

To: Councillor Gavin (Chair)
Councillors Davies, Dominguez, Ennis,
Foster, Hornsby-Smith, Leng, McCann,
Moore, Saadat, Stevens, Williams and Yeo

Direct ☎ : 0118 9372112

1 September 2026

Your contact is: **Nicky Simpson - Committee Services (nicky.simpson@reading.gov.uk)**

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 9 SEPTEMBER 2026

A meeting of the Planning Applications Committee will be held on Wednesday, 9 September 2026 at 6.30 pm in the Council Chamber, Civic Centre, Bridge Street, Reading RG1 2LU. The Agenda for the meeting is set out below.

AGENDA	ACTION	WARDS AFFECTED	PAGE NO
<u>KEY TO CODING</u>			
1. DECLARATIONS OF INTEREST	-		
2. MINUTES	-		9 - 18
3. QUESTIONS	-		
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	Decision		19 - 22
5. PLANNING APPEALS	Information		23 - 28
6. DEFERRED PAYMENT MECHANISMS	Information		29 - 34

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PLANNING APPLICATIONS TO BE CONSIDERED

- | | | | | |
|-----------|--|----------|-------------------|-----------|
| 7. | PL/26/0958 (FUL/REG3) -
ABATTOIRS ROAD | Decision | ABBEY | 35 - 72 |
| | Proposal: Extension of the temporary planning permission, as approved under PL/21/1010, for the now constructed and fully operational 40 no. sleeping units and 3 no. support units for rough sleepers until 31st March 2028. (amended) | | | |
| | Recommendation: Approve with conditions. | | | |
| | | | | |
| 8. | PL/25/0705 (DOV) - LAND AT
MADEJSKI STADIUM, SHOOTERS
WAY | Decision | WHITLEY | 73 - 100 |
| | Proposal: Proposed S106 Deed Of Variation In Relation To Planning Application Reference PL/16/0199. | | | |
| | Recommendation: Agree Deed of Variation. | | | |
| | | | | |
| 9. | PL/25/1570 (ADJ) - HALL FARM,
CHURCH LANE, ARBORFIELD
(LODDON GARDEN VILLAGE) &
PL/25/1651 (ADJ) - LAND NORTH
OF MOLE ROAD AND CHURCH
LANE, NEWLANDS FARM | Decision | OUT OF
BOROUGH | 101 - 152 |

Proposal:

PL/25/1570 (ADJ) - Adjacent Authority Consultation (Wokingham) - Hybrid planning application 252498 (part in full, part in outline) comprising outline application for: up to 2,800 residential units to include up to 100 custom and selfbuild plots; 2 primary schools (up to 3 forms of entry) to include early years provision and 1 secondary school (up to 12 forms of entry); one District Centre, to incorporate up to 11,000m² of Class E (Commercial, Business and Service, to include a food store of around 2,500m²), and Class F (Local Community and Learning); one Local Centre, to incorporate up to 2,400m² of Class E; a Sports Hub to include sports pitches and pavilion space; up to 4,250m² of further Class E, Class F, and sui generis development to include commercial, health care and public house; associated green infrastructure, landscaping, public open space, play areas, and ecological enhancement measures; 20 gypsy and traveller pitches; drainage and flood alleviation measures to include Sustainable Urban Drainage Systems (SUDS) and engineering measures within Loddon Valley for the River Loddon; associated highway / transport / supporting infrastructure including spine road, pedestrian and cycle connections; associated utilities, infrastructure, and engineering works, including the undergrounding of overhead lines and an electricity substation; up to 0.5ha of land adjoining St Bartholomew's Church for use as cemetery. All matters reserved other than access, incorporating: access to highways, incorporating: a new pedestrian, cycle and vehicular access to Lower Earley Way via a new 4th arm to the Meldreth Way roundabout; a new pedestrian, cycle and vehicular bridge over the M4; a new pedestrian, cycle and vehicular bridge over the River Loddon; a new vehicular access to the A327 Reading Road, via a new arm to the Observer Way roundabout; a new pedestrian, cycle and vehicular access to Thames Valley Science Park; Phase 1 of internal roads including pedestrian / cycle routes, associated infrastructure, drainage and landscaping.

Recommendation: Send comments.

Proposal:

PL/25/1651 (ADJ) - Adjacent Authority Consultation (Wokingham) - Outline planning application with all matters reserved other than principal access from Mole Road, for up to 430 dwellings, associated infrastructure to include a connection through to the proposed Spine Road, ref. 252498, new pedestrian cycle link connecting Byway ARB03 Carter's Hill Lane and Byway ARB08 Ellis's Hill, associated landscaping to include formal and informal public open space, biodiversity enhancements and associated utilities, infrastructure, and engineering works.

Recommendation: Send comments.

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1. There are many different types of applications processed by the Planning Service and the following codes are used to abbreviate the more common types of permission sought:
 - FUL - Full detailed planning permission for development or change of use
 - OUT - Principal of developing a site or changing a use
 - REM - Detailed matters “reserved matters” - for permission following approval of an outline planning application.
 - HOU - Applications for works to domestic houses
 - ADV - Advertisement consent
 - APC - Approval of details required by planning conditions
 - VAR - Significant change to a planning permission previously granted
 - NMA - Insignificant change to a planning permission previously granted
 - ADJ - Consultation from neighbouring authority on application in their area
 - LBC - Works to or around a Listed Building
 - CLE - A certificate to confirm what the existing use of a property is
 - CLP - A certificate to confirm that a proposed use or development does not require planning permission to be applied for.
 - REG3 - Indicates that the application has been submitted by the Local Authority.
 - DOV - Deed of Variation - Variation of a legal agreement.

2. Officer reports often refer to a matter or situation as being “a material consideration”. The following list tries to explain what these might include:

Material planning considerations can include (but are not limited to):

- Overlooking/loss of privacy
- Loss of daylight/sunlight or overshadowing
- Scale and dominance
- Layout and density of buildings
- Appearance and design of development and materials proposed
- Disabled persons' access
- Highway safety
- Traffic and parking issues
- Drainage and flood risk
- Noise, dust, fumes etc
- Impact on character or appearance of area
- Effect on listed buildings and conservation areas
- Effect on trees and wildlife/nature conservation
- Impact on the community and other services
- Economic impact and sustainability
- Government policy
- Proposals in the Local Plan
- Previous planning decisions (including appeal decisions)
- Archaeology

There are also concerns that regulations or case law has established cannot be taken into account. These include:

- Who the applicant is/the applicant's background
- Loss of views
- Loss of property value
- Loss of trade or increased competition
- Strength or volume of local opposition
- Construction noise/disturbance during development
- Fears of damage to property
- Maintenance of property
- Boundary disputes, covenants or other property rights
- Rights of way and ownerships disputes over rights of way
- Personal circumstances

Glossary of usual terms

Affordable housing - Housing provided below market price to meet identified needs.

Air Quality Management Area (AQMA) - Area where air quality levels need to be managed.

Apart-hotel - A use providing basic facilities for self-sufficient living with the amenities of a hotel. Generally classed as C1 (hotels) for planning purposes.

Article 4 Direction - A direction which can be made by the Council to remove normal permitted development rights.

BREEAM - A widely used means of reviewing and improving the environmental performance of generally commercial developments (industrial, retail etc).

Brownfield Land - previously developed land.

Brown roof - A roof surfaced with a broken substrate, e.g. broken bricks.

Building line - The general line along a street beyond which no buildings project.

Bulky goods - Large products requiring shopping trips to be made by car: e.g. DIY or furniture.

CIL - Community Infrastructure Levy. Local authorities in England and Wales levy a charge on new development to be spent on infrastructure to support the development of the area.

Classified Highway Network - The network of main roads, consisting of A, B and C roads.

Conservation Area - areas of special architectural or historic interest designated by the local authority. As designated heritage assets the preservation and enhancement of the area carries great weight in planning permission decisions.

Control of Major Accident Hazards (COMAH) Competent Authority - The Control of Major Accident Hazards Regulations 1999 (COMAH) and their amendments 2005, are the enforcing regulations within the United Kingdom. They are applicable to any establishment storing or otherwise handling large quantities of industrial chemicals of a hazardous nature. Types of establishments include chemical warehousing, chemical production facilities and some distributors.

Dormer Window - Located in the roof of a building, it projects or extends out through the roof, often providing space internally.

Dwelling - A single housing unit - a house, flat, maisonette etc.

Evening Economy A term for the business activities, particularly those used by the public, which take place in the evening such as pubs, clubs, restaurants and arts/cultural uses.

Flood Risk Assessment - A requirement at planning application stage to demonstrate how flood risk will be managed.

Flood Zones - The Environment Agency designates flood zones to reflect the differing risks of flooding. Flood Zone 1 is low probability, Flood Zone 2 is medium probability, Flood Zone 3a is high probability and Flood Zone 3b is functional floodplain.

Granny annexe - A self-contained area within a dwelling house/ the curtilage of a dwelling house but without all the facilities to be self contained and is therefore dependent on the main house for some functions. It will usually be occupied by a relative.

Green roof - A roof with vegetation on top of an impermeable membrane.

