of Reading Gaol'.

History

Reading Gaol stands adjacent to the town centre, on a plot of riverside land once occupied by the cloister and burial ground of Reading Abbey. The original County Gaol was in Castle Street, but moved to a new building on the present site in 1786. By the 1840s this had become overcrowded and dilapidated, and in 1842 a design competition was held for a new prison, which was to house 200 criminals and 20 debtors, with space for 100 additional cells and a court house. The winning design by George Gilbert Scott and William Bonython Moffatt was based on the then recently-

completed New Model Prison at Pentonville in London. Its plan comprised a central hub and a series of radiating galleried wings containing individual cells, which was designed to implement the 'separate system' of solitary confinement and regular surveillance, introduced in Britain under the 1839 Prisons Act and pioneered ten years earlier at the Eastern State Penitentiary in Philadelphia, USA. This type would become ubiquitous during the course of the C19, with some twenty radial-plan prisons built in England during the period 1839-77.

The building contract was initially given to John Jay of London, but his company went bankrupt three months after construction began in August 1842, and the work was completed by Messrs George and William Baker. The new gaol, with cells for 250 men and women and a debtors' ward, was ready for occupation in July 1844, by which time the need for additional cells, a separate laundry block and the rebuilding of the old perimeter wall had driven the final cost up from an initial estimate of £24,000 to an eventual total of more than £40,000. Reading continued as the County Gaol for the next 70 years. Its most famous inmate was Oscar Wilde, who served the latter part of his sentence there between November 1895 and May 1897; he described his experience in 'De Profundis', written during his imprisonment, and later in 'The Ballad of Reading Gaol'. The gaol closed in November 1915; it served as an internment centre from 1916 until 1919, and parts of it were let to various government departments during the inter-war period. In the latter part of WWII it was used as a military prison by the Canadian Army, reopening in 1946 as an overflow prison for men serving short sentences, before becoming a borstal in 1951. In 1969-70 it was returned to use as an adult prison; this involved numerous changes to the fabric, including the refenestration of the cells and the demolition and rebuilding of the gatehouse and perimeter wall. Between 1992 and its closure at the end of 2013 Reading served as a remand centre and Young Offenders Institution.

George Gilbert Scott (1811-78) was perhaps the most successful, prolific and influential British architect of the Victorian period. The son of a Buckinghamshire clergyman and amateur architect, he was articled to the London church architect James Edmeston in 1827 and established his own practice in 1834. His early work, until 1845 in collaboration with William Boynton Moffatt (1812-87), mostly consisted of workhouses, hospitals and other poor-law buildings. Scott's chief fame, however, was as a builder and restorer of churches, in which he was strongly influenced by the Gothic Revivalist polemics of AWN Pugin. Scott's reputation was firmly established in 1844 with the commission for the vast new Nikolaikirche in Hamburg, Germany, and in the decades that followed his practice became one of the largest in Britain, responsible for hundreds of new churches - from Oxbridge college chapels to the new cathedrals at Edinburgh and Christchurch, New Zealand - and for the restoration of hundreds more, where his often destructive approach drew bitter criticism from William Morris and the fledgling conservation movement. Major secular commissions included the Albert Memorial, the Midland Hotel at St Pancras' Station, the Foreign Office on Whitehall (all in London) and the universities of Glasgow and Bombay, India. Scott was knighted in 1872, and served as president of the RIBA from 1873 to 1876.

Details

County gaol, 1842-4 by George Gilbert Scott and William Boynton Moffatt, altered c.1970. MATERIALS: red brick with Bath stone dressings, mostly now renewed in concrete. Roofs originally of slate, now replaced with asbestos tiles* (not of special interest). PLAN: the main prison building originally stood within a square enclosure of approximately three acres, surrounded by a high boundary wall with octagonal corner towers and a large, multi-towered gatehouse complex on the north side providing accommodation for resident staff (the governor, deputy governors, warders, matron and chaplain) as well as additional security. Against the north wall and alongside the gatehouse was a block containing the women's cells.

All this was demolished c.1970, leaving only the cruciform main building. This comprises four wings, designated A to D, converging on a central semi-octagon. The upper three floors of A, B and C wings contained the male felons' cells. Originally there were twelve on each floor in B wing and twenty-five in the longer A and C wings, accessed on the upper two floors by means of galleries connecting via the central octagon. The basement beneath A wing originally contained the prison kitchens, and - in a sealed-off area to the west, accessed via a tunnel (now demolished) leading outside the prison wall - a munitions store for the Berkshire militia; the latter space was absorbed into the prison proper in 1878 and was last used as the prison hospital. The basement under B wing contained baths, punishment cells, a knife room and an officers' cleansing room.

