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To: Councillor David Absolom (Chair),
Ayub, Chrisp, Dennis, Duveen, Hopper,
Lawrence, Maskell, McDonald, Page,
Rodda, Stevens, Whitham and R Williams.

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7 July 2015

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**NOTICE OF MEETING -STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE -
15 JULY 2015**

A meeting of the Strategic Environment, Planning and Transport Committee will be held on Wednesday 15 July 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 MEETINGS OF THE STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE HELD ON 26 MARCH 2015 AND 27 MAY 2015		1
3. MINUTES OF THE MEETINGS OF THE TRAFFIC MANAGEMENT SUB-COMMITTEE OF 17 JUNE 2015		10
4. MINUTES OF OTHER BODIES		
(A) JOINT WASTE DISPOSAL BOARD - 26 MARCH 2015		22
(B) AWE LOCAL LIAISON COMMITTEE - 22 APRIL 2015		24

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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.	CARBON PLAN - 2015-2020	BOROUGHWIDE	34
	To update the Committee on the proposed new Carbon Plan which sets out the policy, targets and action plan for energy, water and carbon management for 2015-2020.		
9.	CYCLING STRATEGY IMPLEMENTATION PLAN 2015/16	BOROUGHWIDE	87
	To update the Committee on the second Cycling Strategy Implementation Plan, setting the programme for 2015/16 and reviewing progress towards delivery of the strategy objectives during 2014/15.		
10.	AIR QUALITY ACTION PLAN UPDATE	BOROUGHWIDE	93
	To inform the Committee of the revised Air Quality Action Plan, including measures to improve air quality across Reading.		
11.	LOCAL PLANNING ENFORCEMENT PLAN	BOROUGHWIDE	109
	To seek approval from the Committee on the adoption of a Local Planning Enforcement Plan.		
12.	SMALL HOUSES IN MULTIPLE OCCUPATION AND THE ARTICLE 4 DIRECTION - REVIEW	BOROUGHWIDE	129
	To update the Committee on the review of the Article 4 Direction that had been made in 2013 and to consider proposals to extend the Article 4 area within the Borough.		

13.	LETTINGS BOARDS PILOT SCHEME	BOROUGHWIDE	141
	To update the Committee on the results of the pilot ban of lettings boards in Redlands Ward and the proposals to continue this as a permanent ban and to extend to other areas within the Borough.		
14.	READYBIKE CYCLE HIRE SCHEME - FIRST YEAR UPDATE	BOROUGHWIDE	158
	To update the Committee on the first full year of operation of the ReadyBike cycle hire scheme, future proposals to relocate a small number of underused docking stations and progress with identifying a sponsor for the scheme.		
15.	WHITEKNIGHTS RESERVOIR	PARK	165
	To update the Committee on the necessary works that must be completed to reduce the risk of failure of the Whiteknights Reservoir.		

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Present: Councillors Tickner (Chair), DL Absolom, Ayub, Chrisp, Dennis, Duveen, Maskell, Page, Stanford-Beale and Whitham.

Apologies: Councillors Anderson, K Edwards, Jones and Willis.

21. MINUTES

The Minutes of the meeting of 25 November 2014 were confirmed as a correct record and signed by the Chair.

22. MINUTES OF TRAFFIC MANAGEMENT SUB-COMMITTEE

The Minutes of the meeting of the Traffic Management Sub-Committee of 15 January 2015 were received.

23. MINUTES OF OTHER BODIES

The Minutes of the meeting of the Reading Climate Change Partnership Board of 3 March 2015, the meeting of the Joint Waste Disposal Board of 22 January 2015 and the Minutes of the meeting of the AWE Local Liaison Committee of 17 December 2014 were submitted.

Resolved: That the Minutes be noted.

24. PETITIONS IN ACCORDANCE WITH STANDING ORDER NO 36

Karen Rowland presented a petition in the following terms:

"We the undersigned owner/occupiers of Jesse Terrace are concerned to learn that, under national Government relaxations of the planning regulations, small family houses, such as all the houses in Jesse Terrace, may be redeveloped into HMO's (Houses in Multiple Occupation) as being generally "permitted development" and therefore without any planning consent needing to be applied for.

We understand that, in any part of their area where a local Council considers that uncontrolled exercise of generally permitted development rights would harm local amenity or the proper planning of the area, the Council has power to make what is called an *Article 4 Direction* specifying the kinds of permitted development considered potentially harmful and effectively requiring a planning application to be made for any such development within the specified area.

We understand that in 2004 the Reading Borough Council made an Article 4 Direction in respect of Jesse Terrace but, as currently worded, it only covers alterations to the external appearance of the properties. We believe that uncontrolled internal conversion of the Jesse Terrace houses into HMOs will harm local amenity and the proper planning of the area. We point to the progressive harm (blighting effect) from uncontrolled HMO development already evident in the nearby streets and which is now threatening to spread into Jesse Terrace.

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We petition the Reading Borough Council to make a fresh *Article 4 Direction* covering Jesse Terrace and removing permitted development rights in respect of HMO redevelopment.

We are interested in requesting Reading Borough Council to look into the aspects - both advantages and disadvantages - of re-applying for Listed status with English Heritage for the homes and streetscape of Jesse Terrace and would request a further consultation on this at which time more knowledge is gained on such a Listed status and how this would work in relation to a new Article 4 direction."

In his response, Councillor Page (Lead Councillor for Strategic Environment, Planning and Transport) stated:

I thank Karen Rowland for her petition on behalf of residents of Jesse Terrace, and would thank her for the work that she and other local residents do with, and on behalf of, the Baker Street Area Neighbourhood Association (BSANA).

By way of background context, the previous Government introduced the new C4 use class in early 2010 to create a separate use of small HMO's (up to six unrelated adults), as the planning system did not recognise small HMO's as a separate use, but classed them as a single dwelling house. The new Coalition Government, almost as soon as it came into power, then made changes of use from single dwelling house (use Class C3) to small HMO (Class C4) a permitted development. Under normal circumstances therefore planning permission is not required for such a change of use. This was a most regrettable and ill-advised decision that has had a major detrimental impact on many areas of Reading.

As Ms Rowland knows the Council does have the power to introduce an Article 4 Direction for a range of purposes including that of controlling changes of use from single dwelling house (use Class C3) to small HMO (Class C4). However, this would only cover the change of use of the property. Unless a building is listed, planning has no control over internal conversions or alterations. Such works are not classed as 'development' under the Planning Act's definition of development.

As indicated in the report on tonight's agenda on "Enhancement of Conservation Areas," 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). Even when an Article 4 Direction is in force, applications for changes of use have to be tested against planning policy. The main planning consideration is how each change of use affects mixed and balanced communities in an area. The Council's current policy in its residential conversions SPD indicates that this becomes a concern when more than 25% of properties in a 50m radius are in HMO use. Applicants have a right of appeal.

As outlined in the "Enhancement of Conservation Areas," report, the Council has indicated that the operation of the existing Article 4 Direction controlling HMO changes of use parts of Redlands, Park and Katesgrove Wards 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. The Planning Applications Committee

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has recently indicated that an early review is now required. Work on that review will commence shortly with a view to bringing a full report back to a future meeting of this Committee. In the meantime I have arranged for a response to this petition, and an interim report on the review, to be brought to the next meeting of this Committee on 15th July.

In relation to the final point made in the petition, the addition of buildings to the Statutory List of Historic Buildings lies with English Heritage (as of 6 April 2015, Historic England) as central Government's advisor on heritage. It is the sole responsibility of English Heritage to assess and advise DCMS and the Secretary of State on whether or not to add a building/terrace to the statutory list."

25. ENVIRONMENT AGENCY PRESENTATION ON THE OXFORD WESTERN CONVEYANCE CHANNEL AND ABINGDON FLOOD STORAGE AREA

The Director of Environment and Neighbourhood Services submitted a report updating the Committee on the proposed flood alleviation schemes upstream of Reading in the Oxford area. Attached to the report at Appendix A and B were maps showing the proposed location of both schemes.

The report stated that the two schemes were the Abingdon Flood alleviation scheme and Oxford Flood alleviation scheme. The Oxford Flood alleviation scheme was similar in principle to the Jubilee River in Windsor and would be called the Western Conveyance Channel. The Abingdon scheme comprised three parts including a proposed flood storage area for the river Ock and would require hydraulic modelling from Sandford to South of Mapledurham. At present neither scheme had been approved or designed.

Emma Formoy, Funding and Benefits Realisation Manager for the Oxford and Abingdon Scheme, and Jeanne Capey, Partnership and Strategic Overview Team Leader, gave a presentation and answered questions on the proposed schemes.

Resolved:

- (1) That the report and presentation be noted;
- (2) That a formal response be made to the planning application once an application had been submitted.

26. THAMES WATER PRESENTATION - WATER SECURITY SCRUTINY REVIEW

The Director of Environment and Neighbourhood Services submitted a report updating the Committee on the Water Security review that had been agreed at the meeting of 25 November 2014 (Minute 19 refers) to consider the current condition of Reading's water supply and waste water infrastructure. The scope of the review also included consideration of the planned investments and how the impact of planned and emergency works could be minimised.

Huw Thomas, Thames Water Local Government Liaison, Tony Owen, Thames Water Strategic Planning Manager, Steve Harvey, Thames Water Asset Modelling Specialist and Carl Smith, Thames Water Wastewater Asset Planner, gave a presentation and

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answered questions on water security, their planned investment programme and future works.

At the invitation of the Chair, Mr Tony Pettitt, Reading Buses, addressed the Committee.

Resolved: That the response to the review from Thames Water and the investment programme for Reading be noted.

27. FLOOD & WATER MANAGEMENT ACT 2010 - LOCAL FLOOD RISK MANAGEMENT STRATEGY FOR READING

The Director of Environment and Neighbourhood Services submitted a report to update the Committee on the Local Flood Risk Management Strategy (LFRMS) for Reading, a copy of which was attached to the report at Appendix 1. The LFRMS was currently out on a public consultation which closed on 27 April 2015.

The report stated that the Flood and Water Management Act 2010 included statutory provisions for the implementation of the recommendations in the Pitt Review following the July 2007 exceptional rainfall event. County and Unitary Authorities were given the leadership role for the local flood risk management from all sources of flooding, except main rivers and the sea and so Reading Borough Council had been designated as the Lead Local Flood Authority (LLFA) in Reading.

The report explained that Reading's LFRMS had been prepared in conjunction with the Berkshire Strategic Flood Risk Group which consisted of the Berkshire Five Flood Risk Authorities (excluding Slough as they were not within the Thames catchment area), the Environment Agency and Thames Water.

Resolved:

- (1) That the Local Flood Risk Management Strategy for Reading be noted;
- (2) That, following the public consultation and in conjunction with the Lead Councillor for Strategic Environment, Planning and Transport, the Director of Environment and Neighbourhood Services be authorised to adopt the Local Flood Risk Management Strategy.

28. LOCAL TRANSPORT PLAN IMPLEMENTATION PLAN 2015-16

The Director of Environment and Neighbourhood Services submitted a report to update the Committee on the fifth Implementation Plan for the Local Transport Plan (LTP).

The report stated that the LTP was a statutory document which set out the Council's transport strategy and policy and that the third Local Transport Plan (LTP3) for the period was adopted by the Council on 29 March 2011. This plan had included a 15-year Strategy Document and incorporated a rolling three-year programme so that this report was the fifth LTP3 Implementation Plan.

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The LTP3 Implementation Plan was reviewed annually through a scheme prioritisation matrix and budgeting exercise that also produced 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 reflected the conclusion of the current Local Sustainable Transport Fund (LSTF) scheme and the implementation of the new 2015-16 LSTF revenue package. The LTP3 Programme and Budget Tables were attached to the report at Appendix A.

The report explained that the LTP3 Implementation Plan also monitored progress within the Strategy Plan detailed policy and delivery areas and that the Delivery Highlights for 2014-15 were attached to the report at Appendix B and that an analysis of the projects and measures delivered through the LTP3 that helped Reading achieve the Sustainable Community Strategy Vision was attached to the report at Appendix C.

Resolved:

- (1) That the programme and the spend approval for the 2015/16 schemes as attached to the report at Appendix A, be approved;
- (2) That the proposals for subsequent years as listed in Appendix A be approved and approval of any forward planning before the next Implementation Plan be delegated to the Lead Member for Strategic Environment, Planning & Transport in conjunction with the Head of Transportation & Streetcare;
- (3) That the progress made in delivering the LTP3 Implementation Plan during 2014/15 be noted.

29. REVISED SUPPLEMENTARY PLANNING DOCUMENT ON PLANNING OBLIGATIONS UNDER SECTION 106

The Director of Environment and Neighbourhood Services submitted a report to update the Committee on the new version of the Section 106 Planning Obligations Supplementary Planning Document (SPD) that was attached to the report at Appendix 2 and was required with the introduction of the Community Infrastructure Levy (CIL).

The report stated that the CIL, which would come into force from 1 April 2015, partially replaced the Section 106 system and was a levy on new developments that would be charged per square metre of floor space. The Council's CIL Charges had been approved at Council on 27 January 2015 (Minute 43 refers). The role of Section 106 was now restricted to securing affordable housing (which was dealt with in the Council's adopted Affordable Housing SPD) and dealing with site-specific infrastructure requirements.

The report explained that the new version of the Section 106 Planning Obligations SPD set out the basis of securing site-specific infrastructure. It had been subject to consultation from March to May 2014 and a summary of responses to the consultation, along with a draft response stating how the point had been taken into account in the final version of the SPD was attached to the report at Appendix 1.

Resolved:

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- (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) 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.

30. EMPLOYMENT AND SKILLS PLANS - PROGRESS SO FAR

The Director of Environment and Neighbourhood Services submitted a report updating the Committee on the progress on drawing up and implementing Employment and Skills Plans (ESPs). A number of case studies outlining the effects of ESPs were attached to the report at Appendix 1.

The report stated that ESPs were required for major developments under the Employment, Skills and Training Supplementary Planning Document (SPD) and that good progress had been made on securing these plans which had led to very positive outcomes, both during construction and in the end use of a development.

The report stated that Reading UK CIC had provided the following information with regard to securing ESPs on developments in Reading since April 2013:

- eight permissions had been subject to a requirement to provide an ESP covering the construction phase, whilst a further three had committed to making a financial contribution towards employment and skills for the construction phase;
- seven major commercial or employment-generating permissions had been 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.

Resolved: That the progress in drawing up and implementing ESPs for major developments be noted.

(Councillor Duveen declared an interest in this item. Nature of Interest: Councillor Duveen's wife was a shareholder of Tesco.)

31. ENHANCEMENT OF CONSERVATION AREAS

The Director of Environment and Neighbourhood Services submitted a report updating the Committee on some of the issues raised by residents groups, members of the public and by Councillors in relation to a number of Conservation Areas in the Borough.

The report stated that these issues concerned whether the Council's Conservation Areas strategy, policies, and individual conservation area appraisals were 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 set out the

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background to conservation areas and conservation area designation and how the legislation and policies operated in Reading. The report set out information and various options regarding conservation area boundary reviews, reviews of conservation area appraisals, conservation areas at risk and Article 4 Directions.

At the invitation of the Chair, Ms Karen Rowland addressed the Committee.

Resolved:

- (1) That the Council's current practice in relation to Conservation Areas and the options for future operations in Conservation Areas, be noted;
- (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.

32. ADOPTION OF THE OUTLINE DEVELOPMENT FRAMEWORK FOR THE SITE OF READING PRISON

The Director of Environment and Neighbourhood Services submitted a report containing the results of the consultation on the Draft Development Framework for the Reading Prison Site and updating the Committee on the situation with regard to the future of the site. The report of the consultation, detailing the individual consultation responses received and how they had been considered, was attached to the report at Appendix 2. The proposed Outline Development Framework for the Reading Prison Site was attached to the report at Appendix 3.

The report noted that on 4 September 2013 the Government announced the closure of Reading Prison. The prison closed in early 2014 and the Ministry of Justice was considering future options for the site but had been progressing towards the eventual disposal of the site. The Policy Committee held on 17 February 2014 (Minute 85 refers) approved a Draft Outline Development Framework for the site for consultation.

The report stated that the proposed framework, in addition to the consultation responses received, had been informed by continuing dialogue with the landowners of the site and by continued work on its historic significance. Consultants acting for the Ministry of Justice had now produced a detailed desk based archaeological assessment and a desk based Historic Building Assessment. Summaries of the results of these historical studies had been incorporated into the Framework.

The report stated that once adopted, the Outline Development Framework for the site of Reading Prison would be used as a Supplementary Planning Document to the Reading Central Area Action Plan for the determination of planning applications on the site, and also for informing any pre-application discussions.

Resolved:

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- (1) That the results of the consultation on the Draft Outline Development Framework for the Reading Prison Site, undertaken in February - April 2014, as set out in the Consultation Statement, be noted;
- (2) That the Outline Development Framework for the Reading Prison Site be adopted as a Supplementary Planning Document.

(The meeting started at 6.30pm and closed at 8.38pm).

STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE MINUTES

27 MAY 2015

Present: Councillor David Absolom (Chair)
Councillors Ayub, Chrisp, Dennis, Duveen, Hopper, Lawrence, Maskell, McDonald, Page, Rodda, Stevens, R Williams and Whitham.

RESOLVED ITEM

1. ESTABLISHMENT, MEMBERSHIP AND TERMS OF REFERENCE OF TRAFFIC MANAGEMENT SUB-COMMITTEE

Resolved -

- (1) That, under the provisions of Sections 101 and 102 of the Local Government Act 1972, a Traffic Management Sub-Committee be established for the Municipal Year 2015-16 and the following Councillors be appointed to serve on the Sub-Committee:

Traffic Management Sub-Committee (7:2:1:1)

<u>Labour</u> <u>Councillors</u>	<u>Conservative Councillors</u>	<u>Liberal Democrat</u> <u>Councillor</u>	<u>Green</u> <u>Councillor</u>
Debs Absolom	Hopper	Duveen	Whitham
Ayub	McDonald		
Dennis			
Hacker			
Jones			
Page			
Terry			

- (2) That the following Councillors be appointed as Chair/Vice-Chair of the Traffic Management Sub-Committee for the Municipal Year 2015/16:

<u>Chair</u>	<u>Vice-Chair</u>
Councillor Page	Councillor Ayub

- (3) That the Terms of Reference of the Sub-Committee be as set out in Appendix A to the Monitoring Officer's report to Council of 27 May 2015 on the Constitution, Powers and Duties of the Council and Committees etc.

TRAFFIC MANAGEMENT SUB-COMMITTEE MINUTES - 17 JUNE 2015

Present: Councillor Page (Chair)

Councillors Debs Absolum, Ayub, Dennis, Hacker, Hopper, Jones, McDonald, Terry and Whitham.

Also in attendance: Councillors Rodda and Vickers

1. FORMER TRANSPORT USERS' FORUM - CONSULTATIVE ITEM

(1) Questions

Questions on the following matters were submitted, and answered by the Chair:

Questioner	Subject
Mark Drukker	Reading Half-Marathon road closures
Mark Drukker	Pedestrian Crossings

(The full text of the questions and replies were made available on the Reading Borough Council website).

(2) Presentation - Review of Reading Bridge Closure - Construction and Traffic Impact

Sam Shean, Streetcare Services Manager, gave a presentation on the Reading Bridge Strengthening Scheme, including photographs that showed the deterioration of the Bridge which led to the need for the restorative work and details of the work completed thus far.

Resolved:

- (1) That Sam Shean be thanked for his presentation;
- (2) That Sam Shean and his colleagues be thanked for their contributions in ensuring the success of the project to secure the bridge and for minimising the disruption to traffic during its closure.

(3) Friends of the Earth Campaign - objection to the M4 widening proposals

John Booth from Reading Friends of the Earth outlined the current proposals by Highways England to widen the M4 between junctions 3 and 12, which involved the use of the hard shoulder and the replacement of bridges, and informed the Sub-Committee of the opportunity to object to this scheme via the Planning Inspectorate (PINS) website.

Resolved: That the position be noted.

2. MINUTES

The Minutes of the meeting of 12 March 2015 were confirmed as a correct record and signed by the Chair.

3. QUESTIONS FROM COUNCILLORS

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

4. PETITIONS

(a) Petition for a 20mph zone in Briants Avenue and surrounding roads

The Director of Environment and Neighbourhood Services submitted a report on the receipt of a petition with 294 signatures asking the Council to introduce a 20mph zone in Briants Avenue and surrounding roads.

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 Briants Avenue and surrounding roads including, Nelson Road, Montague Street, Marscak Street, St John's Road, South View Avenue, Washington Road and Ardler Road".

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

At the invitation of the Chair, lead petitioners Caroline Langdon and Beryl Jelliman addressed the Sub-Committee.

Resolved:

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

5. PETITION FOR A ZEBRA CROSSING OUTSIDE ENGLISH MARTYRS CATHOLIC SCHOOL ON DEE ROAD - UPDATE

Further to minute 86 of the meeting on 12 March 2015, the Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the investigations and assessment of the wider traffic concerns that had been raised by parents and representatives of both English Martyrs Catholic School and St Michael's Primary School.

The report stated that the initial assessments had been completed and concluded that it would be too difficult to carry out significant change to this area within Dee Road due to the residential nature of the street and positioning of private driveways that provided little scope for additional traffic calming features, raised crossing points or improved parking measures to stop footway parking. Consideration was therefore given to the conversion of both crossing points outside each school to zebra crossings, subject to the usual road safety audit process, along with any other changes required as a result of the concept and final designs.

The report stressed that there was not currently a measurable road safety problem on Dee Road and so the risks of carrying out changes to the highway had to be assessed. However, it was felt the presence of formal crossing should encourage better driving, although the

crossing zig-zag markings would limit the on-street parking and so could lead to an increase in irresponsible parking on the footways.

The report explained that the width of the dropped kerbs would need to be increased at the current pedestrian crossing points and a short length of the parking bay removed to create the width required for a zebra crossing. There would also be a requirement to alter the current waiting restrictions as the crossing zig-zags would overlay the 'School Keep Clear' markings. The police had also requested a review of the gap in the current waiting restrictions on Dee Road between Elvaston Way and the bus stop. In addition the school warning signs on the approach to the schools would be replaced for programmable ones that came on automatically.

The report concluded that the recommendation was to proceed with the detailed design work and promote the formal zebra crossings as indicated. The estimated cost of this scheme was £50,000, with the final value determined at the detailed design stage.

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

Resolved:

- (1) That the report be noted;
- (2) That the proposal proceeded to detailed design and, subject to the results of a safety audit, the changes outlined within the report to introduce two zebra crossings for the schools in Dee Road be implemented;
- (3) That the Head of Legal and Democratic Services be authorised to carry out the statutory notice procedures of the intention to establish two pedestrian crossings for the schools in Dee Road in accordance with Section 23 of the Road Traffic Regulation Act 1984;
- (4) 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 in accordance with the Traffic Regulation Orders;
- (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 advertise the Traffic Regulation Orders for the proposed introduction of traffic calming in accordance with the Local Authorities Traffic Orders and Section 90c of the Highways Act 1980 and subject to no objections being received to make the Traffic Regulation Order;
- (6) That any objections to the statutory consultations be reported to a future meeting of the Sub-Committee.

6. TARGET JUNCTION IMPROVEMENT REVIEW AND OPTIONS AND RESUBMISSION OF PETITION TO CANCEL PLANS TO SWITCH OFF THE TRAFFIC LIGHTS AT BROAD STREET/ WEST STREET JUNCTION

The Director of Environment and Neighbourhood Services submitted a report on the resubmission of a petition with additional signatories asking the Council to cancel plans to switch off the traffic lights at the Broad Street/West Street junction. The report stated that this petition had originally been presented to the committee in March 2015 (Minute 85b refers).

The petition read as follows:

"Elderly and disabled people in particular would be put in danger. Generally, the loss of these lights would mean that pedestrians have to estimate whether or not they have time to cross the road before oncoming traffic reaches them. This is nerve wracking when you know that drivers may not allow for you to be slower than most.

In particular, blind people depend on the beeps that sound when the traffic lights are on green for pedestrians. Without those they are lost and have to depend on strangers who may know nothing about guiding them - nor care - to take them across. That at the same time as RBC is planning to cut spending on disabled adults supposedly in the interests of improving their independence."

The report explained that the traffic signal switch off was being carried out on a trial basis and that a full evaluation report had been submitted to this meeting (as detailed below).

The Director of Environment and Neighbourhood Services had also submitted a report informing the Sub-Committee of the results of the trial switch-off of the traffic signals at the 'Target' Junction, which was the intersection of Broad Street, St Mary's Butts, Oxford Road and West Street. A drawing showing proposed opportunities for the junction (TC/target concepts/01) was attached to the report at Appendix 1.

The report stated that observations from a week-long failure of the traffic signals at the 'Target' junction in 2014 had led to the question as to whether the traffic signals actually served any purpose as it seemed that during their failure both pedestrians and public transport appeared to benefit. This had led to a six month trial period, which had commenced in January 2015, to allow all users to experience the junction in an 'uncontrolled' state. As a result of the trial there had been a petition collected by both The Guide Dogs for the Blind and the Berkshire Blind Society but very little other feedback had been received from the general public.

The report explained that the main area of concern remained crossing at the junction by blind and partially sighted people who said that they could not tell from which direction vehicles were approaching. An independent road safety assessment had been carried out and had concluded that the risk of an injury to anyone at the junction, as a result of a collision, was low prior to the trial and remained so without the traffic signals operating.

The report laid out the options for the future as follows:

- To switch the lights back on at the Target junction;

- To continue with the experimental switch-off;
- To remove the traffic signals and reconfigure the junction to create a 'shared space' facility that catered better for the blind and partially sighted people, especially across Broad Street (West).

The details of the opportunities that would be created without the signals were outlined in the report and on the drawing that was attached to the report at Appendix 1. These included enhancing the 'shared space' area, providing a dedicated route for blind and partially sighted users, improving cycle parking and improving visibility for bus drivers.

The report also stated that the Reading Taxi Association had expressed support for the trial and that Reading Buses had reported shorter journey times on most routes using the junction. Reading Buses had also estimated that the change had eliminated a cumulative 12 hours of bus idling each weekday with commensurate reductions in particulate and nitrous oxides emissions.

At the invitation of the Chair, Mrs M Cross, Mr J Young and Mrs K Rowland addressed the Sub-Committee.

Resolved -

- (1) That the report be noted;
- (2) That the representations and feedback received thus far be noted and the trial be continued to allow for further public consultation;
- (3) That the proposals shown on the drawing TC/target concepts/01 be the basis of a public consultation and the results be reported to the next meeting of the Sub-Committee, along with a final scheme proposal;
- (4) That specific meetings be arranged with representatives of The Guide Dogs for the Blind and Blind Associations, the Access and Disabilities Working Group, Reading Buses and other relevant organisations.

7. RIDGEWAY SCHOOL - TRAFFIC MANAGEMENT REVIEW

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on a review of the current traffic management measures at the junction of Whitley Wood Road and Hillbrow and between this junction and the pedestrian access on Whitley Wood Road to the Ridgeway Primary School. A map showing the location of Whitley Wood Road and Hillbrow was attached to the report at Appendix 1 and a photograph of parking was attached to the report at Appendix 2.

The report stated that Ridgeway Primary School was being extended from a one form entry school to a three form entry school and that part of this proposed expansion included the provision of a new vehicular entrance from Hillbrow. This new entrance would allow access for deliveries and visitors, with the staff vehicular access from Willow Gardens being retained.

The report explained that the pedestrian access would be maintained via the existing footpath to the school which was located behind the properties on the west side of

Hillbrow. As a result of this footpath, parents of pupils attending the school dropped off and picked up from Hillbrow, with some parking taking place within close proximity of the junction of Whitley Wood Road and Hillbrow, as demonstrated in the photograph at Appendix 2.

The report also stated that no restrictions were currently provided at the junction and so it was proposed to provide a 'No Waiting at Any Time' restriction around the junction. This would ensure visibility at the junction was maintained and that vehicles did not park to the detriment of road safety. It was also proposed that the 'No Waiting at Any Time' restriction be extended 25 metres to the west along Whitley Wood Road so that it adjoined the existing 'School Keep Clear' markings to ensure that parents did not drop off and/or pick up their children from Whitley Wood Road, which would have detrimental implications for visibility at the junction.

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 a statutory consultation and advertise the proposed 'No Waiting at Any Time' restriction at the junction of Whitley Wood Road and Hillbrow (as shown in Appendix 1) in accordance with the Local Authorities Traffic Orders Regulations and subject to no objections being received to make the Traffic Regulation Order;
- (3) That any objections to the statutory consultations be reported to a future meeting of the Sub-Committee.

8. BI-ANNUAL WAITING RESTRICTION REVIEW - STATUTORY CONSULTATION

The Director of Environment and Neighbourhood Services submitted a report seeking approval from the Sub-Committee to carry out statutory consultation and implementation, subject to no objections being received, on requests for or changes to waiting/parking restrictions. The B-Annual Waiting restriction review programme list of streets, with officer's recommendations, was tabled as Appendix 1 at the meeting.

The report stated that the council regularly received correspondence from the public, councillors and organisations with requests for new or alteration to formal waiting restrictions and that these requests were reviewed on a six monthly basis, commencing in March and September of each year, to ensure best value from the statutory processes.

The report explained that further to the report submitted to the meeting of the Sub-Committee in March 2015 (Minute 87 refers), consultation with Ward Councillors had been completed and the resultant proposals to take forward to the statutory consultation process were detailed in Appendix 1.

At the invitation of the Chair, Mrs J Hanfling, resident of Redlands Road, and Mr & Mrs Harrington, residents of Honey End Lane, addressed 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 statutory consultations and advertise the proposals listed in Appendix 1 (with the exception of those detailed in (3) below) in accordance with the Local Authorities Traffic Orders Regulations and subject to no objections being received to make the Traffic Regulation Order;
- (3) That the requests made for waiting restrictions as shown in Appendix 1 be amended as follows;
 - (i) Norcot/Southcote: Cockney Hill and Honey End Lane - to defer the decision and a meeting be convened with residents, Ward Councillors and officers to discuss issues;
 - (ii) Park/Redlands: Eastern Avenue - that the revised plan (tabled at the meeting) be advertised, subject to any changes required to accommodate the use of the road by buses;
 - (iii) Redlands: Newcastle Road - to defer the request;
 - (iv) Redlands: Cintra Ave and Warwick Road - to defer the request.
- (4) That any objections received following the statutory advertisement be reported to a future meeting of the Sub-Committee;
- (5) That the Head of Transport, in consultation with the Lead Councillor for Strategic Environment, Planning and Transport be authorised to make minor changes to the proposals;
- (6) That consideration be given to prioritising future Section 106 funding to widening Eastern Avenue and providing parking bays.

9. REMOVAL OF HIGHWAY VERGES - LOCAL POLICY

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the need to align local policy to national policy to protect the loss of natural drainage through the removal of highway verges.

The report stated that there had been a recent change in planning requirements, prompted by national policy in response to concerns of urban flooding, that meant that the removal of an existing permeable area such as a front garden to a non-permeable hard-standing over 5m² now required planning permission. Often the conversion of a front garden was linked with a request for a dropped kerb to cross the footway or verge and whilst the Council provided a service to carry out such work (funded by the applicant), the applicant was free to use any private contractor who was authorised to work on the public highway and who met the Council's requirements.

The report explained that there was potentially an inconsistency in providing a dropped crossing as such alterations to the public highway could be done as a permitted development and so planning permission did not apply. Therefore the dropped crossing

could be constructed in a non-permeable material which could affect drainage water if it had involved the removal of a verge and so to ensure consistency with national policy any loss of highway verge should be included and the cost of creating a permeable dropped crossing should be fully covered by the applicant. This would protect the urban drainage and reduce the risk of flooding by slowing down the run-off into surface water drains.

The report added that the same policy would also apply to the loss of verge for any other alterations, including, for example, the construction of parking laybys by a developer, although all other options must firstly be considered before the removal of verge to create parking.

Resolved -

- (1) That the report be noted;
- (2) That local policy be aligned to national policy in ensuring that any loss in highway verge be replaced with an approved permeable surface.

10. MAJOR TRANSPORT AND HIGHWAYS PROJECTS - UPDATE

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the current major transport and highways projects in Reading, namely A33 and Reading Bridge Pinch Point Schemes, Reading Station Area Redevelopment, the new Pedestrian and Cycle Bridge and Mere oak and Winnersh Triangle park and ride schemes.

A33 Pinch Point Scheme

The report stated that the scheme comprised of 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 had continued to review the current programme to minimise any disruption whilst the improvement works took place by limiting lane closures to off peak hours and some night working. Works on the northbound approach to the A33/Rose Kiln Lane junction had been completed in April 2015 and had created additional left turn capacity and improvements to the overall operation of the gyratory.

Reading Bridge Pinch Point Scheme

The report stated that essential work had commenced in November 2014 to strengthen Reading Bridge, which was a 92 year old structure on a major strategic route and in need of strengthening and waterproofing to continue to carry the amount of traffic in future years. The Department for Transport had awarded the Council capital grant funding from their Pinch Point Fund to enable these works to be carried out.

The initial phase had involved filling a large void under the southern approach structure with foam concrete and from February 2015 the work had moved onto concrete and stone

repairs. The full advertised bridge closure had taken place between 18 and 30 May 2015 when the entire road surface was removed down to the bridge deck and concrete repairs carried out before carbon fibre strengthening rods were inserted, the deck covered in water proofing and the road layers rebuilt. Work was currently continuing under off-peak lane closures and included replacement of the footway slabs with Fibre Reinforced Polymer (FRP) slabs, carbon fibre strengthening under the central section of the bridge river span, completion of the concrete repairs and painting of the bridge.

Reading Station Area Redevelopment

The report stated that the Cow Lane Bridges Public Inquiry had been held and completed on 13 January 2015 and that the Secretary of State for Transport had now confirmed the Compulsory Purchase Order (CPO) and the SRO. Network Rail were due to commence the procurement process for the works which were expected to start in August 2015.

The report also stated that a new 300 rack cycle parking hub was being developed in the multi-storey car park and was due to be completed in autumn 2015.

Pedestrian and Cycle bridge

The report explained that the major construction works for the pedestrian cycle bridge over the River Thames were underway with completion expected in September 2015. The bridge would provide a key new route for pedestrians and cyclists between Caversham, Reading Station and central Reading.

The report stated that the majority of the preparatory work for the bridge had been completed and that the remaining six sections of the bridge, including the 37 metre high mast would be transported in overnight in June 2015. When complete, the bridge would be approximately 120m long, with a 68m span across the River Thames.

The report also stated that it was necessary to dedicate the new bridge and the associated new footway/cycle links as Public Highway and that this would be completed as a Declaration under the provisions of the Highways Act 1980.

MereOak and Winnersh Triangle Park and Ride schemes

The report stated that construction works were underway for the new park and ride sites at MereOak, south of M4 junction 11 and Winnersh Triangle, located near to Winnersh Station, which together would deliver nearly 1,000 parking spaces. The two sites were being constructed simultaneously with a planned completion date of August 2015 for MereOak and September 2015 for Winnersh Triangle.

Resolved -

- (1) That the report be noted;
- (2) That the new Pedestrian and Cycle Bridge and associated footway and cycleway links be dedicated as Public Highway under the provisions of the Highways Act 1980.

11. RESIDENTS PARKING - REVIEW OF RESIDENT PERMIT RULES/ DEFINITIONS AND REVIEW OF HUNTER'S WHARF HOUSEHOLDS - 25, 27, 30 AND 32

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the proposal to change the Resident Parking Permit Scheme Rules and Definitions to include the option for second permit fees to be refunded or transferred. The new Refund/Transfer Process for second permit charges in the Permit Management Definitions was attached to the report at Appendix 1.

The report laid out the proposals for refunds which would be offered on a scale from £10 if the permit was returned within 10 calendar months since issue and rising to £40 if returned within 1-3 months since issue. It was also proposed to offer a transfer option for Residents permit holders who moved within six months of issue to another or within the same permit zone. These proposals would only apply where the second permit fee had been paid and would not apply to other permit types such as Visitors, Business, Discretionary or Temporary.

The report also explained that there were four properties within Hunter's Wharf in Katesgrove Lane that had no parking associated with them (Flats 25, 27, 30 and 32), whereby the other households in Hunter's Wharf were eligible for one off-street parking place. The report sought approval to include these four properties within the Permit Parking Zone 10R.

At the invitation of the Chair, Councillor Rodda and Ms F Green, resident of Hunter's Wharf, addressed the Sub-Committee.

Resolved -

- (1) That the report be noted;
- (2) That the Permit Management Rule Definitions be updated to reflect the changes set out in the report;
- (3) That Hunter's Wharf Flats 25, 27, 30 and 32 be included within Permit Parking Zone 10R with an entitlement of one permit per household.

12. 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. An additional £996,000 of LSTF revenue funding had been awarded to the Council by the DfT for 2015/16 to be spent on a range of sustainable transport initiatives focused on neighbourhood-based active travel interventions and to develop more interactive online resources, which would help to support the Council's ongoing digital services initiatives.

The report provided an update on each of the five delivery themes of the LSTF programme, which were Personalised Travel Planning, Ticketing and Information, Cycle Hire, Active Travel and Park & Ride/Rail. Within these themes 25 projects had been identified and a summary of progress on these projects included the following:

- The completion of the Personalised Travel Planning programme;
- The upgrade of the traffic signals at Bath Road/Hogarth Avenue, Bath Road/Burghfield Road, The Meadway/Church End Lane, Queens Road/Sidmouth Street, Berkley Avenue/Coley Avenue and the pedestrian crossing at Caversham Road/Randolf Road would lead to improved junction efficiency across modes;
- The continued increase in usage of the ReadyBike cycle hire scheme, with total rentals to the end of April 2015 recorded as 22,595, which covered an estimated 115,557 miles;
- The installation of a new cycle hire docking station at Earley Station in March 2015;
- Proposals to relocate a small number of docking stations from areas of very low usage to areas of high demand in order to ensure the longer-term sustainability of the scheme, along with investigating the opportunity to appoint a sponsor for the scheme;
- The implementation of two corridor advisory schemes for cyclists along Lower Henley Road and Wokingham Road that included on-carriageway advisory cycle markings. However, in response to a complaint, the Local Government Ombudsman had concluded that the section of advisory cycle lane on the north side of Wokingham Road between Regis Park Road and Melrose Avenue should be removed. A detailed plan was attached to the report at Appendix 1.

Following a discussion on the advisory cycle lanes it was agreed that the current ones were unsuitable and that no further lanes should be introduced at present as, although the Sub-Committee were supportive of the Cycle Strategy, many of the roads in Reading were too narrow to include cycle lanes due to the width required to avoid the hazard posed by doors opening on parked cars.

Resolved -

- (1) That the progress made on the Local Sustainable Transport Fund Projects be noted;
- (2) That the current advisory cycle lane schemes be removed but retaining, where possible, the cycle logos which would provide a reminder to motorists;
- (3) That no further advisory cycle lane schemes be implemented pending a review of the Cycle Strategy.

13. WEST AREA TRANSPORT STUDY

The Director of Environment and Neighbourhood Services submitted a report updating the Sub-Committee on the rationale for the establishment of the West Reading Transport Study which would identify, define and priorities transport and related issues and opportunities in the Southcote area of Reading.