Gross floor area - Total floor area of the house, including all floors and garage, measured externally.

Hazardous Substances Consent - Consent required for the presence on, over, or under land of any hazardous substance in excess of controlled quantity.

Historic Parks and Gardens - Parks and gardens of special historic interest, designated by English Heritage.

Housing Association - An independent not-for-profit body that provides low-cost "affordable housing" to meet specific housing needs.

Infrastructure - The basic services and facilities needed for the smooth running of a community.

Lifetime Home - A home which is sufficiently adaptable to allow people to remain in the home despite changing circumstances such as age or disability.

Listed building - Buildings of special architectural or historic interest. Consent is required before works that might affect their character or appearance can be undertaken. They are divided into Grades I, II and II*, with I being of exceptional interest.

Local Plan - The main planning document for a District or Borough.

Luminance - A measure of the luminous intensity of light, usually measured in candelas per square metre.

Major Landscape Feature - these are identified and protected in the Local Plan for being of local significance for their visual and amenity value

Public realm - the space between and within buildings that is publicly accessible, including streets, squares, forecourts, parks and open spaces whether publicly or privately owned.

Scheduled Ancient Monument - Specified nationally important archaeological sites.

Section 106 agreement - A legally binding agreement or obligation entered into by the local authority and a land developer over an issue related to a planning application, under Section 106 of the Town and Country Planning Act 1990.

Sequential approach A method of considering and ranking the suitability of sites for development, so that one type of site is considered before another. Different sequential approaches are applied to different uses.

Sui Generis - A use not specifically defined in the use classes order (2004) - planning permission is always needed to change from a sui generis use.

Sustainable development - Development to improve quality of life and protect the environment in balance with the local economy, for now and future generations.

Sustainable Drainage Systems (SUDS) - This term is taken to cover the whole range of sustainable approaches to surface water drainage management.

Tree Preservation Order (TPO) - An order made by a local planning authority in respect of trees and woodlands. The principal effect of a TPO is to prohibit the cutting down, uprooting, topping, lopping, wilful damage or wilful destruction of trees without the LPA's consent.

Guide to changes to the Use Classes Order in England.

Changes of use within the same class are not development.

Use	Use Class up to 31 August 2020	Use Class from 1 September 2020
Shop - not more than 280sqm mostly selling essential goods, including food and at least 1km from another similar shop	A1	F.2
Shop	A1	E
Financial & professional services (not medical)	A2	E
Café or restaurant	A3	E
Pub, wine bar or drinking establishment	A4	Sui generis
Takeaway	A5	Sui generis
Office other than a use within Class A2	B1a	E
Research & development of products or processes	B1b	E
For any industrial process (which can be carried out in any residential area without causing detriment to the amenity of the area)	B1c	E
Industrial	B2	B2
Storage or distribution	B8	B8
Hotels, boarding & guest houses	C1	C1
Residential institutions	C2	C2
Secure residential institutions	C2a	C2a
Dwelling houses	C3	C3
Small house in multiple occupation 3-6 residents	C4	C4
Clinics, health centres, creches, day nurseries, day centre	D1	E
Schools, non-residential education & training centres, museums, public libraries, public halls, exhibition halls, places of worship, law courts	D1	F.1
Cinemas, theatres, concert halls, bingo halls and dance halls	D2	Sui generis
Gymnasiums, indoor recreations not involving motorised vehicles or firearms	D2	E
Hall or meeting place for the principal use of the local community	D2	F.2
Indoor or outdoor swimming baths, skating rinks, and outdoor sports or recreations not involving motorised vehicles or firearms	D2	F.2

Present: Councillors Davies (Vice-Chair in the Chair), Dominguez, Ennis, Hornsby-Smith, Leng, McCann, Moore, Williams and Yeo.

Apologies: Councillors Gavin, Foster, Saadat and Stevens.

RESOLVED ITEMS

13. MINUTES

The Minutes of the meeting held on 1 July 2026 were agreed as a correct record and signed by the Chair.

14. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS

The Committee considered a report setting out a schedule of applications to be considered at future meetings of the Committee to enable Councillors to decide which sites, if any, they wished to visit prior to determining the relevant applications. The report also listed previously agreed site visits which were yet to take place.

It was reported at the meeting that the site visit for Station Hill (PL/26/0415) had taken place on 16 July 2026.

It was also reported that the site visit to 80 Whitley Wood Road (PL/26/0277) had not yet been rearranged.

Resolved –

That no additional site visits be arranged at this time.

15. PLANNING APPEALS

The Committee received a report on notifications received from the Planning Inspectorate on planning appeals registered with them or decisions made and providing summary reports on appeal decisions of interest to the Committee.

Appendix 1 to the report set out details of three new appeals lodged since the last Committee. Appendix 2 to the report set out details of one appeal decided since the last Committee.

Resolved –

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

16. FIRST QUARTER PERFORMANCE MONITORING REPORT 2026-2027

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 22 JULY 2026

The Committee received a report on the work and performance of the Planning Development Management and Building Control team for the first quarter of 2026-27 (April to June 2026), including a comparison to the corresponding quarter of the previous year. The report focussed on planning and building control application processing performance and fee income.

Resolved –

That the report be noted.

17. PL/26/0573 (FUL) - THE ORACLE, BRIDGE STREET

Full planning application for the removal of the existing rooftop safety lines and handrails and replacement with rooftop safety rails and installation of fixed ladder.

The Committee considered a report on the above application.

Comments were received and considered.

Resolved –

That planning permission for application PL/26/0573 (FUL) be granted, subject to the conditions and informatives set out in the report.

18. PL/26/0785 (REG3) - READING CENTRAL LIBRARY, ABBEY SQUARE

Installation of temporary security hoarding, mesh screens and associated security measures to the Central Library, Abbey Square, Reading, to secure the vacant building against unauthorised access, vandalism and anti-social behaviour pending determination of its future use.

The Committee considered a report on the above application.

At the meeting it was requested that Ward Councillors would be informally consulted regarding the scheme for decorative artwork for the security hoardings but that this did not necessitate a formal condition.

Comments were received and considered.

Resolved –

- (1) That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development PL/26/0785 (FUL/REG3) be authorised, subject to the conditions and informatives as recommended in the report;
- (2) That the scheme for decorative artwork for the security hoardings be approved in consultation with Ward Councillors.

19. PL/26/0614 & PL/26/0617 (REG3) - CAVERSHAM COURT, CHURCH ROAD, CAVERSHAM

PL/26/0614 (FUL) - Repair and conservation work to the Gazebo, Causeway, Stable Block boundary wall and gate piers, East (screen) wall gates and gates opening and buttress to the adjacent garden wall.

PL/26/0617 (LBC) - Listed building consent for the above.

The Committee considered a report on the above applications.

Comments were received and considered.

Resolved –

- (1) That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of development PL/26/0614 (FUL/REG3) be authorised, subject to the conditions and informatives as recommended in the report;
- (2) That Listed Building Consent for application PL/26/0617 (LBC/REG3) be granted, subject to the conditions and informatives as recommended in the report.

20. PL/25/1338 (VAR) - 9 UPPER CROWN STREET

Application under Section 73 to vary Condition 2 (approved plans) of Planning Permission ref. PL/23/0814: (Demolition of existing buildings and structures, associated re-use of frame with basement level used for car parking and servicing, erection of 3 no. residential blocks containing 46 no. dwellings above, associated parking (including replacement), access works and landscaping, relocation of substations and associated works to rear of indigo apartments to facilitate pedestrian access) to add dormers to the front roof slope of building 1 (terrace houses) and to the top floor of building 2 (central block), addition of ensuites to a number of the 2b3p units in building 2, other minor changes to the layouts of all three buildings, addition of 2 tandem vehicle parking spaces at basement level which will include EV charging and to reduce the affordable housing provision of the development.

The Committee considered a report on the above application which sought the variation of Condition 2 attached to planning permission PL/23/0814, the details of which were set out in the report. The report had appended the original report and update report on application PL/23/0814 that had been considered by the Committee on 4 October 2023 (Minute 45 refers).

A verbal update was provided at the meeting noting that the site location plan (P001 Rev 3) had been omitted from the documents listed in the report and would need to be included in the approved plans should planning permission be granted. A verbal update was also provided at the meeting regarding Figure 6A (page 100) which showed the location of the

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 22 JULY 2026

affordable housing units as being on the ground and first floors; it was clarified that the five affordable housing units would be located across the ground, first and second floors of Building 3.

Comments and objections were received and considered.

Objector, Christopher McElroy, and the applicant's agent, Thomas Rumble, attended the meeting and addressed the Committee on this application.

Resolved –

- (1) That the Director of Planning, Transport and Public Protection Services be authorised to grant Section 73 variation of condition planning permission for application PL/25/1338 (VAR), subject to the completion of a Section 106 legal agreement by 28 August 2026 (unless a later date be agreed by the Director of Planning, Transport and Public Protection Services) to secure the Heads of Terms set out in the report;
- (2) That the Director of Planning, Transport and Public Protection Services be authorised to make such minor changes to the conditions, Heads of Terms and details of the legal agreement as may reasonably be required to issue the permission;
- (3) That, in the event of the requirements set out not being met, the Director of Planning, Transport and Public Protection Services be authorised to refuse permission;
- (4) That planning permission be subject to the conditions and informatives as recommended in the report.