D wing was aligned with the old gatehouse and formed the entrance to the main building. The ground floor and basement contained the debtors' cells: first-class debtors on the ground floor opposite the governor's office and visiting rooms, second-class debtors in the basement along with the reception cells and coal store.

The first and second floors contained the chaplain's and schoolmaster's offices, a room from which the governor could oversee activity in the central octagon, and – rising through both floors in the centre of the wing – the prison chapel. Executions took place on a scaffold built against the eastern side of the wing. As well as the rebuilding of the perimeter walls, the works of c.1970 saw the construction of a number of new buildings within the old prison yards. These are plain red-brick structures of one and two storeys, and include: a new gatehouse at the north-west corner of the site; an administration block with visiting and interview rooms, abutting D wing to the north; and, in the angle between A and B wings, an education and training building, which now also contains the prison chapel and kitchens. In the angle between B and C wings is a former workshop of c.1910, a single-storey brick building with a part-glazed roof. These structures, and the rebuilt perimeter wall that encloses them, are not of special interest and are excluded from the listing*.

EXTERIOR: Scott and Moffatt's design displays the Tudor-Gothic details employed in their workhouse and hospital designs, here combined with castellated elements – battlements to the entrance block and central octagon, machicolations under the eaves throughout - intended to give a fortress-like aspect. The visual inspiration for the design, which was much criticised for its elaboration and expense, is said to have been Warwick Castle. The alterations of c.1970 greatly changed the building's external appearance: the original two-light cell windows were replaced with single square openings containing barred double-glazed window units* (not of special interest), and most of the stone-dressed elements were replaced in concrete. (An unaltered original cell window survives in the basement of D wing.)

D wing is the main focus for architectural display. The projecting frontispiece at the northern end is fully crenellated and features tall ridged and corbelled chimney stacks, diapered brickwork and mullion-and-transom windows. The ground-floor entrance doorway has been lost, absorbed into a single-storey addition of c.1970. The wing behind is dominated by the tall chapel windows with their simple Gothic tracery. Beneath these, on the western side, are more mullion-and-transom windows, originally to the administrative offices. On the eastern side are the smaller pointed windows of the debtors' cells. In the centre is a larger archway, now bricked up, through which condemned prisoners were led out onto the scaffold.

A, B and C wings have pitched roofs over the central galleried section and flat roofs over the cell blocks on either side. The latter have the square concrete-framed windows installed c.1970; the former terminate in gabled projections with very tall mullion-and-transom windows (of concrete replacing the original stone) which are the main source of light to the internal galleries. There is a similar (and likewise renewed) window where each wing abuts the octagonal hub, the cell blocks terminating in quadrants here to allow light to penetrate the central space. The octagon itself has a crenellated parapet and a tall central turret, also crenellated, which forms the main stack for the plenum ventilation system.

INTERIORS: these have been much altered, with original features removed and a variety of modern fittings and finishes* applied; the latter are not of special interest. The original cells with their jack-arched brick vaults mostly survive, but have in the majority of cases been doubled up by removing the wall between each pair, while the Tudor-arched entrance doorways now have flat concrete lintels, and renewed doors* (the doors not being of special interest). The metal gallery structures with their curved supporting brackets and cross-braced balustrades are original. The ceiling over the galleries is a pointed brick vault, while the central octagon has a brick vault with moulded stone ribs and corbels, and lozenge-shaped ceiling lights cut through the webs of the vault. Air extracted from vents in the cells originally passed through the space above the vaults and out through the plenum tower. Suspended at first-floor level within the octagon was a glazed Gothic pavilion structure from which prison staff could keep watch on movements in A, B and C wings and (via the tall side windows) in the prison yard outside; the pavilion has been replaced with a modern prefabricated cabin* (not of special interest). In the basement under A wing, the layout of the former munitions store is still legible, despite the inserted ceiling* (not of special interest) and the

demolition of the access tunnel. Beneath B wing some original cells survive, including high-security 'punishment' cells for the confinement of violent inmates.