The report stated that the objective of the study would be to take a balanced approach to enhancing the local area and connecting links through measures that improved accessibility, road safety for all users, better managed traffic and parking and encouraged the use of public transport, cycling and walking.

The report explained that the study would focus on the challenges and opportunities presented by the expansion of Southcote Primary School, the opening of the Wren

Secondary Free School at the former Elvian School site on Southcote Lane and the proposed residential development at the former DEFRA site on Coley Avenue.

It was proposed in the report that the West Reading Transport Study Steering Group be established to direct progress of the study and that the membership of the Steering Group included the Councillors for the Southcote and Minster Wards. The Terms of Reference for the Steering Group and a map of the proposed study area were attached to the report at Appendix 1.

Resolved -

- (1) That the report be noted;
- (2) That the Terms of Reference for the West Reading Transport Study Steering Group and the proposed study area be approved.

14. 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 Item 98 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.

15. 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 10 applicants, who had subsequently appealed against these decisions.

Resolved -

- (1) That with regard to applications 1.0 and 1.3, a third discretionary permit be issued, personal to the applicants and charged at the third permit fee;
- (2) That with regard to applications 1.1 and 1.6, a discretionary permit be issued, personal to the applicant;
- (3) That with regard to application 1.7, a discretionary permit be issued if the applicant provided the evidence required with regard to ownership of property and registration of the vehicle;
- (4) That with regard to application 1.9, the decision be deferred to obtain more information from the applicant with regard to the use of a disabled parking badge;
- (5) That the Director of Environment and Neighbourhood Services' decision to refuse applications 1.2, 1.4, 1.5 and 1.8 be upheld.

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

(The meeting started at 6.30pm and finished at 9.00pm).

JOINT WASTE DISPOSAL BOARD
26 MARCH 2015
(10.00 - 11.30 am)

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

Reading Borough Council
Councillor Paul Gittings
Councillor Liz Terry

Wokingham Borough Council
Councillor Angus Ross

Officers Josie Wragg, Wokingham Borough Council
Oliver Burt, re3 Project Manager
Steve Loudoun, Bracknell Forest Council
Mark Moon, re3 Project Director
Mark Smith, Reading Borough Council

Apologies for absence were received from:

Councillor Pollock, Wokingham Borough Council

21. Declarations of Interest

There were no declarations of interest.

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

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

Matters Arising

Minute 15: It was reported that during the period January to February 2015 Wokingham Borough Council had received 82 notifications of fly-tipping. This compared to 105 reports during the same period in 2014 and it was considered that the removal of the Amenity Waste Collection Service was currently having a minimal impact on the Borough. The situation would be monitored however. Anecdotally the majority of residents were understanding of the reasons behind the service's removal and were supportive of the Council's decision.

Minute 18: Reading Borough Council had published its Waste Minimisation Strategy. It was suggested that that a means of capturing the consultation responses of the other re3 councils (Bracknell Forest and Wokingham) would be considered. Furthermore that the outcomes of the consultation would be used to inform the work of the other re3 Councils when considering waste minimisation.

23. Urgent Items of Business

There were no urgent items of business.

24. Progress 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 user satisfaction surveys, a summary of planned audit work and an overview of the current financial position.

As the administering authority, Reading Borough Council's Audit Team would be conducting an audit of the processes followed by the Contractor in arranging for the processing of materials for which a long term processing contract was either not available or not desirable. The audit would start at the end of April and it was expected that a report setting out the audit findings would be available for consideration by the Board at its Annual General Meeting.

It was stressed that the volume of green waste collected had increased and although tonnage collected for recycling had remained relatively stable actual recycling rates had increased for each council. It was noted that future communications work in this area would be undertaken by the re3 Marketing and Communications Officer when they were in post.

The Board noted the report.

25. 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 and 9 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.

26. Contract Update Report

The Board considered a report providing an update in relation to the progress made in terms of the Excess Waste Profit Adjudication since its last meeting.

It was reported that the adjudication would take place between 3rd and 5th June 2015 and it was expected that a determination should be issued on or around the 12th June 2015.

The Board noted the report.

27. Service Continuity Report

The Board received a report providing an update on work taking place to develop a service continuity plan in relation to the re3 Joint Waste PFI Contract.

The report provided an overview of the current service continuity arrangements and a number of additional factors that should be considered to ensure that service continuity arrangements were fully robust.

The Board noted the report.

CHAIRMAN



**Minutes of the 80th AWE Local Liaison Committee Meeting
Wednesday 11th March 2015 at Holiday Inn Padworth**

Present:

Mr Haydn Clulow	Director Site, Chairman LLC
Cllr Mike Broad	Tadley Town Council
Cllr John Chapman	Purley on Thames Parish Council
Cllr Jonathan Chishick	Tidmarsh with Sulham
Cllr Keith Gilbert	Padworth Parish Council
Cllr Gerald Hale	Woolhampton Parish Council
Cllr Carol Jackson-Doerge	West Berkshire Council
Cllr David Leeks	Tadley Town Council
Cllr Clive Littlewood	Holybrook Parish Council
Cllr Marian Livingston	Reading Borough Council
Cllr Mollie Lock	Stratfield Mortimer Parish Council
Cllr Royce Longton	West Berkshire Council
Cllr George McGarvie	Pamber Parish Council
Cllr Ian Montgomery	Shinfield Parish Council
Mr Jeff Moss	Swallowfield Parish Council
Cllr Irene Neill	West Berkshire Council
Cllr Barrie Patman	Wokingham Borough Council
Carolyn Richardson	West Berkshire Council
Cllr John Robertson	Mortimer West End Parish Council
Cllr David Shirt	Aldermaston Parish Council
Cllr Richard Smith	Sulhamstead Parish Council
Cllr Jane Stanford-Beale	Reading Borough Council
Cllr Clive Vare	Aldermaston Parish Council
Cllr David Wood	Theale Parish Council
Fiona Rogers	Head of Corporate Communications
Paul Rees	Head of Environment, Safety and Health
Carolyn Porter	AWE – LLC Secretary
Philippa Kent	AWE
Scott Davis-Hearne	AWE
John Steele	AWE
Peter Caddock	AWE
Piran Borlase-Hendry	AWE
Lucy Pedrick	AWE

Regulators:

Andrew Pembroke	Environment Agency
Gary Booth	ONR
Andrew Morrison	ONR
Matt Worsley	ONR

Invited

John Davis	MOD
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Apologies

Apologies had been received from: Cllr Roger Gardiner, Cllr Pat Garrett, Cllr Heather Leighton-Jones, Cllr Susan Mullan, Cllr Steve Spillane, Cllr Philip Bassil, Cllr Marilyn Tucker and Cllr Pennee Chopping

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

Action 1/79 In the minutes from LLC78 reference was made to a question raised by **Cllr Moss** at the meeting in relation to the ALDEX presentation given by Carolyn Richardson. Councillor Moss advised that it was not he that commented.

Secretary reported that Councillor Royce Longton recalled making the comment.

Action closed

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

Figures to be included in future reports.

Action closed

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

Update given at this meeting

Action closed

The Minutes of the 79th Meeting were accepted as a true record of the meeting.

Membership Changes

Cllr Richard Smith has been elected to represent Sulhamstead Parish Council. Cllr Smith replaces Cllr Chris Souden.

Chairman's update

AWE ML appoints new Chair

The Chairman advised members that AWE's parent companies have appointed John Holly as Chairman of the AWEML Board. John has been Lockheed Martin UK's Chief Operating Officer since 2013. Before his move to the UK, he was Vice President of Missile Defence Systems within the LM Space Systems Company and previously Vice President of Lockheed

Martin's Huntsville Operations responsible for missile defence customer engagement.

AWE graduate scheme recognised by leading professional institutes

AWE's Graduate Programme has recently achieved formal accreditation from two leading professional bodies: the Institute of Physics (IoP) and the Institute of Mathematics and its Applications (IMA).

This endorsement recognises employees completing the AWE graduate scheme are attaining a high level of professional competency and are trained to the standards required for continuing professional development - an essential requirement for those hoping to achieve chartered status.

AWE launches key centre of excellence at University College London

AWE has recently launched the Centre for Computational Materials Science (CCMS) at University College London (UCL) to support its technical programme, and help nurture and potentially recruit the next generation of computational chemists at AWE. This is a collaborative enterprise between AWE and UCL, specifically centred on the area of modelling and materials science, and is funded through AWE's outreach programme and supported by Warhead Underpinning Technologies.

The Centre is expected to provide a pipeline of suitably trained engineering doctorates from which AWE can recruit in the future.

National Apprenticeship Week

AWE is marking this national initiative by posting a special page on its website and working with the local press to help raise the profile of the importance of apprenticeships for the future success of both AWE and the UK.

AWE's award winning apprenticeship scheme, has been in operation for over 60 years. Around 11 per cent of AWE's work force are former apprentices; a reflection of the role and importance the scheme has as a critical skills pipeline to support the core programme. There are currently 148 apprentices covering a range of disciplines in the Scheme. Recruitment and selection for the 2015 intake is ongoing, and AWE is on track to select 45 suitable candidates from the 145 applications received this year.

Local Liaison Committee Familiarisation Programme

The Chairman advised members that the first LLC Familiarisation Programme for new members took place last month. It was an informal afternoon's programme providing an overview of AWE, the purpose and focus of the committee and the roles and responsibilities of members. Participants shared thoughts, ideas and raised questions with their AWE hosts. The afternoon finished with a site tour of Aldermaston which gave new members a better sense of the size and layout of the site and number of facilities.

Community engagement - Digital Story Book

The Chairman flagged one of the initiatives that has already been launched following the results of the Local Community survey. To celebrate the rich history of the site and the breadth of work conducted, AWE is developing a web-based, interactive Community Story Book through which it can tell the story of its work, community and educational activities over the decades.

The storybook will capture AWE's scientific and engineering achievements and innovations both past and present, visits by royalty as well as participation in local fund-raising events and school projects. This is very much a joint collaboration between AWE and its local community and it is hoped the LLC will play a key part.

Protest Activity

The Chairman reported on the peaceful protest held at AWE's Burghfield site on the 2 March when around 150 protestors took part. The protestors have announced their intention to protest throughout the month of March so we may see some more spontaneous activity in the coming weeks.

Changes to Government Classification

Members were notified that from April 1 the way AWE classifies its documents will be brought in line with other parts of Government. This means that documents currently marked UNCLASSIFIED will be labelled OFFICIAL. This is not a reflection of any change in the security level of these documents.

Questions on the Chair's Opening Remarks

Cllr Vare asked about the source of the article in the Sunday Herald that led to media coverage on the 9th March

Gary Booth of the ONR answered that it was triggered by ONR's response to an FOI.

Environment, Safety and Health Update

Paul Rees, Head of Environment, Safety & Health

Performance during the period

Paul Rees gave an overview of the ESH performance covering the period October to December 2014. He reported that AWE's personal injury rate continues to improve and the worker who fell from a ladder in October last year has now returned to work.

The single corporate complaint in the period related to discolouration of the water supply to a local resident. Investigations revealed that the water was not discoloured at the point the water pipe leaves Aldermaston site.

LRQA (Lloyds Register Quality Assurance)

The independent inspection conducted by Lloyd Register Quality Assurance (LRQA) for implementation of ISO14001 Environmental Management System is positive for the period.

Environmental Baseline Roles

Improvement activities have been implemented to ensure suitable and sufficient waste officers and specialists are in place. A new Head of Environment is also now in post.

Periodic Safety Review (PRS)

These reviews of safety are required for specific facilities and are part of AWE's site license. They must be repeated at least every 10 years, AWE is progressing the schedule and assessments with the ONR.

Environmental Safety and Health Quarterly Report

The report is to be refined for all issues in 2015 and a printable pdf version available on the AWE website. With effect from 2016 the report will only be available on the website, in line with other nuclear sites.

Questions on ESH

Cllr Chishick asked whether the Perfect Day figures for November reflect a record.

Paul Rees advised that he would check historic data.

Action 1/80 AWE to check the Perfect Day trend data to establish whether November 2014 figures reflect a record
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Action ongoing

Ecology and Heritage at AWE

Piran Borlase-Hendry, Senior Environmental Specialist (Ecology and Heritage)

Piran gave a presentation on Ecology and Heritage at AWE covering AWE's diverse programme of activity focused on preservation and conservation across its sites.

He told members that rare and unusual species of wildlife to be found at AWE include great crested newts, pipistrelle bats, badgers, reptiles, black redstarts and the woodlark. The biodiversity action plan is an MOD requirement, one purpose of which is to identify areas suitable for conservation on AWE sites.

Heritage at AWE includes Grim's Bank which is a scheduled monument, and both World War II and Cold War structures.

Recent projects have included a grass snake survey and in-situ relocation, otter and water vole surveys, GIS mapping of badger sets, and facilities pre-development surveys.

Questions on Ecology and Heritage at AWE

Cllr McGarvie asked whether AWE sites are home to any listed buildings?

Piran Borlase-Hendry and John Steele advised that no buildings have so far qualified for listing. English Heritage had found a set of buildings at AWE B worthy of the protection possibly through scheduling.

Cllr McGarvie was interested to learn whether AWE is home to bees.

Piran Borlase-Hendry answered that whilst large swarms have been seen there are no plans to introduce beehives!

Cllr Longton asked about the purpose and history of Grim's Bank

Piran Borlase-Hendry advised that there may be a link to the Roman town of Calleva, although archaeological investigation suggests it is more likely to pre-date this and date back to the late Iron Age. Its function was likely to be part of a large scale territorial landscape demarcation.

Site Update

Fire Detection Systems Improvement Programme

Mark Hedges, Head of Site

Mark Hedges updated members on the Fire Detection Systems Improvement Programme. He reported that contract mobilisation is going well and all systems are fully handed over. The December 2014 milestone to test all key facilities and base line configuration has been met and improvement progress is 60% complete against the Oct 2015 milestone.

Planning and Estate Development Briefing

John Steele, Planning & Development Manager

John Steele updated members on the progress with submitted planning applications and talked about forthcoming applications. He also advised members on the potential of a Local Development Order (LDO)

- **Intake Sub-station (AWE A) Update**

Planning approval was granted in February 2015 with six planning conditions.

- **AWE Burghfield Flood Alleviation Update**

Planning application was submitted on 12 January and validated on 16 January. To date there have been seven no objections, including Burghfield Parish Council and one

supporter, Wokefield Parish Council. The Environment Agency response to the scheme is awaited and the committee date if required will be in April 2015.

- **AWE A Circinus Elevations**

Planning approval was granted on the 6 February 2008. Revisions have been made to the blast walls and lightning protection towers. A Section 73 application is to be submitted towards the end of June 2015.

Local Development Order

John Steele explained the purpose, key considerations and next steps for LDOs.

An LDO is a statutory local planning provision which is promoted, consulted upon and owned by the Local Planning Authority. Its purpose is to establish more detailed planning guidance and control over minor works, such as car parks and surfacing, window re-cladding and replacement, minor demolitions. It will relate only to specific minor work. For anything outside of committed development, planning applications will be needed.

LDOs will give extended planning control for West Berkshire Council (WBC) and will streamline the approval process subject to “conditions”.

The LLC indicated there would be merit in pursuing the LDO as it was recognized that it could provide a more streamlined and effective planning process for WBC.

Local Community Survey Actions

Philippa Kent, Corporate Communications

Members were given a recap on the key findings of the Local Community Survey and an update on the approach and activities being considered for AWE's future community engagement. AWE aims to improve communications and engagement with the community, demonstrate transparency and increase public reassurance.

AWE has made improvements to its website, the circulation of its bi-annual news letter, Connect, their relationship with schools and its support for the Local Liaison Committee. A specific community campaign is being rolled out during 2015 which has three main elements; a digital story book as mentioned earlier by the Chairman, a local showcase day and additional educational support through the website.

Comments and Questions on Local Community Survey Actions Update

Cllr Lock mentioned the importance of engaging with the right person in local schools and that this is not always the head teacher. She offered to provide Philippa Kent with relevant data for AWE to further update its schools data base.

Other members suggested that AWE could engage with the local community by having a presence at some of their events. This was also noted.

Ask the Regulators

Mr Moss asked the ONR whether when assessing AWE's demonstration of their emergency arrangements, they look at different aspects each time.

Gary Booth, ONR advised that inspections follow a rolling five year matrix covering all aspects, with a particular focus each year.

Cllr Vare, in relation to the licence instrument (LI) issued 2007, questioned why the ONR would consider enforcement action over something that cannot be achieved.

Gary Booth answered that it is the legal status of the deadline given seven years ago. He added that there has been a lengthy fact gathering process which is due to end soon and that it is important to distinguish between the level of risk versus non-compliance. Further explanation of this point is found in the ONR Press release published in February 2014 which stated: "ONR Inspectors inspect AWE's arrangements for the production and storage of all forms of radioactive waste at their facilities, and are content that the current conditions under which the intermediate level waste is stored are acceptable in the short term and do not give rise to significant risk to the public or the workforce."

Gary Booth clarified the ONR's original response to the Freedom of Information request lodged with them in connection with Pegasus. He told members that words had lacked clarity and confirmed that ONR's regulatory effort is effectively on hold, not the project. The project is currently under review by MoD and AWE.

Cllr Shirt referred to an ONR report in which they recorded that there was reluctance from AWE to speak to ONR staff and that AWE's Safety Reports need to be of better quality

Cllr McGarvie also asked what aspects of the Safety Report need to be improved.

Gary Booth advised that there is not a lack of communication between AWE and the ONR but a lack of clarity. He added that he would come back to members about improvements to the safety report.

Cllr Shirt mentioned that he had read in the paper about a planning approval application for development of the land left vacant by the demolition of Burnham Copse Primary School, and located within the DEPZ.

Gary Booth confirmed that the ONR advised against the proposed development of the land and no decision has yet been made. He added that the decision is not for ONR to make.

AOB

During the LLC Familiarisation Programme on the 11 February a number of questions were raised. Responses are provided below for all members' benefit:

Cllr Lock asked a) why AWE (B) had not taken advantage of the electrical power source available from the solar farm and b) when would the Heras fencing around James Lane be removed?

John Steele advised members that the solar farm located to the south east of AWE B was developed by ANESCO without any commercial agreement in place with AWE / MOD. No acceptable commercial agreement has been forthcoming so Anesco will connect the solar farm to the National Grid. In addition, in this instance it would not be possible for AWE to make use of the solar power given their specific power requirements.

He reported that the Heras fencing will be retained until at least after the March protests. The location of the Heras fencing has been discussed with WBC Highways and WBC Planning.

Cllr David Leeks asked if we could give an update on the land left empty when the Falcon pub was demolished?

John Steele advised that the residual land left vacant by the Falcon pub has been retained to allow provision of an improved vehicular access through the existing Falcon Gate. The provision of the improved access has been delayed due to affordability.

In answer to requests made by **Cllr Steve Spillane** and **Cllr Mollie Lock** for visits to Orion and the Historical Collection for their parishioners, **Fiona Rogers** advised that programme and operational priorities do not allow for this. However we will continue to include visits, when appropriate, into the quarterly meeting agenda for LLC members.

Cllr Wood asked about a Pangbourne Pipeline Advisory Group meeting.

Fiona Rogers reported that conversations have been taking place between Defence Infrastructure Organisation (DIO), MOD, Environment Agency (EA) and AWE. The aim is now to hold a general information and update meeting for all affected landowners and stakeholders including Chairs of parishes through which the pipeline runs.

Cllr McGarvie referred to the new LLC Terms of Reference and the forthcoming elections for most parishes, pointing out that the LLC Member Liaison Officer will need to be re-elected. He asked members if they had any objections to the AWE LLC Secretary providing him with their e-mail addresses so that he could more efficiently disseminate information. No member present raised an objection.

<p>Action 2/80 Secretary to provide Cllr McGarvie with members' e-mail addresses.</p>
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<p>Action ongoing</p>

Cllr Shiri asked if steps are taken when designing buildings on AWE to minimise effects of seismic disturbance and could he have a page of detail that he can cascade.

The Chairman confirmed that buildings have to conform to Seismic requirements. **Paul Rees** took away the action to provide an information page.

Action 3/80 Information page to generated outlining the steps AWE take to minimise the effects of seismic disturbance.

Action ongoing

Cllr Neill announced that this would be her last meeting and was thanked for the major contribution she has made during her tenure. Members joined the Chairman in expressing their thanks to Cllr Neill's commitment and support to the LLC over her tenure,

Submarine Dismantling Project (SDP) Consultation update

At the June LLC meeting John Davis, SDP Programme Manager presented on the background to the project, details of the assessment strategy for all shortlisted sites, and how the public consultation process would work at the work.

Following on from this first presentation John gave an overview of the consultation process and updated members on the initial consultation feedback from the AWE events, the site assessment and next steps. Feedback themes included the programme scope, transport, safety and security all of which will be considered in the feedback process.

He told members the consultations had received some positive feedback and the community felt assured that AWE has the capability to store.

Cllr Leeks thanked the SDP team for the presentation given to Tadley Town Council and added there has been very positive feedback.

2015 Meeting Dates

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 COMMITTEE		
DATE:	15 July 2015	AGENDA ITEM:	8
TITLE:	Carbon Plan, 2015-2020		
SERVICE:		WARDS:	ALL
LEAD OFFICER:	Kirstin Coley	TEL:	0118 9372291
JOB TITLE:	Energy Management Officer	E-MAIL:	Kirstin.Coley@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

1.1 This report outlines the proposed new Carbon Plan, 2015-2020, which sets out our policy, targets and action plan for energy, water and carbon management, within the time period 2015-2020. This strategy builds on the successes of the previous six years of carbon reduction, which has seen the corporate carbon emissions 31% (2013/14) down on the 2008 baseline, 10% ahead of annual target and avoided costs of £1.1m (2013/14).

As set out in Reading's Climate Change Strategy 2013-20, Reading Borough Council is committed to reduce its carbon emissions by 50% by 2020, against a 2008 baseline year. As such a further 20% reduction on carbon emissions, or 3,700 tCO₂ is needed to meet this target. Work in progress is cautiously predicted to further reduce the carbon emissions of the council by around 2,400 tCO₂, which would bring the council's carbon footprint to 10% above our target emissions.

The Carbon Plan sets out actions to ensure the authority continues to be compliant with relevant legislation and national reporting requirements, to bridge the carbon emissions savings gap by reducing the footprint by 50% by 2020 (against a 2008 baseline) and to increase the use of low carbon and renewable technologies, generating at least 15% of total energy use off grid by 2020. Our priority for the period of this strategy, 2015-2020, is to reduce the carbon emissions of the council, by managing our energy and water use. This work directly supports the Council's aspiration to narrow the gaps in Reading to ensure everyone can benefit from its success.

This plan focuses our work on four key issues for the council; 1) Cost of resources; 2) Environmental impact; 3) Energy decarbonisation; and 4) Integration of energy management approaches throughout the organisation. The Energy and Natural Resources Group will be responsible for driving and monitoring the progress of this plan.

The Carbon Plan will support the organisation in achieving the Council's service priorities in; 'Keeping the town clean, safe, green and active'; 'Providing infrastructure to support the economy'; and 'Remaining financially sustainable to deliver these service priorities' (Corporate Plan 2015-18).

1.2 Appendix 1: Carbon Plan, 2015-2020

2. RECOMMENDED ACTION

- 2.1 *Councillors approve the submission of the Carbon Plan, 2015-2020, which highlights savings, avoided costs and progress to date and sets out actions to continue to reduce carbon emissions over the next 5 years to enable the council to meet the 50% reduction target 2020.*

3. POLICY CONTEXT

3.1 *National policies*

Since Reading Borough Council signed the Nottingham Declaration on Climate Change in 2006 there have been numerous local and national policies and targets, and legislation which have influenced the Council's energy management work.

The 2008 Climate Change Act established the world's first legally binding climate change target. The act aims to reduce the UK's greenhouse gas emissions by at least 80% (from the 1990 baseline) by 2050.

3.2 *Local policies*

In 2007 RBC worked with the Carbon Trust to produce Reading's Local Authority Carbon Management Plan (LACM), which measured and reported the authority's carbon footprint, set a 2% annual carbon reduction target and identified potential activities to make carbon reductions.

3.2.1 *Climate Change Strategy*

In 2008, the Council launched its Climate Change Strategy (2008-2013), '*Stepping Forward for Climate Change*'. A key commitment in this document, informed by the LACM, was to reduce its carbon footprint by 20% by 2012/13 and 50% by 2020. This has been reinforced by the Reading Climate Change Strategy 2013-20, '*Reading Means Business on Climate Change*' a collaborative strategy with business, community and public sector.

3.2.2 *Corporate Plan 2015-2018 and 'Narrowing the gap'*

Reading Borough Council has set out its key priorities to help narrow the gaps in Reading to ensure that everyone can benefit from its success (Corporate Plan 2015-2018). Six service priorities have been identified to focus the work of the Council. Our priority for the period of this strategy, 2015-2020, is to reduce the carbon emissions and close the savings gap. Our work to manage the council's energy and water use directly supports three of the Council's service priorities; Keeping the town clean, safe, green and active; Providing infrastructure to support the economy; and Remaining financially sustainable to deliver these service priorities.

We continue to focus our work on the four key issues which affect our energy and water use and carbon emissions; cost; environmental impact; energy decarbonisation; and integration of energy management approaches throughout the organisation.

3.2.3 *Other RBC policies and work streams*

It is crucial that the activity identified within the Carbon Plan is closely linked with work that is occurring within services which have a significant dependence on energy, such as, asset management, street lighting policy use and facilities management.

4. THE PROPOSAL

4.1 *Current Position:*

Reading Borough Council's current corporate (not including schools) energy spend in 2013/14, principally on electricity and gas, for buildings and street lighting, totalled over £2m (not including standing charges and network charges). The corporate carbon footprint for 2013/14 was 13,585 tCO₂, 31% down on the baseline year (2008/9).

Unit prices for energy have varied annually but increased overall over the last six years, so although energy use in kWh has decreased by over 30% since 2008/9, spend on energy has slightly increased.

Since the Council began its investment programme in 2008 just under £1m has been invested through the SALIX energy efficiency fund. Of this, £669 k has been invested in 48 corporate projects, totalling an annual saving of £190 k, 1,320 tCO₂, with an average 3.5 year pay back. Reading Borough schools have invested £261 k in 22 projects, giving a total annual saving of £50 k, 278 tCO₂, with an average pay back period of 5.3 years.

Reading Transport Ltd have continued to invest in their bus fleet. These investments include electric hybrid vehicles and more recently a fleet of renewably sourced, Compressed Natural Gas (CNG) fuelled buses. RTL have begun replacing Euro IV vehicles with more efficient Euro VI double deck buses. This substantial investment in the bus fleet has reduced the fuel consumption and associated carbon emissions of the fleet by 13% (tCO₂ per kilometre travelled) and helped to improve the air quality of the Borough.

A major investment of £1.22m on 26 solar panel systems on schools, council and community buildings was made in 2012, saving 210 tonnes of carbon emissions per annum and creating an income of £135,000 per year to the Council (from energy charging and government incentive scheme).

In 2013/14, the Council installed 1,300 LED streetlights. This represents around 10% of the streetlights in Reading. LED (Light Emitting Diode) technology is capable of reducing energy use from the lamps by over 70% and makes significant savings on maintenance.

In 2014/15 the Council invested £1.1m on energy efficiency and renewable energy measures in the new Civic offices, which is predicted to reduce the energy use of the Council's headquarters by 75%. The new Civic offices now host the Council's largest solar panel system with 572 solar panels, generating an estimated 10% of the building's electricity.

As a result of these actions, in combination with others, the corporate carbon emissions from 2013/14 were 31% down on 2008, 10% ahead of target. An assessment of 'value at stake' shows that over £1m of energy costs were avoided by the Council in 2013/14, compared to no action being taken.

Work is ongoing to continue to reduce the carbon emissions of the Council, including the installation of approximately 5,400 PV solar panels on around 465 Council houses, a full upgrade of street lights across the borough to LED lamps and investigations into the development of energy performance contracting schemes to invest in whole building approaches with guaranteed energy savings. Cautious predictions estimate that the most recent and ongoing investments should save at least a further 2,400 tCO₂. Should RBC maintain its current energy consumption, and make only these recently identified savings, the carbon footprint would be around 1,300 tCO₂ adrift from its corporate 2020 target of 9,881 tCO₂, or over 10% above the target emissions. The aims, objectives and actions set out in this new plan should bridge this savings gap.

4.2 Option Proposed

The new Carbon Plan for the Council sets the policy, targets and action plan for energy, water and carbon management, within the time period 2015-2020.

The plan sets out actions to ensure the authority continues to be compliant with relevant legislation and national reporting requirements, to reduce carbon emissions

by 50% by 2020 (against a 2008 baseline) and increase the use of low carbon and renewable technologies, generating at least 15% of total energy use off-grid by 2020.

Building on the successes of the previous six years of carbon reduction, this plan focuses our work on four key issues for the council;

- 1) Cost of resources;
- 2) Environmental impact;
- 3) Energy decarbonisation; and
- 4) Integration of energy management approaches throughout the organisation.

An action plan has been developed which outlines our work to help bridge the carbon emissions savings gap by 2020, and reduce the Council's energy and water use, and ensure that the necessary systems and processes are in place to allow continuous improvement in the Council's operations, through effective monitoring and management of energy and water use.

In summary the actions fall into four categories;

- Establishing and maintaining organisational systems and approaches that maintain and improve the efficient use of energy and water, and make energy and water management an integral part of decision making processes
- Identification and investment in infrastructure and building estate
- Planning for and being ready for opportunities in the future
- Working with others and sharing good practice

To achieve the levels of energy, water and carbon emissions reduction required, certain levels of investment will be needed. The key investments identified for further investigation within this plan are;

1. *Further Salix investment in RBC building estate*: Salix Funding is invest-to-save funding which was secured in 2008, and will remain available to the Council should appropriate investment opportunities continue to be identified. All projects must meet strict Salix Funding investment criteria. Significant experience has been gained from investment in 48 corporate and 22 school projects. Currently a further 3 corporate projects are in progress and 12 more are in development.
2. *Street lighting upgrade across the borough, including bollards and signage*: Funding has been secured from the Department for Transport (DfT) to cover 70% of the cost of upgrading all street lighting across the borough. This project is in collaboration with Slough and Wokingham Borough Council. The remaining 30% of our cost will be met by RBC.
3. *Energy Performance Contracting, potentially using the RE:FIT framework, to upgrade key buildings using a 'whole building approach'*: initial assessment of buildings' potential being undertaken in conjunction with Local Partnerships, through the Energy and Natural Resources Group and Land & Property Working Group. Results of desktop assessment will provide basis for development of full business case for approvals.
4. *Further investment in renewable technology to generate additional, long-term income*: Further corporate sites under assessment for suitability of PV, a solar farm scheme is being investigated and PV is to be considered for the new school expansions. Assessment of potential of all RBC estate, for solar PV, is planned.

The Energy and Natural Resources Group will be responsible for monitoring and driving the progress of this strategy. This officer group will have appropriate directorate representatives and technical specialists as members of the group. The group will steer the progress of the key projects identified within the strategy, and will update and communicate with other relevant officer groups, senior management and councillors, when appropriate, to ensure all key stakeholders are involved in the development and implementation of actions from the Carbon Plan, and decisions are made with appropriate information.

The Energy and Natural Resources Group will work with others and share good practice, such as Reading Transport Ltd, and will seek to better measure and report the carbon emissions of the wider operations of the authority.

The value at stake represents the total potential cost savings in energy and water that can be obtained through adopting the proposed activity within the Carbon Plan. Should RBC adopt the Carbon Plan, the potential savings over and above the energy savings recently identified, or in progress (totalling over £700k), are indicated to represent at least a further £500k saving on annual energy costs by 2020. Should energy prices increase, which over a 5 year period is likely to occur, with the Department of Energy and Climate Change predicting on average an annual increase of 1.7%, these avoided costs would be higher.

Avoided costs should also be taken into consideration. Organisations which do not monitor and manage their energy use effectively across their estate typically experience a drift in energy use upwards of around 1.5% per year (Carbon Trust). By managing our energy use closely and effectively the Council would avoid this drift in energy use, which could be over £380k in 2020/21, assuming no energy price increases.

Further detailed work is required to establish certainty with the scale of future savings. Thorough business cases will be developed for future significant investment, which will include systematic analysis and conservative estimates of proposed savings.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 Reading Borough Council has set out its key priorities to help narrow the gaps in Reading to ensure that everyone can benefit from its success (in its Corporate Plan 2015-2018). Six service priorities have been identified to focus the work of the Council. Our priority for the period of this strategy, 2015-2020, is to reduce the carbon emissions savings gap and our work to manage our energy and water use directly supports three of the Council's service priorities;

Keeping the town clean, safe, green and active
Providing infrastructure to support the economy
Remaining financially sustainable to deliver these service priorities

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 The carbon emissions targets for RBC are defined in the Climate Change Strategy 2013-2020. This was widely consulted on, and is a partnership strategy with public sector, business and the community. It received cross-party support.
- 6.2 This internal Carbon Plan has been consulted on with relevant officers, particularly Property Services, Facilities Management, relevant Services and Education.
- 6.3 Reading Borough Council is required to report its annual carbon emissions to the Department of Energy and Climate Change. The authority's Greenhouse Gas Protocol (GHG) report is publically available and published on the council's website. The carbon emissions from the wider Council's activities (called Scope 3) are also reported here, including Reading Transport Ltd.

7. EQUALITY IMPACT ASSESSMENT

- 7.1 An Equalities Impact Assessment is not required

8. LEGAL IMPLICATIONS

- 8.1 Further investment will require approval through appropriate Committees for key decisions, which will be taken in compliance with the Council's Standing Orders.
- 8.2 Reading Borough Council is required to undertake energy assessments and certifications (e.g. Display Energy Certificates and Air Conditioning assessments) in accordance with the Energy Performance of Buildings Regulations 2007.

9. FINANCIAL IMPLICATIONS

- 9.1 The Carbon Plan will require further funding within the term of the plan. The Carbon Plan sets out the potential routes for investment to achieve energy and water savings, and meet the carbon reduction targets set in the Climate Change Strategy 2013-2020. The actions set out the early schedule for the development of business cases. Further significant investment will require separate business cases and individual permissions will be sought and appropriate procurement routes followed.

Salix funded projects are required to meet Salix Finance investment criteria, such as payback period under 7.5 years (dependent on technology) and £100 investment per tonne of CO₂ saved over the lifetime of the technology. The 48 corporate projects to date have an average pay back period of 3.5 years. The annual fund available for Salix energy efficiency projects is £250k.

The Council currently benefits from income from government renewable incentive schemes, the Feed in Tariff for solar PV electricity generation, which to date generates around £120k per year. Additional Feed in Tariff income is due to come from the solar pv systems at the Civic Offices and on Council houses. Any consideration of further renewable technology installation will offer the opportunity for income, subject to the government continuing to provide the incentive schemes.

Department for Transport Challenge Fund funding, secured for upgrading street lighting, will have investment rules to adhere to. Once these terms and conditions have been received the more detailed programme of investment can be fully determined.

To date, all business cases for projects have required that costs have been covered by savings within the life cycle of the project. This will continue to be applied to new business cases.

Provision has been made within the Capital Programme for investment in energy efficiency and renewables, to enable investment as satisfactory business cases are brought forward.

10. BACKGROUND PAPERS

- 10.1 The Carbon Plan, 2015-2020: *Managing energy and water to deliver a low carbon future for Reading Borough Council*
- 10.2 Reading's Local Authority Carbon Management Plan (LACM) 2007
- 10.3 Reading's Climate Change Strategy 2008-2013: *Stepping forward for Climate Change*
- 10.4 Reading's Climate Change Strategy 2013-2020: *Reading Means Business on Climate Change*

Carbon Plan 2015-2020

*Managing energy and water to deliver a low
carbon future for Reading Borough Council*

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The use of energy and water is essential to the operation of Reading Borough Council and in providing services to the community. Whilst its use is vital to the functioning of the organisation it is crucial that our use of energy and water is managed and minimised, to reduce our impact on the environment, limit our expenditure and mitigate our exposure to insecure energy supplies and limited water resources.

The use of certain types of energy directly, or indirectly, produces greenhouse gas emissions, typically in the form of carbon dioxide, such as from the combustion of natural gas in boilers, or from combustion of gas in power stations generating electricity for the National Grid. Greenhouse gases are a main factor in causing man-made climate change, which is having and will in the future, have a significant impact on our way of life, and the world around us. By limiting our energy and water use and thereby restricting our carbon emissions we are helping to safeguard our world for future generations.

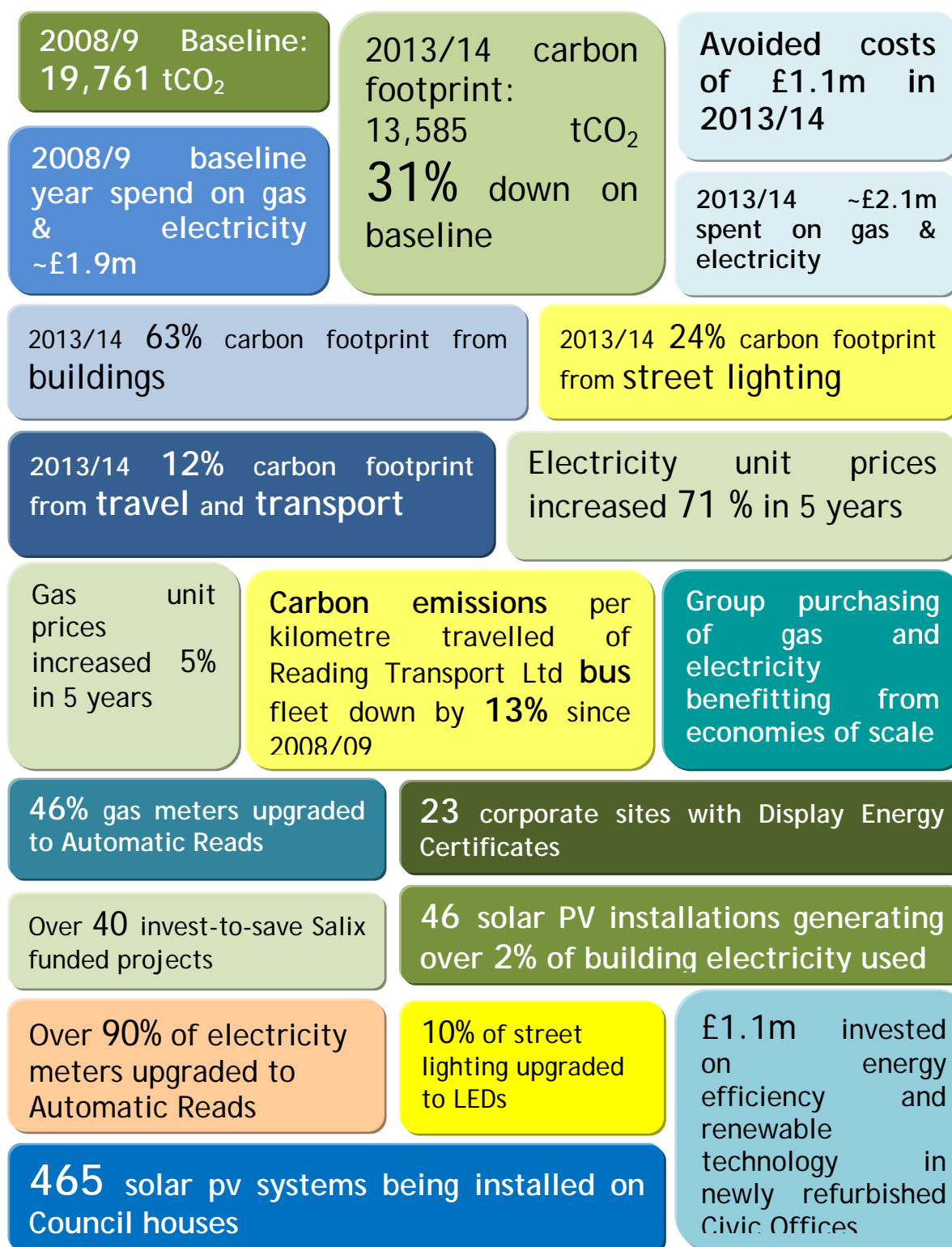
This policy and implementation plan sets out the council's policy and targets on corporate energy and water management, and identifies actions to achieve these within the time period 2015-2020. The plan sets out actions to ensure the authority is compliant with relevant legislation (such as Energy Performance in Buildings legislation) and national reporting requirements (GreenHouse Gas Protocol). The strategy will assist the council in making energy and water management an integral part of decision making processes, to ensure efficient use of these resources today and in the future.