21. PL/26/0550 (REG3) - WILSON PRIMARY SCHOOL, WILSON ROAD

Full planning application for a new storage building in school playground (retrospective).

The Committee considered a report on the above application.

At the meeting the Vice-Chair (in the Chair) informed the Committee that he would write to the Director of Education to ask them to remind schools of their obligation to ensure that planning applications were submitted prior to the commencement of any works and to remind schools that advice could be sought from the Planning department as to whether planning permission was required or not.

Comments were received and considered.

Resolved –

That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development PL/26/0550 (FUL/REG3) be authorised, subject to the conditions and informatives as recommended in the report.

22. PL/25/0697 (VAR) - FORMER GAS HOLDER SITE, ALEXANDER TURNER CLOSE

Demolition of existing buildings and Gas Holder and the erection of new buildings ranging between 2 and 9 storeys in height, providing 130 residential units (Class C3) with associated access, car parking, landscaping and open space without complying with conditions 2 (approved plans), 11 (noise mitigation), 12 (ventilation strategy), 26 (SuDS) and 35 (vehicle parking) of planning permission ref. PL/19/0627 for changes to design, layout, unit mix, vehicle parking, refuse storage, landscaping, noise mitigation, ventilation strategy and energy strategy.

The Committee considered a report on the above application that sought the variation of conditions attached to planning permission PL/19/0627, the details of which were set out in the report.

The report had appended the original report and update report relating to application PL/19/0627, which had been considered by the Committee on 13 November 2019 (Minute 80 refers), together with a copy of the decision notice issued for that application on 16 July 2021.

At the meeting, it was agreed that an informative be added to ensure that provision was made in the bin storage area for future glass collections.

It was also noted at the meeting that there was a lack of clarity regarding parking provision and the Committee agreed that an additional condition be imposed requiring the submission and approval of a parking management strategy, parking allocation plan or similar scheme. The purpose of the condition would be to clarify the allocation and management of parking spaces within the development and ensure that the needs of residents, disabled users and EV charging users were appropriately accommodated. The details of the scheme submitted pursuant to the condition would be considered in consultation with the Chair, Vice-Chair and relevant Ward Councillors before being approved.

Comments and objections were received and considered.

Resolved –

That application PL/25/0697 (VAR) for the variation of conditions for planning permission PL/19/0627, be granted, subject to:

- (a) The varied conditions as set out in the report;
- (b) The addition of a condition requiring the submission and approval of a parking management strategy, parking allocation plan or similar scheme, the details of which shall be considered in consultation with the Chair, Vice-Chair and relevant Ward Councillors;

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 22 JULY 2026

- (c) The informatives as per the extant planning permission (PL/19/0627); and
- (d) The addition of a further informative regarding the provision of adequate space in the bin storage area for future glass collections.

(The meeting started at 6.30 pm and closed at 8.12 pm)

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 12 AUGUST 2026

Present: Councillors Gavin (Chair), Foster, Hornsby-Smith, Leng, Moore, Saadat, Stevens, Williams and Yeo.

Also in attendance: Councillors Dominguez and McCann attended the meeting as observers via Microsoft Teams. Councillor McCann attended for Item 23 only.

Apologies: Councillors Davies and Ennis.

RESOLVED ITEMS

23. DECLARATIONS OF INTEREST

Councillor McCann declared an interest in Item 24 as the developer, Lincoln MGT, was a partner organisation of one of her employers, Ethical Reading. She left the Teams meeting and took no part in the debate or decision on the item.

24. PL/26/0415 (REM) - STATION HILL

Reserved Matters application pursuant to Outline Planning Permission ref. 192032 for the development of Plots A, B and D at Station Hill, Reading, comprising the erection of two buildings to provide residential units (Use Class C3), including affordable housing, ground floor flexible commercial units (Use Class E), resident amenity space, associated landscaping and public realm works, including Station Hill Gardens and to Station Hill Square, new pedestrian routes, cycle parking, servicing, refuse storage, plant and ancillary infrastructure, with all associated works. Discharge of conditions which are triggered with the Reserved Matters Application including Conditions 54(iii), 63, 75, 76, 86, 94, 95, 96, 99, 107 and 112.

The Committee considered a report on the above Reserved Matters application. Comments received from the Council's Development Control Manager, submitted on behalf of the Highway Authority, were appended to the report at Appendix 1, comments from Active Travel England were appended at Appendix 2 and a selection of submitted drawings was appended at Appendix 3.

An update report was tabled at the meeting which included updated drawings showing street trees, street furniture and landscaping. The update report also set out further comments received from the Council's Transport Development Control Manager on behalf of the Highway Authority, together with Planning Officers' responses to those comments. The update report also highlighted a minor correction to the main report (paragraph 6.49 referred to paragraph 196 of the National Planning Policy Framework (NPPF), whereas it should have referred to paragraph 215).

A verbal update was provided at the meeting that the reference on page 8 of the main agenda to the "Director of Planning Transport and Regulatory Services" should be amended to refer to the "Director of Planning, Transport and Public Protection". It was also noted that Condition 2 (page 8 of the main agenda) should refer to a "2.4" metre clear

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 12 AUGUST 2026

single stem, rather than “2.3” metres, to ensure consistency with the proposed Section 106 amendment.

Brick samples provided by the applicant were displayed in the Council Chamber for the Committee to view.

Comments and objections were received and considered.

Resolved –

- (1) That the Director of Planning, Transport and Public Protection be authorised to grant reserved matters approval for the reserved matters of access, appearance, landscaping, layout and scale, subject to the satisfactory completion of a Deed of Variation to vary the existing Section 106 legal agreement in respect of permission 192032 by 2 December 2026 (or such later date as may be agreed by the Director of Planning, Transport and Public Protection Services in writing) as follows:
 - (a) **Decentralised Energy** – vary the S106 agreement to allow alternative heating approach as set out in Energy Statement Revision 02 dated 20 February 2026 (heating approach only - SAP calculations in respect of Zero Carbon obligation to be agreed separately).
 - (b) **Location of Affordable Housing** – vary the S106 agreement to allow all Affordable Housing (12.5% of the total number of dwellings) to be provided in Block A and Block B only, and to require all Affordable Housing to be provided prior to occupation of 75% of the market dwellings within Blocks A and B and prior to first occupation of any dwelling within Plot D.
 - (c) **Off Site Highway Works** – vary the S106 agreement to include additional off-site tree planting and other wind mitigation measures as shown on submitted drawings and their subsequent maintenance under a Section 142 Licence (highway trees to have 2.4 metre minimum single stem). Provision of wind mitigation baffles installed and maintained under a Section 115E Licence. The trees, baffles and all associated works shall be incorporated into the Section 278 Agreement.
- (2) That, in the event of the requirements set out not being met, the Director of Planning, Transport and Public Protection be authorised to refuse reserved matters approval;
- (3) That the Director of Planning, Transport and Public Protection be authorised to make such amendments and additions to the proposed conditions and/or planning obligations as may be reasonably be required to issue the permission;

PLANNING APPLICATIONS COMMITTEE MEETING MINUTES - 12 AUGUST 2026

- (4) That reserved matters approval be subject to the conditions and informatives as recommended in the original report.

(Councillor McCann declared an interest in this item on the grounds that Lincoln MGT was a partner organisation of one of her employers, Ethical Reading. She left the Teams meeting and took no part in the debate or decision on the item.)

(The meeting started at 6.30 pm and closed at 7.14 pm)

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Planning Applications Committee 09 September 2026	 Reading Borough Council Working better with you
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Title	POTENTIAL SITE VISITS FOR COMMITTEE ITEMS
Purpose of the report	To make a decision
Report status	Public report
Executive Director/ Statutory Officer Commissioning Report	Emma Gee
Report author	Mark Worringham, Planning Policy Manager and Acting Development Manager (Planning & Building Control)
Lead Councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Council priority	Not applicable, but still requires a decision
Recommendations	The Committee is asked to: 1. note this report and any officer recommendations for site visits. 2. confirm if there are other sites Councillors wish to visit before reaching a decision on an application. 3. confirm if the site(s) agreed to be visited will be arranged and accompanied by officers or can be unaccompanied but with a briefing note provided by the case officer.

1. Executive Summary

- 1.1 To identify those sites where, due to the sensitive or important nature of the proposals, Councillors are advised that a Site Visit would be appropriate before the matter is presented at Committee and to confirm how the visit will be arranged. A list of potential sites is appended with a note added to say if recommended for a site visit or not.

2. The Proposal

- 2.1 A site visit helps if a proposed development and context is difficult to visualise from the plans and supporting material or to better understand concerns or questions raised by a proposal.
- 2.2 Appendix 1 of this report provides a list of, mainly major, applications recently received that may be presented to Committee for a decision and which Officers consider Councillors would benefit from visiting to inform decision making. If agreed, you will be advised whether the visit should be accompanied or not and then later advised of a date when Officers are ready to bring a report to Committee. Appendix 2 lists those sites that have previously been agreed by Committee should be visited before making a decision.