The chapel, later used as a games room, is a double-height space with an arch-braced queen-strut roof and central skylight. It originally contained a multi-tiered timber gallery structure that allowed each prisoner to observe the service from within an enclosed box; this arrangement, designed to minimise contact between prisoners in accordance with the 'separate system', can still be seen at Lincoln Castle but has been completely lost at Reading along with all other fittings and decoration. Elsewhere in D wing the layout of the offices survives, as do some of the debtors' cells.

* Pursuant to s.1 (5A) of the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act') it is declared that these aforementioned features are not of special architectural or historic interest.

Selected Sources

Alford, R G, Notes on the Buildings of English Prisons, Volume 2, 1909-10, 91-100

Brodie, Croom and Davies, English Prisons, 2002, 96-116

Cole, D, The Work of Sir Gilbert Scott, 1980

Southerton, P, Reading Gaol by Reading Town, 1993

Stokes, A, Pit of Shame: the Real Ballad of Reading Gaol, 2007

Map

National Grid Reference: SU7207273571

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The above map is for quick reference purposes only and may not be to scale. For a copy of the full scale

map, please see the attached PDF - 1321948_2.pdf

Former List Entry

List Entry Summary

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for

its special architectural or historic interest.

Name: MAIN BUILDING OF HM PRISON

List Entry Number: 1321948

Location

MAIN BUILDING OF HM PRISON, FORBURY ROAD,

The building may lie within the boundary of more than one authority.

County District District Type Parish

Reading Unitary Authority

National Park: Not applicable to this List entry.

Grade: II

Date first listed: 14 December 1978

Date of most recent amendment: Not applicable to this List entry.

Legacy System Information

The contents of this record have been generated from a legacy data system.

Legacy System: LBS

Legacy Number: 38945

Asset Groupings

This List entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official

record but are added later for information.

List Entry Description

Summary of Building

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

FORBURY ROAD 1.5128 (South Side)

Main building of HM Prison SU 7273 7/100 II 2.1833.

Scott and Moffatt. Gatehouse and corner towers removed. Only main cruciform building remains. 3 storeys and basement. Red brick with stone cornice band and parapet. Central crenellated octagon with tall crenellated drum over, east and west wings join at a quadrant on north side. 13 bays (southside 6 bays) with small, rectangular windows. Chapel in north wing which has bold block cornice to parapet. 1+4+1 lancets on upper floor and retaining cast iron glazing bars. 3 bay return to north with a 4 storey crenellated turret in centre and flanking chimneys. Interior: central octagon with ribbed domical vault. Communicating corridors have pointed barrel vaults with diaphragm arches. Galleries on 2 levels with cast iron decorative brackets. Segmental vault in cells. Said to be of some importance in connection with prison reform. Chiefly famous because Oscar Wilde wrote his "Ballad of Reading Gaol" while a prisoner here. His cell on the north side of the east wing can be seen from the railway. Interior of chapel altered

Listing NGR: SU7207673552

Selected Sources

None.

Plan of Listing that defines the extent of the listed building as the blue area on the map attached to the listing to be attached here.

| Appendix **34**:

Relevant Development Plan Policies

Main Policy Relationships

- A1.1 The main policy that this Framework supplements is policy **RC3 (Development in the East Side Major Opportunity Area)** in the Reading Central Area Action Plan, adopted in January 2009. The text of the policy is set out below.



RC3e, 42 KENAVON DRIVE:

This area will be developed for medium density residential use, preserving the east-west