How successful we are in managing our energy and water use will have a significant impact on the council's key priorities and service delivery to the community. The Carbon Plan will support the organisation in achieving the Council's service priorities in; 'Keeping the town clean, safe, green and active'; 'Providing infrastructure to support the economy' and 'Remaining financially sustainable to deliver these service priorities' (Corporate Plan 2015-18).

1 Our vision and ambition

Our vision for Reading Borough Council is to have an energy and water efficient estate and operations, in which we strive to achieve best practice. The organisation will have an energy management approach which will endeavour to continually make improvements, and lead by example. By 2020 we will have reduced our energy consumption and resulting carbon emissions by 50%, against a 2008/9 baseline. Reading Borough Council will take an innovative approach to limiting costs and generating income. The local authority will have increased the use of low carbon and renewable technologies, generating at least 15% of total energy use off grid by 2020. Reading Borough Council will have taken a significant step down the road to decarbonise its energy use, position itself well for uptake of 'new' technologies and prepare for demand management.

ABOUT THE COUNCIL



2 Managing our resources - progress to date and the savings gap

Reading Borough Council's current corporate energy use is principally through electricity and gas, for buildings and street lighting, with a small volume of fuel oil for heating buildings, with the cost in 2013/14 totalling over £2 m (commodity elements only). The carbon emissions from energy used in buildings accounted for 63% of the carbon footprint in 2013/14. Carbon emissions from street lighting made up 24% of the carbon footprint in 2013/14. Other energy is used to fuel cars for the RBC fleet and business travel, which accounted for 12% of the carbon footprint in 2013/14.

Unit prices for energy have gradually increased over the last six years, so although energy use in kWh has decreased by over 30% since 2008/9, spend on energy has slightly increased.

Since Reading Borough Council signed the Nottingham Declaration on Climate Change in 2006 the authority has undertaken a wide range of work to address energy, water and carbon management, focusing on reducing costs, limiting its impact on the environment, decarbonising our energy supply and integrating these approaches across the organisation.

Since the Council began its investment programme in 2008 just under £1m has been invested through the SALIX energy efficiency fund. Of this, £669 k has been invested in 48 corporate projects, totalling an annual saving of £190 k, 1,320 tCO₂, with an average 3.5 year pay back. Reading Borough schools have invested £261 k in 22 projects, giving a total annual saving of £50 k, 278 tCO₂, with an average pay back period of 5.3 years.

Reading Transport Ltd have continued to invest in their bus fleet. These investments include electric hybrid vehicles and more recently a fleet of renewably sourced, Compressed Natural Gas (CNG) fuelled buses. This investment included the infrastructure at the bus depot to fuel the vehicles with CNG which has also been made available to external fleet operators, including Reading's taxi operators in conjunction with the Council's Cleaner Vehicle CNG conversion grant scheme. RTL have begun replacing Euro IV vehicles with more efficient Euro VI double deck buses. This substantial investment in the bus fleet has reduced the fuel consumption and associated carbon emissions of the fleet by 13% (tCO₂ per kilometre travelled) and helped to improve the air quality of the Borough.

A major investment of £1.22m on 26 solar panel systems on schools, council and community buildings was made in 2012, saving 210 tonnes of carbon emissions per annum and creating an income of £135,000 per annum to the Council.

In 2013/14, the Council installed 1,300 LED streetlights. This represents around 10% of the streetlights in Reading. LED (Light Emitting Diode)

technology is capable of reducing energy use from the lamps by over 70% and makes significant savings on maintenance.

In 2014/15 the Council invested £1.1m on energy efficiency and renewable energy measures in the new Civic centre, which is predicted to reduce the energy use from the Council's headquarters by 75%. The new Civic Centre now hosts the Council's largest solar panel system with 572 solar panels, generating an estimated 10% of the building's electricity.

RBC's carbon emissions reduction target was set by the Climate Change Strategy 2008-2013 as 50 % by 2020. As a result of these actions with others, The 2013/14 carbon footprint for the Council's corporate activities is now 31.3% lower than the baseline emissions in 2008/09, 10% ahead of target, which is significant progress to meet the 50% reduction target. An assessment of 'value at stake' showed that over £1m of costs were avoided by the Council in 2013/14.

Work is ongoing to continue to reduce the carbon emissions of the Council, including the installation of approximately 5,400 PV solar panels on to around 465 Council houses, full upgrade of street lights across the borough to LED lamps and investigations into the development of energy performance contracting schemes to invest in whole building approaches with guaranteed energy savings. Cautious predictions estimate that the most recent and ongoing investments should save at least a further 2,400 tCO₂. Should RBC maintain its current energy consumption, and make only these recently identified savings, the carbon footprint would be around 1,300 tCO₂ adrift from its corporate 2020 target, or over 10% above the target emissions. The aims, objectives and actions set out in this strategy should bridge this savings gap.

Reading Borough Council has set out its key priorities to help narrow the gaps in Reading to ensure that everyone can benefit from its success (in its Corporate Plan 2015-2018). Six service priorities have been identified to focus the work of the Council. Our priority for the period of this strategy, 2015-2020, is to reduce the carbon emissions savings gap and our work to manage our energy and water use directly supports three of the Council's service priorities;

Keeping the town clean, safe, green and active

Providing infrastructure to support the economy

Remaining financially sustainable to deliver these service priorities

We continue to focus our work on the four key issues which affect our energy and water use and carbon emissions; cost; environmental impact; energy decarbonisation; and integration of energy management approaches throughout the organisation.

Cost

Whilst the use of energy and water is vital to the functioning of the organisation it's crucial that it is managed and minimised, to limit our expenditure and mitigate our exposure to limited water resources and insecure energy supplies, particularly in globally uncertain times.

Although energy use in kWh has decreased significantly over the last six years, spend on energy has only slightly increased. This is due to unit prices increasing, and in particular electricity, which has increased by over 70%. This rising cost of energy puts increasing pressure on financial resources, with the need to make consistent energy savings ever more critical.

The current (2013/14) approximate corporate annual spend on gas and electricity for RBC is around £2.1m (non-commodity elements are not included in this figure). Since the baseline year of 2008/9 there have been significant avoided costs on energy, as more efforts have been directed to reduce energy use. Had energy consumption continued as Business As Usual (BAU), increasing at 1.5% per year (based on assumptions used by the Carbon Trust) since 2008/9, then the total annual energy spend would likely be closer to £3.2m in 2013/14.

Remaining financially sustainable to deliver these service priorities
Providing infrastructure to support the economy

Environmental impact

The use of certain types of energy directly, or indirectly, produces greenhouse gas emissions, typically in the form of carbon dioxide, such as from the combustion of natural gas in boilers, or from combustion of gas in power stations generating electricity for the National Grid. Greenhouse gases are a main factor in causing man-made climate change, which is having and will in the future, have a significant impact on our way of life, and the world around us. By limiting our energy and water use and thereby restricting our carbon emissions we are helping to safeguard our world for future generations.

Keeping the town clean, safe, green and active

Decarbonisation

Whilst RBC has been and will continue to manage and reduce its energy use throughout its operations, this resource is still required to deliver services to the community. Decarbonising our energy supply will reduce the impact on the environment, limit the cost and exposure to volatile energy markets of this essential energy use. A decarbonised energy supply would see energy which is renewably generated, locally, off-grid, and supplied directly to the demand on site.

Keeping the town clean, safe, green and active
Remaining financially sustainable to deliver these service priorities
Providing infrastructure to support the economy

Integration

The use of energy and water is integral to the functioning of the organisation, and is used at all levels of the council and by all members of staff. Different roles and levels of seniority have varying degrees of influence over this use of energy and water. To ensure these resources are used efficiently, an integrated energy and water management approach is essential, in which all individuals are aware of and understand their responsibilities, and energy and water use is considered in decision making processes.

Remaining financially sustainable to deliver these service priorities

3 What we will do to reduce our energy, water use and carbon footprint

Policy Statement

Reading Borough Council is committed to working to reduce its energy use, Greenhouse Gas emissions and water use across its estate and operations, and to make energy, carbon and water savings an integral part of the everyday decision making process. Reading Borough Council is dedicated to continually reduce its dependence on fossil fuels and diversify its range of energy supplies, whereby reducing the organisations exposure to the volatility of the energy markets, limited water resource availability and the financial risks from price fluctuations.

We will ensure that the necessary systems and processes are in place to allow continuous improvement in the council's operations, through effective monitoring and management of energy and water use.

Targets

We will reduce RBC's carbon footprint by 50 % by 2020, and aim for 100 % by 2050, against a 2008/9 baseline, to include provision of renewable energy of 15 % by 2020 (15 % of total energy consumed), and aiming for 50% by 2050.

To meet these 2020 targets, on an annual basis we will continually reduce RBC's energy and water use by 7 %, and increase the use of renewable/low carbon energy by 35 % per year.

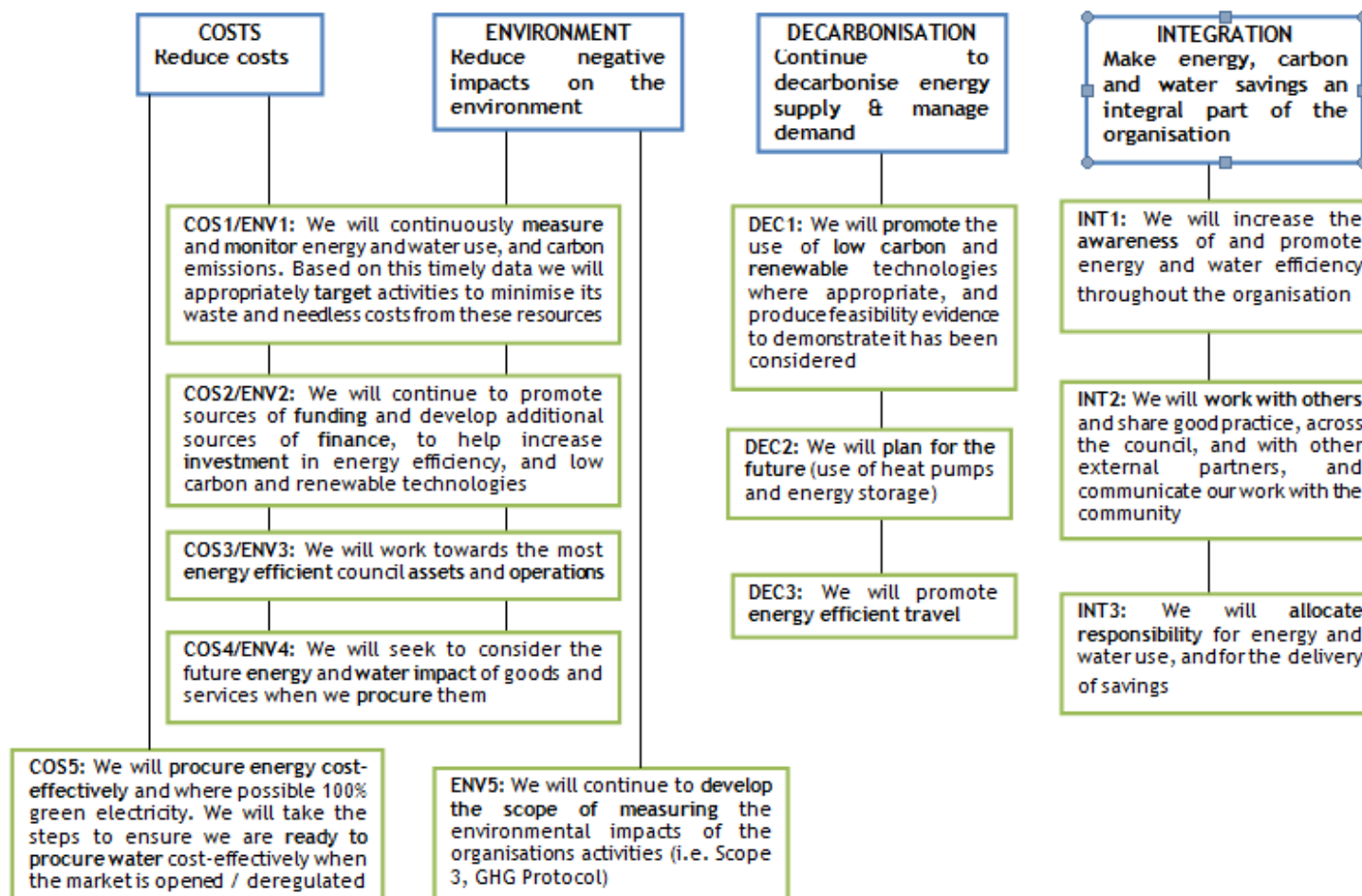
We will review progress against each aim annually, and review the Policy & Strategy after 3 years and develop a new strategy for the 2020-2025 period.

Aims & objectives

This plan focusses our work on the four key issues which affect our energy and water use and carbon emissions. We identify four aims to address the key goals of the policy, as outlined below;

COST:	<i>Reduce costs</i>
ENVIRONMENT:	<i>Reduce negative impacts on the environment</i>
DECARBONISATION:	<i>Continue to decarbonise energy supply & manage demand</i>
INTEGRATION:	<i>Make energy, carbon and water savings an integral part of the organisation</i>

To meet the aims of the policy, Reading Borough Council has 12 objectives, which identify the work streams to meet the aims and reduction targets;



Action Plan

Each objective has a number of actions, which outline our work to help bridge the carbon emissions savings gap by 2020, and reduce the Council's energy and water use. The following tables provide a summary of actions to meet each aim and objective of this strategy.

In summary the actions fall into four categories;

- Establishing and maintaining organisational systems and approaches that maintain and improve the efficient use of energy and water
- Identification and investment in infrastructure and building estate
- Planning for and being ready for opportunities in the future
- Working with others and sharing good practice

Our Service Priority
 Remaining financially sustainable to deliver these service priorities
 Keeping the town clean, safe, green and active
 Providing infrastructure to support the economy

Our Aim
 COST: Reduce costs
 ENVIRONMENT: Reduce negative impacts on the environment

Our Objectives:
 COS1/ENV1: We will continuously measure and monitor energy and water use, and carbon emissions. Based on this timely data we will appropriately target activities to minimise waste and the associated costs from these resources
 COS2/ENV2: We will continue to promote sources of funding and develop additional sources of finance, to help increase investment in energy efficiency, and low carbon and renewable technologies
 COS3/ENV3: We will work towards the most energy efficient council assets and operations
 COS4/ENV4: We will seek to consider the future 'energy/water' impact of goods and services when we procure them
 COS5: We will procure energy cost-effectively and where possible 100% green electricity. We will take the steps to ensure we are ready to procure water cost-effectively when the market is opened / deregulated
 ENV5: We will continue to develop the scope of measuring the environmental impacts of the organisations activities (i.e. Scope 3, GHG Protocol)

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
COS1/ENV1: We will continuously measure and monitor energy and water use, and carbon emissions. Based on this timely data we will appropriately target activities to minimise waste and the associated costs from these resources							
Baseline, benchmark, monitor, review & report energy and water use, energy generation and carbon footprint	Q1 15/16	Establish water baseline, incl. full asset list	1% of building use & avoided costs in future ~£18k (and avoiding 1.5% growth)	Staff time	Without continuous input savings will not be realised, and likely drift in energy consumption increasing by 1.5% each year	EMO, Finance, ENRG	Building Manager, Services, Budget holders, Solar users, feed into Corporate Asset Review
	Annually & quarterly, incl. annual reports to CMT & SEPT	Review & reports on water, energy, carbon, solar, street lighting, other renewable generation and compare against targets					
	At budget setting	Budget predictions. Staged approach - Corporate FM sites 15/.16. Identify next sites in					

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
		15/16					
Automatic Meter Read (AMR), automatic monitoring, bill validation in place	By end 16/17	Elec, gas, solar – 80% of meters automated	1% of building energy costs ~£18k (and avoiding 1.5% growth)	£ for AMR £ for monitoring systems – already in place, expansion will require additional cost	Without continuous input savings will not be realised, and likely drift in consumption increasing by 1.5% each year	EMO, Finance, ENRG	Building Manager, Services, Budget holders, Solar users
	By end 15/16	Water – review cost effectiveness & options appraisal					
Leak alerts for water	By end 15/16	Options appraisal – water accounts on bill validation	10% water costs = ~£40k, over 5 years. Avoided costs in future	£ to set up water bill on validation system. Staff time to monitor & react		EMO, Finance, ENRG	Services
DECs & A/C assessments	Annual, first Q	DECs – all completed by expiry dates	Legal requirement. Recommendations for improvement provided	£ and staff resource		EMO, Prop Serv, Educ Assets	Building Managers, Services
	AC every 5 yrs	AC – Completed within 12 months					
COS2/ENV2: We will continue to promote sources of funding and develop additional sources of finance, to help increase investment in energy efficiency, and low carbon and renewable technologies							
Salix, SEELS investment	By end each FY	Investment targets. £250k/yr	5-8 yr Pay Back Period £30-50k/yr, after loan repaid	£250k/yr Potential link with Energy Performance Contracting through RE:FIT	Projects need to be continually identified across the estate, and resources to implement projects needs to be available	EMO/Sustainability Manager	ENRG, Prop Serv, Educ Assets, Services, Finance
Energy Performance Contracting, likely RE:FIT framework	Options & initial assessment by Q2 15/16	Options appraisal and building short list. Desktop assessment of potential savings by RE:FIT Staged investment. Initial 5 buildings followed by further 5-10.	15-20% on affected buildings. Indicative annual savings total £78-105k annual savings on energy costs (based on current energy prices) once all phased complete. Other savings will be realised, e.g. maintenance	£££ Likely £2-5m across 5 yrs, though likely to include Salix Fund	Allocated project management will be required to manage Procurement phase and installation phase – without dedicated resource savings will be delayed. Monitoring systems need to be in place to manage contract and monitor predicted savings	EMO, Sustainability Manager	Finance, Procurement, Assets, Legal, Educ Assets, Prop Serv, FM, Services

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
Income from renewables sources - FIT, RHI	Summer 2015	Deliver Solar Housing	Potential for income/savings of over £565k/yr (£180-280k net), based on current unit prices.	£££ Possible further £2m over next 5 yrs	Allocated project management will be required	EMO, Housing, Sustainability Manager	ENRG, Services, Finance
	By Q2 15/16	Review other options					
Horizon scanning	Biannually or as necessary	Funding grid distributed to relevant officers		Staff resource		EMO/Sustainability Team	TVE, ENRG
COS3/ENV3: We will work towards the most energy efficient council assets and operations							
Energy management system approach and procedures for building use	By Q2 15/16 (1) By Q4 15/16 (2)	1) Investigate & develop first stages energy management system approach 2) Identify best practice protocols for building use.	1% on buildings affected. Avoided costs up to ~£18k (and avoiding 1.5% growth)	Staff resources	Without continuous input savings will not be realised, and likely drift in consumption increasing by 1.5% each year	Sustainability Manager, Head FM, Prop Serv	Services, building managers, EMO, ENRG
Standards for refurbishment, upgrade & maintenance projects	By Q4 15/16	Develop technology list, refurb checklist and identify design routes	Avoided costs for the future	Staff resource	Cross directorate input required	Sustainability Manager, Head FM, Prop Serv	EMO, L&P Officer Group, ENRG
Street lighting upgrade, deilluminate where possible and standards for new additions	By Q3 15/16	Review inventory		Staff resource		Transport	EMO, ENRG, Finance, Slough BC and Wokingham BC
	15/16 Procurement 16/7 start install	Street lighting upgrade, to include all units on Central Management System (CMS) and use of dimming & trimming where appropriate	Savings from energy, maintenance and replacement costs over £500k/yr	£££ ~£10m over 2-3 yrs 70% funding won from Challenge Fund, DfT	Allocated project management will be required		
	15/16	New standards & policy		Staff resource			
COS4/ENV4: We will seek to consider the future 'energy/water' impact of goods and services when we procure them							
Investigate potential to consider future energy/water impacts of goods & services	By end 15/16	Discussion paper	Avoided costs for the future	Staff resource		Procurement	Sustainability Team, EMO, ENRG
COS5: We will procure energy cost-effectively and where possible 100% green electricity. We will take the steps to ensure we are ready to procure water cost-effectively when the market is opened / deregulated							
Group purchasing of energy	Start FY	Contract renewals	Avoided costs	Staff resource		Finance	EMO
Central contracts for	Ongoing	Continued	Avoided costs	Staff resource	Staff resource	Finance	Service managers,

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
energy & water	15/16	Consolidated water bills to 1 group account					EMO, Prop Serv, Educ Assets, Building Managers
New supplies/meters provided through central contract suppliers	Ongoing	Continued		Staff resource		Finance	Service managers, EMO, Prop Serv, Educ Assets, Building Managers
Prepare for opening of the water market in 2017 & negotiate more favourable contract	By Q2 15/16	Water baseline and historic billing info. Link to COS1/ENV1 action	10% saving on price -£40k	Staff resource	Without reasonable baseline data and monitoring systems set up, RBC will not be in a position to negotiate to most favourable contract	EMO, Finance	TW
	Ongoing throughout 15/16	Seek support, potentially through Crown Commercial Services					
ENV5: We will continue to develop the scope of measuring the environmental impacts of the organisations activities (i.e. Scope 3, GHG Protocol)							
Identify wider environmental impacts of RBC & how to report this	By Q2 16/17	Discussion paper	Raise awareness & assist in identifying future areas for savings. Focus on initially working with RTL.	Staff resource		EMO, ENRG	Finance, TW, Transport, Health, Housing, CICT, RTL

Our Service Priority
 Remaining financially sustainable to deliver these service priorities
 Keeping the town clean, safe, green and active
 Providing infrastructure to support the economy

Our Aim
DECARBONISATION:
 Continue to decarbonise energy supply & manage demand

Our Objectives:
 DEC1: We will promote and increase the use of low carbon and renewable technologies where appropriate, and produce feasibility evidence to demonstrate it has been considered
 DEC2: We will plan for the future (use of heat pumps and energy storage, demand management)
 DEC3: We will promote energy efficient travel

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
DEC1: We will promote and increase the use of low carbon and renewable technologies where appropriate, and produce feasibility evidence to demonstrate it has been considered							
Identify potential opportunities for low carbon/renewable technology and district energy schemes	Q2 15/16	Review assets for potential. Identify potential for incorporation in new build/refurb, and review against target	Potential income (see COS2/ENV2)	Staff resource or £ for consultancy		Sustainability Team	EMO, L&P Officer group, ENRG, Prop Serv, Planning, TVE, RCCP, Climate Berks, APSE
DEC2: We will plan for the future (use of heat pumps and energy storage, demand management)							
Identify best scenarios & possible risks for new technology	By Q2 15/16 (1) By Q4 15/15 (2) and annual thereafter	1) Needs Assessment 2) Review technology and identify risks & 'best' scenarios, highlight trials and potential training	Potential savings for future Raise awareness & make prepared for uptake of new technology	Staff resource		Sustainability Team, EMO	ENRG, Prop Serv, TVE
Demand Side Management & Electricity Demand Reduction	Start Q2 15/16	Investigate potential. Civic Offices & Street lighting considered first. Other sites after 2017	0.5-1% (approx. £5-10k) on DUOS costs of HH electricity sites + savings on reduced energy consumed	Staff resource initially	DUOS charges currently account for approx. 10% of the bill Most appropriate in locations where best monitoring is available (to date, Plaza West and Street lighting)	EMO	ENRG, University of Reading research

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
DEC3: We will promote energy efficient travel							
New staff travel plan	Summer 15	Launch Travel Plan	Requirement for new civic offices, shows meeting planning stipulations.	Time of small team of officers Could also produce online learning	Lack of committed resource	Transport/ FM	Sustainability
Promote energy efficient travel	15/16	Inform Staff of key elements of travel plan	Raise awareness, increase active travel, improve staff health and potentially attendance, improve Reading's air quality	Printing of travel packs - time for regular review to keep up to date	Lack of committed resource	Transport/ HR	Communications
		Promote national campaigns					
		Travel packs for all new staff					
Annual review car parking permits	Annual	Parking permit review carried out	Cost of parking space maintenance	Officer Time	Not seen as important	Transport	FM Team, building managers
Staff travel surveys	Bi-annual	Staff travel survey carried out	Measurement to inform future action on travel plan	Time to produce, analyse and respond to survey	Lack of committed resource	FM team	Communications
Fleet review	Every 5 years	Review carried out	Greater efficiency, greater safety	Currently free from EST	Charge introduced for this service by EST	Transport Streetcare	Risk management Health and Safety

Our Service Priority
Remaining financially sustainable to deliver these service priorities

Our Aim

***INTEGRATION:**
Make energy, carbon and water savings an integral part of the organisation*

Our Objectives:

INT1: We will increase the awareness of and promote energy and water efficiency throughout the organisation
INT2: We will work with others and share good practice, across the council, and with other external partners, and communicate our work with the community
INT3: We will allocate responsibility for energy and water use, and for the delivery of savings

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
INT1: We will increase the awareness of and promote energy and water efficiency throughout the organisation							
Develop & deliver training, communications & reporting	By Q2 15/16 (1) By Q3 15/16 (2) Review schedule annually Deliver throughout year	1) Identify audience, develop training options, reporting 2) Delivery schedule	1% of energy use ~£18k (and avoiding 1.5% growth)	Staff resource	Without continuous input savings will not be realised, and likely drift in consumption increasing by 1.5% each year	Sustainability Team	EMO, Finance, ENRG, Learning & Development, HR
INT2: We will work with others and share good practice, across the council, and with other external partners, and communicate our work with the community							
Build network of relevant stakeholders & share good practice, explore shared services/procurement etc	By end 15/16	Identify and meet stakeholders and develop communications. Focus initial network on small number of key organisations, such as RTL.	Potential shared service/economies of scale savings	Staff resource		Sustainability Team, EMO	RTL, NHS, UoR, Las, Prop Serv, Building Managers, Transport
Communications plan	Q1 15/16	Develop & deliver		Staff resource		Sustainability Team	EMO, Comms
INT3: We will allocate responsibility for energy and water use, and for the delivery of savings							
Set directorate carbon budgets & targets for reduction, and monitor progress	Start Q1/2 of 15/16 (1) By Q4 15/16	1) Start dialogue with directorates, 2) Establish carbon budgets & targets. Potential staged approach	1% of energy use ~£18k (and avoiding 1.5% growth)	Staff resource	Without continuous input savings will not be realised, and likely drift in consumption increasing by 1.5%	Sustainability Manager	EMO, Finance

What we'll do	When we'll do it	How will we measure progress	What we think we will save	What might we need to invest	What might affect our success	Who will do it	Who else will be involved
					each year		
Identify who has responsibility for energy/water use	Start Q3 15/16	Review assets to identify responsibility		Staff resource		Sustainability Manager, EMO	Services, FM, Finance

4 How we will do it

Our responsibilities

The council has a responsibility to be compliant with the Energy Performance of Buildings legislation, and to provide verifiable annual carbon emissions reporting to the Department of Energy and Climate Change. We also have a duty to ensure that public money is safeguarded and properly accounted for, and used economically, efficiency and effectively. As a signatory to Reading's Climate Change Strategy '*Reading Means Business on Climate Change*', the authority is committed to reducing its carbon emissions by 50% by 2020.

Leadership

Our elected councillors make decisions about council services and funding, and the policy direction of the organisation. Lead Councillors are appointed to have particular responsibilities or 'portfolios'. The Lead Councillor for Strategic Environment, Planning and Transport oversees the policy direction for energy, water and carbon management.

The Council and Committees shape what services are delivered and how Reading develops and grows. The Strategic Environment, Planning and Transport Committee is responsible for the Carbon Plan.

The Director of Environment and Neighbourhood Services is the sponsor for this strategy, and will bring annual update reports to the Corporate Management Team and the Strategic Environment, Planning and Transport Committee.

Senior managers will have a responsibility to work to reduce energy and water use, and carbon emissions within their service areas. Each directorate will have an annual carbon budget for its operations. The Energy and Natural Resources Group will support senior managers in achieving this. This officer group will be responsible for driving and monitoring the progress of the Carbon Plan.

Integration and good decision making

The Energy and Natural Resources Group will have appropriate directorate representatives and technical specialists as members. The officer group will monitor the progress of the delivery of the strategy on a quarterly and annual basis. The group will also drive the progress of the key projects identified within the strategy, and will update and communicate with other relevant officer groups, such as Land and Property Working Group, to ensure all key stakeholders are involved in the development and implementation of actions from the strategy, and decisions are made with the appropriate information.

The Energy and Natural Resources Group will work with others and share good practice with other external partners, such as Reading Transport Ltd.

The Energy and Natural Resources Group will hold a working document of the Carbon Plan's actions, and will update and develop as appropriate. This working document will be responsive and flexible, allowing for potential adjustments of focus and inclusion of new opportunities.

A communication plan for the Carbon Plan will be developed in the early stages of the strategy period. It will aim to ensure that communications between services, energy management officers, senior management, building managers, general staff

and Reading residents are well co-coordinated, effectively managed and responsive to the information needs of each of those groups.

All staff are responsible for being aware of the best use of resources, for reporting issues and following the sustainable travel hierarchy.

5 Investment in the future

The key investments identified for further investigation within this Plan are;

1. Further Salix investment in RBC building estate
2. Full street lighting upgrade across the borough, including bollards and signage
3. Energy Performance Contracting, potentially using the RE:FIT framework, to upgrade key buildings using a 'whole building approach'
4. Further investment in renewable technology to generate additional, long-term income and carbon savings, for example, further pv on corporate buildings, a solar farm and on school expansions

Salix Funding is invest-to-save funding which was secured in 2008, and will remain available to the Council should appropriate investment opportunities continue to be identified. Any projects must meet strict Salix Funding investment criteria.

Funding has been secured from the Department For Transport (DfT) to cover 70% of the cost of upgrading all street lighting across the borough, in collaboration with Slough and Wokingham Borough Council. The remaining 30% of our cost will be met by the council.

Any further significant investment to undertake energy performance contracting or to install additional renewable technologies will require further business cases to be developed before finances are committed.

The cost of ongoing energy and water management activities will be met within current budgets.

Value at stake

The value at stake represents the total potential cost savings in energy and water that can be obtained through adopting the proposed activity within this Plan.

Should RBC adopt the Carbon Plan, the potential savings over and above the energy savings recently identified, represent at least a further £500 k per year. Should energy prices increase, which over a 5 year period is likely to occur, with the Department of Energy and Climate Change predicting on average an annual increase of 1.7%, these avoided costs would be higher.

Avoided costs should also be taken into consideration. Organisations which do not monitor and manage their energy use effectively across their estate typically experience a drift in energy use upwards of around 1.5% per year (Carbon Trust). By managing our energy use closely and effectively the Council would avoid this drift in energy use, which would be over £380k per year, in 2020/21, assuming no energy price increases.

Glossary of terms

A/C Assessments	Inspection and assessment of energy efficiency of Air Conditioning systems. Systems totalling 12kW and over in a building. Aircon inspection Reports and Certificates in accordance with Part 4 of the Energy Performance of Buildings (Certificates and Inspections) (England & Wales) Regulations 2007 which implements Article 9 of the EU Energy Performance of Buildings Directive.
AMR	Automatic Meter Read - automatically read meter, which pulses automatic read to a centralised data collation point.
APSE	Association for Public Services Excellence
Baseline	A starting point (year) to allow for future comparisons. RBC's baseline year is 2008/09
Bill validation	Validation of utility bills (gas and electricity) against various different factors, such as unit cost, meter readings, standing charges etc. Bill validation services provided by TEAM follows up queries on bills which fail validation.
Carbon emissions (or equivalent) or Greenhouse Gases	Any of the atmospheric gases that contribute to the greenhouse effect, such as carbon dioxide, methane and fluorocarbons. In this context, any greenhouses gases released as a result of activities by the Council. CO ₂ equivalents (CO ₂ -e) offer a universal standard measurement that allows for the comparison of different greenhouse gases based on their ability to trap heat in the atmosphere. There are many types of greenhouse gases, and some gases are more effective at warming the atmosphere than others because they trap heat more effectively and longer.
Central Management System (CMS)	Central Management System for remotely controlled street lighting. RBC's CMS is currently Mayflower.
Commodity	A raw material or primary product that can be bought and sold. In this context, the commodities of gas or electricity. Charges on a gas or electricity bill are split out into commodity and non-commodity elements. The commodity charge would be cover the kWh supplied to site. Non-commodity charges would cover, for example, network delivery charges, standing charges and taxes.
Crown Commercial Services	The Crown Commercial Service is an executive agency and trading fund of the Cabinet Office of the UK Government. The CCS is responsible for improving government commercial and procurement activity.
Decarbonisation	To remove carbon from, for example, to remove the release of carbon emissions, or greenhouse gases, from the generation of energy, by renewably generating energy and reducing energy generation from fossil fuels.
Demand Side Management (DSM)	Actions undertaken on the demand side (customer side) of energy metres. Usually, the goal of demand side management is to encourage the consumer to use less energy during peak hours, or to move the time of energy use to off-peak times such as nighttime and weekends.
Demand-Side Response (DSR)	Electricity demand-side response (DSR) is when consumers adjust the amount of electricity they use at particular times in response to a signal or alert.
Display Energy Certificates and advisory reports	A Display Energy Certificate (DEC) shows the energy performance of a building based on actual energy consumption as recorded over the last 12 months within the validity period of the DEC (operational rating). The operational rating is a numerical indicator of the actual annual carbon dioxide emissions from the building. This rating is shown on a scale from A to G, where A is the lowest CO ₂ emissions (best) and G is

	<p>the highest CO2 emissions (worst).</p> <p>A DEC and advisory report are required for buildings with a total useful floor area over 500m² that are occupied in whole or part by public authorities and frequently visited by the public. A DEC must be accompanied by an advisory report and the owner of the building must have a valid one available. The advisory report highlights recommendations to improve the energy performance of the building.</p>
DUOS/DUoS	<p>Distribution Use of System charge. This charge is included on all electricity bills and covers the use of the regional electricity networks to distribute electricity to homes and businesses. The DUoS charge covers the cost of receiving electricity from the national transmission system and feeding it directly into homes and businesses through the regional distribution networks. These networks are operated by Distribution Network Operators (DNOs). The distribution networks include overhead lines and underground cables, as well as substations and transformers, which reduce the electricity's voltage to safe levels for use in homes and businesses. This is a non-commodity element of your electricity bill.</p>
Electricity Demand Reduction	<p>Reducing the amount of electricity consumed through being more efficient. In particular, electricity savings at peak times are focused on, by installing more efficient equipment or increasing the efficiency of selected existing electrical systems.</p>
EMO	<p>Energy Management Officer</p>
Energy Management System	<p>A management system model to develop and embed processes and procedures within an organisation to help continual improvement in energy management. For example, the international standard ISO 50001. The ISO 50001:2011 Energy Management System provides a framework of requirements for organizations to develop a policy for more efficient use of energy, fix targets and objectives to meet the policy, use data to better understand and make decisions about energy use, measure the results, review how well the policy works, and continually improve energy management.</p>
Energy Performance Contracting	<p>An Energy Performance Contract (EPC) offers a financing mechanism designed to accelerate investment in cost effective Energy Conservation Measures. An EPC is a partnership between a customer and an energy services company that allows the improvement of building energy efficiency without any upfront capital costs to the end client.</p> <p>Under an EPC, the energy services company will probably implement a number of Energy Conservation Measures (ECMs). But what is different about an EPC compared to a normal programme of upgrades is that the provider will guarantee that the energy savings delivered will pay for the capital investments in new equipment.</p>
ENRG	<p>Energy and Natural Resources Group</p>
EPBD / Energy Performance of Buildings Directive	<p>EU Energy Performance of Buildings Directive (EPBD) was introduced in the UK from January 2006 with a three year implementation period ending January 2009. Its objective is to improve energy efficiency and reduce carbon emissions as part of the government's strategy to achieve a sustainable environment and meet climate change targets agreed under the Kyoto Protocol. The EPBD introduced higher standards of energy conservation for new and refurbished buildings from April 2006 and will require energy performance certification for all buildings when sold or leased. In addition it will introduce regular inspections for larger air conditioning systems and advice on more efficient boiler operation for commercial property.</p> <p>Directive 2002/91/EC of the European Parliament and of the Council of</p>

	16 December 2002 on the energy performance of buildings
Feed in Tariff (FiT)	Government renewable generation incentive scheme. set amount for each unit (kilowatt hour or kWh) of electricity you generate - a 'generation tariff'.
Fossil fuels	A natural fuel such as coal or gas, formed in the geological past from the remains of living organisms.
GHG Protocol	The Greenhouse Gas (GHG) Protocol, developed by World Resources Institute (WRI) and World Business Council on Sustainable Development (WBCSD), sets the global standard for how to measure, manage, and report greenhouse gas emissions.
Greenhouse gases (or carbon emissions)	Any of the atmospheric gases that contribute to the greenhouse effect, such as carbon dioxide, methane and fluorocarbons. In this context, any greenhouses gases released as a result of activities by the Council.
HH	Half-hourly meter - utility meter automatically read on a half-hourly basis. Some electricity meters are mandatory HH meters. For customers with an electricity capacity of 100kW or more, half hourly metering is not only mandatory, but a pre requisite in electricity supply agreements.
LED	Light-emitting diode
Low carbon technology	Technologies which result in fewer carbon emissions than traditional technologies, either through generation of energy or improving energy efficiency.
National Grid	The National Grid is the high-voltage electric power transmission network in Great Britain, connecting power stations and major substations and ensuring that electricity generated anywhere in England, Scotland and Wales can be used to satisfy demand elsewhere
NHH	Supplies under 100kVA tend to be Non Half-Hourly (NHH) metered, using standard meters that are read manually, or meters that feature Automated Meter Reading (AMR) technology.
Nottingham Declaration on Climate Change	Declaration on climate change which signalled political commitment to taking action to tackle climate change. Over 300 councils signed up to the original statement.
Off-grid	Generation of energy, typically electricity, not on the centralised network, the National Grid.
RCCP	Reading Climate Change Partnership
RE:FIT	A national procurement framework for Energy Performance Contracting available to the public sector. The scheme uses an Energy Service Company (ESCo) to implement energy efficiency measures which enables organisations to cut running costs, energy consumption and carbon emissions. The ESCo guarantees the level of energy savings at the outset.
Renewable energy	Energy from a source that is not depleted when used, such as wind or solar power
Renewable Heat Incentive (RHI)	Government incentive scheme which pays participants of the scheme that generate and use renewable energy to heat their buildings.
Salix Funding	Salix was established in 2004 as an independent, publicly funded company, dedicated to providing the public sector with loans for energy efficiency projects.
Solar PV/solar panels	A photovoltaic system, also photovoltaic power system, solar PV system, PV system or, casually, solar array, is a power system designed to supply usable solar power by means of photovoltaics. It consists of an arrangement of several components, including solar panels to absorb and directly convert sunlight into electricity, a solar inverter to change the electrical current from DC to AC, as well as mounting, cabling and other electrical accessories to set-up a working system.
Tonnes of CO₂ equivalent or tCO₂ (e)	Unit of measure of carbon emissions
TUOS / TUoS /	Transmission Network Use of System Charge (TNUoS). This covers the

TNUoS	cost of using the National Transmission System, owned and operated by National Grid, to deliver electricity from power stations into and across the transmission network. Your electricity supplier will repay this charge to National Grid on your behalf. This is a non-commodity element of your electricity bill.
TVE	Thames Valley Energy - regional energy agency to encourage and help local people progress from non-sustainable energy resources to sustainable energy resources

Appendix 1

1. Background

1.1. Early work

Since Reading Borough Council signed the Nottingham Declaration on Climate Change in 2006 there has been numerous local and national policies and targets, and legislation which have influenced the council's energy management work.