- 2.3 Accompanied site visits are appropriate when access to private land is necessary to appreciate matters raised. These visits will be arranged and attended by officers on the designated date and time. Applicants and objectors may observe the process and answer questions when asked but lobbying is discouraged. A site visit is an information gathering opportunity to inform decision making.
- 2.4 Unaccompanied site visits are appropriate when the site can be easily seen from public areas and allow Councillors to visit when convenient to them. In these instances, the case officer will provide a briefing note on the application and the main issues to assist when visiting the site.
- 2.5 Often it is during consideration of a report on a planning application that it becomes apparent that Councillors would benefit from visiting a site to assist in reaching the correct decision. In these instances, Officers or Councillors may request a deferral to allow a visit to be carried out.
- 2.6 It is also possible for officers to suggest, or Councillors to request, a visit to a completed development to assess its quality.

3. Contribution to Strategic Aims

- 3.1 The Council Plan has established five priorities for the years 2025/28. These priorities are:
1. Promote more equal communities in Reading
 2. Secure Reading's economic and cultural success
 3. Deliver a sustainable and healthy environment and reduce our carbon footprint
 4. Safeguard and support the health and wellbeing of Reading's adults and children
 5. Ensure Reading Borough Council is fit for the future
- 3.2 In delivering these priorities, we will be guided by the following set of principles:
1. Putting residents first
 2. Building on strong foundations
 3. Recognising, respecting, and nurturing all our diverse communities
 4. Involving, collaborating, and empowering residents
 5. Being proudly ambitious for Reading
- 3.3 Full details of the Council Plan and the projects which will deliver these priorities are published on the Council's website - [Council plan - Reading Borough Council](#). These priorities and the Council Plan demonstrate how the Council meets its legal obligation to be efficient, effective and economical.
- 3.4 The processing of planning applications contributes to delivering a sustainable and healthy environment and helping the economic, cultural and vibrant success for Reading Borough.
- 3.5 The processing of planning applications contributes to creating a healthy environment with thriving communities and helping the economy within the Borough, identified as the themes of the Council's Corporate Plan.

4. Environmental and Climate Implications

- 4.1 The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).
- 4.2 The Planning Service uses policies to encourage developers to build and use properties responsibly by making efficient use of land and using sustainable materials and building methods.

5. Community Engagement

- 5.1 Statutory neighbour consultation takes place on planning applications.

6. Equality Implications

- 6.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
1. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 3. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 6.2 It is considered that an Equality Impact Assessment (EIA) is not relevant to the decision on whether sites need to be visited by Planning Application Committee. The decision will not have a differential impact on people with the protected characteristics of; age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (gender) or sexual orientation.

7. Legal Implications

- 7.1 None arising from this report.

8. Financial Implications

- 8.1 The cost of site visits is met through the normal planning service budget and Councillor costs.

9. Timetable for Implementation

- 9.1 Site visits are normally scheduled for the Thursday prior to committee. Planning Administration team sends out notification emails when a site visit is arranged.

10. Background Papers

- 10.1 There are none.

Appendices

Appendix 1 - Potential Site Visits. List of applications received that may be presented to Committee for a decision in due course

- None

Appendix 2 - Previously Agreed Site Visits with date of PAC when requested:

- PL/26/0277, Garden of 80 Whitley Wood Road – agreed by PAC on 29 April 2026 that an accompanied site visit be arranged.

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Planning Applications Committee 09 September 2026	 Reading Borough Council Working better with you
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Title	PLANNING APPEALS
Purpose of the report	To note the report for information
Report status	Public report
Report author	Mark Worringham, Planning Policy Manager and Acting Development Manager (Planning & Building Control)
Lead Councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Corporate priority	Inclusive Economy
Recommendations	The Committee is asked: 1. To note the report.

1. Executive Summary

- 1.1 To advise Committee on notifications received from the Planning Inspectorate on planning appeals registered with them or decision made and to provide summary reports on appeal decisions of interest the Planning Applications Committee.

2. Information provided

- 2.1 Please see Appendix 1 of this report for new appeals lodged since the last committee.
- 2.2 Please see Appendix 2 of this report for appeals decided since the last committee with summary reports provided.

3. Contribution to Strategic Aims

- 3.1 The Council Plan has established five priorities for the years 2025/28. These priorities are:
 1. Promote more equal communities in Reading
 2. Secure Reading's economic and cultural success
 3. Deliver a sustainable and healthy environment and reduce our carbon footprint
 4. Safeguard and support the health and wellbeing of Reading's adults and children
 5. Ensure Reading Borough Council is fit for the future
- 3.2 In delivering these priorities, we will be guided by the following set of principles:
 1. Putting residents first
 2. Building on strong foundations
 3. Recognising, respecting, and nurturing all our diverse communities

- 4. Involving, collaborating, and empowering residents
- 5. Being proudly ambitious for Reading
- 3.3 Defending planning appeals made against planning decisions contributes to creating a sustainable and healthy environment with supported communities and helping the economy within the Borough as identified as the priorities within the Council Plan.

4. Environmental and Climate Implications

- 4.1 The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).
- 4.2 The Planning Service uses policies to encourage developers to build and use properties responsibly by making efficient use of land and using sustainable materials and building methods.

5. Community Engagement

- 5.1 Planning decisions are made in accordance with adopted local development plan policies, which have been adopted by the Council following public consultation. Statutory consultation also takes place on planning applications and appeals, and this can have bearing on the decision reached by the Secretary of State and his Inspectors. Copies of appeal decisions are held on the public Planning Register (lists of applications viewable on our website).

6. Equality Implications

- 6.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
 - 1. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act.
 - 2. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
 - 3. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 6.2 It is considered that an Equality Impact Assessment (EIA) is not relevant to the decision on whether sites need to be visited by Planning Application Committee. The decision will not have a differential impact on people with the protected characteristics of; age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex (gender) or sexual orientation.

7 Legal Implications

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

8 Financial Implications

- 8.1 Public Inquiries and Informal Hearings are more expensive in terms of officer and appellant time than the Written Representations method. Either party can be liable to awards of costs. More guidance about costs awards is in MCHLG's [Planning Practice Guidance](#).

9 Timetable for Implementation

Not applicable.

10 Background Papers

There are none.

APPENDIX 1

Appeals Lodged:

WARD:	Abbey
APPEAL NO:	6014625
CASE NO:	PL/26/0588
ADDRESS:	65a Bedford Road, Reading, RG1 7EX
PROPOSAL:	Rear elevation dormer extension and internal alterations
WARD:	Abbey
APPEAL NO:	6015413
CASE NO:	PL/26/0609
ADDRESS:	24 Baker Street, Reading, RG1 7XX
PROPOSAL:	Change of use of property from C4 use class (6 bedroom HMO) to Sui generis use class for seven bedroom HMO
WARD:	Church
APPEAL NO:	6015126
CASE NO:	PL/25/1198
ADDRESS:	3 Chagford Road, Reading, RG2 8AY
PROPOSAL:	Certificate of lawfulness for the erection of an outbuilding within the rear garden.
WARD:	Park
APPEAL NO:	6013122
CASE NO:	PL/26/0114
ADDRESS:	7 Eastern Avenue, Reading, RG1 5RU
PROPOSAL:	Proposed Change of Use of C3 (Dwellinghouses) to C2 (Residential care home)
WARD:	Thames
APPEAL NO:	6014535
CASE NO:	PL/24/0846
ADDRESS:	Napier Court, Napier Road, Reading
PROPOSAL:	Demolition of existing buildings and erection of new buildings of 11 storeys to provide 570 build to rent residential dwellings (Class C3) with residential amenity space, parking, landscaping and associated engineering works (amended description)

APPENDIX 2

Appeals Decided:

WARD:	Abbey
APPEAL NO:	6006025
CASE NO:	PL/25/1802
ADDRESS:	Russell House, 117-119 Oxford Road, Reading, RG1 7UH
PROPOSAL:	Retrospective installation of aluminium fascia signage.

CASE OFFICER: Marcelina Rejwerska
METHOD: Written Representations
DECISION: Dismissed

The application for advertisement consent was refused on 6 February 2026 due to the harmful impact on the Russell Street/Castle Hill/Oxford Road Conservation Area. This Conservation Area is identified by Historic England as 'Heritage At Risk' and the Conservation Area Appraisal identifies cluttered and overbearing advertisements as a negative feature of the area. The Inspector agreed with our assessment that the new advertising (fascia board and canopy awning) is unsympathetic to the character of the Conservation Area, and as these have already been erected, the matter is now with the Planning Enforcement team.

WARD: Caversham
APPEAL NO: 6005740
CASE NO: PL/25/1597
ADDRESS: 18 Church Road, Caversham, Reading, RG4 7AD
PROPOSAL: The construction of a 1.5-storey side extension and a double-storey rear extension. removal of a masonry upstand/short brick wall and replacement with glass guarding and the regrading of existing garden steps.
CASE OFFICER: Mishga Marshall
METHOD: Written Representations
DECISION: Allowed

The main issues were the effect on the conservation area and impacts on bats. The Inspector found that the extended dwelling would be largely unobtrusive from important views and in comparison to neighbouring properties and that there would be no harm to the significance of the heritage asset. The Inspector did find a tension with policy EN3 that requires a positive contribution to local character and distinctiveness, but that there was no overall conflict with the development plan. In terms of bats, the Inspector found that the surveys carried out were proportionate and that provision for bat roosts secured by condition would be adequate mitigation.