Other Policy Relationships

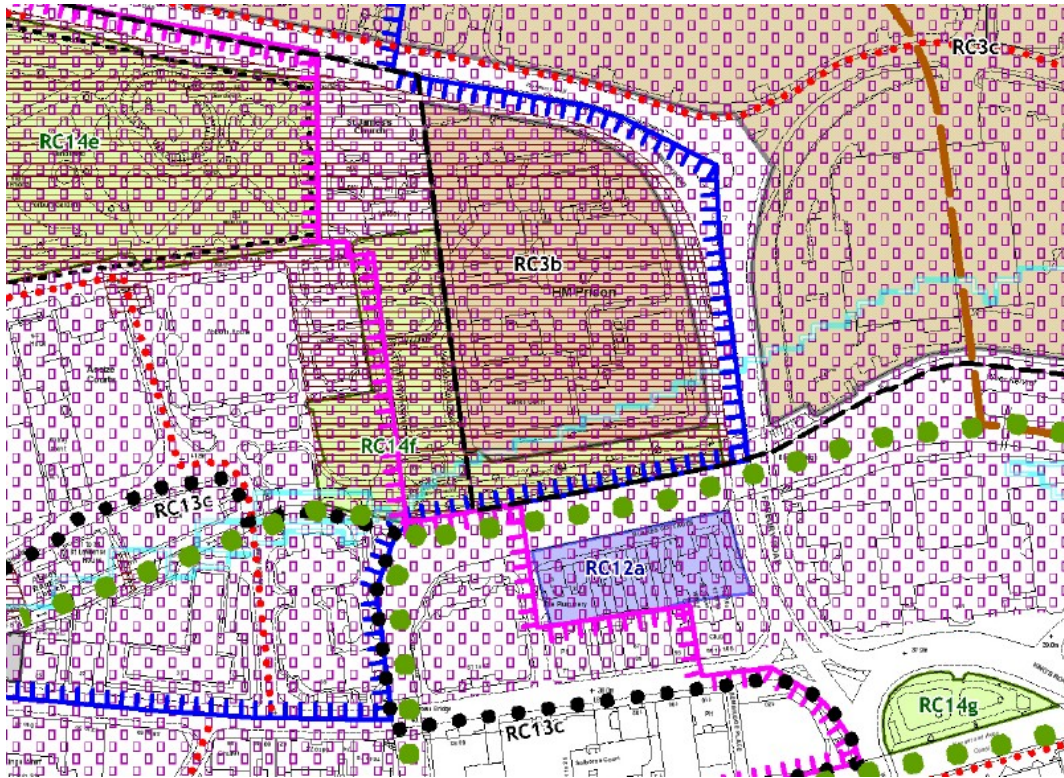
There are a number of other policies in the Core Strategy, Reading Central Area Action Plan and Sites and Detailed Policies Document that are relevant, as are some topic-related Supplementary Planning Documents. Figure XX below lists the main relevant policy principles that should be taken into account in considering development on this site:

Figure XX: Other Main Relevant Policies

CORE STRATEGY (adopted 2008)	
CS1: Sustainable Design and Construction <i>(as supplemented by Sustainable Design and Construction SPD, 2011)</i>	Development should be sustainable in nature, use resources efficiently, and meet a number of more specific requirements. The Sustainable Design and Construction SPD contains more specific guidance.
CS3: Social Inclusion and Diversity	Development should demonstrate how it will address issues of social exclusion.
CS4: Accessibility and the Intensity of Development	The density and intensity of development should reflect the level of accessibility by sustainable forms of transport.
CS5: Inclusive Access	Buildings should be sited and designed to provide suitable access to into and within its facilities for all potential users including disabled people.
CS7: Design and the Public Realm	A high quality of design is required that reflects principles such as high quality public realm, permeability and safe environments.
CS8: Waterspaces	Development should enhance the public realm of waterways, and ensure public access and preserving the multiple roles of the waterways.
CS9: Infrastructure, Services, Resources and Amenities	Development will mitigate its impacts on infrastructure, services, resources and amenities. More guidance will be set out in a SPD.
CS13: Impact of Employment Development	Employment development should provide mitigation in line with its impacts.
CS15: Location, Accessibility, Density and Housing Mix	Density and mix of housing will be related to character, accessibility, mix and environmental impacts. An indicative density range for a 'town centre' area is over 70 dwellings per hectare.
CS16: Affordable Housing	Developments of 15 units or more should provide 50% affordable housing.
CS20: Implementation of the Reading Transport Strategy	Development should contribute balanced transport network including schemes in Local Transport Plan.
CS22: Transport Assessments	Development proposals should make provision for an adequate level of accessibility and safety in accordance with an agreed transport assessment.
CS23: Sustainable Travel and Travel Plans	Major development proposals should promote and improve sustainable transport facilities.
CS24: Car/Cycle Parking <i>(as supplemented by Parking Standards and Design SPD, 2011)</i>	Parking standards for specific uses are set out by zone. The prison falls within zone 1.