1.2. National Policies

The 2008 Climate Change Act established the world's first legally binding climate change target. The act aims to reduce the UK's greenhouse gas emissions by at least 80% (from the 1990 baseline) by 2050. The net UK carbon account for the year 2050 is at least 80% lower than the 1990 baseline. Moving to a more energy efficient, low-carbon economy will help to meet this target. It will also help the UK become less reliant on imported fossil fuels and less exposed to higher energy prices in the future.

A number of actions set out by the UK government are relevant to Reading Borough Council's work on energy and carbon reduction;

Setting national policy and strategy

- setting carbon budgets to limit the amount of greenhouse gases the UK is allowed to emit over a specified time

Reducing the demand for energy and helping people and businesses to use energy more efficiently

- reducing demand for energy with smart meters and other energy-efficient measures for industry, businesses and the public sector
- providing incentives for public and private sector organisations to take up more energy-efficient technologies and practices through the CRC Energy Efficiency Scheme
- reducing greenhouse gases and other emissions from transport

Investing in low-carbon technologies

- taking action to increase the use of low-carbon technologies and creating an industry for carbon capture and storage
- providing over £200 million of funding for innovation in low-carbon technologies from 2011 to 2015

Publicly reporting carbon emissions from businesses and the public sector

- asking English local authorities to measure and report their greenhouse gas emissions

1.3. Carbon management and climate change

In 2007 RBC worked with the Carbon Trust to produce Reading's Local Authority Carbon Management Plan (LACM), which measured and reported the authority's carbon footprint, set targets for reduction and identified potential activities to make carbon reductions. The Council went on to successfully win Salix Finance (interest-free loan) funding in 2008 and has continued to invest this, totalling almost £1m investment to date, and delivering over 70 projects.

The LACM set an annual reduction target of 2%, against a 2005/6 baseline. In addition the LACM helped inform Reading's Climate Change Strategy 2008-2013, which set a target of 20% reduction for RBC by 2012/13 and 50% by 2020 (against 2006/7 baseline), which equated to an annual reduction target of 4%. This has been superseded by the Reading Climate Change Strategy 2013-20, a collaborative strategy with business, community and public sector which sets out to 'develop a low carbon Reading [and] prepare for a changing climate'. This strategy set a target for borough-wide carbon emissions reductions of 34% by 2020, against a 2005 (2005/6) baseline. This would be achieved in part by encouraging participants to achieve a 7% per annum reduction. The annual carbon footprint figures are outlined later, in the Section 4.

1.4. Data, measuring and monitoring

Significant improvements in measuring, monitoring and reporting of energy use have occurred since the original carbon footprint was published in 2007. In 2010 RBC entered into a contract with TEAM (Energy Auditing Agency Ltd) for a bill validation of all RBC's gas and electricity bills. This service validates all aspects of energy bills, identifying any financial or consumption related issues. All bills are stored on a centralised database, enabling interrogation and monitoring of the energy consumption for each site.

Over the last 2 years, since April 2012, a significant number of electricity and gas meters have been upgraded to 'smart' meters. These meters automatically pulse meter readings to a data collector, who pass them to the supplier, ensuring that all bills are based on actual energy consumption at site. Significant benefits have been realised through this, as RBC now only pays for energy actually consumed, and energy consumption data stored on the database is appreciably more accurate.

1.5. Legal requirements

In 2010 RBC was required to participate in a new mandatory carbon reduction scheme, the Carbon Reduction Commitment (CRC) Energy Efficiency Scheme. The council has been required to measure, report and in later years, to purchase credits equivalent to the tonnes of CO₂ emitted by the organisation's activities (mainly from buildings, excluding housing). In addition, the government has required all local authorities to annually report carbon emissions from their wider activities, originally through

National Indicator 185 (NI 185), and more recently through the Green House Gas (GHG) Protocol. The GHG Protocol calls for reporting in three scopes; Scope 1 are all direct emissions, from sources that are owned or controlled by the reporting entity, such as from gas fired boilers; Scope 2 are indirect GHG emissions from consumption of purchased electricity, heat or steam; and Scope 3 are other indirect emissions, electricity-related activities (e.g. Transmission & Distribution losses) not covered in Scope 2, outsourced activities, waste disposal, etc. The GHG Protocol figures are outlined in Appendix 3.

All buildings over 1,000m² have required Display Energy Certificates (DEC), since 2008, and more recently (since 2013) buildings over 500m². A DEC shows the actual energy usage and the operational rating of the building, which is an indicator of how efficiently energy is being used in the building. In the first year the DEC is produced, an Advisory Report is also required, which contains recommendations to improve the energy performance of the building. RBC has 25 corporate sites which require certificates, and 39 schools that have one or more DEC.

1.6. Investment

1.6.1 Salix & SEELS

In 2008 RBC set up its internal Salix Fund of £390,000 (£195k awarded from Salix Finance and £195k RBC match funding). This is an invest-to-save, ring-fenced, revolving fund for energy efficiency projects which meet a set pay-back and carbon savings criteria. Following four years of continued investment, totalling over £590,000 for nearly 40 projects, an additional £270,000 of RBC funds (known as Client Contribution) was added to the fund. The Salix Fund now has an annual investment target of £250,000.

Since 2011/12 RBC has been awarded two SEELS (Salix Energy Efficiency Loans Scheme) funds for two larger projects, a street lighting upgrade and energy efficiency upgrades to the new Civic offices at Plaza West. RBC also supported Prospect College in their successful application for a SEELS fund, of almost £95,000 to upgrade their lighting, in 2013/14. The annual investment in energy efficiency through the Salix and SEELS funds are illustrated in Figure 1 below.

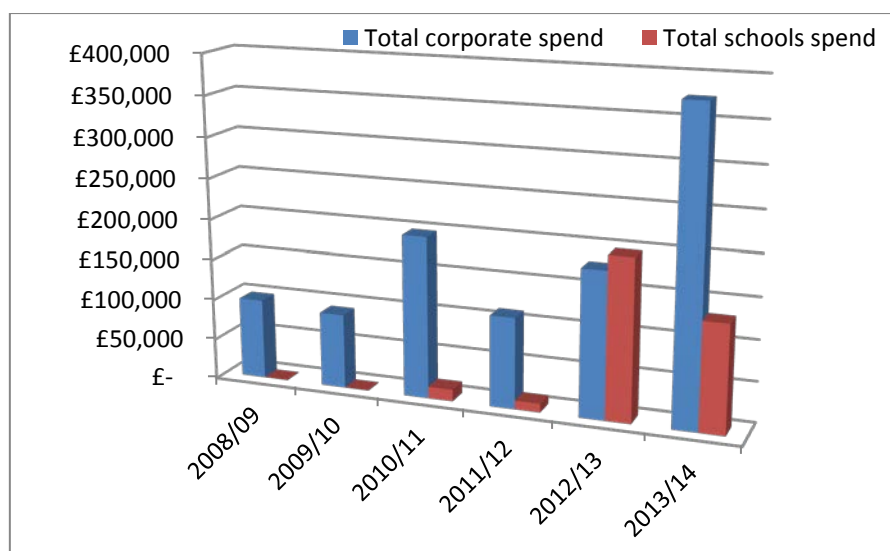


Figure 1: Total annual Salix and SEELS investment in RBC corporate sector and schools

1.6.2 Other recent investment

In 2013/14 the council invested in an initial street lighting upgrade, of 1,300 LED lights. The technology is capable of reducing energy use from the lamps by over 70% and make savings on maintenance.

In 2013, a project to install approximately 6,500 PV solar panels on to 465 Council houses was instigated. Tenants will benefit from free electricity from the panels and the Council will receive payment from the Feed-in Tariff and export of electricity to the National Grid, which is predicted to total £177,000 per year. Installation began in early 2015, with completion scheduled for summer 2015.

In 2014/15 the Council invested £1.1 m on energy efficiency and renewable energy measures in the newly refurbished Civic offices, which is predicted to reduce the energy use from the Council's headquarters by 75%.

In 2014/15 initial investigations have been made into the potential for an upgrade of the whole of the Council's street-lighting with LED lamps. This major investment will aim to reduce the Council's single largest electricity consuming service by over 70%. Initial predictions indicate that the upgrade could reduce the RBC carbon footprint by 1,650 tCO₂.

1.7. Purchasing energy and water

In 2010/11 RBC moved to purchase its central electricity (Half-Hourly and Non-Half-Hourly) and gas contracts through a group buying framework, with the central aim of gaining economies of scale on the price of energy. The first framework used by RBC was with the NHS Purchasing and Supply Agency (pasa), which has had various moves to now become Crown Commercial Services. The framework continues to perform well and it is RBC's intention to remain with the suppliers on the framework.

RBC continues to purchase water through Thames Water as the water market is yet to open up to competition. The water industry is due to

enable all business, charity and public sector customers in England to switch their water and sewerage supplier in 2017.

1.8. Working with others

Prior to 2010 the Sustainability Team supported schools directly or through the Education Asset Management Unit on an ad-hoc basis. Communication, data provision and quality was always patchy with schools, and with the prospect of the CRC reporting requirements and potential fines, RBC recruited for a Schools Energy and Carbon Management Officer in 2010, who sat in the Education Asset Management Unit and provided an Energy and Carbon Management SLA to schools. This officer was highly successful and significantly improved communication and the relationships with the schools community.

Reading Transport Ltd have continued to invest in their bus fleet. These investments include electric hybrid vehicles and more recently a fleet of renewably sourced, Compressed Natural Gas (CNG) fuelled buses. This investment included the infrastructure at the bus depot to fuel the vehicles with CNG which has also been made available to external fleet operators, including Reading's taxi operators in conjunction with the Council's Cleaner Vehicle CNG conversion grant scheme. RTL have begun replacing Euro IV vehicles with more efficient Euro VI double deck buses. This substantial investment in the bus fleet has reduced the fuel consumption and associated carbon emissions of the fleet and helped to improve the air quality of the Borough.

1.9. Renewables

In 2011/12 RBC invested in 46 PV solar installations on various buildings across the borough, with a view to generate onsite electricity, reduce electricity purchased from the National Grid, gain income from the Feed In Tariff and from electricity charging and to lead the way in renewable energy. To date, the annual FiT income from these 46 sites is over £115,000, and recharge for supplied electricity is around £20,000, as illustrated in Table 1 below. FiT income from community sites is diverted into the 'Reading Climate Change Partnership project support fund', to support projects that meet the delivery of Climate Change Strategy 2013-2020.

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
PV installations				46		
PV kWh generation				38,295	391,662	458,395
FiT income (not LSP sites)					£ 110,464	£ 115,729

Table 1: Income and electricity generation from the 46 solar installations from the Solar1 programme.

1.10. Water

Between 2006- 2008 RBC took part in the Liquid Assets programme, funded by Thames Water. Surveys were completed on 8 corporate sites, and water reducing measures were undertaken based on the reports recommendations'. In addition 19 schools took part in the same programme, and installed various water saving measures, such as urinal controls, save-a-flush and push taps.

More recently a number of corporate sites have had water surveys undertaken by Thames Water. Following these surveys various water saving activities were completed.

RBC's water consumption has previously been monitored on an annual basis.

Appendix 2

2. Scope of measuring and reporting Reading Borough Council's carbon footprint

The use of energy and water, either directly or indirectly, is far reaching. The carbon emissions (and equivalent) from energy and water use will be reported using the Green house gas (GHG) Protocol, as set out in 'Environmental Reporting Guidelines: including mandatory greenhouse gas emissions reporting guidance' (12 June 2013).

For the purposes of an energy and water management policy and strategy it is important to define the scope of this resource use, so that it can be managed and monitored effectively, and to ensure that actions are achievable. In previous reporting years, through the LACM and NI 185, energy use and carbon emissions from schools and outsourced services have been reported within the council's total scope. In more recent years, through the GHG Protocol reporting, outsourced services have been reported in Scope 3, but with limited recognition of their operational distinctiveness from the council.

Following DEFRA's Environmental Reporting Guidelines (June 2013) on defining an organisation's boundary, the most appropriate way to define the scope of the energy & water use of the organisation is by 'Operational control boundary', where by '[y]our organisation reports on all sources of environmental impact over which it has operational control.' Importantly this boundary definition recognises the significance of the ability of the organisation to have the 'full authority to introduce and implement its operating policies at the operation'. By keeping the scope of this policy within this 'Operational control boundary' the council will ensure that any actions will be implementable and achievable.

However, due to the far reaching role of a local authority, RBC has many working relationships with a variety of other organisations which the council has a degree of influence with. Where possible this policy and strategy will attempt to address the energy and water use by these related organisations. The energy use and resulting emissions from these associated activities will be reported in Scope 3 of the carbon footprint.

Figure 2 below illustrates the three scopes of reported carbon emissions from energy use within the GHG Protocol. Energy use and carbon emissions will be reported in Scope 3 where only influence, rather than control, on operations can be exerted. The principal energy users that will be reported within Scope 3 are schools (including community, voluntary aided, diocese, Academy and Free schools) and managed, or outsourced services (included Rivermead Leisure Centre, Academy Sports, Reading Buses and NCP car parks). Appendix 1 provides details of what energy and water is reported within each scope.

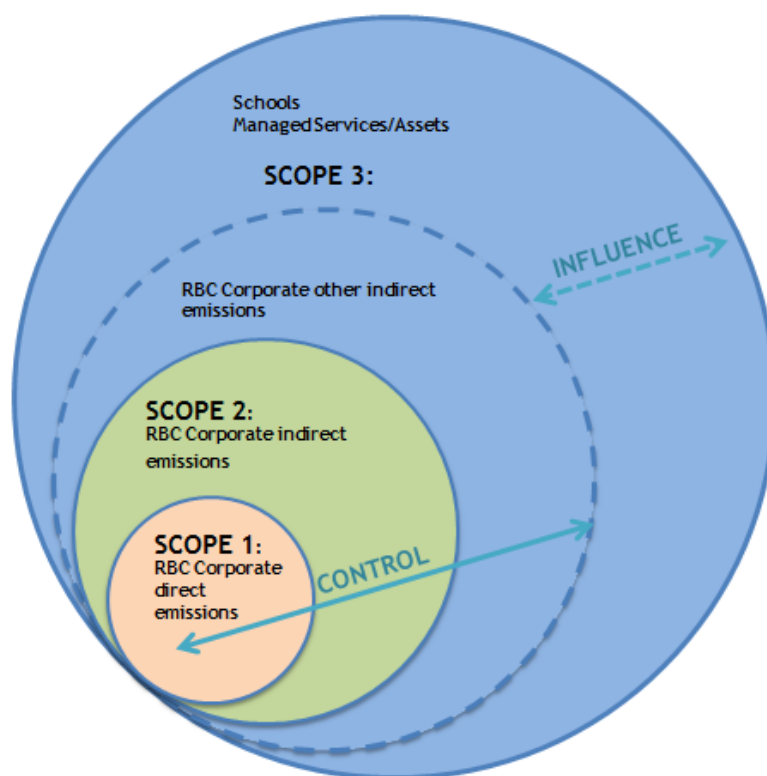


Figure 2: Three scopes of reporting carbon emissions (from energy use) within the GHG Protocol, showing where RBC has control or influence over energy use.

Appendix 3

3. Energy and carbon emissions baseline and progress against target

3.1. Energy use and spend

Reading Borough Council's current corporate energy use is principally through electricity and gas, for buildings and street lighting, with a small volume of fuel oil for heating buildings. Other energy is used to fuel cars for the RBC fleet and business travel. Figure 3 illustrates the annual energy use (kWh) of the authority over the last six years from static sources (buildings and street lighting).

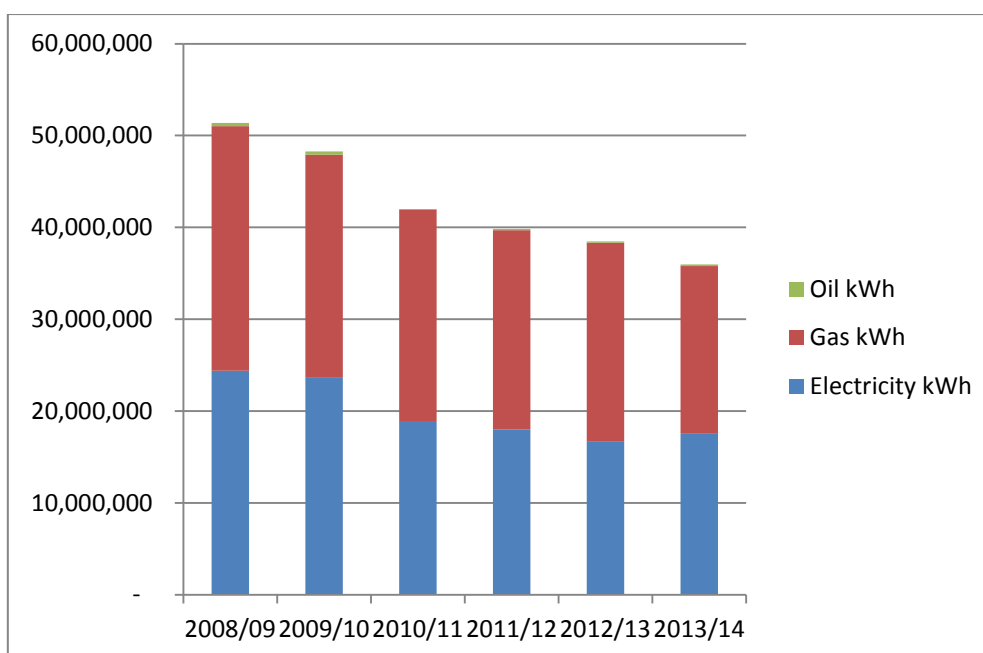


Figure 3: (a) Annual consumption (kWh) by Reading Borough Council (corporate) of electricity, gas and oil

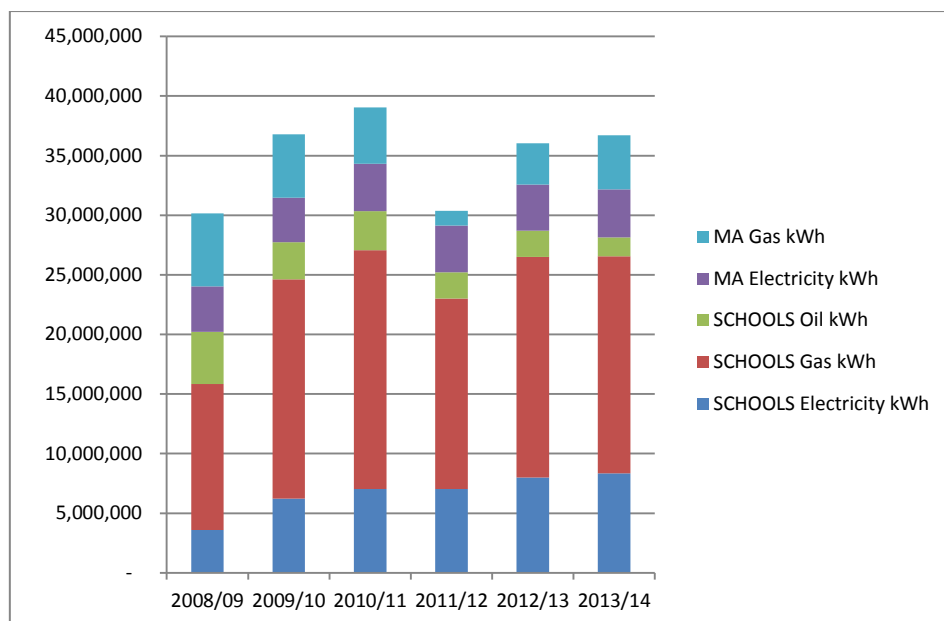


Figure 3: (b) Annual consumption (kWh) by Schools and Managed Assets of electricity, gas and oil

The approximate corporate annual spend on gas and electricity for RBC is around £2.1m (non-commodity elements are not included in this figure). Unit prices for energy have gradually increased over the last six years, as shown in Table 2 below. So although energy use in kWh has decreased, spend on energy has slightly increased due to these price rises, as illustrated in the Figure 4 below. This rising cost of energy puts increasing pressure on financial resources, with the need to make consistent energy savings ever more critical.

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Electricity p/kWh	5.6	5.6	8.3	9.1	9.3	9.58
Gas p/kWh	2.33	2.33	1.6	2.15	2.39	2.46

Table 2: Average unit price of electricity and gas per year, on RBC's central contracts

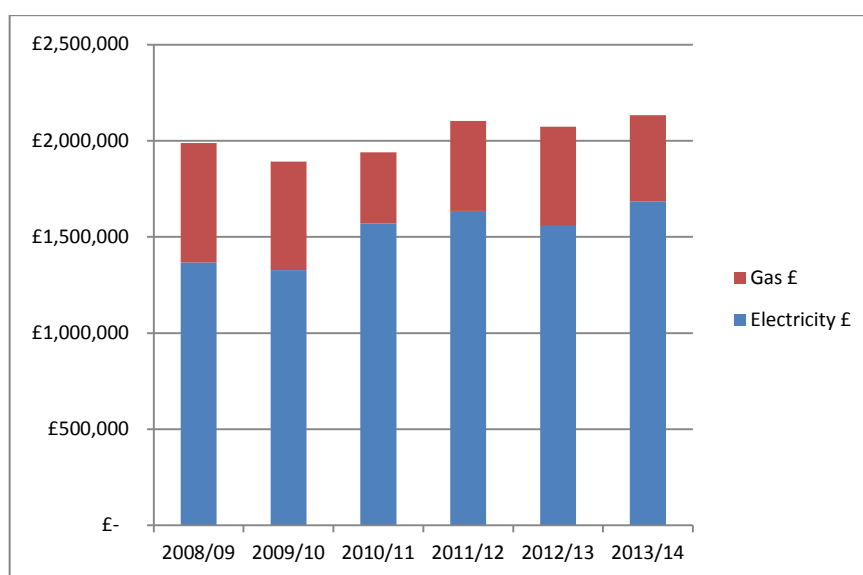


Figure 4: Annual spend on gas and electricity (excluding non-commodity elements) by, in (a) the corporate estate

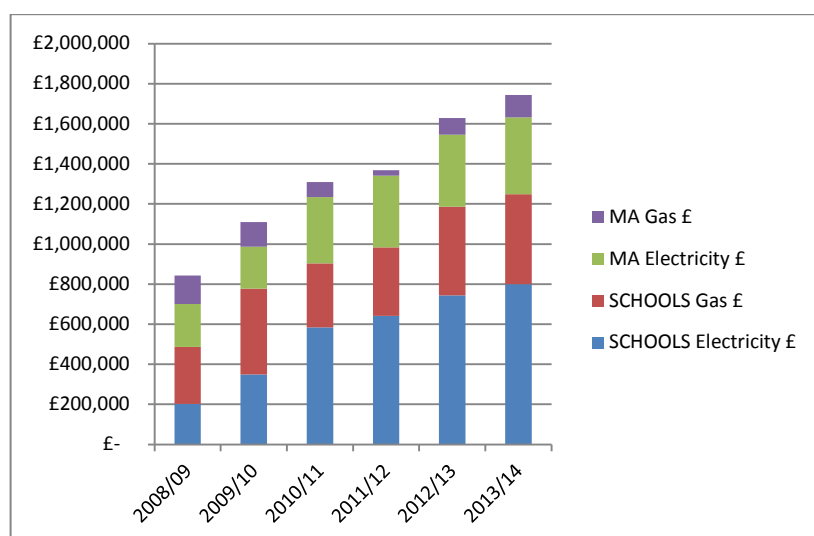


Figure 4: (b) schools and managed assets

3.2. Carbon emissions

Table 3 below displays a breakdown of the annual carbon footprints and Figure 5 illustrates the corporate carbon footprint of the local authority, for the last six years.

		2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
CORPORATE	Electricity tCO2	12,804	12,160	9,396	8,692	8,310	8,508
	Gas tCO2	4,888	4,962	5,036	5,112	4,001	3,353
	Oil tCO2	81	20	7	30	34	38
	Business travel tCO2	363	354	341	300	288	253
	Fleet tCO2	1,625	1,396	1,481	1,439	1,425	1,429
	Car club tCO2	-	0	4	7	5	4
	Total tCO2	19,761	18,892	16,265	15,579	14,063	13,585
	4% annual target	19,761	18,971	18,212	17,484	16,784	16,113
OTHER - SCHOOLS	Electricity tCO2	1,888	3,054	3,389	3,408	3,724	4,384
	Gas tCO2	2,248	3,376	3,678	2,932	3,465	3,352
	Oil tCO2	1,080	773	810	542	422	402
	Total tCO2	5,216	7,203	7,877	6,882	7,611	8,138
OTHER - Managed	Electricity tCO2	2,004	1,833	1,969	1,901	1,939	1,939
	Gas tCO2	1,121	973	869	227	641	837
	Oil tCO2						

	Total tCO2	3,125	2,806	2,838	2,128	2,580	2,776
ALL	Total tCO2	28,102	28,901	26,980	24,589	24,254	24,499
	4% annual target	28,102	26,978	25,899	24,863	23,868	22,914

Table 3: Breakdown of RBC's corporate annual carbon footprint.

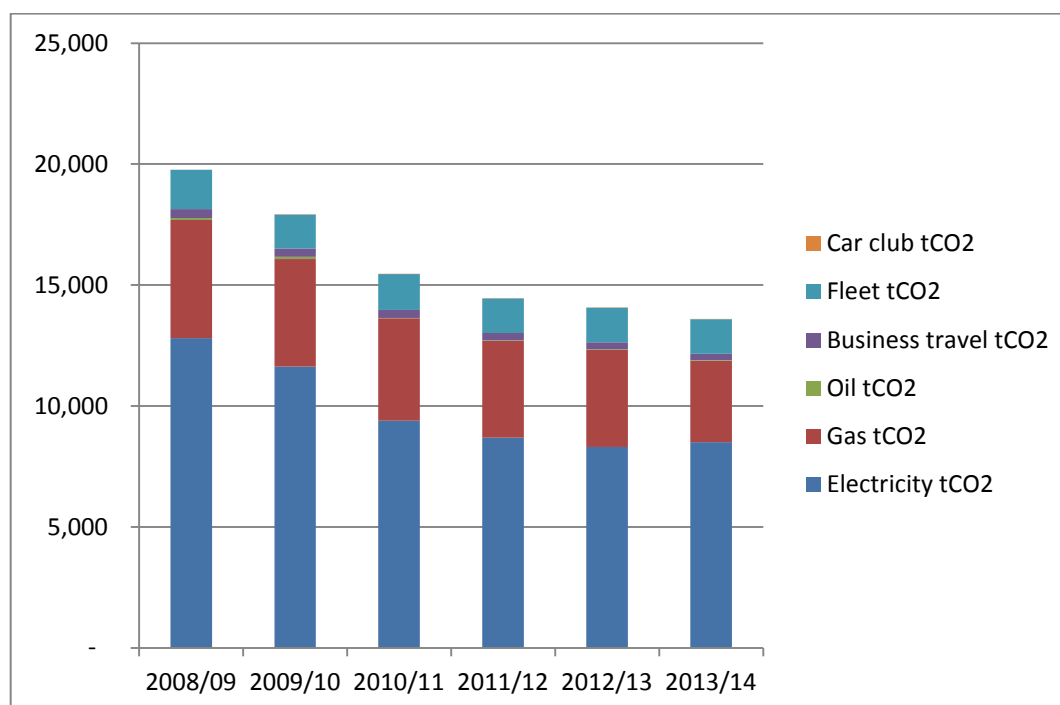


Figure 5: Reading Borough Council's annual carbon footprint, from (a) the corporate estate

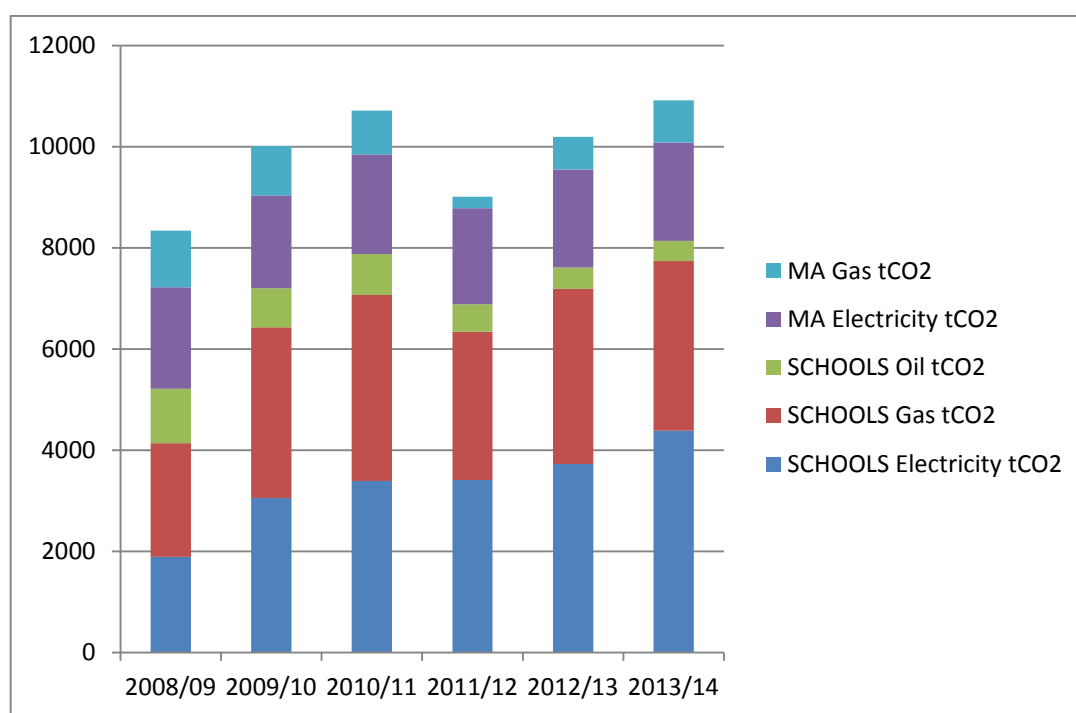


Figure 5: (b) Reading borough schools and managed assets annual carbon footprint

As part of the Council's continuing commitment to work with others and to better understand and report the wider scope of the organisation's activities, the carbon emissions from Reading Transport Ltd will now be reported in scope 3 of the greenhouse gas report. Table 4 below provides a breakdown of historic fuel use of Reading Transport's bus fleet fuel use. With the inclusion of CNG fuelled vehicles in 2012/13, the carbon emissions per kilometre travelled has fallen by 13% over 6 years. Figure 6 illustrates this fall in absolute carbon emissions and carbon emission intensity per kilometre travelled.

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Diesel tCO ₂	9,820	9,996	8,992	8,439	7971	6889
CNG tCO ₂	0	0	0	0	79	299
Total tCO ₂	9,820	9,996	8,992	8,439	8,050	7,188
Km travelled	3,817,389	3,885,546	3,495,589	3,280,318	3,250,816	3,344,522
tCO ₂ /km	0.001068	0.001168	0.001145	0.001134	0.001069	0.000927

Table 4: Annual fleet fuel use and kilometres travelled of Reading Transport Ltd bus fleet.

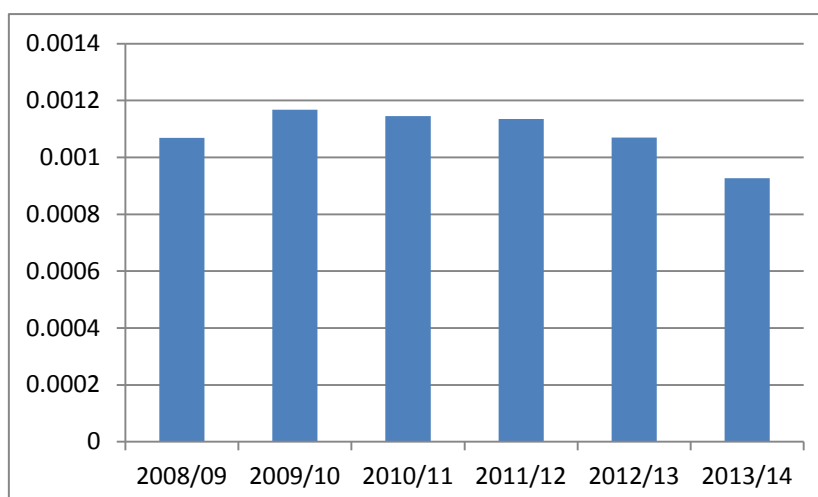


Figure 6: (a) Total annual carbon emissions from Reading Transport Ltd bus fleet

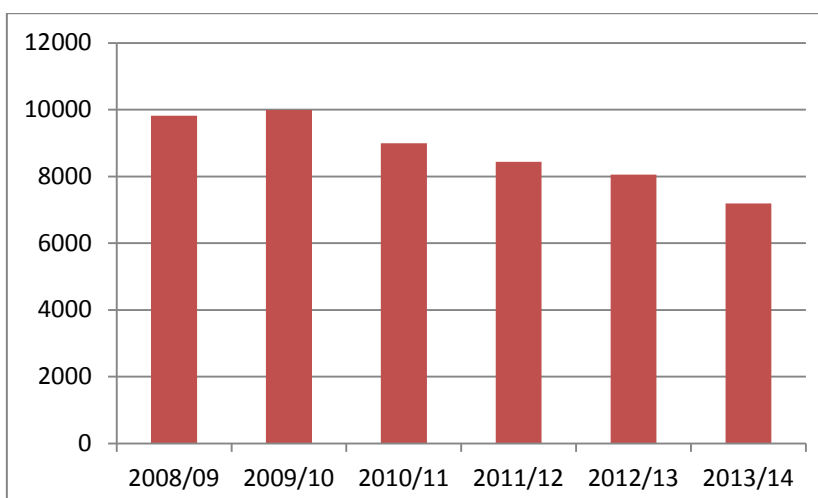


Figure 6: (b) Total carbon emissions per kilometre travelled from Reading Transport Ltd bus fleet

3.3. Avoided costs to date

By taking a simple review of the data, it can be seen that by undertaking these energy efficiency measures significant energy costs have been avoided. Had RBC's energy consumption continued as Business As Usual (BAU), increasing at 1.5% per year (percentage increase based on assumptions used by Carbon Trust), since 2008/9, then the total annual energy spend would likely be closer to ~£3.2m, rather than ~£2.1m, as illustrated in Figure 7 below.

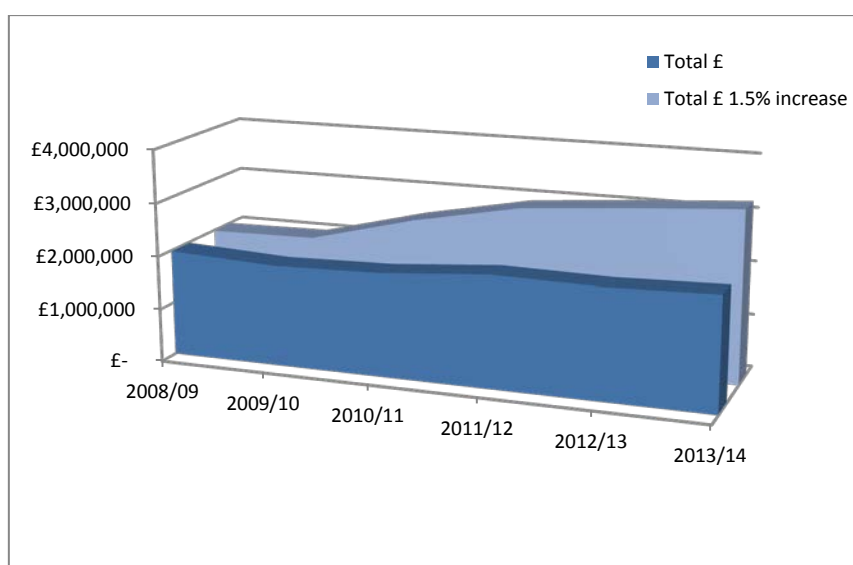


Figure 7: Value at Stake: Actual spend on energy vs BAU spend on energy (assuming 1.5% annual increase of energy consumption) by RBC (corporate).

3.4. Progress against target

RBC's carbon emissions reduction target was set by the Climate Change Strategy 2008-2013 as 50 % by 2020, or 7 % per year. The 2013/14 carbon footprint for the Council's corporate activities is now 31.3% lower than the baseline emissions in 2008/09, 10% ahead of target, which is significant progress to meet the 50% reduction target, as illustrated in Figure 8 below. The 2013/14 carbon footprint for the Council's wider activities (including schools and managed services) is 14.1% lower than the baseline emissions in 2008/09.