WARD: Caversham Heights
APPEAL NO: APP/TPO/E0345/11058
CASE NO: PL/25/1611
ADDRESS: 83 Kidmore Road, Caversham, RG4 7NQ
PROPOSAL: Fell one Western red cedar tree.
CASE OFFICER: Sarah Hanson
METHOD: Written Representations
DECISION: Allowed

An application was received on 10/11/25 seeking consent to fell the mature tree located in the rear garden, primarily due to human health reasons; one member of the family experiencing allergic reactions to the tree. The Inspector's decision primarily focuses on the impact on amenity from the trees' removal, concluding that it 'would not have a detrimental effect on the character and appearance of the area because of its lack of visibility and the presence of so many other mature trees'. Setting aside the debate on this point, officers are disappointed that the Inspector has not discussed allergenic potential, given this was the reason cited for felling, to give an indication of the weight PINS puts on this matter in order to guide future decisions. Replacement planting is required.

WARD: Coley
APPEAL NO: 6008475

CASE NO: PL/25/1803
ADDRESS: 4 Prospect Street, Reading
PROPOSAL: Retrospective application for the replacement roof tiles
CASE OFFICER: Marcelina Rejwerska
METHOD: Written Representations
DECISION: Dismissed

This was also a retrospective application, which was refused on 6 February 2026. The original natural slate roof tiles have been replaced with modern fibre cement tiles. As the work has already been completed, it was plain to see how alien the material looked compared to the natural slate in the surrounding area. This site is also located in the Russell Street/Castle Hill/Oxford Road Conservation Area, designated as 'Heritage At Risk'. The Inspector visited the site and agreed that the appearance of the modern materials is unsympathetic to the local character. The matter has been passed on to Planning Enforcement.

WARD: Emmer Green
APPEAL NO: 6010473
CASE NO: PL/26/0428
ADDRESS: 20 Mallory Avenue, Caversham, Reading, RG4 6QN
PROPOSAL: Extension of 1.8 metre high fence to enclose an area of residential garden (retrospective)
CASE OFFICER: Gary Miles
METHOD: Written Representations
DECISION: Allowed

This is a disappointing decision that centred around the effect of the enclosure on the character and appearance of the area. The Inspector accepted that there had been some loss of visual amenity, but considered that the harm was not particularly significant due in particular to the mitigating effect of the adjacent grass verges.

WARD: Katesgrove
APPEAL NO: 6008519
CASE NO: PL/26/0232
ADDRESS: Regents Gate, 25-41 Crown Street, Reading, RG1 2PQ
PROPOSAL: Change of use of existing building from Class E (offices) to C3 (dwelling houses) to comprise 29 new apartments. Prior Notification under Class MA, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015.
CASE OFFICER: Catrin Davies
METHOD: Written Representations
DECISION: Allowed

Planning permission was originally refused due to insufficient information having been submitted to demonstrate that the proposed development would not result in unacceptable flood risk. Following the refusal, the appellant submitted additional flood risk information as part of the appeal process. The same information was also submitted under a subsequent planning application (PL/26/0539), which was approved on the basis that the additional evidence satisfactorily addressed the Council's previous concerns regarding flooding.

In determining the appeal, the Inspector took account of the additional information submitted after the original decision had been made and concluded that the flooding concerns had been adequately addressed. As a result, the appeal was allowed. Whilst the decision is accepted, it is disappointing that the Inspector gave weight to information that was not available to officers at the time the original decision was taken. Officers remain of the view

that, had the additional flood risk information not been submitted, the appeal would likely have been dismissed for the reasons set out in the Council's original decision notice

WARD: Redlands
APPEAL NO: 6009767
CASE NO: PL/26/0147
ADDRESS: 69 London Road, Reading, RG1 5BW
PROPOSAL: Erection of digital display advertising device (2.4m x 1.23m)
CASE OFFICER: Anthony Scholes
METHOD: Written Representations
DECISION: Dismissed

A positive appeal decision was received in which the Inspector upheld the Council's concerns regarding both amenity and highway safety. The proposed advertisement was considered harmful to the character and appearance of the conservation area and listed walls which adjoin the proposal and would have been situated within a complex highway environment, involving multiple junctions, pedestrian crossing facilities, lane changes and competing traffic movements. The Inspector agreed that these circumstances gave rise to legitimate concerns regarding driver distraction and public safety, and dismissed the appeal on both grounds.

WARD: Southcote
APPEAL NO: 6007612
CASE NO: PL/25/1124
ADDRESS: 47 Parkside Road, Reading, RG30 2BT
PROPOSAL: The erection of 2no two-bedroom semi-detached dwellings comprising two storeys, together with on-site car parking, secure cycle parking, refuse storage and landscaping. Vehicular and pedestrian access via Wingrove Road, following the demolition of all structures on the Site.
CASE OFFICER: Anthony Scholes
METHOD: Written Representations
DECISION: Allowed

This application was refused by officers in October of 2025, for 6 reasons. The reasons related to what was considered to be inappropriate plot coverage, layout, detailed design, including extent of hardstanding to the frontage, and lack of suitably sized, and private garden space. Reasons for refusal also related to failure to demonstrate no net loss of biodiversity, and failure to completed a legal agreement to secure affordable housing.

The decision by the Inspector to allow the appeal, is disappointing, as officers had considered the scheme carefully, and put forward good justification for refusing the development. In allowing the appeal, the Inspector considered that the proposal, within a transitional area between two distinctly different residential character areas, was a suitable arrangement of space, and architectural detailing, which would not harm the appearance of the area, or impact upon residential amenity.

Notwithstanding the disappointment in the decision, officers are pleased that a policy compliant offsite affordable housing contribution was secured by s106. In addition, officers suggested conditions relating to securing landscaping, materials, and construction method statement details were included by the Inspector. In addition, the Inspector included provision of M4(2) adaptable dwellings conditions as required by policy H5.

Planning Applications Committee

09 September 2026



Reading
Borough Council
Working better with you

Title	Deferred Payment Mechanisms
Purpose of the report	To note the report for information
Report status	Public report
Executive Director/ Statutory Officer Commissioning Report	Emma Gee, Executive Director Economic Growth and Neighbourhood Services
Report author	Mark Worringham, Planning Policy Manager / Acting Development Manager (Planning & Building Control)
Lead Councillor	Councillor Micky Leng, Lead Councillor for Planning and Assets
Council priority	Secure Reading's economic & cultural success
Recommendations	To note the report.

1. Executive summary

- 1.1. This report provides information on the use of deferred payment mechanisms in cases where a policy-compliant level of affordable housing cannot be provided.

2. Policy context

- 2.1 Deferred payment mechanisms are a standard tool, used by local authorities and accepted by the industry in cases where a development can show that the viability assessment demonstrates to officer satisfaction that a development would not be viable if a policy compliant (e.g. 30% for developments of 10 dwellings or more) level of affordable housing is provided, either through dwellings on site or a financial contribution. These mechanisms use a later viability calculation to assess whether sale values have increased or build costs decreased leading to an increase in actual profit that can be shared between the developer and the Council in the form of an off-site financial contribution. They form part of the Council's existing policy approach to affordable housing through the Affordable Housing Supplementary Planning Document (SPD) adopted in 2021. The emerging Local Plan Partial Update also includes new wording securing a deferred payment mechanism in policy H3, and this is expected to be adopted early in 2027.

3. Background

- 3.1 Information has been requested on the degree to which deferred payment mechanisms have led to financial contributions have been made towards affordable housing. This report has therefore been prepared for information to outline the outcomes of past instances where such a mechanism has been secured.
- 3.2 With a more challenging market, developers are increasingly able to demonstrate that a policy-compliant level of affordable housing is unviable, and this has led to a drop in the amount of onsite or financial contribution, and in a number of cases this initial affordable housing provision is increasingly not being provided. This means that increasing importance is being placed on the deferred payment mechanism.
- 3.3 It is accepted that agreeing a deferred payment mechanism is a risk as an increase in profit is not guaranteed. However, it provides a commercial basis for achieving policy compliance while allowing housing, which is of good quality and in all other respects is acceptable, to come forward in the meantime.

- 3.4 Since 2012 55 planning permissions have been granted in Reading with a deferred affordable housing mechanism in one form or another. Of these, 9 agreements have made a payment under the review mechanism, with all but one below the maximum cap value specified in the agreement. We have a further 4 agreements that have reached the relevant trigger point, but where no payment has resulted from the submitted information (2 are currently being audited to confirm this). The remaining agreements have either expired from a planning permission perspective or have yet to reach the relevant trigger point for assessment.
- 3.5 Early in the reporting period, the offsite contribution was generally closer to policy compliance, but more recently there has been an increased number of agreements with a reduced contribution or no initial off-site contribution at all.
- 3.6 The deferred payment mechanisms have generated £5.5m over this period, including £3.5m from Kennet Island and £1.6m from Kings Point (now Verto), which are permissions from 2012 and 2015 respectively.
- 3.7 A list of the agreements is included in Appendix 1 together with any contributions made through a deferred payment mechanism.
- 3.8 Over the same period offsite financial contributions have in total secured £31m and delivered £16m from 346 agreements, so deferred payment mechanisms represent a small but important part of the overall financial contributions.