CS25: Scale and Location of Retail, Leisure and Culture Development	Major retail, leisure and culture development will be directed to central Reading in the first instance.
CS29: Provision of Open Space	New development will make on-site or off-site provision to open space.
CS31: Additional and Existing Community Facilities	New community facilities will be acceptable. Loss of an existing facility only acceptable where there is no need for it.
CS33: Protection and Enhancement of the Historic Environment	Heritage assets and their settings will be protected and where appropriate enhanced.
CS34: Pollution and Water Resources	Development will not damage the environment through pollution. Proposals sensitive to pollution will not be in areas with high levels of pollution. Issues which should be addressed on this site are likely to include air quality and contaminated land.
CS35: Flooding	Development should not reduce flood storage, impede flows or increase flood risk. Small part of site is in Flood Zone 2.
CS38: Trees, Hedges and Woodland	Protects trees, hedges and woodland
READING CENTRAL AREA ACTION PLAN (adopted 2009)	
RC5: Design in the Centre	Development should build on existing grid structure, provide well-designed public spaces and public realm, use high quality materials etc.
RC6: Definition of the Centre	Prison site is within the defined centre for offices, but is edge of centre for retail development and other main town centre uses.
RC7: Leisure, Culture and Tourism in the Centre	Leisure is encouraged within the area defined for other main town centre uses under policy RC6.
RC9: Living in the Centre	A mix of sizes of residential units is required, Development should take account of noise and air quality issues and contribute to affordable housing.
RC13: Tall Buildings	Site is not within an area that would be considered appropriate for tall buildings (10 storeys or more).
RC14: Public Realm	Abbey Ruins and Chestnut Walk identified as important areas of public open space. All proposals on sites of more than 1 ha will provide new public open space. Design near waterways should enhance them.
SITES AND DETAILED POLICIES DOCUMENT (adopted 2012)	
DM1: Adaptation to Climate Change	Development should adapt to climate change, e.g. orientation, shading, drainage.
DM2: Decentralised Energy	Large developments (over 20 dwellings or 1,000 sq m) should consider the inclusion of decentralised energy provision.
DM3: Infrastructure	Identifies priorities for infrastructure provision. These priorities will be developed further in the Community Infrastructure Levy and a S106 SPD.
DM4: Safeguarding Amenity	The amenity of existing and future residents will be protected.
DM5: Housing Mix	New housing to be designed to Lifetime Homes standards
DM12: Access, Transport and Highways-Related Matters	New or altered accesses will be considered in terms of safety, congestion and the environment. Reference is made to the Council's adopted standards, which include no new access points on classified roads - Honey End Lane is classified.
DM16: Provision of Open Space	Policy sets out the amount and quality of new open space required.
DM17: Green Network	The network of areas of existing and potential biodiversity significance should be retained and enhanced through provision of green links.
DM18: Tree Planting	Development should result in an increase in tree planting.
DM19: Air Quality	Site is within an Air Quality Management Area. Therefore, applications will need to address the air quality issue, and, potentially, identify mitigation measures.

Included below is an extract from the adopted Proposals Map showing the main designations affecting the site.











Legend

 Reading Central Area Boundary

Sites and Detailed Policies Document Designations

-  Local Wildlife Sites, Local Nature Reserves and Areas of Biodiversity Action Plan Habitat (Policy DM17)
-  Existing and potential Green Links (Policy DM17)
-  Areas of archaeological potential
-  Site Allocated for Development (Policies SA2, SA4, SA5, SA8, SA9 and SA10)
-  Cycle Routes (Policy SA14)
-  Major Landscape Feature (Policy SA17)

Contextual Information (Potentially Subject to Change During Plan Period)

-  Conservation Areas
-  Scheduled Ancient Monuments
-  Air Quality Management Area (related to Policy DM19)
-  Major Hazard Sites (related to Policy DM20)
-  Hazardous Pipelines (related to Policy DM20)
-  Historic Parks and Gardens (related to Policy CS33)
-  Boundary of Flood Zone 2 (Environment Agency) – see smaller map for more detail
-  Area safeguarded for potential Crossrail extension

Reading Central Area Action Plan Designations

-  Boundary of Major Opportunity Areas (Policy RC1 - 3)
-  Major Opportunity Areas Sub Areas (Policy RC1 - 3)
-  Other Opportunity Sites (Policy RC4)
-  Primary Shopping Area (Policy RC6)
-  Central Core (Policy RC6)
-  Office Core (Policy RC6)
-  Existing Active Frontage (Policy RC10)
-  Proposed Active Frontage (Policy RC10)
-  Terraced Housing in the Centre (Policy RC12)
-  Tall Buildings Clusters (Policy RC13)
-  Important Areas of Open Space (Policy RC14)

Figure XX: Proposals Map Extract

Appendix 5: Sustainable Drainage Systems (SuDS)