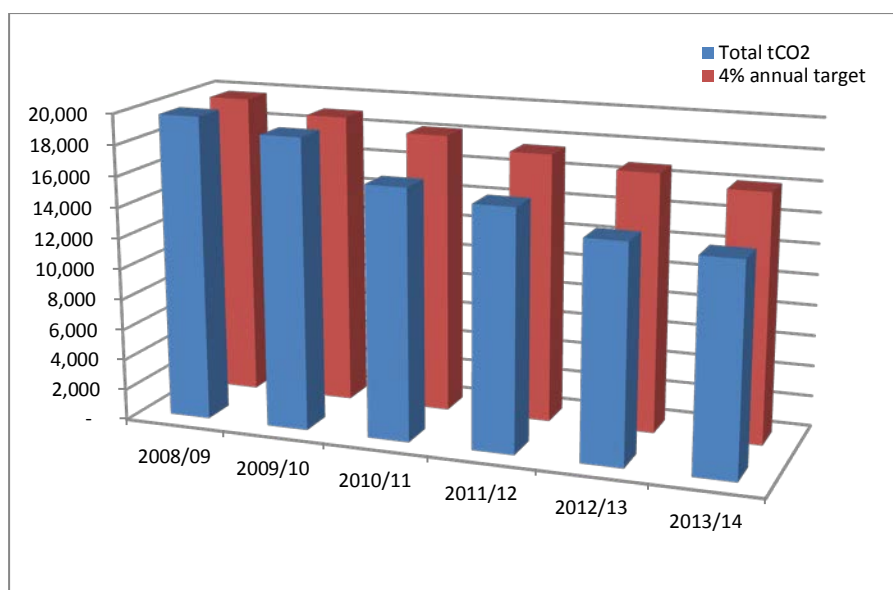


Figure 8: RBC annual corporate carbon footprint vs target carbon footprint, against 2008/9 baseline.

3.5. The 2020 reduction target - savings gap

Initial calculations were made to predict energy and carbon savings made through the most recent investments (new Civic Offices refurbishment, and street lighting), which have totalled 2,400 tCO₂. Predicted electricity generation from planned and installed pv would allow offset of around 839 tCO₂. Should RBC maintain its current energy consumption, and make only these recently identified savings, the carbon footprint would be around 1,300 tCO₂ adrift from its corporate 2020 target, or over 10% above the target emissions, as shown in Figure 9. When taking into account the wider influence of the council, the emissions reductions by these recent projects would see the wider carbon footprint reduce by 30% against its baseline emissions, 20 % off the 2020 target. The aims, objectives and actions set out in this strategy should bridge this savings gap, as illustrated in Figure 10. Details of these proposed reductions is discussed in more detail below.

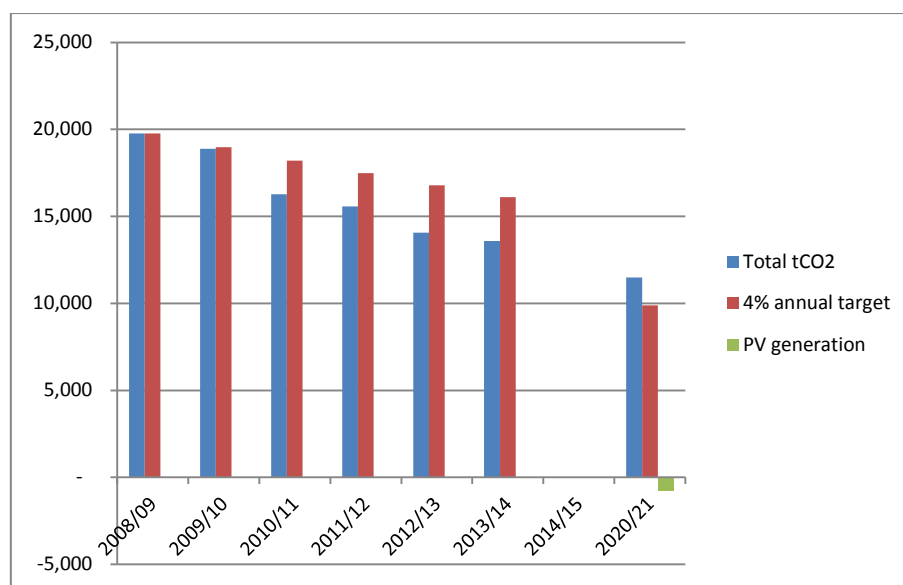


Figure 9: RBC corporate carbon footprint, and 'offset' from pv generation, predicted to 2020/21 based on current predicted savings from in progress projects, compared against 50% reduction target.

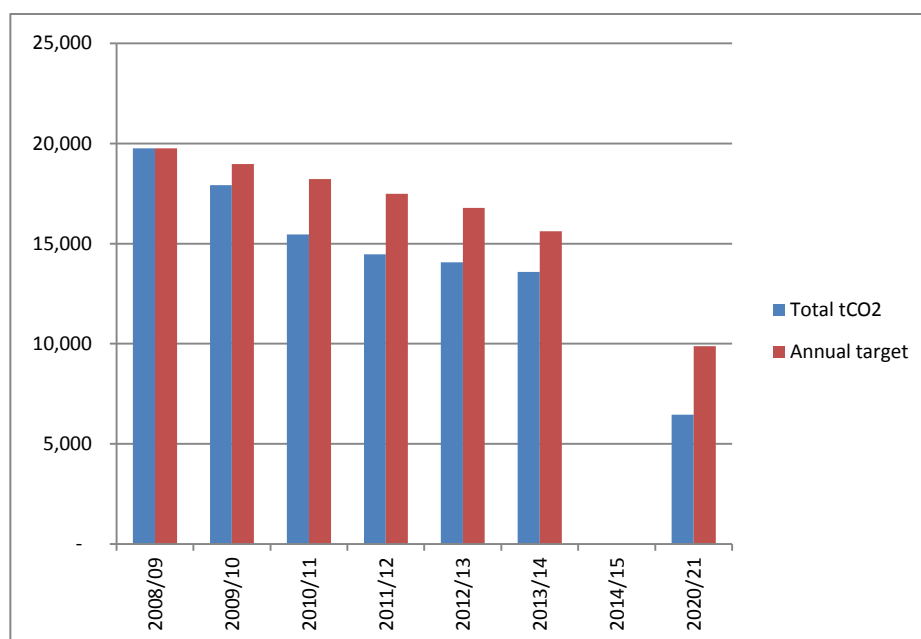


Figure 10: RBC corporate carbon footprint predicted to 2020/21 based on predicted savings from the Carbon Plan 2015-2020, compared against the 50% reduction target.

The additional savings predicted from the other proposed work programmes (RE:FIT, additional renewables, general energy management/awareness raising) are predicted to save around 3,400 tCO2, as shown in Figure 11. In combination with the emissions offset through the installed and in progress pv systems, the wider carbon footprint would meet its 50% reduction target, as illustrated in Figure 12.

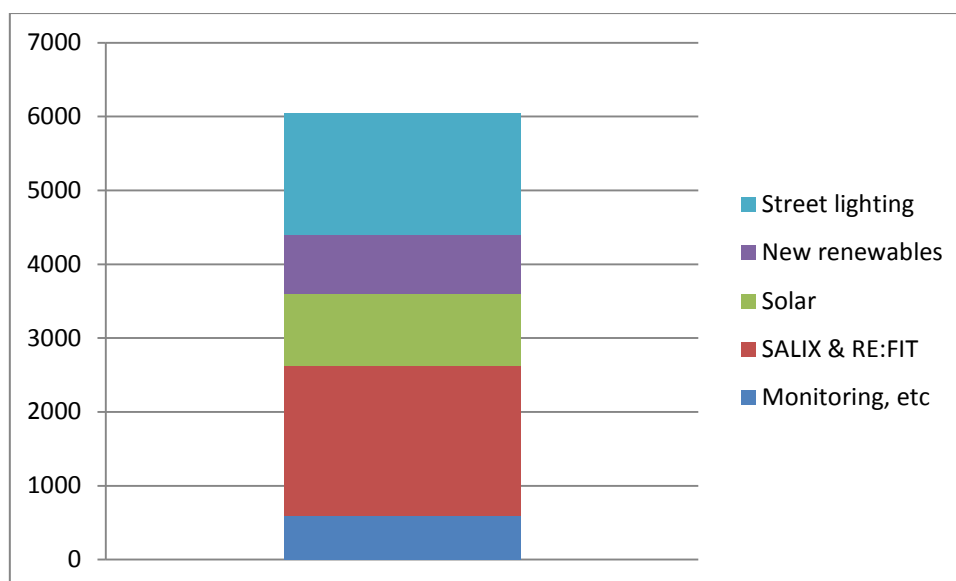


Figure 11: Breakdown of potential carbon emissions savings as proposed in the Carbon Plan 2015-2020 (Note: Street lighting and Solar are carbon savings in progress)



Figure 12: RBC wider carbon footprint predicted to 2020/21 based on predicted savings from the Carbon Plan 2015-2020, compared against the 50% reduction target.

The Carbon Plan sets out the council's policy and targets on corporate energy, water and carbon management, and identifies actions to achieve these within the time period 2015-2020. The plan sets out actions to ensure the authority is compliant with relevant legislation (such as Energy Performance in Buildings legislation) and national reporting requirements (GreenHouse Gas Protocol). The strategy will assist the council in making energy and water management an integral part of decision making processes, to ensure efficient use of these resources today and in the future.

Appendix 4

4. Likely investment & savings

The key investments identified for further investigation within this Strategy are;

5. Further Salix investment in RBC building estate
6. Full street lighting upgrade across the borough, including bollards and signage
7. Energy Performance Contracting, potentially using the RE:FIT framework, to upgrade key buildings using a 'whole building approach'
8. Further investment in renewable technology to generate additional, long-term income, for example, further pv on corporate buildings, a solar farm and on school expansions

Salix investment will be required to meet Salix Finance investment criteria. Any projects to upgrade street lighting, to undertake energy performance contracting and to install additional renewable technologies will require further business cases to be developed before finances are committed. Figure 13 illustrates the possible scale of investment required over the next 5 years.

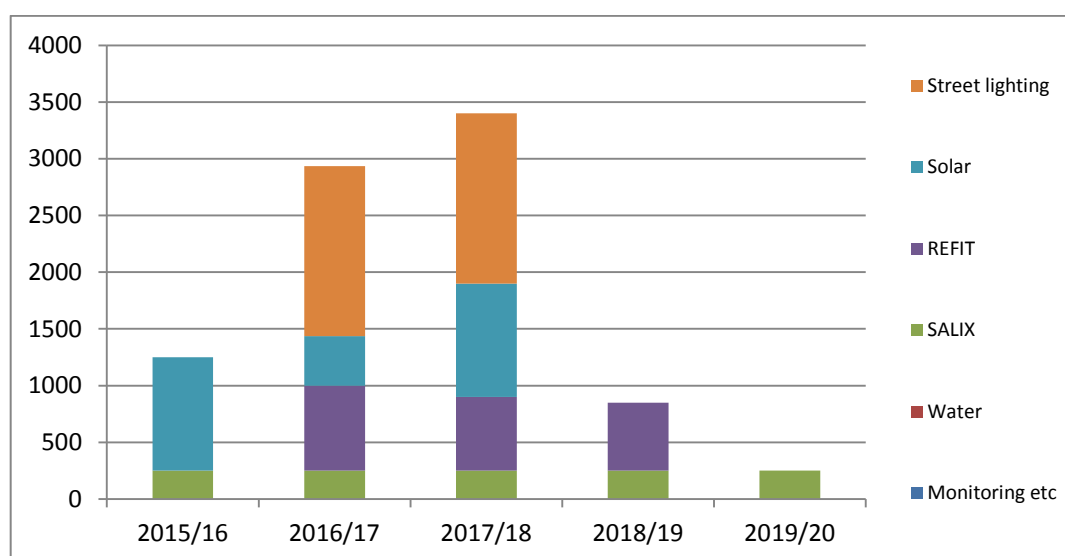


Figure 13: Likely investment required for actions set out in the Carbon Plan 2015-2020.

Following from the the investments and other ongoing energy and water management activities, further potential new financial savings would be realised. Figure 14 below illustrates the potential savings identified within the Carbon Plan, and the timing these savings are likely to be realised, should necessary resources be allocated appropriately. Project management and specialist officers will be necessary for implementation of the significant investment programmes identified. In addition, continued monitoring, awareness raising and contract management will be required to maintain savings and identify futher opportunities.

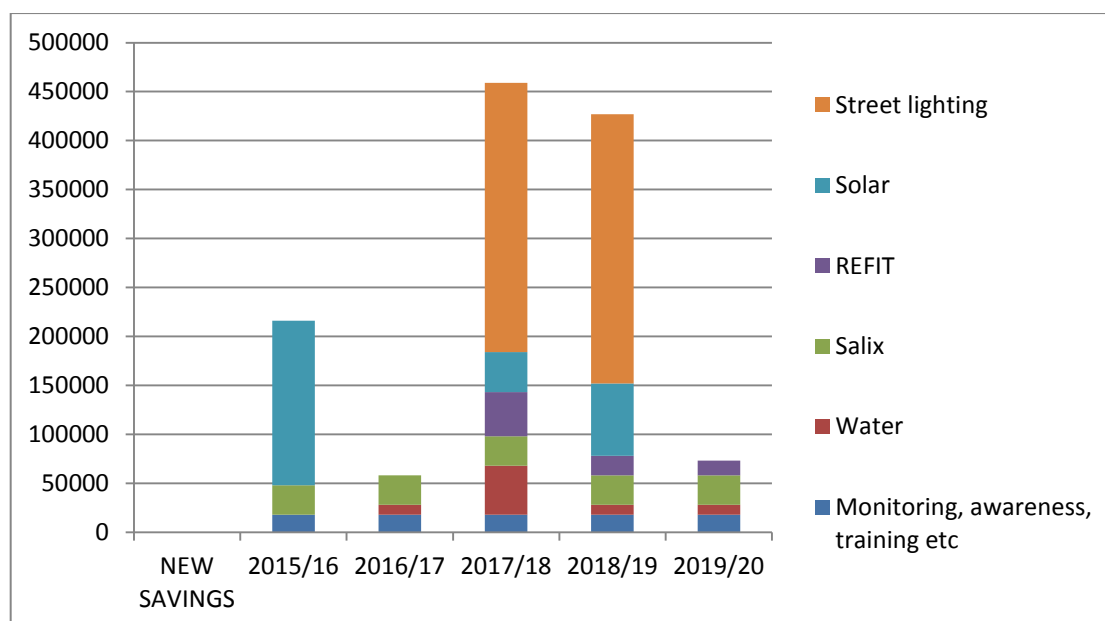


Figure 14: Potential new savings/income from actions set out in the Carbon Plan 2015-2020.

5. Value at Stake

The value at stake represents the total potential cost savings in energy and water that can be obtained through adopting the proposed activity within this strategy.

There is a significant Value at Stake should these proposed savings be realised, and maintained, within the timescale of the Carbon Plan. The potential energy savings are illustrated in Figure 15 below, compared against the 'Business As Usual' scenario, which assumes an annual energy consumption increase of 1.5 % per year, assuming no energy management activity (based on Carbon Trust recommendations) and no unit price increases. Based on these assumptions, by the end of the Carbon Plan period, the actions set out within the Carbon Plan have the potential to avoid costs of over £1.4m (by 2020/21). Should energy prices increase, which over a 5 year period is likely to occur, with the Department of Energy and Climate Change predicting on average an annual increase of 1.7%, these avoided costs would be higher. Furthermore, these savings do not include the potential savings from water, which conservatively could total 20% of costs.

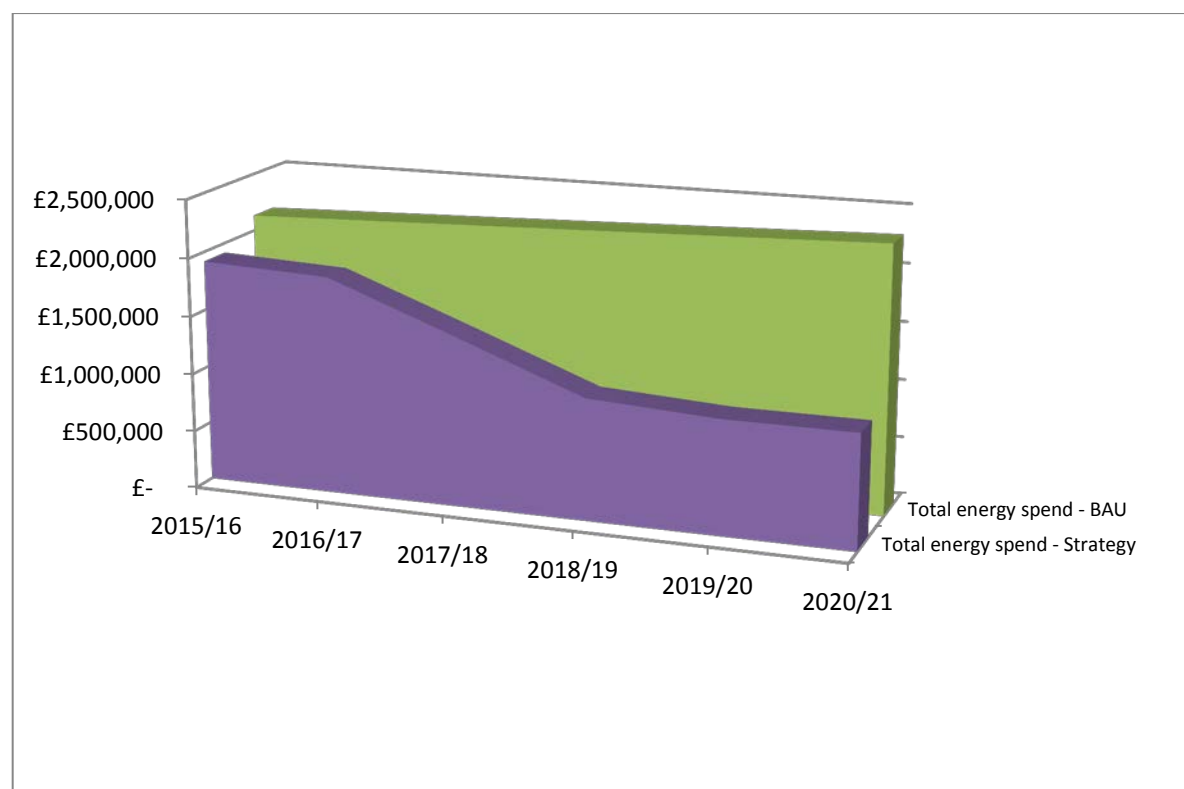


Figure 15: Potential avoided costs from actions set out in Carbon Plan, compared against Business as Usual scenario, assuming a 1.5% annual increase in energy use, based on current energy unit prices.

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READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	15 JULY 2015	AGENDA ITEM:	9
TITLE:	CYCLING STRATEGY IMPLEMENTATION PLAN 2015/16		
LEAD COUNCILLOR:	TONY PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING & TRANSPORT
SERVICE:	TRANSPORTATION & STREETCARE	WARDS:	BOROUGH WIDE
LEAD OFFICER:	CHRIS MADDOCKS	TEL:	0118 937 4950
JOB TITLE:	TRANSPORT PLANNING MANAGER	E-MAIL:	chris.maddocks@reading.gov.uk

1. PURPOSE OF REPORT

- 1.1 The Cycling Strategy 2014 forms part of the overall transport strategy for Reading as set out in the third Local Transport Plan (LTP) 2011-26. This report is the second Cycling Strategy Implementation Plan, setting the programme for 2015/16 and reviewing progress towards delivery of the strategy objectives during 2014/15.

2. RECOMMENDED ACTION

- 2.1 To agree the Cycling Strategy programme for 2015/16 as set out in Appendix A.
- 2.2 To note the progress made in delivering the Cycling Strategy during 2014/15 as outlined in Appendix B.

3. POLICY CONTEXT

- 3.1 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.
- 3.2 The Cycle Strategy 2014: Bridging Gaps, Overcoming Barriers & Promoting Safer Cycling, was adopted by the Council on 19 March 2014 as a sub-strategy to the Local Transport Plan. The strategy includes detailed policies regarding the design principles for delivering infrastructure and route

improvements for cyclists on the public highway, as well as policies to encourage and promote cycling to different demographics.

- 3.3 The Cycling Strategy is aligned with wider local policy documents such as the Sustainable Community Strategy and Climate Change Strategy, contributing towards wider public health and air quality objectives.

4. CYCLING STRATEGY IMPLEMENTATION PLAN 2015/16

- 4.1 The Cycling Strategy programme for 2015/16 is set out at **Appendix A**. The programme has been developed by assessing the level of available funding alongside an assessment methodology to prioritise projects which meet strategic objectives and deliver value for money.

- 4.2 In addition to core LTP funding the programme includes projects funded through a range of sources including the Local Sustainable Transport Fund (LSTF), private sector funding (secured through section 106 and CIL contributions) and other local revenue funding sources.

- 4.3 Key delivery objectives within the programme for 2015/16 include:

- The opening of the new pedestrian cycle bridge over the River Thames, providing a new route for cyclists from Caversham to Reading Station and the town centre.
- Completion of the A33 Pinch Point Scheme, including a new raised section of cycle route R1 between Rose Kiln Lane and Bennet Road to ensure it remains usable during times of flooding.
- The opening of the Napier Road underpass to provide an additional north-south link under the Great Western railway line between Napier Road and Kenavon Drive.
- Continuing the substantial programme of cycle training courses and events including Bikeability, Bike It and the CTC cycling development programme.

- 4.4 A range of schemes and measures have been implemented over the past year, contributing towards achieving the overall objectives of the Cycling Strategy. Delivery highlights in 2014/15 as set out in **Appendix B** include:

- The launch of the ReadyBike cycle hire scheme in June 2014, consisting of 200 bikes at 29 locations.
- A range of cycle infrastructure enhancements including the shared path scheme on London Road, advisory cycle lanes on Berkeley Avenue, and cycle parking facilities provided at Reading Station, Moorlands Primary School in Tilehurst and Grace Church in Emmer Green.

- Support provided for a range of LSTF Challenge Fund projects aimed at encouraging cycling, including initiatives undertaken by Reading Bicycle Kitchen, Launch Pad and Reward Your World.
 - Programme of cycle training courses and events including Bikeability, Bike It and the CTC cycling development programme.
- 4.5 Partnership and community engagement will be undertaken throughout 2015/16 to build on the significant consultation which was undertaken as part of the development of the Cycling Strategy in 2014. The Council will continue to work with cycling organisations including CTC and Sustrans to deliver a range of cycling initiatives, and engagement will be undertaken with local cycles through area based workshops, focused on developing deliverable scheme proposals in line with the principles established by the Cycling Strategy.
- 4.6 Monitoring of the strategy outcomes will be undertaken as part of the overall LTP monitoring programme. This includes analysis of census data, annual 12-hour cordon count surveys to measure mode split on all approaches into the town centre, off-carriageway cycle counters, review of accident data and ad-hoc surveys undertaken as part of scheme development work.
- 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. COMMUNITY ENGAGEMENT AND INFORMATION**
- 6.1 A significant consultation was undertaken between October 2013 and January 2014 as part of the development of the Cycling Strategy. This included an online and hardcopy survey, information on the Council and Travel Reading Live websites and promotion in the local media. In addition, transport officers contacted participants of various cycle initiatives including the Workplace Cycle Challenge and delivered presentations to local groups including Neighbourhood Action Groups, the Older People's Working Group and the Transport Users Forum.
- 7. LEGAL IMPLICATIONS**
- 7.1 There are no legal implications arising from this report.
- 8. FINANCIAL IMPLICATIONS**

- 8.1 Implementation of the schemes as set out in the programme at **Appendix A** is dependent upon funding being available from a range of sources including LTP and LSTF budgets, private sector contributions and other local revenue funding sources.

9. BACKGROUND PAPERS

- 9.1 Cycle Strategy 2014: Bridging Gaps, Overcoming Barriers & Promoting Safer Cycling, Reading Borough Council, March 2014.
- 9.2 Cycling Strategy 2014 & Implementation Plan, Strategic Environment, Planning and Transport Committee Report, 19th March 2014.

Appendix A: Cycle Strategy Programme 2015/16

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

Scheme Name	LTP Action Plan Area	Timescale
A33 Pinch Point Scheme	2 - Southern	Summer 2015
Annual Resurfacing Programme	0 - All	Summer 2015
Pedestrian and Cycle Bridge over the River Thames	1 - Central 5 - Northern	Summer 2015
Traffic Signal Upgrades	Multiple Areas	Summer 2015
East Reading Transport Study	6 - Eastern 7 - Southeastern	Autumn 2015
Napier Road Underpass	6 - Eastern	Autumn 2015
ReadyBike Station Relocations	Multiple Areas	Autumn 2015
Cow Lane Bridges	4 - Western	Spring 2016
Oxford Road Transport Study	4 - Western	Spring 2016
Pocket Places	2 - Southern	Spring 2016
Bike It	0 - All	On-going - 2015/16
Bikeability	0 - All	On-going - 2015/16
CTC Development Programme	0 - All	On-going - 2015/16
Cycle Facility Improvements	Multiple Areas	On-going - 2015/16
Cycle Route Improvements	Multiple Areas	On-going - 2015/16
LED Street Lighting Upgrades	Multiple Areas	On-going - 2015/16
NCN 422 Scheme Development	Multiple Areas	On-going - 2015/16
ReadyBike Cycle Hire Scheme	Multiple Areas	On-going - 2015/16
West Reading Transport Study	3 - Southwestern	On-going - 2015/16

Appendix B: Delivery Highlights 2014-2015

Cycling Strategy 2014: Bridging Gaps, Overcoming Barriers & Promoting Safer Cycling	STRATEGY THEMES						Key Achievements 2014-15
	Support the local economy	Deliver wider social benefits	Reduce carbon emissions	Improve safety	Promote increased physical activity	Improve air quality and wider environmental benefits	
Training & Skills							
Bikeability		✓	✓	✓	✓	✓	Programme of Bikeability cycling proficiency courses delivered to primary and secondary schools.
Adult Cycle Training		✓	✓	✓	✓	✓	36 adults received cycle training promoted through workplaces, community groups and cycle initiatives.
Maintenance Sessions		✓		✓	✓		13 maintenance sessions held at workplaces, the University and community groups.
Events & Campaigns							
Bike It	✓	✓	✓	✓	✓	✓	Bike It programme delivered at primary schools including bike skills sessions and maintenance classes
Personalised Travel Planning		✓	✓		✓	✓	Finalisation of LSTF personalised travel planning initiative delivered to workplaces and residents.
Dr Bike Sessions		✓		✓	✓		22 Dr. Bike events have been delivered at workplaces and cycle initiatives.
Bike Week	✓	✓	✓		✓	✓	Series of events held to promote cycling including taster sessions, free bike checks and publicity.
Infrastructure							
Pedestrian and Cycle Bridge	✓	✓	✓	✓	✓	✓	Construction work commenced in Autumn 2014 with completion planned for Summer 2015.
Cycle Parking	✓	✓	✓	✓	✓	✓	Cycle parking facilities installed at Reading Station, Moorlands Primary and Grace Church.
Cycle Hire Scheme	✓	✓	✓	✓	✓	✓	ReadyBike cycle hire scheme launched in June 2014 with 200 bikes at 29 locations.
Cycle Route Enhancements	✓	✓	✓		✓	✓	Shared-use facilities introduced along London Road, cycle lanes delivered in Berkeley Avenue.
Traffic Calming	✓	✓	✓	✓	✓	✓	Proposals for a 20mph zone scheme in East Reading under development.
Street Lighting	✓		✓	✓	✓	✓	50 lamps replaced to new whiter LED lighting as part of routine maintenance.
Maintenance			✓	✓	✓		Annual resurfacing and potholes repair programme undertaken including on parts of the cycle network.
Monitoring & Evaluation							
Monitoring	✓	✓	✓	✓	✓	✓	Ongoing monitoring undertaken as part of the LTP programme including the annual cordon count.
Partnership, Consultation & Community Engagement							
Engagement		✓	✓	✓	✓	✓	Ongoing engagement through CTC cycle development programme and workshops held with local cyclists.
Funding							
Bikeability Grant		✓	✓	✓	✓	✓	Funding secured from the Department for Transport to deliver Bikeability courses throughout 2015/16.

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

TO:	Strategic Environment Planning and Transport Committee		
DATE:	15 JULY 2015	AGENDA ITEM:	10
TITLE:	Air Quality Action Plan Update		
LEAD COUNCILLOR:	Cllr Tony Page	PORTFOLIO:	Strategic Environment, Planning & Transport
SERVICE:	Regulatory Services	WARDS:	All
LEAD OFFICER:	James Crosbie	TEL:	0118 9372424
JOB TITLE:	Regulatory Services Manager	E-MAIL:	james.crosbie@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 The existing Air Quality Action Plan which has been in place since 2009 has been reviewed, as some of the actions have either been completed or superseded.
- 1.2 The revised Air Quality Action Plan contains measures to improve air quality across Reading, specifically targeting action on the key pollutants of concern - Nitrogen Dioxide and Particulate Matter (PM₁₀ and PM_{2.5}). Delivering actions to reduce levels and exposure of them will help to safeguard public health and improve quality of life for all.

2. RECOMMENDED ACTION

- 2.1 That Committee notes the work that is being undertaken to improve air quality and endorses the update to the action plan.

3. POLICY CONTEXT

- 3.1 The Council are under a statutory duty to regularly 'review and assess' air quality in their areas, and to determine whether or not air quality objectives are likely to be achieved. Where exceedances are considered likely, the Council must then declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan setting out the measures it intends to put in place in pursuit of the objectives.

In September 2006, the Council declared six Air Quality Management Areas (AQMA's). In September 2009, monitoring indicated additional areas where nitrogen dioxide levels were being exceeded. As a result the six AQMA's were revoked and replaced by a single management area which covers perceived and actual exceedances.

4. THE ACTION PLAN

- 4.1 The Action Plan sets out a series of interventions and ways to provide education/promotion of the issues.
- 4.2 These interventions include work with colleagues and partners in Transport, Planning, Sustainability, Public Health, Licensing and Parks.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The delivery of the Air Quality Action Plan helps to deliver the Corporate Plan Service Priority: Keeping the town clean, safe green and active. Within which it is a key action to narrow the gap by reducing particulate matter mortality to the national average of 5.3%.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 Once the Action Plan has been through SEPT it will be published on the website and circulated to partners and stakeholders.

7. EQUALITY IMPACT ASSESSMENT

- 7.1 No equality impact assessment is required as part of this action plan.

8. LEGAL IMPLICATIONS

- 8.1 The UK is failing to meet EU limit values for nitrogen dioxide. This has led to the EU commencing infraction proceedings. If fined for failing to meet these targets, the fines can potentially be handed down to local authorities if they are unable to demonstrate that they have taken the appropriate action. The Localism Act contains reserve powers to enable the Government to passport EU fines to local authorities and public bodies.

On 29th April 2015 Client Earth won a legal battle against the UK government. The Supreme Court ruled that plans to cut illegal levels of air pollution in Britain are insufficient. The ruling means that the Government must start work on a comprehensive plan to meet pollution limits as soon as possible.

9. FINANCIAL IMPLICATIONS

- 9.1 The Air Quality Action Plan combines actions from different services for which in the main capital grants have been secured to deliver the outcomes.

10. BACKGROUND PAPERS

- 10.1 Air Quality Action Plan Update

Air Quality Action Plan Update

Introduction

Reading Borough Council is committed to taking action to improve air quality, identifying areas where levels of local air pollutants exceed air quality objectives and working with partners and the community to reduce pollutants and their impacts on health.

The Council has reviewed its existing Air Quality Action Plan which has been in place since 2009, as some of the actions have either been completed or superseded. The revised Air Quality Action Plan contains measures to improve air quality across Reading, specifically targeting action on the key pollutants of concern – Nitrogen Dioxide and Particulate Matter (PM₁₀ and PM_{2.5}). Delivering actions to reduce levels and exposure of them will help to safeguard public health and improve quality of life for all.

Background

Legislation and the Air Quality Strategy for England 2007 place an obligation on all local authorities to regularly 'review and assess' air quality in their areas, and to determine whether or not air quality objectives are likely to be achieved. Where exceedances are considered likely, the local authority must then declare an Air Quality Management Area (AQMA) and prepare an Air Quality Action Plan setting out the measures it intends to put in place in pursuit of the objectives.

In September 2006, Reading Borough Council declared six Air Quality Management Areas (AQMAs). In September 2009, monitoring indicated additional areas where nitrogen dioxide levels were being exceeded. As a result the six AQMAs were revoked and replaced by a single management area which covers perceived and actual exceedances.

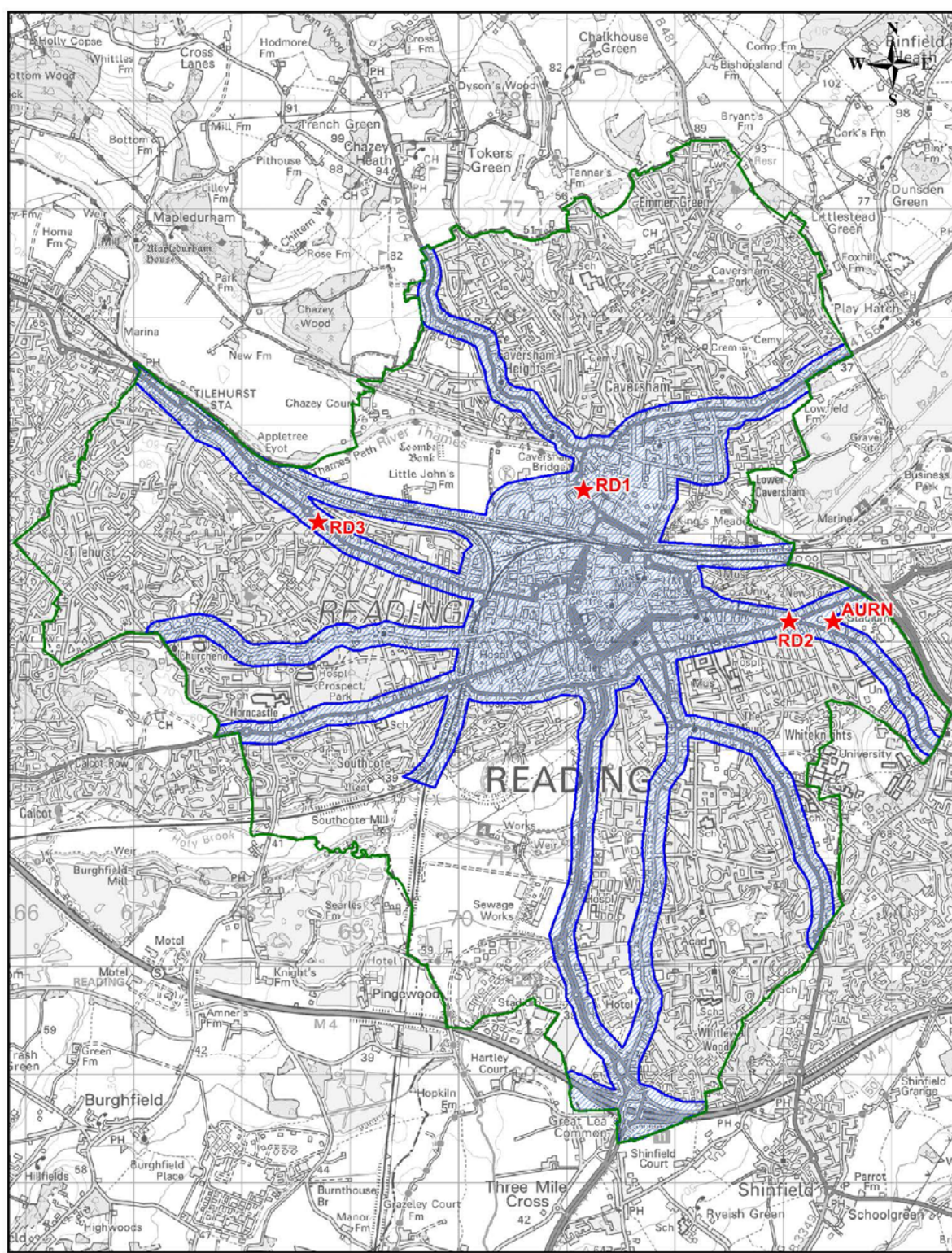
The current AQMA is detailed in Figure 1.

National Context

The UK is failing to meet EU limit values for nitrogen dioxide. This has led to the EU commencing infringement proceedings. If fined for failing to meet these targets, the fines can potentially be handed down to local authorities if they are unable to demonstrate that they have taken the appropriate action. The Localism Act contains reserve powers to enable the Government to passport EU fines to local authorities and public bodies.

On 29th April 2015 Client Earth won a legal battle against the UK government. The Supreme Court ruled that plans to cut illegal levels of air pollution in Britain are insufficient. The ruling means that the Government must start work on a comprehensive plan to meet pollution limits as soon as possible.

Figure 1: Map of AQMA and Automatic Monitoring Sites



Title: **Map of AQMA and Automatic Monitoring Sites**

Date: 30/06/2015 Scale at A4: 1:46,000

Produced by GIS & Mapping Services

Ref: G:\MapInfo\Data\Client datasets\Environment\Environmental Services\Air Pollution

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What are the issues locally?

Air quality in Reading is generally good. However, there are areas close to congested roads where levels of nitrogen dioxide exceed the air quality objectives and where levels of particulates are elevated. Particulates are classified by their mass (PM₁₀ and PM_{2.5}), with the smaller particulates, PM_{2.5} being more harmful due to their ability to travel further into the lung.

PM_{2.5} is understood to have no safe limit for health, it is therefore beneficial to reduce levels at all locations, not just hotspots that break a set limit.

New targets in the UK Air Quality Strategy set a 25µg/m³ 'cap' for hotspots and a 15% reduction in PM_{2.5} levels in all urban locations by 2020.

A report published by The Committee on the Medical Effects of Air Pollution (COMEAP) in 2010 estimated the number of deaths in the UK attributable to exposure to particulate air pollution to be 29,000.

Public Health England published a report in 2014 which used the COMEAP data from 2008 to estimate the percentage of deaths linked to particulate air pollution in local authority areas. In the report, the estimated percentage of deaths attributable to particulate air pollution in Reading is 5.9% of the population over 25, which equates to an estimated 62 deaths in 2008. The report does reflect that these figures are impacted by ambient particulate matter (PM_{2.5}) and therefore the actual levels could range from one sixth to about double these figures.

Department of Health figures comparing the impact on life expectancy from reductions in fine particles (PM_{2.5}) against elimination of road traffic accidents and passive smoking show that there are significant benefits to tackling man made particulate pollution.

	Reduction in PM _{2.5}	Elimination of road traffic accidents	Elimination of passive smoking
Expected gain in life expectancy	7-8 months	1-3 months	2-3 months

The delivery of the Air Quality Action Plan helps to deliver the Corporate Plan Service Priority: Keeping the town clean, safe green and active. Within which it is a key action to narrow the gap to the national average of 5.3% deaths in over 25s linked to air pollution.

Links to Public Health

The AQAP links closely with the Public health agenda. The Joint Strategic Needs Assessment (JSNA) identifies particulates as being of particular relevance to public health due to the strong association with the prevalence of heart disease, respiratory disease and lung cancer. This is of particular relevance in Reading, where hospital admissions due to respiratory illness is higher than the national average (JSNA, 2012).

The vision for a healthier Reading in the Joint Health & Wellbeing Strategy is:

‘Communities and agencies working together to make the most efficient use of available resources to improve life expectancy, reduce health inequalities and improve health and wellbeing across the life course’

Although not specifically mentioned in the strategy, air quality could have an impact on Reading’s vision being realised. Exposure to air pollution can reduce life expectancy and this is reflected in the figures published by Public Health England.