4. Contribution to strategic aims

- 4.1 The Council Plan (2025-2028) identifies five priorities for the Council over the next three years. These are:
- Promote more equal communities in Reading
 - Secure Reading's economic and cultural success
 - Deliver a sustainable and healthy environment and reduce Reading's carbon footprint
 - Safeguard and support the health and wellbeing of Reading's adults and children
 - Ensure Reading Borough Council is fit for the future.
- 4.2 Securing funding for the provision of affordable housing is an important element of securing Reading's economic and cultural success, as well as contributing towards all of the other priorities.

5. Community engagement

- 5.1 Council policies on affordable housing including the deferred payment mechanism have been subject to consultation as part of the Local Plan and SPD.

6. Equality impact assessment

- 6.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to:
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 6.2 There are no direct equality implications of this report.

7. Environmental and climate implications

- 7.1 The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers). The Planning and Building Control functions are essential in helping to address the Climate Emergency through ensuring that development is undertaken to the highest possible environmental standards in line with national regulations and local policies.
- 7.2 There are no direct environmental or climate implications of this report.

8. Legal implications

8.1 None of this report.

9. Financial Implications

9.1 There are no direct financial implications arising from this report. The income received from deferred payment mechanisms is generally used towards the Council's Local Authority New Build programme.

Appendix 1: Deferred Payment Mechanisms since 2012

Address	Deed Date	Max Value	Policy Value	Received	Difference between received and max value	Offsite Contribution agree prior to the DPM trigger	Offsite contribution prior to DPM as % of policy
Kennet Island Phase 3 (excl 3A) Manor Farm Road	07/11/2012	£ 3,584,233.82	£ 3,584,233.82	£ 3,584,233.82	£ -		
Phase 2 Land At Chatham Place	28/11/2012	£ 1,586,800.00		£ -	£ -		
4-8 Cross Street	03/02/2014	£ 82,000.00		£ 56,000.00	-£ 26,000.00		
Heath Point Upper Warren Avenue	17/09/2015	£ 125,000.00	£ 125,000.00	£ -			
Kings Point, 120 Kings Road	30/09/2015	£ 2,600,000.00	£ 2,600,000.00	£ 1,673,498.16	-£ 926,501.84	£ 370,000.00	4%
92-96 Southampton Street	07/08/2017	£ 160,000.00	£ 160,000.00	£ 53,130.69	-£ 106,869.31	£ 53,000.00	10%
Former Cooper Reading Bmw	23/11/2017	Complex	£ 3,833,000.00				
155 Whitley Wood Lane	08/08/2017	5%	5%				
128 Shaftesbury Road	14/09/2017	£ 65,000.00	£ 65,000.00	£ 20,683.39	-£ 44,316.61	£ 20,000.00	9%
32 Northcourt Avenue, Reading, RG2 7HD	02/11/2017	£ 65,000.00	£ 65,000.00	£ 26,281.53	-£ 38,718.47	£ 26,000.00	12%
155 Hemdean Road, Caversham, Reading, RG4 7QU	04/01/2018	£ 92,500.00	£ 92,500.00				
Land to the rear of The Pond House Ph, 738 Oxford Road, Reading, RG30 1EH	27/06/2018	£ 138,000.00	£ 138,000.00				
74 Northcourt Avenue, Reading, RG2 7HQ	09/07/2018	£ 30,000.00	£ 30,000.00	£ 23,202.55	-£ 6,797.45	£ 22,000.00	22%
470-478 Oxford Road, Reading, RG30 1EF	20/12/2018	£ 151,144.00	£ 207,000.00	£ 70,732.62	-£ 136,267.38	£ 55,856.00	8%
199 Henley Road, Caversham, Reading, RG4 6LJ	20/12/2018					£ 250,000.00	
Mulberry House, 1a Eldon Road, Reading	27/03/2019	£ 49,680.00	£ 49,680.00				
34-36 & 38 Southampton Street, Reading, RG1 2QL	05/08/2019	£ 215,000.00	£ 215,000.00				
Land to the rear of 209 -219, Henley Road, Caversham, Reading, RG4 6LJ	25/03/2020	£ 468,000.00	£ 518,000.00			£ 50,000.00	3%
43 London Street, Reading, RG1 4PS	01/04/2020	£ 990,000.00	£ 1,090,000.00			£ 100,000.00	
Zoar Strict Baptist Chapel, South Street, Reading, RG1 4QN	01/07/2020						
11 Waylen Street, Reading, RG1 7UP	12/08/2020	£ 23,750.00	£ 23,750.00				

Address	Deed Date	Max Value	Policy Value	Received	Difference between received and max value	Offsite Contribution agree prior to the DPM trigger	Offsite contribution prior to DPM as % of policy
53-55 Argyle Road, Reading, RG1 7YL	18/11/2020	£ 210,094.00	£ 210,094.00				
Land adjacent, 135 Norcot Road, Tilehurst, Reading, RG30 6BS	19/05/2021	£ 18,000.00	£ 35,000.00	£ 46,333.22	£ 11,333.22	£ 17,000.00	
Gas Holder, Alexander Turner Close, Reading, RG1 3EA	14/07/2021	£ 1,517,379.00	£ 1,517,379.00				
12 Eldon Terrace, Reading, RG1 4DX	29/07/2021	£ 12,000.00	£ 36,000.00			£ 24,000.00	20%
292 Henley Road, Caversham, Reading, RG4 6LS	12/08/2021	£ 21,500.00	£ 36,500.00			£ 15,000.00	12%
5 Grass Hill, Caversham, Reading, RG4 7TJ	18/08/2021	£ 84,800.00	£ 84,800.00	£ -	-£ 84,800.00		
Broad Street Mall, Broad Street, Reading, RG1 7QD	03/12/2021	30%	30%	£ -			
39 Brunswick Hill, Reading, RG1 7YU	26/01/2022	£ 272,000.00	£ 272,000.00	£ -	-£ 272,000.00	£ 22,500.00	2%
8 Riley Road, Tilehurst, Reading, RG30 4UX	13/04/2022	£ 75,000.00	£ 85,000.00			£ 10,000.00	4%
41a London Street, Reading, RG1 4PS	28/09/2022	£ 43,200.00	£ 45,700.00			£ 2,500.00	2%
Alexander House, 205-207 Kings Road, Reading, RG1 4LS	09/11/2022	£ 168,000.00	£ 188,000.00			£ 20,000.00	3%
20 Shinfield Road, Reading, RG2 7BW	23/11/2022	£ 62,000.00	£ 62,000.00				
2-4 Send Road, Caversham, Reading, RG4 8EH	30/11/2022	£ 425,500.00	£ 425,500.00				
163 Oxford Road, Reading, RG1 7UZ	14/12/2022	£ 69,500.00	£ 119,500.00			£ 50,000.00	13%
389 Gosbrook Road, Caversham, Reading, RG4 8ED	11/01/2023	£ 159,500.00	£ 159,500.00			£ 10,000.00	2%
Sweeney & Todd, 10 Castle Street, Reading, RG1 7RD	02/03/2023	£ 83,995.00	£ 83,995.00				
303 Oxford Road, Reading, RG30 1AU	15/03/2023	£ 58,300.00	£ 73,300.00			£ 15,000.00	6%
Zoar Strict Baptist Chapel, South Street, Reading	22/03/2023	£ 200,000.00	£ 200,000.00				
75-77 London Street, Reading	26/04/2023	£ 714,490.00	£ 833,490.00			£ 119,000.00	4%
Mulberry House, 1a Eldon Road, Reading	14/06/2023	£ 253,198.00	£ 253,198.00				