As part of the environment in which we live, poor air quality has also been found to have a disproportionate effect on the disadvantaged. In 2010, a report based on the results of a Health Survey for England, showed a link between poor air quality and low income areas. The Marmot Review: Implications for Spatial Planning, found that poorer communities tend to experience a higher concentration of pollution, having a higher prevalence of cardio-respiratory and other diseases, and that sixty six per cent of carcinogenic chemicals emitted into the air are released in the 10 per cent most deprived wards.

Measures carried out to improve the health and wellbeing of the population for one Public health objective can have co-benefits for another. For example, vehicle emissions are responsible for a large proportion of air pollution. As well as reducing air pollution, measures that focus on encouraging people to use sustainable transport, such as walking and cycling can have the following co-benefits:

- Create an environment that is more pleasant to walk and cycle, therefore increasing physical activity levels;
- Reduce risks of injury and death from road traffic collisions;
- Reduce community severance, increase community cohesion and social interactions;
- Reduce noise pollution which also enables people to open windows to buildings, reducing the costs of air conditioning and
- Contribute to reducing the urban heat island effect.

Travel & Transport

There are a large range of transport related actions that help improve air quality across the borough and wider area.

Vehicle emissions are the main source of air pollution in Reading. Studies carried out in 2013 identified diesel cars as the largest contributors of nitrogen dioxide (an average of 40%), compared to petrol cars, which made up an average of 14%. Therefore actions targeting these sources, diesel cars in particular, are likely to see the biggest reduction in nitrogen dioxide levels.

It is not always possible to make a direct impact on the amount of emissions released from privately owned individual vehicles; however public transport is one area where

direct influence and improvements are possible. Considerable investment has been made at Reading Buses in new hybrid buses, and buses that run on Compressed Natural Gas (CNG). Additionally, the Council recently secured funding to carry out the conversion of 100 Reading Hackney Carriages to run on a Compressed Natural Gas (CNG) diesel blend in order to reduce their emissions.

Local Transport Plan 3 (LTP3) contains all objectives, policies and plans for improving transport in Reading over the period 2011- 2026. Reading's LTP objectives for this period are a reflection of the national and regional context and the local vision for Reading. The plans and programmes contained within the LTP are important to the delivery of all of the Government's shared priority areas, including that of better air quality.

Sustainability

Readings Climate Change Strategy has the target of reducing the carbon footprint of the borough by 34% as compared to levels in 2005.

The strategy sets out to encourage a low carbon economy and prepare for climate change. The strategic priorities encourage a reduction in emissions, energy saving, more careful use of resources and more generally, the adoption of the principles of sustainability across all sectors within the borough. These ideals have close links with the aims of the Air Quality Action Plan and most actions taken to reduce carbon emissions are likely to have co-benefits for air quality e.g. modal shift to public transport, cycling and walking.

It is however acknowledged that that the largest source of carbon dioxide (CO₂) emissions are different to the dominant sources of other air pollution relevant to the Air Quality Action Plan (Nitrogen dioxide and Particulate Matter), in that transport only makes up 16% of CO₂ emissions, while the main source of CO₂ (51%) is from industrial, commercial and retail premises. Consequently there may be some conflicts between actions taken to reduce carbon emission and other air pollutants such as nitrogen dioxide and particulate matter (PM₁₀). Examples include the increase in use of biomass burners, fuel switch to gas from electric heating systems and the widespread switch from petrol to diesel cars.

The Council aim to take a "win/win" approach, where actions taken to address air quality will also benefit or have a neutral impact on climate change actions and vice versa. Preference will be given to air quality actions that also reduce emissions of greenhouse gas emissions. A balance will be struck where there is a conflict. For example a ground source heat pump might be favoured over a biomass burner in the Air Quality Management Area.

Planning

National Policy

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how they are expected to be applied. In relation to conserving and enhancing the natural environment, paragraph 109 states that:

"The planning system should contribute to and enhance the natural and local environment by.... preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability."

Paragraph 124, also states that:

"Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan."

Local Policy

Policy DM19 in Reading Borough Council's Sites and Detailed Policy Document requires that development have regard to the need to improve air quality and to reduce the effects of poor air quality:

"Development that would detrimentally affect air quality will not be permitted unless the effect is to be mitigated. The following criteria should be taken into account:

- Whether the proposal, including when combined with the cumulative effect of other developments already permitted, would significantly reduce air quality;
- Whether the development is within, or accessed via, an Air Quality Management Area; and
- Whether it can be demonstrated that a local reduction in air quality would be offset by an overall improvement in air quality, for instance through reduction in the need to travel.
- Where a development would introduce sensitive uses (such as residential, schools and nurseries, hospitals, care facilities) into, or intensify such uses within, an Air Quality Management Area, detrimental effects on that use will be mitigated. Mitigation measures should be detailed in any planning application."

The Council has adopted a Community Infrastructure Levy (CIL) which secures funds from new development to improve infrastructure and support growth and development. The Council publishes a list of infrastructure which would benefit from CIL which includes:

- Air quality - The infrastructure required to undertake Borough wide continuous monitoring of air quality.

S106 planning obligations may still be sought from development in relation to securing site specific mitigation for developments which could include measures that support the implementation of the actions listed in the AQAP.

How will this plan improve air quality?

The actions within the plan are split into the two key areas: Intervention and Education/Promotion. It is acknowledged that there will be a certain amount of cross over between some actions.

INTERVENTIONS

Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
Railway upgrade	Track and platform capacity will be increased to reduce this significant bottleneck on the national rail network.	Network Rail, Transport, Planning	2016	Progress Reports to Berkshire Local Transport Body
Green Park Station	Reducing congestion and improving sustainable travel options to major employment sites and future housing and employment sites.	Transport, Planning	2018	Progress Reports to Berkshire Local Transport Body
Southern Mass Rapid Transit (MRT)	Sustainable transport provision, improving accessibility of travel to and from Reading whilst minimising congestion and reducing emissions.	Transport, planning	2018	Progress Reports to Berkshire Local Transport Body
Eastern MRT	Sustainable transport provision, improving accessibility of travel to and from Reading whilst minimising congestion and reducing emissions.	Transport	2020	Progress Reports to Berkshire Local Transport Body
East (Thames Valley Park) Park & Ride	To reduce the mode share of trips by car to central Reading, thereby reducing congestion and emissions and improving accessibility.	Transport Wokingham BC	2020	Progress Reports to Berkshire Local Transport Body

Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
Winnersh Triangle Park & Ride	To reduce the mode share of trips by car to central Reading, thereby reducing congestion and emissions and improving accessibility.	Transport, Wokingham BC	2016	Progress Reports to Berkshire Local Transport Body. Monitoring of patronage
Southern (Mere oak) Park & Ride	To reduce the mode share of trips by car to central Reading, thereby reducing congestion and emissions and improving accessibility.	Transport, Wokingham BC	2015	Progress Reports to Berkshire Local Transport Body. Monitoring of patronage
Traffic signal upgrading	Managing congestion on the transport network	Transport	2016	Reports to transport management sub-committee
A33 Congestion Relief Pinchpoint scheme	Reducing the impact of congestion on the transport network, higher quality public realm, environmental benefits, healthier lifestyles and improved access to central Reading.	Transport	2015	Reporting to transport management sub-committee
A4 Congestion Relief Pinchpoint scheme	Reducing the impact of congestion on the transport network, higher quality public realm, environmental benefits, healthier lifestyles and improved access to central Reading.	Transport	2015	Reporting to transport management sub-committee

Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
<p>Work towards the electrification of the vehicle fleet.</p> <ul style="list-style-type: none"> • Introduction of charging points into car parks and as part of new developments • Replacement of Council fleet vehicles with electric vehicles where feasible. 	The electrification of the vehicle fleet will reduce vehicle emissions and improve local air quality.	Transport, Sustainability, Environmental Protection	2020	Number of charging points installed. Electric vehicles in use.
Expansion of ReadyBike cycle hire scheme	Increase options for people travelling across Reading. Reduce congestion and impact on air quality.	Transport	2017	SEPT report
Cross boundary cycle routes continue the development of the national cycle network	Increase options for people travelling across Reading and beyond. Reduce congestion and impact on air quality.	Transport, Wokingham, Bracknell Forest, Windsor & Maidenhead	Ongoing	Cycle strategy implementation plan
Cycle route infrastructure improvements	Increase options for people travelling across Reading and beyond. Reduce congestion and impact on air quality.	Transport	Ongoing	Cycle strategy implementation plan
Thames pedestrian/cycle bridge	Direct access to Reading Station and leisure facilities through an area of future regeneration and development. Promoting cycling and walking, reducing congestion and impact on air quality.	Transport	2016	Bridge open for public use.

Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
Ensuring that industrial emissions to air are minimised through appropriate application and enforcement of the Environmental Permitting Regulations 2010. Identification of businesses that should be permitted.	Emissions to air from polluting premises will be controlled.	Environmental Protection	Ongoing	EP Annual subscriptions and applications. Annual search for unpermitted processes
Through Reading Climate Change partnership increase business participation in reducing emissions through, measures such as cycle to work schemes, reducing building energy use, low emission delivery vehicles.	Reducing the impact of business on air quality.	Sustainability, transport, Environmental Protection	2020	Reading climate change partnership
We will ensure through the planning process that future development does not result in any further deterioration of air quality and where possible, results in an improvement in overall environmental quality.	New development will not result in significant worsening air quality	Planning, Environmental Protection	Ongoing	Air quality assessments produced for new developments. Monitoring results.
We will ensure that measures to address local air quality do not conflict with climate change actions, by considering the interlinked causal factors, identifying conflicts and promoting mutually beneficial solutions. E.g. Careful	Minimising conflicting initiatives that undermine each other's targets.	Sustainability, Environmental Protection	Ongoing	Number of conflicting measures installed within the AQMA.

consideration of impact of biomass burners. Winter watch - where solid fuel is supplied use smokeless authorised fuel.				
Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
Continue Reading Buses investment programme to ensure the bus fleet has the lowest emissions it can.	Particulate and NO2 emissions from buses will be continually reduced. The impact of these reductions will be most noticeable on busy bus routes and bus stop interchanges.	Transport	Ongoing	Reporting to transport management sub-committee
Continue to explore and implement ways to improve emissions from Readings taxi fleet	Reduce NO2 and particulate emissions	Licensing, Environmental Protection, Transport	Ongoing	Changes in makeup of taxi fleet. e.g. Retrofitted taxis, EURO standard.

Education/Promotion Actions

Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
Continue to offer Bikeability cycle training to all schools across Reading	Improve accessibility of cycling to children by improving road awareness, cycling skills and confidence.	Transport	2018	Uptake of scheme
Continued funding for a Cycle development officer to help promote cycling and deliver the Cycling Strategy.	Implementation of cycling strategy leading to increased participation in cycling	Transport	2017	Percentage of road users cycling according to cycle cordon readings.
Continue to inspire people to walk more via initiatives such as Beat the Street.	Increase numbers of people walking especially targeting children and those with long term conditions who are least active.	Public Health, Transport	2016	Number of people signed up to scheme
Continue to monitor air pollution at existing monitoring locations and make results available to view on RBC website.	Quantify current pollution levels. Allow contractors to use to inform air quality impact assessments for new development. Available for the use of interested residents	Environmental protection	Ongoing	Monitoring data available on RBC website. Achieve a good level of data capture.
Investigate the feasibility of introducing locally based alert system to inform residents of forecasted pollution episodes.	Reduce the impact of pollution episodes on the residents most vulnerable to air pollution.	Environmental Protection	2017	Complete an assessment of the feasibility of such a system.
Bonfires - Provide advice to residents and take enforcement action where appropriate to discourage the use of bonfires when disposing of waste material.	Reduce the emission to air of pollutants from bonfires. Reduce the amount of nuisance caused to neighbours by smoke from bonfires.	Environmental Protection	Ongoing	Update guidance on website. Number of complaints recorded.

Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
Solid Fuel Burning - The Smoke Control Survey 2014; Showed there was a relative lack of knowledge of smoke control areas, it is now proposed to inform people of the existence of smoke control areas, how to find out if you live in one and what you should or shouldn't do if you live in one. This will be done through an awareness raising campaign to promote best practice for people heating their homes using wood, coal and other solid fuels.	Reduce the emission of pollutants from open fires and wood burners.	Environmental Protection	2015	Pamphlet to businesses selling appliances. Press release in run up to winter.
Provide advice, guidance and support to improve home energy efficiency through the private sector renewal scheme and winter watch.	Reduce emissions from heating systems, additional benefits of Reducing fuel bills, thus reducing fuel poverty; Reduces likelihood of damp and mould occurring, which aggravate respiratory disease; Reduce the number of falls in the home (falls are more likely to occur in cold homes due to poor blood circulation)	Sustainability, Private Sector Housing	Ongoing	Home Energy Conservation Act report EPC rating of houses.
Generate a larger proportion of energy from renewable sources. 8% by 2020	Lower emissions from fossil fuels through business and household electricity usage and heating	Sustainability, Planning	2020	Government registration
We will seek funding to assist implementation of projects from the action plan and support additional projects that support the corporate plan target to	Funding to help implement projects will help to speed up the pace that we are able to implement actions and make improvements to air quality	Environmental Protection, Transport, Sustainability, Public Health	Ongoing	Applications for grant funding

narrow the gap in deaths due to air pollution to the national average.				
Action:	What difference will this make	Who Will do it	When will it be done by	How will we measure progress
Improve the local environment through planting greater numbers of trees and plants. Increase of 10% by 2030 as of numbers in 2010.	Increase numbers of trees and plants to help absorb pollution, improve mental health and improve resilience to climate change	Planning, Parks	Ongoing	Number of trees planted Periodic monitoring and review of Tree Strategy

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Reading Borough Council, Air Quality Action Plan, 2009.

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Reading Borough Council, Tree Strategy, 2010.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	15 th JULY 2015	AGENDA ITEM:	11
TITLE:	LOCAL PLANNING ENFORCEMENT PLAN		
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 seeks approval to adopt a Reading Borough Council Planning Enforcement Plan. Under the National Planning Policy Framework, local planning authorities are advised to consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. The Reading Borough Council Planning Enforcement Plan attached at Appendix 1 provides background on the legal framework and on the operation of planning enforcement under national policy. The Plan sets out how the Planning Enforcement Team operates. In particular, it sets out the Council's new priorities and target timescales for investigation and action, bearing in mind the resources available to undertake such work.

2. RECOMMENDED ACTION

- 1.1 That the Planning Enforcement Plan, as attached at Appendix 1, be approved.

3. POLICY CONTEXT

- 3.1 Section 171A, Town and Country Planning Act 1990 Act 1990 states that:

- a) carrying out of development without the required planning permission; and

- b) failing to comply with any condition or limitation subject to which planning permission has been granted;

is a breach of planning control. The act provides powers for local authorities to issue an enforcement notice within specified time limits from the date of the breach. An enforcement notice specifies the matters that constitute the breach and the steps required to be undertaken to remedy the breach.

- 3.2 Formerly, Planning Policy Statement (PPS 18) provided clear guidance on enforcement – in particular on when it was not expedient to take action. This has now been superseded by the National Planning Policy Framework (NPPF). The NPPF deals with enforcement in a single paragraph (paragraph 207) as follows:

“Effective enforcement is important as a means of maintaining public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. Local planning authorities should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so.”

- 3.3 The NPPF therefore provides very limited policy on enforcement but strongly advises the preparation of a local enforcement plan. The National Planning Policy Guidance (NPPG), issued in March 2014, provides considerably more detail under the title of “Ensuring Effective Enforcement¹.” It provides guidance on when enforcement action should be taken and an outline of the various forms of Enforcement Action. It refers back to the NPPF encouragement for the preparation of a local enforcement plan. The Enforcement Plan refers to the content of the NPPG. The Local Government Ombudsman has strongly recommended that local authorities produce such plans in a recent publication, “Not in my back yard: Local people and the planning process.”²

- 3.4 The Council has an existing Enforcement Policy adopted in 2007. This document can be found at:
<http://beta.reading.gov.uk/media/1191/Planning-Enforcement-Policy/pdf/Planning-Enforcement-Policy.pdf>.

4. THE PROPOSAL

- 4.1 A draft Enforcement Plan has been drafted, drawing on National Policy and Guidance, and having regard to examples from elsewhere. The Enforcement Plan will replace the Council’s existing Enforcement Policy

¹ <http://planningguidance.planningportal.gov.uk/blog/guidance/ensuring-effective-enforcement/>

² <http://www.lgo.org.uk/downloads/special%20reports/2093-Planning-Focus-report-final.pdf>

which was adopted in 2007. The draft Enforcement Plan is attached at Appendix 1.

- 4.2 The Local Enforcement Plan is a factual document that provides the legal and national policy context to planning enforcement and background to the Council's Enforcement Service. It sets out the Council's priorities for investigation and action, explains what will be investigated and what will not be investigated and outlines the Council's general discretionary powers with regard to planning enforcement. The document also outlines various types of enforcement procedure that can be pursued by a local authority, providing a link to National Planning Policy Guidance on "Ensuring effective enforcement," which summarises each of the procedures.
- 4.3 The Enforcement Plan does not differ greatly from the existing Enforcement Policy adopted in 2007. Its drafting updates the existing policy document in the light of various changes to legislation and government policy. It has also provided an opportunity to review service priorities and timescales in the light of nature of current complaints and the lower levels of enforcement and planning officer and other resources currently available. Section 4 of the draft Enforcement Plan sets out the new priorities for responses to complaints and clarifies the timescales for responses by the Planning Section. As a result, priorities are now based on a judgment of the level of harm being caused rather than on the type of breach. For example, under the current system, advertisements are a low priority for action whereas under the new system officers would be able to give advertisements causing a high level of harm much greater priority.
- 4.4 The draft plan takes account of recent government policy and guidance in the NPPF and the NPPG. Under a section on "Deciding Whether to Take Formal Enforcement Action," at paragraph 5.13, the document outlines the criteria set out in government guidance in the NPPG that indicates the circumstances where the local authority should usually avoid taking formal enforcement action. That clearly indicates that despite there being a breach of planning control, there are many circumstances where it is not appropriate to pursue enforcement action.
- 4.5 Committee is requested to approve the Enforcement Plan, acknowledging the new priorities and timescales. There is no requirement for the Council to consult on the plan although it is noted that one or two authorities have sought comment on a draft plan. Officers are not recommending any consultation on the plan but, where constructive comments are raised about the contents of the plan, will bring it back to Committee for review at an appropriate time.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The Planning Enforcement Service assists in producing a sustainable environment and economy within the Borough. It therefore assists in

meeting the 2015 -18 Corporate Plan objective of “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. The Planning Enforcement Service can play a role in meeting these aims.

- 5.2 In relation to other aims under the Corporate Plan, this report and the draft Enforcement Plan seek to balance the budget through ensuring that any environmental improvements and other actions are undertaken within the available budgetary resources.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 This report has taken account of the nature of the complaints that the Planning Enforcement Service receives. As indicated, there is no requirement for consultation on the plan and none is recommended. Nevertheless, the Plan will be reviewed over time in the light of any comments received about any of its contents.

7. EQUALITY ASSESSMENT

- 7.1 A scoping assessment and Equality Impact Assessment (EqIA) were

8. LEGAL IMPLICATIONS

- 8.1 There are no direct legal implications.

9 FINANCIAL IMPLICATIONS

- 9.1 There are no financial implications arising from the report. The draft Enforcement Plan will replace the existing policy and takes account of lower levels of resources available.

Risk Assessment

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

BACKGROUND PAPERS

Reading Borough Council

Planning Service

LOCAL PLANNING ENFORCEMENT PLAN

Head of Planning Development
and Regulatory Services

July 2015

LOCAL PLANNING ENFORCEMENT PLAN

1.0 INTRODUCTION

- 1.1 Reading Borough is mainly urban in character but includes many Listed Buildings and Conservation Areas along with attractive areas of waterways, woodlands and open space. There are many thriving businesses and the area is economically buoyant. Consequently there is pressure for development. The Council, therefore, needs to exercise care in balancing the need to protect the environment from the harmful effects of unauthorised development and uses whilst promoting growth.
- 1.2 The Planning Acts give the Council, as Local Planning Authority (LPA), powers in relation to Planning Enforcement. However, government policy and guidance (in the National Planning Policy Framework (NPPF)¹ and National Planning Policy Guidance (NPPG)²) makes it clear that those powers are discretionary and should only be exercised when it is expedient to do so. Any action taken should be commensurate with the seriousness of the breach of planning control and the harm caused or harm that may be caused. Government guidance is also clear that, where development is acceptable on its planning merits, enforcement action should not be taken simply to remedy the absence of planning permission. It advises that planning permission may be granted retrospectively to regularise development already carried out. It should be noted that carrying out development without planning permission is not normally a criminal offence but development undertaken without planning permission is at risk of enforcement action.
- 1.3 The NPPF indicates that:

“Local planning authorities should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so.

The Council has produced this draft Enforcement Plan to update its existing Enforcement Policy, take account of current best practice and consider service provision in the light of available resources. It has followed the guidance provided in the National Planning Policy Guidance which provides considerable detail under the title of “Ensuring Effective Enforcement.” It

¹ NPPF paragraph 207, <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

² NPPG: <http://planningguidance.planningportal.gov.uk/blog/guidance/ensuring-effective-enforcement/planning-enforcement-overview/>

provides guidance on when enforcement action should be taken and an outline of the various forms of Enforcement Action.

2.0 THE READING BOROUGH ENFORCEMENT SERVICE

- 2.1 In Reading Borough, the Planning Enforcement Service comprises a small team of 3 officers that sits within the Planning Section. The team comprises a Principal Enforcement Officer, a Senior Enforcement Officer and an Enforcement Officer. Resourcing is a clearly identified issue in the operations of enforcement services. This is not only in terms of investigation resources but also in providing the planning and legal expertise needed to successfully pursue proactive and effective enforcement and to deal with appeals and prosecutions. In the absence of sufficient resources, priorities for the service need to be defined and accepted.

Aims of the Planning Enforcement Service

- 2.2 The Council aims to provide an efficient, speedy and effective planning enforcement service within the resources available whilst treating all of our customers with courtesy, respect and fairness.
- 2.3 The Council has adopted a Corporate Enforcement Policy, which follows the Central and Local Government Concordat on Good Enforcement. This requires us to implement appropriate enforcement policies for individual service areas, and to monitor and review those policies when necessary.
- We commit to setting clear standards for the level of service and performance the public can expect from us.
 - We will be open about how we carry out our work and provide a courteous and efficient service.
 - We will act fairly, in any action we take.
 - We will provide well publicised, effective and timely complaints procedures.
- 2.4 By publishing and implementing this Planning Enforcement Plan we aim to make our work more accessible to members of the public as it is very important for them to see how we operate and understand when we can or cannot take action.

3.0 BREACHES OF PLANNING CONTROL

- 3.1 Breaches of planning control include the following:
- Carrying out operational development without the required planning permission
 - Carrying out material changes of use without planning permission
 - Failing to comply with a condition or limitation subject to which planning permission was granted

- Carrying out works to a Listed Building or protected tree without the relevant permission(s)
 - Carrying out certain works in a Conservation Area without the relevant permission(s)
 - The display of certain advertisements without consent
 - The neglect of land or buildings to an extent which causes harm to amenity
- 3.2 Most breaches of planning control are not, in themselves, criminal offences, and only become criminal offences once there has been a failure to comply with a statutory notice issued by the Council. However, certain breaches of planning control do constitute criminal offences from the outset. Such breaches include:
- Unauthorised works to a Listed Building
 - Unauthorised works to a protected tree
 - Certain unauthorised works in a Conservation Area
 - The display of unauthorised advertisements
- 3.3 The Council receives, on average, five hundred complaints of breaches of planning control requiring reactive investigation and response each year. Once investigated, many of these complaints are found not to be a breach of planning control at all (for example works undertaken under a home-owner's permitted development rights) whilst others range from small scale breaches which are not deemed expedient to pursue to serious breaches of planning control which cause harm to amenity and require formal enforcement action to be taken.
- 3.4 There are certain issues that the Council cannot take into account when assessing the impact of an alleged breach of planning control as they are not covered by planning legislation. These issues include:
- Loss of value to property
 - Competition with other businesses
 - Rights to view or light
 - Ownership, trespass or boundary disputes
 - Damage to adjoining property
 - Breaches of restrictive covenants
- 3.5 Matters relating to the above are private matters for which the Council has no powers or responsibility. In these cases independent legal advice should be sought.
- 3.6 The Council also, separately, monitors and seeks compliance with Section 106 Agreements.

Building Control

- 3.7 The Council's Building Control section operates under its own Policy and legislation to ensure that when buildings are constructed or altered the

health, safety and welfare of people using them is ensured and that public safety is protected from unsafe structures etc. There is close liaison between the Planning and Building Control officers although their roles are entirely separate. However, failure to comply with Building Regulations is not a breach of planning legislation (and vice versa) and is not a factor that can be considered in determining whether planning enforcement action is required.

Requests for Service

- 3.8 Members of the public make the majority of planning enforcement enquiries. Other sources of enquiries are from Ward Councillors, MPs, Residents' Groups and other Council departments.
- 3.9 Enquiries or complaints should be made on line via the on-line form that is provided on the Council's website or via the Council's customer services in person or via the telephone.
- 3.10 A person who reports a breach in planning control will be asked to identify a number of key points before the enquiry can be registered and acted upon.
- The name and address and other contact details of the complainant.
 - Location/address of the site
 - The alleged breach of planning control and, where possible, the length of time it has been happening
 - An indication of the harm caused
- 3.11 Information such as the identity of the person/organisation responsible for the alleged breach and the time and date the alleged breach took place is also helpful in assessing the priority to be awarded to the investigation (see below).
- 3.12 All planning enforcement enquiries are treated as confidential and, in line with the Data Protection Act 1998, it is the Council's policy not to reveal any information that is likely to identify the complainant. In accordance with the Freedom of Information Act and/or the Environmental Information Regulations, members of the public, or other organisations, may request to see information, including files, held by the Council, and the Council is obliged to comply with most such requests. However where personal information relating to third parties (e.g. details of a complainant's name and address) might be made known, this will not be released without the individual's consent unless it is clearly in the public interest to do so.
- 3.13 Complainants will be expected to substantiate how harm has been caused and, if necessary, may be asked to provide the Council with evidence of the activity and harm caused and attend a Public Inquiry and/or Court at a later date. Although anonymous complaints will be recorded, complainants should be aware that they will be afforded a lower priority which, in times of high workload, may mean that they are not investigated at all.

4.0 **PRIORITY / RISK ASSESSMENT**

4.1 The Central and Local Government Concordat requires local authorities to ensure that any enforcement action taken is proportionate to the risks/harm. Due to the serious nature of some of the complaints we receive, and the length of time that it takes to investigate and resolve some breaches of planning control with limited resources, it is essential that we prioritise cases in accordance with the severity of their impact or harm on amenity.

4.2 In many cases it is not possible to assess the priority that should be afforded to a case without first conducting an initial investigation or site visit. However, once that initial assessment has been made, cases will be prioritised by enforcement officers in accordance with the following guidelines:-

Category A - High Priority

4.3 When irreversible and serious damage to the environment or public amenity would result. Examples include:

- Unauthorised development affecting a Listed Building or a tree protected by a Tree Preservation Order likely to lead to substantial and/or permanent damage (i.e. demolition of a listed building, or part of a listed building, felling of a protected tree).
- Unauthorised demolition or development within a Conservation Area or other site of special control likely to lead to substantial and/or permanent damage to heritage assets.
- Unauthorised development that may represent a physical danger to members of the public.
- Unauthorised operational development and/or material changes of use likely to cause severe permanent damage to the environment /amenity.
- Breaches of planning control which would otherwise be likely to acquire immunity from enforcement action due to the passage of time.
- Any breaches of planning control which would lead to serious traffic hazards; contamination and/or pollution being created.

Category B - Medium Priority

4.4 Less immediate yet still serious and harmful breaches of planning control. This will include:

- Any continuing/renewed breach of planning control where formal enforcement action has been authorised/taken;
- Breaches of either Listed Building or Conservation Area control not included in Category A.
- Unauthorised operational development and/or material changes of use

- causing material harm to the environment /amenity;
- Non-compliance with certain planning conditions (particularly pre-commencement conditions) resulting in significant harm to amenity;
- Any other unauthorised development/change of use of land or buildings or breach of planning conditions resulting in significant harm to amenity.

Category C - Low Priority

- 4.5 Breaches which do not fall within Category A or B that are likely to remain stable and are unlikely to give rise to any severe or lasting harm to amenities or will not increase/accumulate over time or may be easily remedied by taking relatively simple steps. Such breaches may include
- Development (e.g. the erection of fences/walls etc.) not deemed to be causing significant harm to amenity;
 - non-compliance with other planning conditions;
 - the unauthorised display of advertisements unless they are causing significant harm to amenity;
 - untidy sites;

Category D - No Priority

- Any breach of planning control falling within Category C where little or no public interest has been generated and therefore does not warrant active investigation with the current level of resources.
 - Technical breaches of planning control which have not raised public concern;
 - Anonymous complaints where no significant harm to amenity has been established
- 4.6 Finally, it is recognised that some breaches in planning control that are of a temporary or irregular nature may require immediate action. These may not necessarily be determined by the above categories of priorities.

Timescales for Dealing With Complaints

- 4.7 We will acknowledge all complaints of potential breaches of planning control in writing, preferably by email, within **five** working days. The acknowledgement will include the case reference number and the contact details of the appropriate enforcement officer. In all cases where an alleged breach of planning control is reported to the Council an investigating officer will conduct an initial site visit/investigation and make an initial response to the complainant within **twenty working days**. This response will include the result of the initial investigation and the priority that has been afforded to the case.

- 4.8 It is recognised that some breaches of planning control may cause serious and immediate harm to amenity. In such cases an investigating officer will visit the site immediately to ascertain whether any immediate enforcement action (e.g. the issue of a Stop or Temporary Stop Notice or the issue of injunction proceedings) is required.
- 4.9 Once an initial assessment of a complaint has been made all further investigation will be conducted in accordance with the priority awarded to the case. Note that investigations can be quite involved and require the serving of formal notices on owners/occupiers/users of premises to provide required information within a specified timescale. Though timescales will be determined by a number of factors outside the control of the Council, the Enforcement Team will aim to complete the investigation and determine whether or not a breach of planning control has occurred within the following timescales - starting on the date the complaint is registered:
- | | |
|------------|------------------------|
| Category A | 8 weeks |
| Category B | 12 weeks |
| Category C | 13 weeks |
| Category D | as soon as practicable |
- 4.10 Complainants will, as far as practicable, be kept informed as an investigation progresses and will be notified of the final result as soon as the matter is resolved. In those cases where a breach of planning control has occurred but the Council does not deem formal enforcement action to be expedient or appropriate a statement as to the reason for that decision will be provided.

5.0 INVESTIGATION OF COMPLAINTS AND NOTIFICATION OF INTERESTED PARTIES

- 5.1 Some types of enquiry may be resolved (e.g. where there is no breach of planning control) without recourse to those with an interest in the land (i.e. owners, tenants, occupiers, licensees, mortgagees etc.). In these circumstances the Council will not normally notify interested parties of the matters in hand unless a more detailed investigation is required.
- 5.2 Where access to land is required Section 196 of The Town and Country Planning Act gives enforcement officers' powers to enter land for the purposes of investigating whether or not a breach of planning control has occurred. The co-operation of the owner(s) of the land will normally be sought but where access to land is denied, officers may need to exercise those powers, for example, by applying to the Magistrates Court for a warrant.

- 5.3 Further information is often required from interested parties to assist in an investigation. To obtain this information the Council may serve a Planning Contravention Notice (PCN), a formal notice, which requires the recipient to provide information requested about a suspected breach of planning control. Alternatively a Requisition for Information under the Local Government (Miscellaneous Provisions) Act 1976 may be served. These measures ensure that, if further enforcement action is necessary, such as service of an Enforcement Notice, the Council is made aware of all persons who have an interest in the land.
- 5.4 Though the service of a PCN or Requisition for Information does not constitute formal enforcement action it is a criminal offence to fail to provide the information required by the notice or to knowingly provide false information.
- 5.5 At any stage of the investigation the investigating officer may pass the matter on to another Council Service (e.g. Environmental Health, Highways etc.) if it is believed that action by that Service may be required either in connection with the matter under investigation or any other matter which may come to light during the investigation. The Council may also pass the matter on to, or liaise with, other bodies e.g. neighbouring local authorities, the police etc.

Monitoring Of Conditions

- 5.6 When planning permission is granted subject to conditions some of these conditions may require action by the developer either before development starts (pre-commencement conditions), at certain stages during the development (e.g. conditions in connection with materials, landscaping plans etc.) or at the end of development (e.g. conditions in relation to the use etc.). It is important that these conditions are complied with and discharged at the appropriate time to ensure that potential harm caused by a proposed development/use is mitigated. It is particularly important that developers discharge any pre-commencement conditions as the failure to comply with these conditions may render the development/use unauthorised.
- 5.7 The Council will pro-actively monitor pre-commencement conditions on major development sites. Complaints that conditions have been breached will be investigated in accordance with the priorities set out above. Other conditions will generally be monitored by planning officers on site visits. In such cases the breach of condition will be investigated as for any other alleged breach of planning control and, if deemed appropriate and necessary, enforcement action will be taken accordingly.

Confirmed Breaches of Planning Control

- 5.8 Where it is established that a breach in planning control has occurred the Council will normally invite the owner/occupier of the land to voluntarily

remedy the situation (e.g. by ceasing the unauthorised use or removing the structure or other development), or may invite the owner/occupier to submit a retrospective application to regularise the situation. Whilst the Council is willing to enter into negotiations with owners/occupiers to resolve matters, these negotiations must be weighed against harm to amenity and Reading Borough Council's Planning Policy and the Council will not let protracted negotiation prevent effective enforcement. In some cases it may be necessary for the Council to take formal action (such as issuing an Enforcement Notice) while negotiations are on-going to prevent the development from becoming immune from enforcement action (see Time Limits for Enforcement, below).

- 5.9 The Council will normally write to the owner before issuing a formal Notice giving them the opportunity to voluntarily remedy the situation. This may not be possible in certain circumstances, for example where there is a serious risk of harm to amenity or the environment and a Stop Notice, Temporary Stop Notice or injunction is appropriate, or where a development is likely to become immune from enforcement action if action is not taken immediately.
- 5.10 Advice from an Enforcement/Planning Officer will be put clearly and simply and will be confirmed in writing, explaining what breach in planning control has occurred, what enforcement action will be taken to remedy the breach and over what time scale. The complainant will also be provided with this information.

Deciding Whether to Take Formal Enforcement Action

- 5.11 The Council would prefer compliance with planning controls to be achieved through informal negotiation and advice. However, where such measures do not result in compliance, formal enforcement action will be considered. This may include the issuing of a statutory notice or, where a criminal offence has been committed, issuing a formal caution or instituting prosecution proceedings.
- 5.12 In deciding whether to take formal enforcement action the Council will have regard to:
- Its own Planning Policy contained within the Reading Borough Council's Development Plan and Sites and Detailed Policy Document (2012).
 - The Council's Corporate Enforcement Policy
 - Government advice in the form of the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG).
- 5.13 National Planning Policy Guidance (NPPG) provides the following guidance:
- "In deciding, in each case, what is the most appropriate way forward, local planning authorities should usually avoid taking formal enforcement action where:*

- *there is a trivial or technical breach of control which causes no material harm or adverse impact on the amenity of the site or the surrounding area;*
- *development is acceptable on its planning merits and formal enforcement action would solely be to regularise the development;*
- *in their assessment, the local planning authority consider that an application is the appropriate way forward to regularise the situation, for example, where planning conditions may need to be imposed.*

5.14 Enforcement action is discretionary and in line with the guidance, the Council may decide that no enforcement action should be taken because the matter is, for example:

- a non-planning matter e.g. a boundary dispute, or an issue involving private interests;
- permitted development i.e. something for which express planning permission is not required;
- de minimis, e.g. something which is only slightly over a limit, and if below that limit would have been classed as permitted development;
- not expedient. This is a difficult concept to explain, but generally means that the Council, having considered all relevant factors, does not consider that the breach of planning control causes sufficient harm to warrant formal enforcement action. For example, it is a development where planning permission would be likely to be granted if it were applied for (see paragraph 5.13 above).

It needs to be re-emphasised in relation to this last point that it is not an offence to carry out works without planning permission. The Council can, and will, only take action where it is expedient to do so, where it is clear that material harm is being caused and that planning permission would not be granted for the development or change of use.

5.15 The Code for Crown Prosecutors will be taken into account in deciding whether a caution or prosecution is appropriate.

5.16 The Council may, where appropriate, decide that enforcement action is appropriate but hold it in abeyance pending determination of a planning application or appeal (however, as noted above, it may proceed with action where a development/use would otherwise acquire immunity due to the passage of time).

5.17 The Council will keep a properly documented record of the investigation of each case including the reasons why we decide to take, or not to take, enforcement action. Complainants will be kept informed of these decisions and the reasons for them as cases progress.

Time Limits for Enforcement

5.18 If an owner can show that a breach of planning control which has not been deliberately concealed by the owner and/or the developer has continued for a given period of time without formal enforcement action being taken the development/use will be deemed to have gained immunity from enforcement action. Section 171B of the Town and Country Planning Act 1990 sets out the relevant periods for different types of breaches of planning control as follows:

- Erection of buildings and other works (operational development) - 4 Years
- Changes of use of buildings or land - 10 Years
- Change of use of a building to a single dwellinghouse (conversion to flats etc.) - 4 Years
- Change of use to HMO (more than seven residents) - 10 Years
- Non-compliance with planning conditions - 10 Years
- Advertisements - 10 years.
- There is no period giving immunity from enforcement in the case of listed buildings.

There are exceptions to these periods and questions of interpretation should be discussed directly with the Planning Section.

6.0 ENFORCEMENT PROCEDURES

6.1 When it is determined that formal enforcement action is necessary the Council has a number of enforcement procedures or tools available to it. The decision as to which procedures/tool is appropriate will be made having regard to the circumstances of the case and the relevant legal processes. Details of the various procedures/tools are summarised in the National Planning Policy Guidance on Enforcement which can be found at: <http://planningguidance.planningportal.gov.uk/blog/guidance/ensuring-effective-enforcement/planning-enforcement-overview/>

Planning Enforcement Register

6.2 Once issued, certain statutory notices remain in force in perpetuity and apply to all subsequent owners/users of the Land. These notices (e.g. Enforcement Notices) are recorded in the Planning Enforcement Register which is available for public inspection at the Civic Offices.

Appeals

6.3 There is a right of appeal against most statutory Notices issued by the Council (exceptions are Breach of Condition Notices, Stop Notices and Temporary Stop Notices). Appeals are in most cases to the Secretary of State (the Planning Inspectorate) or in some cases to the Magistrates Court. When a Notice is issued the recipient will also be given the necessary

information as to how to exercise their right of appeal. Enforcement Action is held in abeyance while any appeal is processed and determined.