Address	Deed Date	Max Value	Policy Value	Received	Difference between received and max value	Offsite Contribution agree prior to the DPM trigger	Offsite contribution prior to DPM as % of policy
75-81 Southampton Street, Reading, RG1 2QU	21/06/2023	£ 500,000.00	£ 500,000.00				
12-18 Crown Street, Reading, RG1 2SE	21/12/2023	£ 1,685,300.00	£ 1,773,300.00			£ 88,000.00	1%
59 Gloucester Road, Reading, RG30 2TH	09/04/2024	£ 46,100.00	£ 61,100.00			£ 15,000.00	7%
Land Adjacent, 300 Kings Road, Reading	01/05/2024	30%	30%				
233 London Road, Reading	04/06/2024	£ 101,500.00	£ 126,500.00			£ 25,000.00	6%
55 Vastern Road, Reading, RG1 8BU	15/08/2024	30%	30%				
207 Henley Road, Caversham, Reading, RG4 6LJ	06/09/2024	30%	30%			£ 75,000.00	
13-16 Market Place, Reading, RG1 2EG	09/09/2024	£ 812,250.00	£ 857,250.00			£ 45,000.00	
13-15 Station Road, Reading, RG1 1LG	13/12/2024	30%	30%			£ 72,446.00	
8 Adler Road, Caversham, Reading, RG4 5AE	04/07/2025	£ 37,500.00	£ 47,500.00			£ 10,000.00	6%
33 CHAPEL HILL, TILEHURST, READING, RG31 5BP	20/08/2025	£ 26,250.00	£ 36,250.00			£ 10,000.00	8%
Land to the Rear of, 303 - 315, Oxford Road, Reading, RG30 1AU	18/02/2026	£ 440,332.00	£ 497,850.00			£ 57,518.00	3%
Webbs Court, 8 Holmes Road, Earley, Reading, RG6 7BH	18/05/2026	£ 28,250.00	£ 31,250.00	£ -	-£ 28,250.00	£ 3,000.00	3%
BELLE VUE HOTEL, 2 TILEHURST ROAD, READING, RG1 7TN	21/05/2026	£ 147,500.00	£ 147,500.00				

Planning Applications Committee

09 September 2026



Reading
Borough Council
Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Abbey
Planning Application Reference:	PL/26/0958/FUL
Site Address:	Abattoirs Road, RG1 7BL
Proposed Development	Extension of the temporary planning permission, as approved under PL/21/1010, for the now constructed and fully operational 40 no. sleeping units and 3 no. support units for rough sleepers until 31st March 2028. (amended)
Applicant	Reading Borough Council
Report author	Alison Amoah - Principal Planning Officer
Deadline:	9 th October 2026
Recommendation	GRANT full planning permission.
Conditions	To include: 1. Temporary Time Limit until 31^s March 2028 2. Approved Plans 3. Landscaping – retained 4. Boundary Treatment – retained 5. External Lighting – retained 6. Vehicle Parking – retained 7. Cycle Parking – retained 8. Vehicle Access – retained 9. Refuse and Recycling – retained 10. Secure Access system and CCTV – retained
Informatives	To include: 1. Terms and Conditions 2. Community Infrastructure Levy 3. Network Rail Advice 4. Positive and Proactive

1. EXECUTIVE SUMMARY

- 1.1 The proposal is for the continued use of the existing temporary rough sleeper pods and support services, which were granted permission in September 2021 for a period of 5 years
- 1.2 An extension of time for the siting of the pods until the end of March 2028 is sought to allow for a managed and coordinated cessation of the use, including the relocation of residents into more permanent accommodation and the preparation of the site for future redevelopment.
- 1.3 It is not considered that extending this use for a period of 18 months would have any detrimental material effects and it is, therefore, recommended for approval subject to conditions.

2. INTRODUCTION

- 2.1 The application site is located to the west of Caversham Road and to the south of Abattoirs Road and is existing accommodation for rough sleepers operated by Launch Pad on behalf of Reading Borough Council. It is made up of stacked residential pods (with the appearance of shipping containers), which house 40 accommodation pods (2 pods in height) comprising single person studio accommodation and a bathroom. In addition, there are welfare office pods, a laundry and switch room, staff car parking, landscaping, seating, bin and cycle storage. There are two secure access points – one to the eastern boundary on Caversham Road and one to the north on Abattoirs Road.
- 2.2 The development of the site for temporary pods arose from the Government's response to Covid-19 'Everyone in' requiring local authorities to house all rough sleepers and those at risk of rough sleeping. This site was one of the options developed to meet a client group with more complex needs for whom intensive support on site was necessary.
- 2.3 To the south is a mixture of industrial and residential buildings and to the west a large area of hardstanding associated with the Cattle Market buildings. The application site is owned by Reading Borough Council.
- 2.4 The site is potentially contaminated land, within an Air Quality Management Area and is part of the Cattle Market area allocated under Policy CR12a within the Reading Borough Local Plan (RBLP) 'West Side Major Opportunity Area' (Area A – see extract below).

CR12a, CATTLE MARKET: This site will be developed for a mix of edge-of-centre retail uses, and residential development, along with public car parking. The retail may include bulky goods, but should not include a significant element of non-bulky comparison goods retail. It must be designed to reflect the urban

grid layout and built form of the centre and a single storey retail warehouse will not be permitted. Development should take account of mitigation required as a result of a Flood Risk Assessment. Site size: 2.46 ha Indicative potential: 330-490 dwellings, 10,000-15,000 sq m net gain of retail.

West Side Major Opportunity Area Strategy



- 2.5 It should be noted that under the emerging policy within the Local Plan Partial Update Submission version (May 2025) the policy is proposed for amendment to the following:

“This site will be developed for primarily residential development. It must be designed to reflect the urban grid layout and built form of the centre Development should take account of mitigation required as a result of a Flood Risk Assessment. Development should deliver a fitted out primary healthcare facility where this is viable and where there is a realistic prospect that an occupier to operate the facility can be found. Site size: 2.46 ha Indicative potential: 560-840 dwellings, primary healthcare.”

- 2.6 The first reason for the change is to remove the significant retail element, which is no longer required as the level of need for retail development has substantially reduced in large part due to the increase in online retailing. Retention of the retail requirement would have likely made the allocation undeliverable. The second reason is that the basis for assessing appropriate densities has changed across the board, based on more up-to-date information on achievable densities, and this has resulted in an increase in the assessed capacity of most allocations in the plan.

- 2.7 It is within Flood Risk Zone 2.



Site Location

3. PROPOSAL

- 3.1 The proposal is to retain the temporary site, known as Caversham Road Pods, as originally granted temporary permission for 5 years from September 2021 (ref: PL/21/1010), for a further 18 months until the end of March 2028. There would be no change to the existing scheme, which would continue to provide supported accommodation for vulnerable individuals to support their progression towards independent living.
- 3.2 The timing of individual move-ons varies significantly depending on the personal circumstances and the availability of suitable next-step housing. The submitted Planning Statement sets out that some of the most recently housed residents are still progressing through these interventions and are not yet ready to transition. Additional time, in terms of extending the temporary permission period, is, therefore, required both for them to reach that stage and for appropriate accommodation options to be identified and secured.
- 3.3 The formal legal steps to end tenancies could not take place until the Council's decision to close the scheme had been made public. People currently living in the scheme will be supported to move into alternative accommodation as the current scheme is decommissioned by September 2027. This approach was agreed at a meeting of the Council's Policy Committee on 13th July 2026 and reflects priorities in the Council's Preventing Homelessness and Rough Sleeping Strategy 2026-2031, adopted earlier this year. The Strategy places a greater emphasis on preventing homelessness and rough sleeping, alongside providing longer-term housing and support solutions for those who need them. Current national best practice favours a shift away from large-scale, intensely populated supported housing models, towards dispersed approaches where possible.
- 3.4 It is expected that the service would be fully decommissioned by September 2027, with reinstatement of the site to a cleared state taking place thereafter.
- 3.5 This is a full planning application, which is being reported to the Planning Applications Committee for determination as the application is the Council's own application (Regulation 3). The original application was reported to your meeting on 8th September 2021, and the relevant report and update report are attached as Appendix 2 and 3 to this report.
- 3.6 It was not possible for this to be submitted as a S73 application (variation) due to the original description of development including reference to a five-year temporary period. However, although a full application, it has been examined much as a S73 would have been in terms of considering any material changes since the original temporary permission was granted, rather than a wholesale reassessment of all issues.

3.7 Submitted Plans and Documentation:

The submitted plans and documentation are as follows:

- Drawing no: 201123-101.01 - Site Location Plan, received 28th July 2026
- Drawing no: 2606-001 – As Built Site Block Plan, received 27th August 2026
- Drawing no: 201123-114.04 - Site Layout, received 14th August 2026
- Drawing no: 201123-015.02 - Site Elevations A, B & C, received 14th August 2026
- Drawing no: 201123-016.01 - Site Elevations D, E, F, G & H, received 28th July 2026
- Drawing no: 201123-017.02 - Site Elevations J, K, L & M, received 14th August 2026
- Drawing no: 201123-110.01 - Layouts and Elevations: Unit Types A&B, received 28th July 2026
- Drawing no: 201123-111.01 - Layouts and Elevations: Unit Types C&D, received 28th July 2026
- Drawing no: 201123-113.02 - Layouts and Elevations: Laundry, received 14th August 2026
- Drawing no: 201123-112.01 - Layouts and Elevations: Offices, received 28th July 2026
- Drawing no: ASD-DN-MR-0920-003 Sheet 1 of 1 Rev R01 - Exterior Lighting, received 14th August 2026
- Bin Storage Metrostor, PBM-3_LHH_SWD_GW_EU Issue 1, dated 29/4/21, received 12th August 2026
- Bin Storage Metrostor Data Sheet, PBM36601-12801, received 12th August 2026
- Drawing no: 201123-103.02 - Site Vehicle Tracking, received 14th August 2026

Other Documents:

- Design and Access Statement, dated 18th March 2021, prepared by Williams Architects [as submitted under the original application], received 17th July 2026
- Design and Access Statement and Planning Statement, received 17th July 2026
- Photos, received 12th August 2026
- Photos of Cycle Storage received 14th August 2026



- 3.8 Community Infrastructure Levy: In relation to the Community Infrastructure Levy, the applicant has duly completed a CIL liability form with the submission. As the proposal is for temporary buildings there is an exemption from CIL liability.