Prosecutions and Cautions

- 6.4 In general, breaches of planning control are not criminal offences (with some exceptions). However failure to comply with a Statutory Notice such as an Enforcement Notice is a criminal offence and the Council will normally prosecute for non-compliance with such Notices.
- 6.5 It is also an offence to give false or misleading information in response to a Notice and/or a planning application and the Council will also consider a prosecution or caution in these cases.
- 6.6 As well as offences, which follow failure to comply with a Statutory Notice, there are offences that stand alone, such as:
- unauthorised works to a Listed Building;
 - damage to a tree protected by a Tree Preservation Order or in a conservation area;
 - unauthorised display of an advertisement.
- 6.7 The Council attaches particular importance to the protection of trees and Listed Buildings. Works to a protected tree or a Listed Building require prior consent from the Local Planning Authority and failure to obtain the necessary consents is a criminal offence. The Council will seriously consider prosecuting anyone carrying out or causing or permitting such works.
- 6.8 In those cases where it is considered appropriate to instigate prosecution proceedings the Council will also consider, on conviction, making an application to the Court for a Confiscation Order under the Proceeds of Crime Act 2002.

7.0 CUSTOMER CARE

- 7.1 The Council will disseminate information about planning enforcement as widely as possible, by publishing and making this policy available (including on the Council's website). Specialist 'in-house' leaflets are produced to assist complainants, owner/occupiers and businesses that are subject to the planning enforcement procedure, and these can also be found on the website.
- 7.2 The aim of the Council is to provide a service that is courteous and efficient. Staff will identify themselves by name and provide a contact point and telephone number for future dealings with the organisation. All communications are in plain English with interpretation / translation services available when requested.

- 7.3 Planning enforcement will be conducted in a co-ordinated manner with other departments of the Council and outside agencies to minimise overlapping actions and time delays.

Complaints about the Service

- 7.4 Reading Borough Council recognises that there may be occasions when things go wrong and the customer's complaint is the first step in helping to put matters right.
- 7.5 The Council has a corporate complaints procedure, which is followed when a complaint is received. Complaints about the service can be made by;
- By telephone - 0118 937 3797 puts you through to the call centre who will contact the Planning Department;
 - By e-mail to the officer dealing with the matter (details will be found on correspondence from the officer), or using the contact form on the Council's website
 - By letter - send written complaints to: Director of Environment & Neighbourhood Services, Civic Offices, Bridge Street, Reading, RG1 2 LU
 - In person - customer service staff will be able to take the details of the complaint and refer it to the appropriate service.
- 7.6 All complaints will be recorded. If the problem cannot be resolved immediately it will be passed on for further investigation and action. We will acknowledge the complaint within 5 working days and every effort will be made to fully resolve the complaint within 20 working days.
- 7.7 The procedure allows for further investigation if the complainant is dissatisfied with the response. Ultimately the complainant has the right to contact the Local Government Ombudsman and leaflets / forms are available to facilitate this process.

8.0 CONCLUSION

- 8.1 It is the Council's policy to provide an efficient, fair and effective planning enforcement service within the resources available. The planning enforcement team will investigate all complaints received in accordance with the priority awarded by this policy and take appropriate action having regard to all material planning considerations. When resources allow the enforcement team will also be pro-active in exercising enforcement powers to seek environmental improvements.

CONTACT US

You can contact the Planning Enforcement Team

In writing to:- The Planning Enforcement Manager, Planning Section,
Civic Offices, Bridge Street, Reading RG1 2LU.

Via email to:- planning.enforcement@reading.gov.uk

Via the website:- [http://www.reading.gov.uk/a-to-z/p/planning-](http://www.reading.gov.uk/a-to-z/p/planning-enforcement)
enforcement

By telephone:- 0118 937 3797

Reading Borough Council Service Standards (adapted) January 2015.

When you contact us online, we aim to:

- Actively monitor messages sent to the Council via the Council's website www.reading.gov.uk;
- Aim to acknowledge messages sent via the website within 5 working days of the message being received;
- Respond to complaints and requests that require investigation in 20 working days

When you email us, we aim to:

- provide a full response within 20 working days. If that is not possible, we will explain why and tell you when we expect to be able to do so;
- Include the name of the officer or service area dealing with your enquiry in all responses;
- Use plain English and always give you the name and full contact details of • address, then you will receive an acknowledgement within 24 hours.

When you phone us, we aim to:

- Aim to answer your call within sixty seconds
- Greet you politely, giving our name and the name of the service /section you are calling;
- Ensure that calls are not transferred more than once;
- Arrange to call you back within one working day if we can't answer you there and then - and we will call you back;
- Aim to respond to messages left within one working day

When we visit you, we aim to:

- Introduce ourselves, providing our name, and service department and identification and we will confirm the reason for our visit;
- Arrive on time for meetings and appointments;
- Notify you in good time of any changes to a planned visit;
- We will identify ourselves to you as council employees with a photo identification;
- We will let you know at the end of the visit what happens next and keep you informed of progress.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	15 JULY 2015	AGENDA ITEM:	12
TITLE:	SMALL HOUSES IN MULTIPLE OCCUPATION AND THE ARTICLE 4 DIRECTION - REVIEW		
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 New provisions in the planning system that created a new use class for small houses in multiple occupation, (HMO's, Use Class C4) were introduced in 2010. The Council reacted to these provisions in making an Article 4 Direction to cover parts of Katesgrove, Park and Redlands Wards, where the growing student population in HMO's was having deleterious impacts on local residential areas. In approving the Article 4 Direction in May 2012, Committee committed to undertake a future review of the Direction to see how it was working and see whether it could be applied in other areas of the town. In March 2015, this Committee considered a report on the enhancement of conservation areas in the Borough and referred to this review of HMO policy as one measure that could be considered to deal with adverse impacts on the character and appearance of conservation areas. It will also be recalled that at the last meeting of this Committee, a petition was received requesting of the extending the existing Article 4 Direction that covers Jesse Terrace in Abbey Ward to also bring changes of use to small HMO use under planning control.

2. RECOMMENDED ACTION

- 2.1 That this review of changes of use from C3 dwellinghouses to C4 small houses in multiple occupation within the Article 4 Direction area be noted;
- 2.2 That Committee agree that the Residential Conversions Supplementary Planning Document be reviewed and be brought back to a future meeting of this Committee;
- 2.3 That proposals for an Article 4 Direction covering Jesse Terrace to prevent changes of use from a C3 dwellinghouse to a C4 small house in multiple occupation be brought forward to a future meeting of this Committee.

3. POLICY CONTEXT

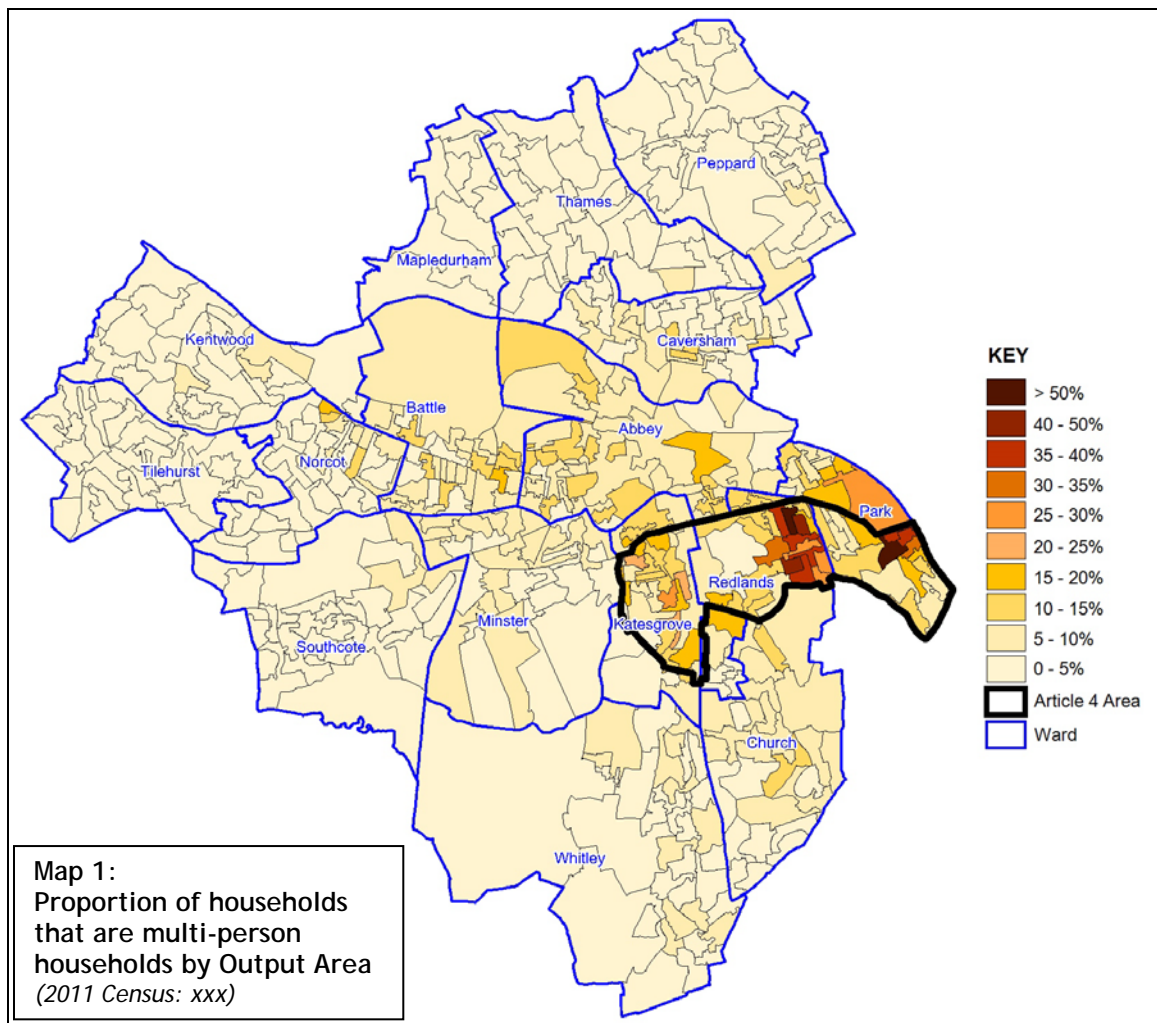
- 3.1 An Article 4 Direction was made on 16th May 2012 to remove the permitted development right to convert a dwellinghouse (C3 use class) to a small house in multiple occupation, with between 3 and 6 unrelated inhabitants (C4 use class). This Article 4 Direction was for an area covering much of Katesgrove, Park and Redlands wards. The Article 4 Direction came into force one year later, on 16th May 2013. It has therefore now been in operation for over two years. This then represents a reasonable period to evaluate its effects so far.
- 3.2 The principal policy used to assess applications in the Article 4 area is the Residential Conversions Supplementary Planning Document, which supplements higher level policy in the Core Strategy (policy CS17) and the Sites and Detailed Policies Document (policy DM9). Although a number of criteria are to be taken into account, the headline requirement is that there should not be more than 25% of the properties within a 50m radius of the application site that are in HMO use. The SPD was adopted at Strategic Environment, Planning and Transport Committee on 20th November 2013 (Minute 21 refers).
- 3.3 At its meeting in March 2015, this Committee considered a report on the enhancement of Conservation Areas in the Borough and agreed that a working group of relevant officers be set up to work with the Baker Street Area Neighbourhood Association to examine priorities for environmental action and improvement and ways to deal with priority matters within available budgets and resources.

4. THE PROPOSAL

- (a) Current Position

Current level of HMOs in Reading

- 4.1 The Reading Borough Private Sector House Condition Survey 2013, published in January 2014, found that, using current classifications, 5,241 dwellings (10.0%) in the Borough fall within the definition of a house in multiple occupation (HMO). The main concentrations of HMOs fall in Redlands, Park, Church and Battle Wards, where over 15.4% of dwellings are in HMO use.
- 4.2 Since the Article 4 Direction was confirmed in May 2012, information from the 2011 Census has become available. This includes information on the number of multi-person households in each Output Area (a geographical unit for Census purposes) in Reading¹. Map 1 shows the percentage of households that are multi-person households according to the 2011 Census. It can be seen that this is a relatively good fit to the Article 4 area, with the possible exception of some areas north and west of Palmer Park.

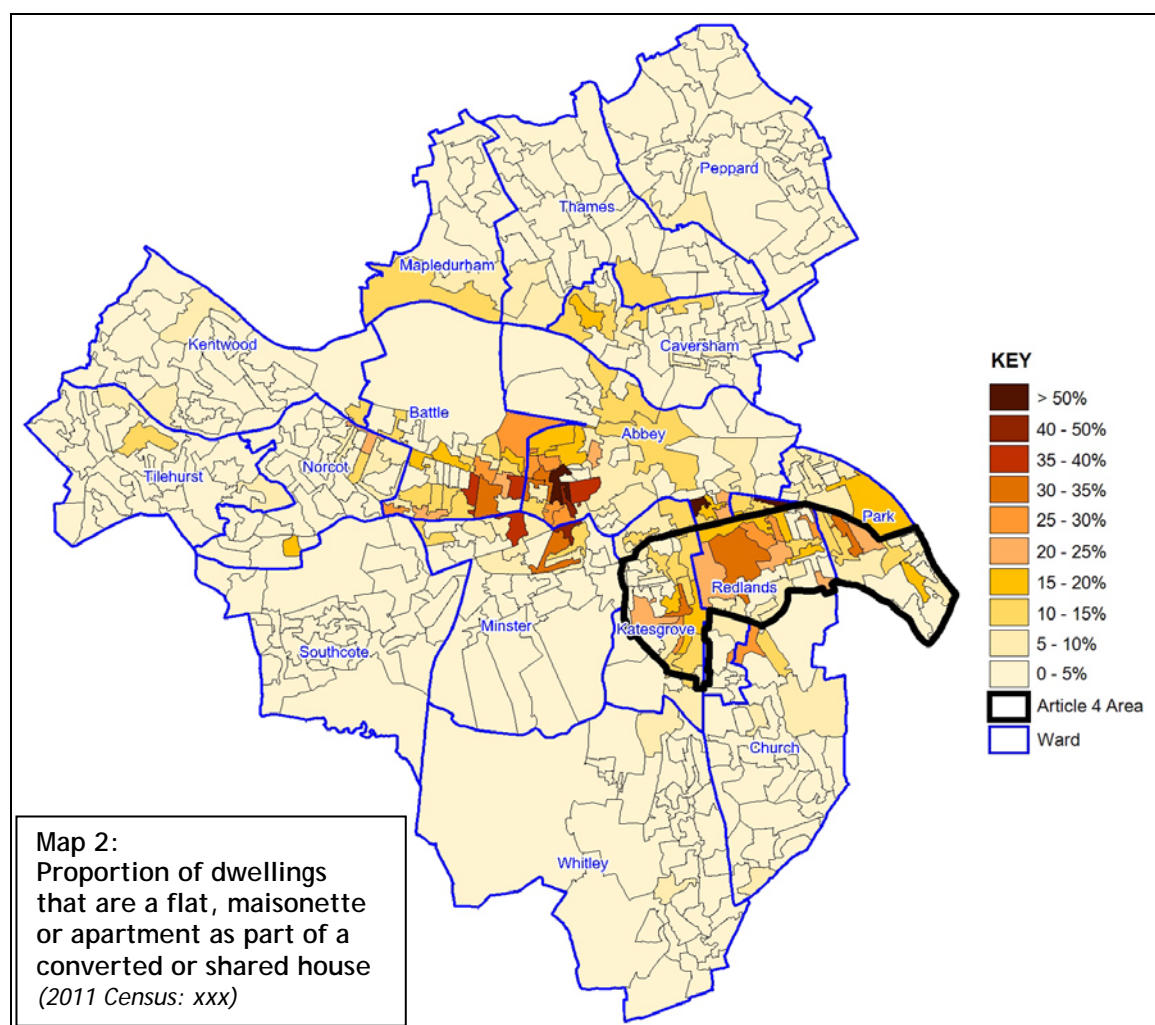


- 4.3 However, the above data excludes some types of HMO use, where a dwelling is converted into bedsits - in a case where a dwelling is

¹ Census Ref: QS116EW

converted into, for instance, seven bedsits with shared bathroom facilities, this would count as seven separate single person households for Census purposes, so would not show on the above map.

- 4.4 In order to highlight those areas, we can use other Census data, specifically the percentage of dwellings² that are converted into flats, apartments or maisonettes (which will include bedsits). It can be seen that this highlights some very different areas, many of which are outside the Article 4 area. In particular, there is a large area covering parts of Abbey, Battle and Minster wards centred on Oxford Road, and some much smaller areas with very high concentrations north of London Road just outside the Article 4 area boundary. However, it is important to bear in mind that this represents all conversions of houses to smaller spaces, in particular flats, so it is not a map of specifically HMO concentrations.



Applications

- 4.5 Since the Article 4 direction came into force on 16th May 2013, there have been 8 applications determined for a change of use from a C3

² Number of dwellings is not necessarily the same as number of households used on the previous map, but is close enough to highlight the issue for these purposes.

dwellinghouse to a C4 small HMO within the Article 4 direction area. Six were permitted, one was withdrawn and one was not determined due to incorrect ownership certificates³.

- 4.6 The headline consideration in the Residential Conversions SPD as to whether a new HMO would lead to an over-concentration is whether 25% of houses within a 50m radius would be in HMO use. The table below shows the proportions that result from the six permitted changes of use. It can be seen that reducing the threshold to, for instance 10%, would have meant only one successful application since the Article 4 direction came into force.

Permitted applications for change of use to C4 HMO

Ref	Address	% in HMO use within 50m
131707	175 Wykeham Road	11
141058	84 Pell Street	23
150268	357 Elgar Road	3
150092	27 Auckland Road	21
141298	11 College Road	17
141428	44 College Road	17
150436	7 Iliffe Close	15
141589	6 The Old British School Mount Pleasant	21
141592	7 The Old British School Mount Pleasant	21
141816	8 The Old British School Mount Pleasant	21

- 4.7 It is perhaps also worth noting that there have been no applications within the areas where levels of HMOs are highest and already exceed the 25% threshold, particularly areas north and south of Erleigh Road. Such proposals may have been discouraged by the new approach.

Appeals

- 4.8 As no planning applications have been refused so far, there is not yet any evidence of how Reading's policy approach has held up at appeal. However, a number of other authorities have applied similar thresholds and been subject to appeals against refusal, notably Manchester, Brighton, York, Southampton and Portsmouth.
- 4.9 The outcomes of those appeals have been highly mixed to say the least, although it should be noted that many took place at a time when the threshold was an emerging policy rather than an adopted one. In some cases⁴ the Inspector simply applied the threshold without significant further analysis. In others, the Inspector gave weight to whether there was additional evidence of noise and disturbance associated with the C4 HMO use. An appeal in Southampton was dismissed on environmental and amenity grounds partly due to the particular consideration that bins

³ Correct to 15th June 2015

⁴ APP/B4215/A/10/2139091 in Manchester and APP/C2741/A/12/2183491 in York

would be left out affecting the character of the area⁵. Conversely, appeals in York⁶ and Brighton⁷ were allowed despite exceeding the threshold, in part because the local authority could not present evidence that a C4 use would necessarily cause additional noise and disturbance. Inspectors in a number of cases in Portsmouth were also not convinced that a C4 use was intrinsically more likely to cause noise and disturbance than a C3 dwellinghouse⁸.

- 4.10 One of the unintended consequences thought to be happening elsewhere, in York for instance, is that an Article 4 direction accompanied by a restrictive policy can actually lead to a lack of availability of family housing in the affected area. This is because landlords are unwilling to let their properties to single households for fear of losing their C4 permission and not being able to let to the lucrative student market in the future. We have no evidence at this point of whether this is happening in Reading, but it is a possible implication of the current approach.

Enforcement

- 4.11 A total of 9 complaints about changes of use the Article 4 area have been investigated and resolved by the Enforcement Team since the Direction came into force. There are currently 20 open cases arising from complaints where investigations are continuing. Officers are also following up information from Environmental Health on HMO licences which have been granted in the area of the Article 4 Direction since it came into force in May 2013, where there is no corresponding planning permission.
- 4.12 Many of the cases being investigated will not be breaches of planning control, for instance because the HMO use has not actually yet started or it was in existing use at 16th May 2013. Many of the cases of HMO licences will be renewals of existing licences. However, it gives some indication of the scale of the investigations needed and the potential size of the enforcement task associated with the Article 4 Direction at a time when resources are constrained.

Lessons so far

- 4.13 Experience in dealing with planning applications in the Article 4 area point to some problems and confusion in applying the policy in the Supplementary Planning Document on Residential Conversions. The document is not always particularly user friendly and is sometimes unclear. The document is intended to cover all forms of residential conversion including conversions to flats and large HMOs. Some of the

⁵ APP/D1780/A/12/2182572

⁶ APP/C2741/A/12/2182758

⁷ APP/Q1445/A/14/2214205

⁸ See Portsmouth City Council committee report:

<http://democracy.portsmouth.gov.uk/Data/Planning%20Committee/20121107/Agenda/PC20121107r9.pdf>

requirements are not really applicable to small HMOs governed by the planning use class C4. Some of the matters are more to do with Building Regulations or Environmental Health than planning. Planning has limited control over such matters in the context of a change of use. The various appeal decisions, albeit they are far from consistent, also provide some indications that could be taken account of through revisions to the SPD. The key point of the policy in relation to small HMOs is not environmental control. It is the maintenance of mixed and sustainable communities. This should be the main focus for any policy assessment.

4.14 Calculating the number of HMOs in an area is also problematic. The application of the policy relies on:

- Records of planning permissions or certificates of lawfulness;
- Environmental health licencing data noting that only larger HMO's of 5 or more bedrooms and 3 storey accommodation needs to have a license;
- Council tax data that records student only properties for which an exemption from Council tax applies and relatively few properties which are registered as HMOs solely because the bill is sent to the landlord who does not live on the premises.

The application of the policy is only as good as the data available and it needs constant updating. In addition, because of data protection, the Council cannot publish much of the data, in particular the council tax data. This means that residents produce their own lists of HMOs that have to be investigated further if addresses do not correspond with the available data. This can be very time-consuming. It needs to be appreciated that the Council receives no fee for applications made as a result of an Article 4 Direction.

Concerns in Conservation Areas.

4.15 The report to this Committee in March 2015 on the Enhancement of Conservation Areas referred to issues associated with changes of use of dwellings to HMO's in Conservation Areas in terms of their impact on the character and appearance of such areas. Committee also received a petition at its March meeting calling for an Article 4 Direction to control such changes of use to cover Jesse Terrace which lies within the Russell Street/Castle Hill Conservation Area and is a fine, relatively unspoilt street that is already covered by an Article 4 Direction to control changes to front elevations. Committee resolved to investigate this matter further.

4.16 A meeting was held in June 2015 with a number of invited representatives of community groups who have previously raised issues about the need for the enhancement of conservation areas in their localities. The meeting discussed various issues affecting conservation areas and changes of use of dwellings to HMO's was a key issue for some areas. It was agreed that further work would be undertaken with a view

to holding a further meeting in September to which Historic England would be invited. It was also noted that the Council would look into making an Article 4 Direction for Jesse Terrace.

(b) Option Proposed

Update Supplementary Planning Document

- 4.17 In light of the review discussed above, it is proposed that the Council update the Residential Conversions Supplementary Planning Document. There are concerns for instance that the checklist for HMO schemes within the SPD includes some items that are disproportionate or unachievable for small HMO proposals, for instance avoiding stacking of habitable rooms above or adjacent to kitchens or bathrooms. There may also be more evidence emerging that enables us to look again at whether 25% is the appropriate threshold for a development. This review could potentially take place over the next few months, with a revised SPD being consulted on and adopted during 2016.

New or Extended Article 4 Directions

- 4.18 There have been questions raised as to whether there is a need to extend the existing Article 4 area, or to issue new Article 4 directions, to cover conversions from C3 dwellinghouses to C4 HMOs in other parts of the Borough.
- 4.19 New or extended Article 4 areas would need to be supported by good evidence. Map 1 in this report indicates that the existing Article 4 area covers the area of greatest concentration of HMOs in Reading, and we are not currently aware of strong evidence of a strong move towards C4 small HMOs outside this area. Whilst there is clear evidence of a concentration of conversions of houses to smaller spaces (such as flats or bedsits) in parts of west and central Reading, most of those uses would fall within planning control in any case, so concerns could potentially be resolved through revisions to policy (either through the forthcoming Local Plan review, or in a revised version of the Residential Conversions SPD).
- 4.20 There are substantial implications for extending the Article 4 direction area beyond the area where evidence shows that it is necessary, in particular in terms of Council resources. The main issue is a lack of evidence. The main evidence in the existing Article 4 area is Council Tax records of houses wholly occupied by students who are claiming exemption from paying Council Tax. For areas where HMO residency is not by students, Council Tax records provide very weak indications of properties in HMO use. Applications for a change of use from C3 to C4 are not subject to a planning application fee, whilst there would also be likely to be significant implications for the planning enforcement service. If the threshold were to remain at 25% within a 50m radius, the evidence shows that the vast majority of areas outside the current Article 4 boundary would pass the current threshold test.

- 4.21 A specific issue has been raised in terms of Jesse Terrace. A petition was presented to the Strategic Environment, Planning and Transport Committee in March 2015, requesting that Jesse Terrace be covered by an Article 4 Direction. The data available in terms of numbers of HMOs existing or proposed do not indicate that this is one of the highest concentrations of such uses – the output area containing Jesse Terrace had 4.1% multi-person households in the 2011 Census, among the lowest rates in Reading. Council Tax and Environmental Health records point to only 3 properties being in HMO use which means that the street has a proportion of HMOs which is no greater than for Reading as a whole (i.e.10%).
- 4.22 However, it is considered that there may be more of an argument for considering restricting HMO use in Jesse Terrace based on the particular, unspoilt character of the street. Jesse Terrace lies within the Russell Street/Castle Hill Conservation Area and is an important example of a very fine, attractive street with interesting architectural detail of a type that is important to Reading's heritage. As such, it is already subject to an Article 4 Direction that removes permitted development rights to make certain physical changes to the properties. Officers will undertake further work to examine whether this Article 4 direction can be extended to also cover changes from C3 to C4 in order to prevent detrimental effects on the physical character of the street and bring a report back to this committee.
- 4.23 Members will be aware of the Council's initiative to improve standards in the private rented sector. The initiative involves providing support to tenants and landlords, the creation of a private rented sector charter and improved mechanisms to work corporately in managing the negative impacts that high levels of tenure turn over can have on communities. It is recognised that this work may help to improve both the quality of accommodation and any environmental implications.

(c) Other Options Considered

- 4.24 The alternative option regarding the SPD is not to review it. However, this would lead to some of the issues that have been highlighted remaining unaddressed, which will cause unnecessary work for both applicants and the Council. It would also fail to take emerging evidence into account in terms of whether the threshold being applied is the right one.
- 4.25 In terms of the Article 4 Direction, the main alternatives are to not proceed with any new or extended areas, or to seek a more extensive Article 4 direction area.
- 4.26 Not proceeding with new or extended areas would save resources for the Council. However, it would not do anything to address the specific

concerns regarding preserving the character of Jesse Terrace that have been raised.

- 4.27 Applying Article 4 Directions to other areas in the Borough would be significantly harder to justify on the basis of the available evidence, given the comparatively low level of multiple occupation in the area and the less clear arguments in terms of the character of individual areas.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The SPD and any Article 4 direction will contribute to achieving the following strategic aims:

- The development of Reading as a Green City with a sustainable environment and economy at the heart of the Thames Valley;
- Establishing Reading as a learning City and a stimulating and rewarding place to live and visit;
- Promoting equality, social inclusion and a safe and healthy environment for all.

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 6.1 A review of the Supplementary Planning Document would be subject to community engagement in line with the Council's adopted Statement of Community Involvement.

- 6.2 A new or extended Article 4 Direction would necessitate consultation the following measures, in accordance with Annex A of replacement Appendix D to Circular 9/95:

- Local advertisement
- Site notices and
- Individual notice to every owner and occupier of every part of the land within the area or site to which the direction relates.

7. EQUALITY ASSESSMENT

- 7.1 Measures to control small houses in multiple occupation may have a particular adverse impact on younger people, as these types of accommodation tend to be occupied by younger people, and students in particular. As no specific proposals are being made through this report, an Equality Impact Assessment scoping has not been carried out, but such an assessment would be required to support a later report around changes to the SPD or to Article 4 areas, along with potentially a full Equality Impact Assessment.

8. LEGAL IMPLICATIONS

- 8.1 The process for producing Supplementary Planning Documents is set out in the Town and Country Planning (Local Planning) (England) Regulations 2012

- 8.2 Article 4 Directions relate to Section 4 of the Town and Country Planning Act 1990. If a non-immediate Article 4 direction comes into force, a planning application will be required for any change of use from C3 (dwellinghouse) to C4 (small HMO) within the identified area. Permitted development rights will remain to change from C4 use to C3.

9 FINANCIAL IMPLICATIONS

- 9.1 In terms of the SPD, costs will be accommodated within existing budgets. A consultation exercise can be resource intensive, particularly at early stages where the focus is on engaging as many people as possible, and on asking wide-ranging and open-ended questions. However, the Council's consultation process is based mainly on electronic communication, which helps to minimise resource costs.

- 9.2 There would be significantly greater financial implications associated with a new or extended Article 4 direction, depending on the scale of the area subject to the direction. These are summarised below:

- Collating the evidence to justify the Article 4 Direction would have an associated cost;
- There will be costs involved in individually notifying every owner and occupier of land within the area to which the direction relates and placing an advertisement in the press;
- Planning applications submitted solely because of an Article 4 Direction are not subject to any fee and the whole cost of considering and determining such applications therefore falls to the local planning authority; and

There could be substantial resource implications for the planning enforcement service of following up reports of unauthorised changes of use to small HMOs.

Risk Assessment

- 9.3 There is a significant risk that this work will bring to light many unauthorised HMOs, which could place a significant additional burden on the authority's enforcement function. Owners of properties falling into this category may decide to apply for a certificate of lawfulness rather than planning permission depending on when the change of use to an HMO took place.
- 9.4 Any increase in workload will need to be carefully monitored. Additional resources may be required to deal with the increase in workload. Alternatively, the increase in workload will affect the Planning section's ability to deal with other priorities.

BACKGROUND PAPERS

- Residential Conversions Supplementary Planning Document
- Reading Borough Private Sector House Condition Survey 2013
- 2011 Census

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	15 th JULY 2015	AGENDA ITEM:	13
TITLE:	LETTINGS BOARDS PILOT SCHEME		
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 For a number of years the Planning Enforcement Team has been surveying and monitoring the number and concentration of lettings boards, mainly in parts of Redlands Ward, in response to concerns raised by the Redlands and University Neighbourhood Action Group (NAG). Accepting that there is an issue in areas of the ward, and elsewhere in the Borough, the Council, in co-operation with most lettings agents, set up an agreed voluntary ban within a defined area of Redlands Ward with a view to seeing how successful it would be. This report details that the evidence from the pilot is that it has been a success. The report goes on to discuss how the pilot ban might be continued as a permanent ban and extended to cover adjoining areas of Redlands and Park Wards and introduced to other areas of the Borough.

2. RECOMMENDED ACTION

- 2.1 That the results of the voluntary pilot ban on lettings boards that operated in a part of Redlands Ward between October 2014 and March 2015 be noted.
- 2.2 That officers seek agreement with local lettings agents that the pilot ban be extended on a permanent basis;
- 2.3 That officers seek agreement with local letting agents and local community groups that the pilot ban be extended to adjoining areas in Redlands and Park Wards to be defined as part of consultation and

on the basis that local community groups can effectively monitor and encourage the operation of the voluntary ban;

- 2.4 That officers seek agreement with local letting agents and local community groups that a voluntary ban on the display of letting boards be agreed and introduced to cover the Russell Street/Castle Hill Conservation Area in Abbey Ward to be defined as part of consultation and on the basis that local community groups can effectively monitor and encourage the operation of the voluntary ban;

3. BACKGROUND AND POLICY CONTEXT

- 3.1 Concern was raised by the Redlands Neighbourhood Action Group (NAG) in 2009, and again through a petition submitted in 2011, that the proliferation of estate agent boards within certain areas of Park and Redlands Wards was having a negative effect on amenity. Whilst the majority of boards had deemed consent under the Advertising Regulations, it was felt that their high number and concentration was having a significant harmful effect on the area.

As it stands, provided lettings boards meet the conditions and limitations set out in the Advertisement Regulations (2007), they benefit from deemed consent. Subject to the limitations contained within the regulations, the LPA cannot restrict the number of boards. One of the conditions for display is that letting boards must be removed not later than 14 days after the granting of the tenancy. For a period, members of the Redlands and University NAG undertook regular surveys and wrote to Agents to remind them to remove letting boards that were out of time.

Petition

In October 2011 a petition was received by Reading Borough Council's Cabinet from residents of Redlands Ward, requesting the introduction of a ban on the use of estate agent boards across East Reading. The petition stated that *"the number of signs displayed across the area is having a serious negative effect and local residents would like to see this practice end"*.

Cabinet considered the petition on 31 October 2011 and it was resolved that officers would investigate the potential for making an application to the Secretary of State for a Direction under Regulation 7 (Advertising Regulations 2007) removing the deemed consent for such advertising. The effect of a Regulation 7 Direction is to withdraw deemed consent to display lettings boards within an area. An application for consent to display would be required for each board.

From January 2012 - April 2013 the Planning Enforcement Team undertook surveys of parts of Park and Redlands Wards (see Appendix 1)

to ascertain the extent of the problem. It was found that the numbers of boards displayed fluctuated throughout the survey period, but reached a peak during December/January each year. The greatest concentration of boards was found within a limited number of roads within the survey area, such as Blenheim Road, Donnington Road and Grange Avenue and the vast majority of boards are in connection with the letting rather than the sale of properties.

This peak around the beginning of the year is consistent with previous years and is related to the advertising of properties specifically for the student market to be let for the following academic year. It would also appear to be consistent with the experience of a number of towns and cities with a large university and concentration of students.

Regulation 7 of the Advertisement Regulations

The display of outdoor advertisements is controlled by the Town and Country Planning (Control of Advertisement) Regulations 1992. Schedule 3, Part 1, Class 3A of the Regulations gives deemed consent for certain advertisements, including those relating to the sale and letting of residential property to be displayed as long as certain conditions are met, including restrictions on the size, number and duration of adverts on a building.

If a Direction under Regulation 7 of the Regulations has been issued by the Secretary of State (SoS) then this deemed consent is withdrawn in a defined area, or a particular place, either for a limited period or indefinitely and 'express consent' from the LPA will be required. The LPA can then consider the acceptability of the boards in terms of 'amenity' and 'public safety'.

The NPPF advises:

"Where an area justifies a degree of special protection on the grounds of amenity, an Area of Special Control Order may be approved. Before formally proposing an Area of Special Control, the local planning authority is expected to consult local trade and amenity organisations about the proposal. Before a direction to remove deemed planning consent is made for specific advertisements, local planning authorities will be expected to demonstrate that the direction would improve visual amenity and there is no other way of effectively controlling the display of that particular class of advertisement. The comments of organisations, and individuals, whose interests would be affected by the Direction should be sought as part of the process."

Regulation 7 Process

Applications for a Direction are submitted to the Secretary of State for approval. The application needs to contain evidence of the problems and issues in the area to which the application relates, demonstrating that

unacceptable harm is being caused, along with evidence in the various ways that the local authority has unsuccessfully sought to deal with the issue. Once submitted, the Council will formally consult local residents and other interested parties (by advertising the proposal in the London Gazette, a local paper and in writing to each affected property) on behalf of the Secretary of State. A Planning Inspector, appointed by the Secretary of State, will consider the representations made by the Council, visit the area and consider any representations made by consultees. The Inspector may choose to recommend that the Direction be made as per the Council's submissions, that it should be refused, or that the proposed area of the Direction be amended, subject to further consultation. The Secretary of State then makes a decision based on these recommendations.

Officers have reviewed the submissions of a number of LPA's who have applied to Secretary of State for a Direction. Directions have been made in a limited number of locations to date, all of which appear to comprise, or at least include large portions of, Conservation Areas. Applications for Directions have been successful in areas of Westminster and Kensington & Chelsea and unsuccessful in areas of Canterbury and Newcastle (although all these decisions pre-date the Localism Act and NPPF). The threshold for a Direction appears to be high, based on the limited success of applications in other areas.

Additionally, previous decisions show that the LPA needs to demonstrate other methods have been attempted to resolve the issue, such as measures to restrict the high number of student let properties in a given area (e.g. Article 4 Direction), enforcement action against breaches of the regulations and the introduction of voluntary codes for estate agents which would, for example, restrict the number of boards and/or their positions.

The Voluntary Ban Pilot.

On 20th March 2014, the Council invited all Estate/Letting Agents known to have previously displayed advertising boards in Park and Redlands wards to a meeting, chaired by Cllr Tony Page, to discuss the possibility of introducing a voluntary code to limit the numbers of boards displayed in this area. As a result, it was agreed that agents would refrain from displaying boards in connection with the letting of properties (To Let/Let By) within a defined area for a trial period of six months from October 2014 to March 2015.

The trial area, much reduced from the original survey area, was bounded by, and included, the south side of London Road between Alexandra Road and Cemetery Junction, the south side of Wokingham Road from Cemetery Junction to Eastern Avenue, the west side of Eastern Avenue, the north side of Upper Redlands Road from Eastern Avenue to Alexandra Road, and the west side of Alexandra Road. (The defined area of the pilot is shown on the map at Appendix 2). This was an area that previous surveys showed suffered from a very high proliferation of letting boards

which had a detrimental impact on the character and appearance of the area. A significant part of this area is covered by Conservation Area status.

The planning enforcement team conducted monthly surveys of the agreed area throughout the trial period. From the results of these surveys it is clear that most agents have refrained from advertising in accordance with the agreement and the numbers of boards displayed was significantly reduced (see Appendices 3 and 4). As can be seen the voluntary ban has had a significant impact compared with previous years and must be viewed as being very successful.

4. THE PROPOSAL

4.1 The Council again invited all estate/letting agents to a meeting, held on 9th June 2015, to discuss the results of the survey and to discuss the possibility of:

- Extending the pilot voluntary ban in the same area over a longer period (e.g. 3 years); and
- Extending the voluntary arrangement to areas adjoining the pilot area that formed the original survey area that had been identified (as shown in Appendix 1) as suffering particularly high concentrations of lettings boards;
- Extending the voluntary arrangement to other areas of the Borough, in particular parts of Abbey and Battle Wards which also experience detrimental impacts arising from the proliferation of such boards.

4.2 The meeting was attended by a small number of the estate and letting agents who had been invited (invites had been sent to all estate and letting agents that the council had records for operating in Reading), along with invited representatives of community groups of affected areas. Those attending agreed that the pilot had been a success and had removed an intrusive, unnecessary element that contributed to the blight and poor appearance of the pilot area. There was considerable support, including from the agents, for the pilot ban on such boards to continue on a permanent basis. There was also discussion about extending the voluntary ban to areas adjacent to the pilot area which are also affected by high numbers of student lettings and other areas of the Borough such as Conservation Areas (e.g. the Russell Street/Castle Hill Conservation Area), the character and appearance of which is also seen to be adversely affected by the proliferation of lettings boards.

4.3 Resource issues were raised and it was made clear that any extension of the ban in terms of a permanent ban and/or the area covered by any ban being widened or introduced to new areas, can only be effective if the community take a primary role in monitoring and encouraging its effectiveness. The Council Planning Enforcement Team does not have the resources to monitor and police such voluntary bans on a continuing basis.

The meeting did discuss the role of community groups in highlighting in newsletters, etc., how the voluntary ban is being complied with.

- 4.4 The Council undertook to draft a Charter to be sent to all agents for agreement and signing. A draft of such a charter is attached (Appendix 5 - Draft Voluntary Ban Charter). The Council will consult with Agents and community groups on this draft charter and seek to reach some agreement on its commitments and wording. Agents will then be requested to sign a final version.
- 4.5 The council will also consult with letting and estate agents and relevant community groups on:
- Extending the area of the existing ban to adjoining areas where there has been a high concentration of lettings boards that the local community are willing and able to monitor and encourage the ban on a regular basis (Appendix 1 shows the original survey area which corresponded with areas experiencing high concentrations of lettings boards);
 - Introducing a voluntary ban into the Russell Street/Castle Street Conservation on the basis that the local community are willing and able to monitor and encourage the ban on a regular basis.

Officers will work with community groups and the neighbourhood officers/streetcare teams to define an appropriate basis for monitoring and encouraging the voluntary ban in their areas.

- 4.6 It has to be emphasised that this report is discussing voluntary arrangements to reduce and minimise the impacts of the proliferation and high concentration of lettings boards in particular areas. The erection and display of such boards has deemed consent under the advertisement regulations and there is no question of enforcement or prosecution if agents do not accord with the voluntary ban and lettings boards are erected. However if it is determined through effective monitoring and proactive encouragement that these voluntary arrangements are not working and there is evidence that the detrimental impact of lettings boards is continuing to be damaging to an area, the Council can consider making an application to the Secretary of State for a Regulation 7 Direction.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The proliferation of advertising boards, in particular "to let and let by" boards detracts from the character and appearance of an area, adds to the impression of blight and can attract anti-social behavior including rising incidences of burglary. Such proliferation can be particularly harmful in Conservation Areas, which contribute to the conservation and enhancement of heritage assets in the town. Such proliferation can therefore be detrimental in seeing to meet the aim of producing a sustainable environment and economy within the Borough.

5.2 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 report advocates a voluntary approach working with companies and community groups to meet the concerns and aspirations of communities for the needs of neighbourhoods, engaging and enabling local residents and targeting resources so that we can improve outcomes often for the most deprived areas.

5.3 However, other aims under the Corporate Plan seek to balance the budget and any 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 and other interested parties including estate and lettings agents.

7. EQUALITY ASSESSMENT

7.1 A Scoping Assessment 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 the display of lettings Boards in parts of the Borough.

8. LEGAL IMPLICATIONS

8.1 There are no direct legal implications.

9 FINANCIAL IMPLICATIONS

9.1 Work involved in carrying or surveys of areas and liaising with estate and lettings agents and community groups has been, is being and will continue to undertaken by officers of the council within existing budgets.

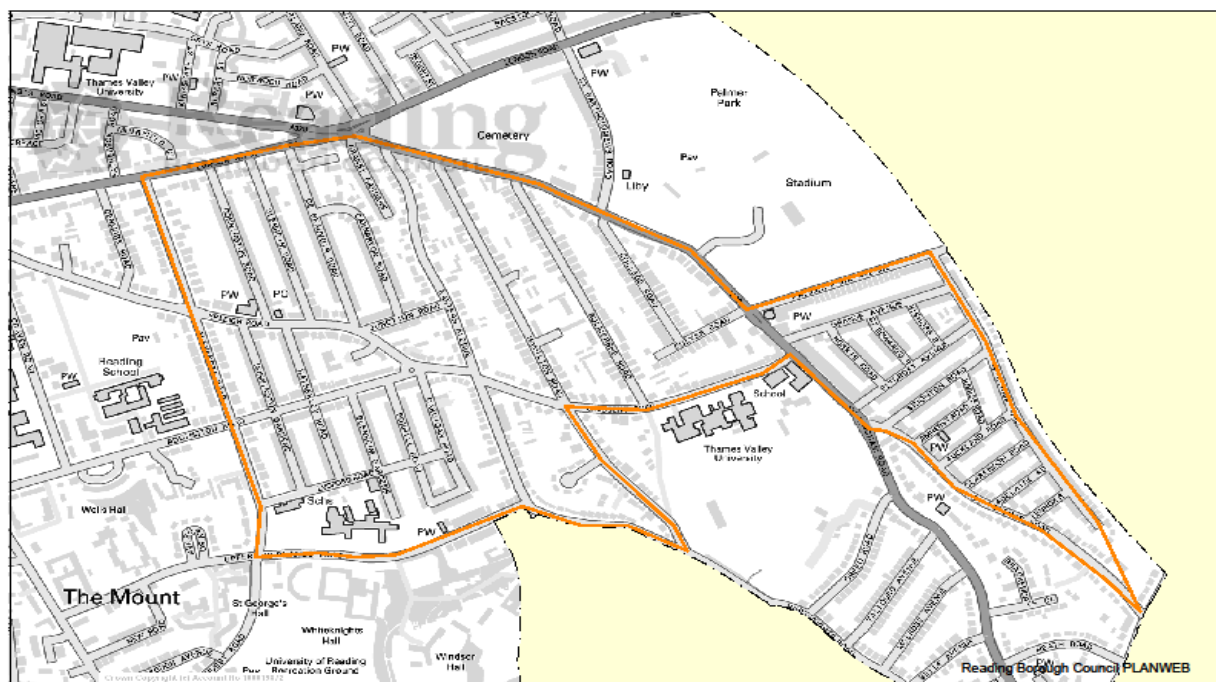
Risk Assessment

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

BACKGROUND PAPERS

Appendix 1

AREA SURVEYED



Date 7/6/2012
Scale 1/7500

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Reading Borough Council PLANWEB

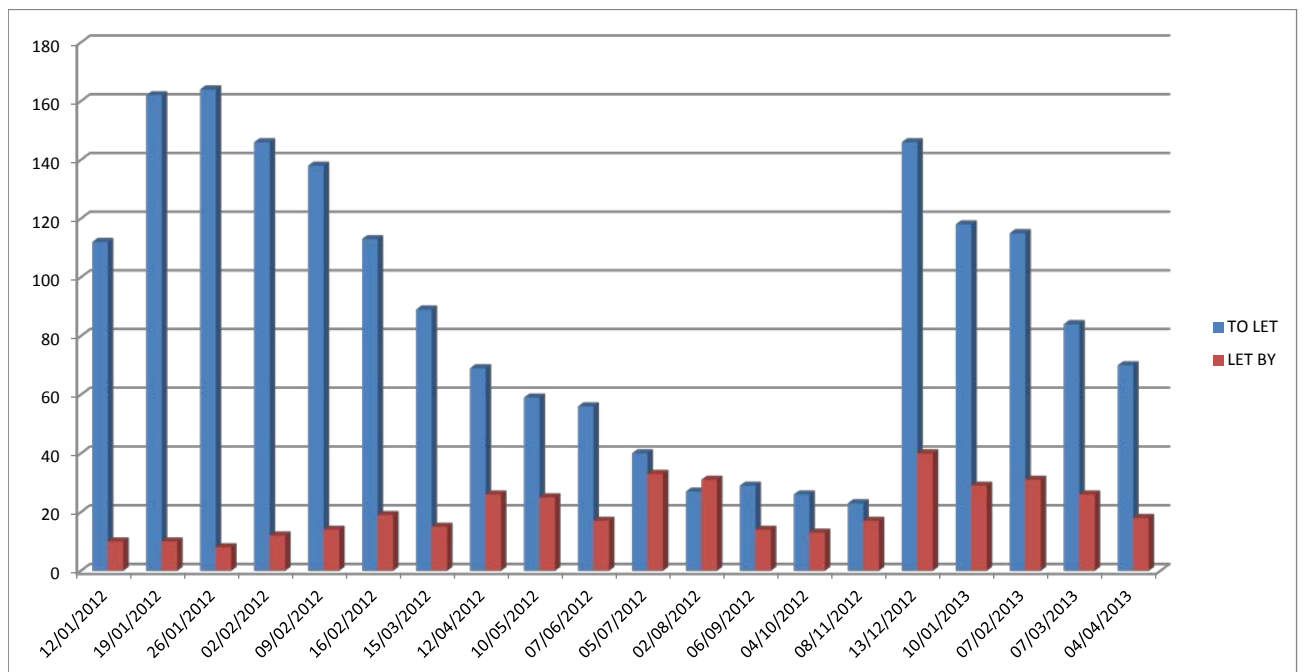
Appendix 2

Area covered by the Voluntary Ban on Lettings Boards



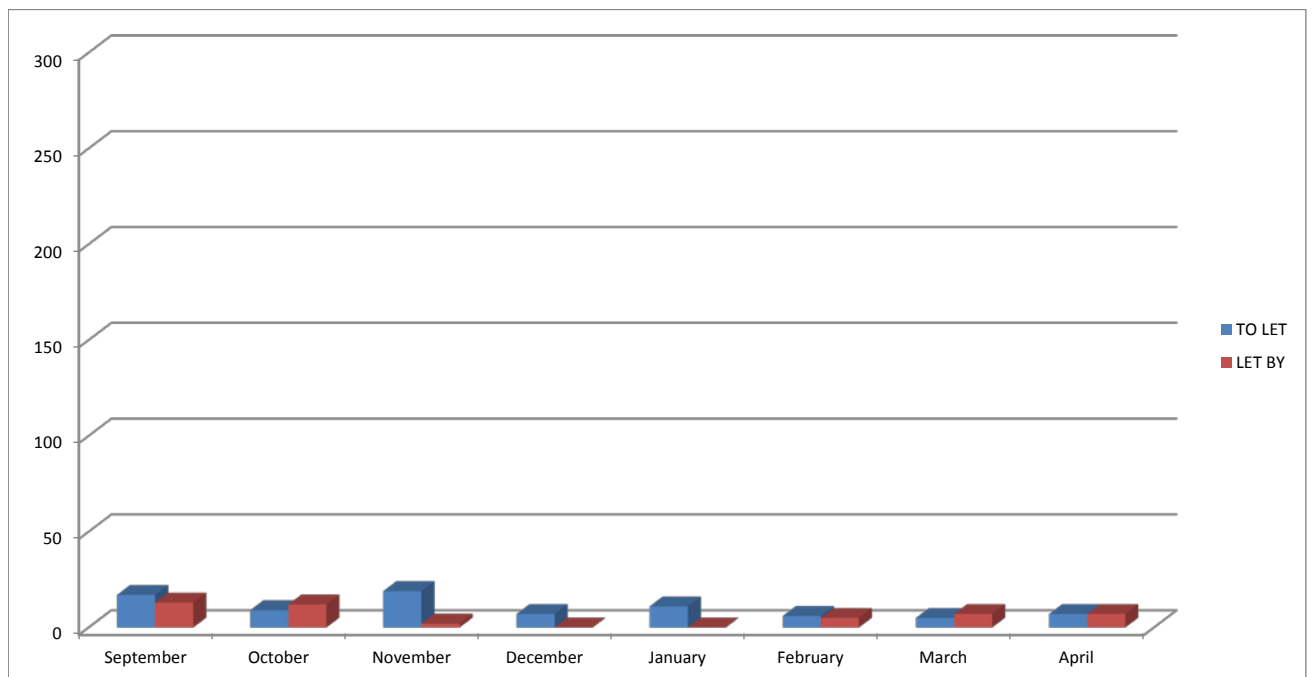
Appendix 3

SURVEY RESULTS PILOT AREA (Letting Boards Jan2012 - April 2013)



Appendix 4

SURVEY RESULTS PILOT AREA (Letting Boards Sept 2014 - April 2015)



Appendix 5

READING BOROUGH COUNCIL

DRAFT CHARTER ON THE DISPLAY OF LETTING BOARDS

IN DESIGNATED AREAS SUBJECT TO A VOLUNTARY AGREEMENT

In 2014, lettings agents signed a voluntary agreement, or otherwise recognised the existence of such an agreement, undertaking not to erect letting boards or other signage in connection with the letting of residential properties within a designated area located within Redlands Ward in Reading. The agreement was for a 6 month pilot period between October 2014 and March 2015. The voluntary agreement was largely successful and nearly all lettings agents abided by the terms of the agreement.

A meeting held on 9th June 2015, attended by a number of letting and estate agents which operate in Reading Borough, representatives of a number of community groups and representatives of Reading Borough Council, agreed to take the initiative forward by:

- i. Extending the voluntary agreement for the area that formed the pilot area (see Plan 1) to a permanent voluntary ban on the erection of lettings boards or other signage in connection with the letting of residential properties;
- ii. Extending the area of the voluntary ban on the erection of lettings boards or other signage in connection with the letting of residential properties to a wider area including additional parts of Redlands Ward and parts of Park Ward, which have recently experienced high concentrations of lettings boards (see Plan 2);
- iii. Introducing a voluntary ban on the erection of lettings boards or other signage in connection with the letting of residential properties within the area of the Russell Street/Castle Hill Conservation Area (see Plan 3).

Under this charter, owners of property and agents voluntarily agree not to erect any advertising boards, lettings boards or other signage related to the letting of residential properties within the areas indicated above.

Under this charter, the Council undertakes to work with representatives of relevant local community groups in developing a framework for those groups to monitor the operation of the voluntary ban through regular recording of the erection and presence of boards and for encouraging owners of property and letting and estate agents to take part and respect the voluntary ban. The Council also undertakes to carry out periodic reviews of the information submitted to it and report on the success or otherwise of the voluntary ban and the operations under this charter. The Council undertakes to consider alternative actions should

any of the voluntary bans in place be clearly not working through the presence of high concentrations of lettings boards which are significantly damaging to the character and appearance of the area.

Under this charter, the relevant community groups undertake to carry out regular monitoring of the erection and presence of boards, in a form and to methodologies agreed with officers of the Council and to report the results of that monitoring to the Council. The relevant community groups will undertake to write to agents to record where the voluntary ban is not being followed and encourage them to accord with the voluntary ban. They will also report on the voluntary ban to their communities via their normal communication channels.

As appropriate, a meeting involving all interested parties can be arranged by the Council to consider concerns and issues with the operation of the voluntary ban.

(Company) voluntarily agrees not to display any advertising boards, other than those in connection with the sale of a property (i.e. FOR SALE and/or SOLD boards) in the areas denoted in Plan 1, Plan2 or Plan 3 attached to this Charter for as long as this agreement and charter remain in place.

Signed..... on behalf of (company).

The (community group) voluntarily undertakes to carry out regular monitoring of the erection and presence of boards, reporting the results of that monitoring to the Council and to write to agents to record where the voluntary ban is not being followed and encourage them to accord with the voluntary ban.

Signed..... on behalf of (community group).

The Council undertakes to work with representatives of relevant local community groups in developing a framework for those groups to monitor the operation of the voluntary ban, to carry out periodic reviews of the information submitted to it and report on the success or otherwise of the voluntary ban and the operations under this charter.

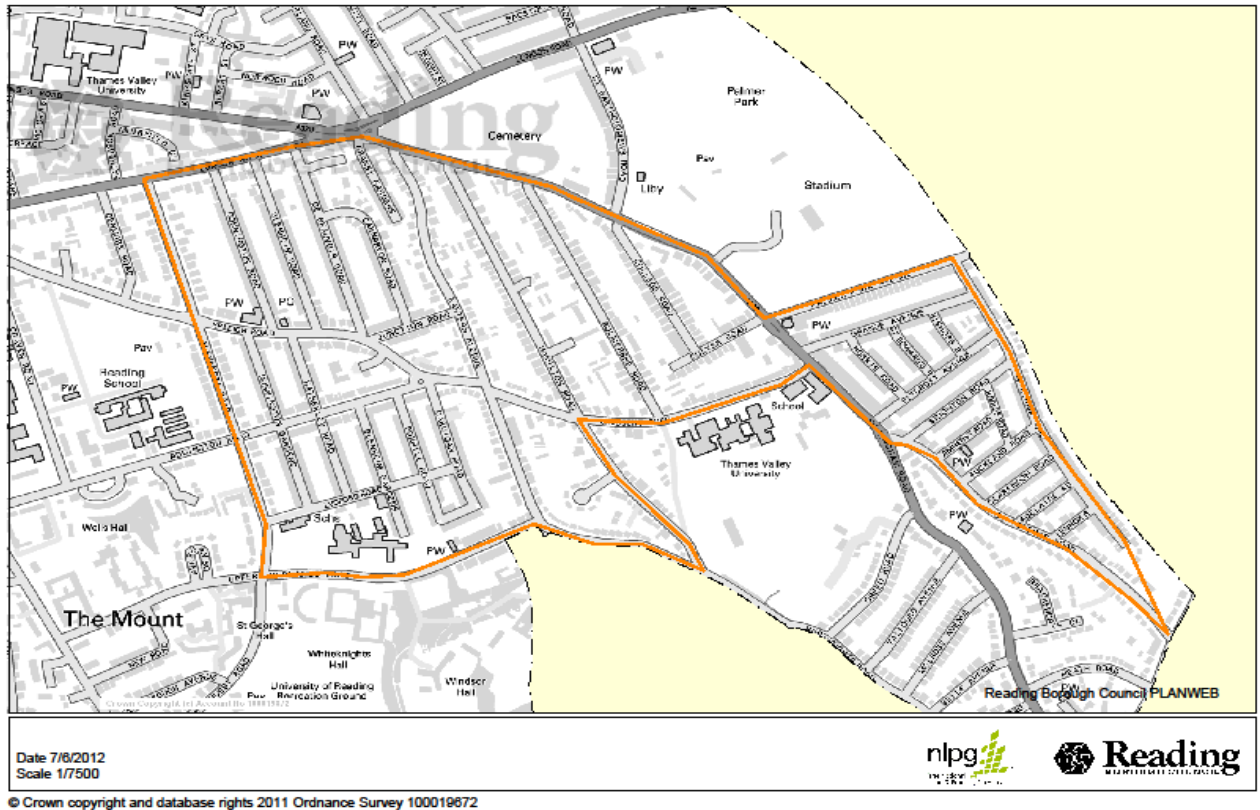
The Council also undertakes to consider alternative actions should any of the voluntary bans in place be clearly not working through the presence of high concentrations of lettings boards which are significantly damaging to the character and appearance of the area.

Signed.....on behalf of Reading Borough Council.

Plan 1 The original pilot area for the voluntary ban on lettings boards.



Plan 2: The original survey area for the voluntary ban on lettings boards where high concentrations of lettings boards had been recorded.



A detailed street map of the Castle Hill area in Newcastle. The map shows a dense network of streets including Castle Hill, Russell Street, and various residential streets. Key landmarks such as the Central Baptist Church, the Local Government Office, and the Castle Hill Community Centre are marked. The map is oriented with North at the top. The area is characterized by its historic architecture and narrow streets. The map is a black and white line drawing with some areas highlighted in light blue. The text 'Russell St, Castle Hill' is printed in the center of the map. The map is surrounded by a black border. The text 'Crown Copyright (c) Account No 100015672' is visible in the bottom left corner.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT, PLANNING AND TRANSPORT COMMITTEE		
DATE:	15 JULY 2015	AGENDA ITEM:	14
TITLE:	READYBIKE CYCLE HIRE SCHEME - FIRST YEAR UPDATE		
LEAD COUNCILLOR:	TONY PAGE	PORTFOLIO:	STRATEGIC ENVIRONMENT, PLANNING & TRANSPORT
SERVICE:	TRANSPORTATION & STREETCARE	WARDS:	BOROUGH WIDE
LEAD OFFICER:	CHRIS MADDOCKS	TEL:	0118 937 4950
JOB TITLE:	TRANSPORT PLANNING MANAGER	E-MAIL:	chris.maddocks@reading.gov.uk

1. PURPOSE OF REPORT

- 1.1 To update the Committee on the first full year of operation of the ReadyBike cycle hire scheme, future proposals to relocate a small number of underused docking stations and progress with identifying a sponsor for the scheme.
- 1.2 Appendix A - Location of ReadyBike Docking Stations.

2. RECOMMENDED ACTION

- 2.1 To note the success of the scheme to date and progress with identifying a sponsor.
- 2.2 To note the proposals for relocating a small number of underused docking stations and to delegate approval of any relocations to the Lead Member for Strategic Environment, Planning & Transport in conjunction with the Head of Transportation & Streetcare.

3. POLICY CONTEXT

- 3.1 The ReadyBike cycle scheme was launched in June 2014 as a core component of the Local Sustainable Transport Fund (LSTF) programme funded by the Department for Transport. The core objectives of the LSTF programme were to encourage economic growth and to reduce carbon emissions.

- 3.2 The scheme contributes to the objectives of the Local Transport Plan for better 'Connecting Reading' with a transport system enabling people to move around easily, safely, sustainably and in comfort. It allows people to make better transport choices, by offering cycling to those who cannot afford or store a bike or who find maintenance a barrier to cycling. It helps tackle congestion, accessibility, road safety and air quality by encouraging people to switch from motorised transport to cycling.
- 3.3 The ReadyBike scheme is aligned with wider corporate policies including the Sustainable Community Strategy, the Climate Change Strategy and contributes towards health and wellbeing objectives by enabling people to cycle who otherwise may not have access to a bike.

4. READYBIKE SCHEME UPDATE

First Year Usage

- 4.1 The ReadyBike cycle hire scheme was launched in June 2014, comprising of 200 bikes at 27 docking stations. The scheme is operated by the Council's appointed contractor, HourBike. Additional docking stations were opened at Reading Station South in January 2015 following completion of the station interchange works, and at Earley Station in March 2015, increasing the total number of docking stations to 29 within the scheme.
- 4.2 The scheme provides a network of readily accessible bicycles at key local destinations, including education, retail and employment hubs, transport interchanges and areas of high density housing. A plan of the docking station locations is provided at **Appendix A**.
- 4.3 Usage of the scheme and performance of the contractor is monitored on a monthly basis through a set of Key Performance Indicators (KPIs). Officers hold regular review meetings with the contractor to ensure the standard of service is maintained and promotional activities are undertaken to raise the profile of the scheme.
- 4.4 Usage statistics for the first full year of operation show that users of the scheme have cycled an estimated 135,000 miles. There have been over 26,000 individual bike rentals, meaning on average there have been approximately 500 rentals every week of the scheme being in operation. A loyal usage base is being established with over 220 annual subscribers who regularly use the 200 ReadyBikes across the town, and over 7,000 casual subscriptions. The average rental time for a ReadyBike is currently 38 minutes.
- 4.5 As anticipated at the start of the scheme, the higher usage rates coincide with warmer and drier weather. Usage dipped in December, January and

February. However, in April 2015 the number of rentals was up by 62% compared with the previous month. Whilst the number of annual members has remained consistent throughout the winter, casual use has been increasing significantly through the spring and summer months.

4.6 The top ten most used docking stations in the first full year of operation of the scheme were as follows:

- Christchurch Green
- University of Reading (Whiteknights Campus)
- Broad Street
- Town Hall Square
- Bridge Street
- The Oracle (Riverside)
- Thames Valley Park
- Reading Station North
- Caversham Centre
- University of Reading (Earley Gate)

4.7 A number of key flows of ReadyBike trips has emerged throughout the first year, including from Reading Station to major areas of employment (including Thames Valley Park), from the University to the town centre, internal trips within Whiteknights Campus, between Caversham centre and the town centre, and leisure trips within and around Palmer Park.

Scheme Expansion

4.8 Whilst in the majority of cases the scheme has been a success, there are a small number of docking stations have been underused. The least used docking stations in the first full year of operation were Academy Sport (Northumberland Avenue), Longwater Avenue (Green Park), the Madejski Stadium and Lime Square (Green Park). These locations combined account for approximately only 5% of the total usage of the scheme.

4.9 The conclusion of the first full year of the scheme provides an opportunity to review the provision of ReadyBike locations with a view to relocating a small number of docking stations to areas of potentially higher demand. In most cases it is anticipated that the ReadyBike presence would not be removed entirely, rather the number of cycle spaces would be reduced at the existing location.

4.10 In particular there is an opportunity to expand the scheme into West Reading which is not currently served by the scheme. It is recommended that a cluster of docking stations should be implemented at the same time to provide a local network, which would help to encourage a viable level of usage. The following locations have been identified by officers, working in

partnership with the scheme operator, as potential locations for ReadyBike docking stations in West Reading:

- Oxford Road (outside West Reading Library)
 - Tilehurst Triangle local centre
 - Prospect Park (car park off Liebenrood Road)
 - Meadway Precinct local centre
 - Reading West Station
 - Tilehurst Station
- 4.11 The highest priority locations from the list above have been identified as Oxford Road, Tilehurst Triangle, Prospect Park and Meadway, due to both the anticipated level of demand and the practicality of installing a docking station at these locations.
- 4.12 A further opportunity exists to fill gaps in the existing network of ReadyBike docking stations in response to existing areas of high demand, for which the following locations have been identified:
- Caversham centre (St Martin's Precinct)
 - Cemetery Junction local centre
 - Erleigh Road local centre
 - Whitley Street local centre
 - Kenavon Drive
- 4.13 This highest priority from the above list has been identified as Caversham centre due to the fact that the existing seven bike docking station, located outside the telephone exchange on Church Street, empties quickly and therefore there is a risk that no bikes will be available for a period of time if any delay to the redistribution of bicycles occurs. It is anticipated that the opening of the new pedestrian cycle bridge across the River Thames later this year will further increase demand for the scheme from north of the river.
- 4.14 In addition, a few approaches have been received from external organisations offering to fund the provision of new docking stations outside their premises. Such approaches need to be considered in the wider context of the scheme in its entirety to ensure it does not become unsustainable to operate, therefore officers are continuing to review these approaches in partnership with the operator of the scheme.
- 4.15 It is recommended that officers continue to develop proposals for relocating a small number of underused docking stations as outlined above, and to delegate approval of any relocations to the Lead Member for Strategic Environment, Planning & Transport in conjunction with the Head of Transportation & Streetcare.

Scheme Sponsorship

- 4.16 Officers are investigating the possibility of appointing a sponsor for the scheme, which has the potential to further raise the profile of ReadyBike and to provide an income stream to help ensure the scheme is sustainable in the longer-term.
- 4.17 It is anticipated that the main element of the sponsorship arrangement would be advertising on the backguards of the ReadyBikes, with the potential for the sponsor to be included on the scheme website and other promotional materials. In addition we have been seeking feedback from interested organisations regarding further ideas for further sponsorship opportunities relating to the scheme.
- 4.18 An initial advert to invite expression of interest for sponsorship of the scheme has been publicised to help ascertain the potential level of demand for this opportunity, and the proposed next step is to contact local businesses and organisations directly to help identify further interested organisations. It is anticipated that a period of negotiation with interested parties would follow to enable the Council to identify the most beneficial appointment for sponsorship of the ReadyBike scheme.

5. CONTRIBUTION TO STRATEGIC AIMS

- 5.1 The ReadyBike cycle hire scheme contributes towards the following strategic aim:
- To deliver the Corporate Plan Service Priority: keeping the town clean, safe, green and active.

6. LEGAL IMPLICATIONS

- 6.1 A Certificate of Lawfulness will be obtained before installation of any additional ReadyBike docking station.
- 6.2 The appointment of a sponsor for the ReadyBike scheme will be undertaken in line with the Council's procurement procedures.

7. FINANCIAL IMPLICATIONS

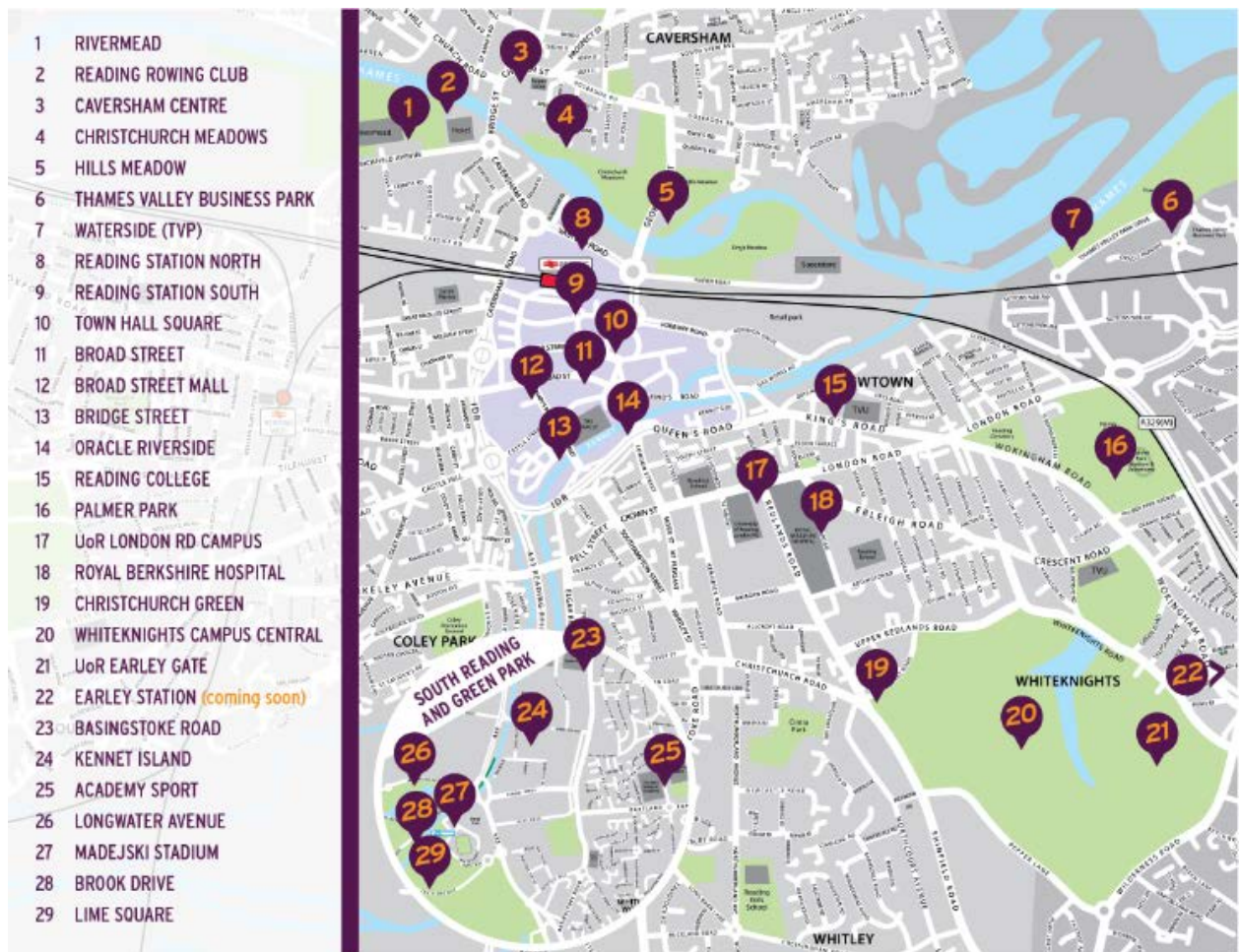
- 7.1 The cost to relocate each docking station is anticipated to be approximately £3-10k, depending on the nature of the individual locations and any reinstatement works required to existing locations. In the first instance it is anticipated that five docking stations will be relocated, subject to the required funding being identified within existing transport budgets.

- 7.2 Appointing a sponsor would provide a financial contribution towards the scheme which would help to ensure the scheme is sustainable in the longer term.

8. BACKGROUND PAPERS

- 8.1 Traffic Management Sub-Committee LSTF Update Reports from 13th June 2013.

APPENDIX A - LOCATION OF EXISTING READYBIKE DOCKING STATIONS



READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

TO:	STRATEGIC ENVIRONMENT PLANNING & TRANSPORT COMMITTEE		
DATE:	15 JULY 2015	AGENDA ITEM:	15
TITLE:	WHITEKNIGHTS RESERVOIR		
LEAD COUNCILLOR:	COUNCILLOR A PAGE	PORTFOLIO :	STRATEGIC ENVIRONMENT, PLANNING & TRANSPORT
SERVICE:	TRANSPORTATION & STREETCARE	WARDS:	PARK
LEAD OFFICER:	MARK SMITH /SAM SHEAN	TEL:	0118 937 3374 0118 937 2138
JOB TITLE:	HEAD OF TRANSPORTATION & STREETCARE / STREETCARE SERVICES MANAGER	E-MAIL:	mark.smith@reading.gov.uk / sam.shean@reading.gov.uk

1. EXECUTIVE SUMMARY

- 1.1 Whiteknights Reservoir is located within the University of Reading grounds and borders Whiteknights Road and the Borough boundary.
- 1.2 This report summarises the Council's duties set out in the Reservoirs Act 1975, the necessary works that must be completed to reduce the risk of failure of the reservoir and the timeframes to complete these works.
- 1.3 This report summarises the progress to date and the intention to seek spend authority from Strategic Environment Planning & Transport Committee to enter into a contract with the lowest priced tender return.

2. RECOMMENDED ACTION

- 2.1 That the Committee note the progress to date and the programme for completing the necessary risk of failure reduction measures.
- 2.2 That the Strategic Environment Planning & Transport Committee delegate to the Director of Environment and Neighbourhoods in consultation with the lead member for Strategic Environment, Planning & Transport the authority to approve capital expenditure for the preferred option as set out in the report.
- 2.3 That the Strategic Environment Planning & Transport Committee delegate to the Director of Environment and Neighbourhoods in consultation with the lead member for Strategic Environment, Planning & Transport the authority to award the contract to the lowest returned tender.

3. BACKGROUND

- 3.1 Whiteknights Lake is a 70,000 m³ capacity reservoir retained by an earthfill embankment dam. There are three 'Statutory Undertakers' that own land forming part of the reservoir; the University of Reading, Reading Borough Council (both in its highway and land owning capacity) and B & M Care.
- 3.2 The University of Reading commissioned an inspection under Section 10 of the Reservoirs Act 1975. The inspection was undertaken on 5th October 2011 and the report was completed in July 2012.
- 3.3 There were five mandatory recommendations as to measures to be taken in the interests of safety under Section 10 (6) of the Act. Four related to B & M Care home site and one related to Reading Borough Council to protect the allotment side embankment to withstand the Probable Maximum Flood (PMF) discharge without damage. In effect the works are required to deal with the situation where water flows over the dam and to ideally channel that water into the existing designated spillway. A new Flood Study was to be completed for these works.
- 3.4 Since August 2014 the University of Reading and the Council have sought to collaborate in an attempt to deal with the outstanding mandatory recommendations. As a consequence of this in October 2014 the University and the Authority jointly sought Counsel's advice on the respective duties and responsibilities of the statutory undertakers and owners, under the Reservoirs Act 1975, and common law. This has confirmed the position that the University of Reading, Reading Borough Council and B & M Care are jointly responsible.
- 3.5 The University of Reading (UoR) then commissioned a Flood Study which was jointly funded by the Authority. The flood study has been completed and published in February 2015. In addition, at the request of Environment Agency (EA) the Statutory Undertakers have met the EA to discuss progress and compliance with the requirements of the Section 10 report.

4. PROPOSAL

- 4.1 The February 2015 Flood Study recommended two options:
- 4.2 Option 1 to construct a 610 mm high retaining wall for a length of 40m along the allotment boundary with the public highway footway including the stabilisation of the embankment, assumed to be with the addition of gabions at the toe. Initial indicative cost for this option is £ 220,000.
- 4.3 Option 2 to widen the existing spillway on the B & M Care site by 16m into the allotment site, construct a 1 m high gabion basket training wall down the allotment side of the spillway and construct a 460 mm high retaining wall for a length of 24m along the allotment boundary with the public highway footway

including the stabilisation of the embankment through the use of gabions. The initial cost for this option is in the order of £300,000.

Both options are dependent upon further flood modelling work to determine the capacity of the current B and M Care spillway and the design height of new training walls.

- 4.4 The selected scheme will require Planning Approval and the works may also affect Tree Preservation Order trees along the allotment embankment. In addition either the partial or total closure of Whiteknights Road may be required during the works.

5. PROGRESS TO DATE

- 5.1 Since the Flood Study was completed in February 2015, Reading Borough Council (RBC) has commissioned John Gosden as the Qualified Civil Engineer under the Reservoirs Act 1975 to oversee the improvement work and to certify the works once completed.
- 5.2 Building on from the Flood Study, RBC has appointed Peter Brett Associates LLB (PBA) to complete a detailed study in relation to the proposed engineering options and to determine the most appropriate engineering solution.
- 5.3 The necessary site topographical surveys to supplement the LiDAR data are completed, the detailed design is underway and the procurement tender process will commence late summer. The site works are provisionally programmed to be completed within the current financial year.
- 5.4 The ground investigation to confirm the composition of the dam at the allotment embankment was also completed in May 15. A Phase 1 Habitat Survey to identify any ecological constraints has also been completed.
- 5.5 PBA are currently finalising the hydraulic model for the reservoir, which will be used to model the Flood Study options and a preferred solution will be available by late July / early August 2015.
- 5.6 The Section 10 report inspection recommended minor remedial works has been completed.
- 5.7 Regular update discussions with the Environment Agency are taking place between officers.

6. CONTRIBUTION TO STRATEGIC AIMS

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

6. COMMUNITY ENGAGEMENT AND INFORMATION

- 7.1 Work on the Whiteknights Reservoir will be placed in the public domain via the planning application process.

7.2 Advance information notice boards will be erected at Whiteknights Road and the Allotment site detailing the scope of the scheme prior to the commencement of the works.

7.3 All stakeholders affected by the proposals, including the Allotment tenants will be consulted prior to the submission of the planning application.

8. LEGAL IMPLICATIONS

8.1 The Reservoirs Act 1975 requires 'Statutory Undertakers' of the reservoir to reduce the risk of failure and the consequences should it fail.

8.2 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

8.3 Schedule 2 of the Flood and Water Management Act 2010 amends other Acts and under the amended Section 14A of the Land Drainage Act 1991, LLFA's have the power to carry out works to manage flood risk from surface water runoff, groundwater and ordinary watercourses, where the work is desirable having regard to the 'local strategy for flood risk management'.

8.4 If an option involves the relocation of allotment holders then this will require requisite notices and potentially compensation to be paid.

9. FINANCIAL IMPLICATIONS

9.1 The expected range of expenditure is between £220,000 and £ 300,000 depending on the option selected and further detailed flood analysis to determine whether the existing spillway on B & M Care site has sufficient capacity. The approved capital programme for 2015/16 includes a budget for Health & Safety Works from which it is proposed that expenditure of up to £300,000 on this scheme is funded.

10. Risk Assessment.

10.1 'Statutory Undertakers' of the reservoir are required to reduce the risk of failure and the consequences should it fail.

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

11. BACKGROUND PAPERS

11.1 The Reservoirs Act 1975 Section 10 report for Whiteknights Dam dated July 2012.

11.2 The Whiteknights Dam Flood Study report dated February 2015.

11.3 Environment Agency Biennial Report on Reservoir Safety (1st April 2013 - 31st December 2014)