4. PLANNING HISTORY

- 4.1 The relevant planning history is as follows:

PL/14/1475/FUL – Use of land for storage of cars – Refused 18th May 2015

PL/17/1315/FUL - Demolition of existing out buildings on site and the provision of a new public car park with access acquired from Abattoirs Road, with egress onto Great Knollys Street Land off Abattoirs Road, Reading –Finally Disposed Of 2nd August 2018

PL/19/1384/REG3 - Demolition of existing outbuildings and the provision of a new public car park with access required from Abattoirs Road with egress on to Great Knollys Street, Reading –Withdrawn 18th November 2021

PL/21/1010/REG3 - Retrospective application for the erection of 40no. sleeping units and 3no. support units for rough sleepers, to be used temporarily for a period of 5 years – Approved 17th September 2021

5. CONSULTATIONS

- 5.1 Consultations have been undertaken with the following:

Statutory

- 5.2 Network Rail - No comments/ objections.

Non-Statutory

- 5.3 RBC Transport Strategy - The existing access arrangements remain unchanged from those previously approved and implemented. Vehicular movements associated with the site are limited and relate primarily to staff access, servicing, and support functions. Given the nature of the development, traffic generation is minimal, and the proposal would not result in any changes that would increase vehicular activity or affect the current access arrangements. There are no transport objections to this application.

- 5.4 Thames Valley Policy – Designing out Crime Officer - A response was provided to the original application (Ref 211010/REG3) in relation to:

- Management procedures to address crime and anti-social behaviour
- Formal surveillance
- Visually permeable vehicle and pedestrian gates at entrances with access controls
- Boundary fencing.

- 5.5 The requirement to provide a secure access system and CCTV was conditioned on the original permission. It is presumed that these have been implemented, are retained on site, and are operating effectively. A condition may be required to ensure that the approved CCTV and access control system are retained and maintained should planning permission be granted for this application.
- 5.6 RBC Environmental Protection, and RBC Planning (Natural Environment) were also consulted. Any further consultation responses will be reported in an update report.
- 5.7 Two site notices were displayed on 18th August 2026. No comments have been received. The consultation period expires on 8th September, and any comments received prior to committee will be reported in an update report.

6. RELEVANT PLANNING POLICY AND GUIDANCE

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) which states at Paragraph 11 *“Plans and decisions should apply a presumption in favour of sustainable development”*.
- 6.2 Section 72 1 (b) of the Town and Country Planning Act 1990 enables local planning authorities to grant planning permission for a specified temporary period.
- 6.3 For this Local Planning Authority the development plan is the Reading Borough Local Plan (November 2019). The relevant national / local policies / guidance are:

National Planning Policy Framework (August 2026).

The following chapters are the most relevant (others apply to a lesser extent):

- 4. Achieving Sustainable Development
- 6. Delivering a Sufficient Supply of Homes (H09 Specialist Forms of Accommodation)
- 12. Making Effective Use of Land
- 15. Promoting Sustainable Transport
- 18. Managing Flood Risk and Coastal Change

National Planning Practice Guidance (2014 onwards)

- Use of Planning Conditions

Reading Borough Local Plan (November 2019)

The relevant policies are:

CC1: Presumption in Favour of Sustainable Development
 CC2: Sustainable Design and Construction
 CC3: Adaptation to Climate Change
 CC4: Decentralised Energy
 CC5: Waste Minimisation and Storage
 CC6: Accessibility and the Intensity of Development
 CC7: Design and the Public Realm
 CC8: Safeguarding Amenity
 EN14: Trees, Hedges and Woodland
 EN15: Air Quality
 EN16: Pollution and Water Resources
 EN18: Flooding and Drainage
 H6: Accommodation for Vulnerable People
 TR3: Access, Traffic and Highway-Related Matters
 TR4: Cycle Routes and Facilities
 TR5: Car and Cycle Parking and Electric Vehicle Charging
 CR2: Design in Central Reading
 CR12: West Side Major Opportunity Area

Relevant Supplementary Planning Documents (SPD) are:

- Employment Skills and Training SPD (2013)
- Revised Parking Standards and Design SPD (2011)
- Sustainable Design and Construction SPD (2019)

Other relevant documents:

- Reading Borough Local Plan Partial Update – Sequential and Exception Test [in relation to flood risk] (May 2025, RBC)
- Preventing Homelessness and Rough Sleeping: A Strategy for Reading 2026-2031
- Preventing Homelessness and Rough Sleeping: An Action Plan for Reading 2026-2031
- Housing Strategy for Reading 2020- 2025, RBC
- Reading Borough Council Policy Committee Report 3rd August 2020
- Reading Borough Council Policy Committee Report 13th July 2026

6.4 Local Plan Update

The current version of the Local Plan (adopted in November 2019) turned five years old on Tuesday 5th November 2024. The Local Plan was reviewed in March 2023 and around half of the policies in the plan are considered still up to date. However, the rest need to be considered for updating to reflect changing circumstances and national policy. A consultation version of the draft updated version of the Local Plan was published on 6th November 2024. A submission draft was submitted to the Secretary of State on 9th May 2025, and it is currently at 'Examination' stage.

Although there is a five-year period for carrying out a review of a plan after it is adopted, nothing in the NPPF or elsewhere says that policies automatically become “out of date” when they are five years old. It is a matter of planning judgement rather than legal fact whether a plan or policies within it are out-of-date. This will depend on whether they have been overtaken by things that have happened since the plan was adopted, either on the ground or through changes in national policy, for example.

Officer advice in respect of the Local Plan policies pertinent to this application listed above is that they remain in accordance with national policy. Of those listed above Policies CC2, CC3, CC4, CC7, EN14, EN18, H6, TR4, TR5, CR2, CR12 and CR12a are proposed for amendment, but the objectives of those policies remain very similar in the draft updated Local Plan, and at present, due to the status of the emerging Local Plan have limited weight in decision making. The current policies can continue to be afforded weight in the appraisal below and are not considered to be ‘out of date’. As noted above, Policy CR12a in relation to the Cattle Market is proposed to be altered and this is discussed further below.

7. APPRAISAL

The main matters to be considered are:

- i) Principle of Continued Use**
- ii) Other**

i) Principle of Continued Use

- 7.1 As described above the application site forms part of an allocated site within the current local plan. This allocation is being carried forward to the emerging Local Plan Partial Update under Policy CR12a, albeit it would focus primarily on residential use.
- 7.2 Under Section 72 1(b) of the Town and Country Planning Act (1990) there is the provision to enable permissions to be granted for temporary periods and the principle of the temporary use was established as acceptable under the original temporary permission ref: PL21/1010 and there are no material matters which would lead to an alternative position.
- 7.3 However, under the National Planning Policy Guidance (Use of Planning Conditions - Para: 014 Reference ID: 21a-014-20140306) it states that although a temporary planning permission may be appropriate “*to enable the temporary use of vacant land or buildings prior to any longer-term proposals coming forward (a ‘meanwhile use’). It will rarely be justifiable to grant a second temporary permission (except in cases where changing circumstances provide a clear rationale, such as temporary classrooms and other school facilities). Further*

permissions can normally be granted permanently or refused if there is clear justification for doing so. There is no presumption that a temporary grant of planning permission will then be granted permanently.”

- 7.4 The ongoing use for rough sleeper pods as move-on accommodation and on-site support, until suitable next-step housing becomes available, continues to be supported by National Policy in terms of contributing towards supporting the social objective of sustainable development (Para 17.) by supporting “*strong, vibrant and healthy communitiesand communities’ health, social and cultural well-being*”
- 7.5 The proposal accords with the aims and priorities set out within the Council’s Housing Strategy and, Preventing Homelessness and Rough Sleeping Strategy by providing suitable accommodation to meet ongoing need until long term accommodation can be sourced.
- 7.6 It also meets Policy H6 of the RBLP through the ongoing provision of accommodation for vulnerable people.
- 7.7 The site remains part of the allocation under Policy CR12a. The application seeks to extend the temporary use, which continues to offer a unique opportunity for a valuable scheme as a meanwhile/ temporary use on an underused piece of land in central Reading, after which it will be cleared and available for development. The extension of the temporary permission until the end of March 2028 is consistent with the expiry date of the current leases on the wider allocation site. Its ongoing temporary use would, therefore, not impact on the delivery of a scheme/s in accordance with the allocation and would ensure that the site continues to provide a valuable resource for specialist accommodation in the meantime.
- 7.8 It is considered, therefore, that in this case there is a clear rationale for further extending the temporary permission.

ii) **Other**

- 7.9 In terms of other matters previously considered with respect to design, amenity, transport, landscaping, sustainability, and environmental, there is no proposed change to the site, and these matters have already been assessed and found to be acceptable subject to conditions previously imposed. Accordingly, the proposal is considered to be suitable in terms of the policies of the Local Plan set out above and officers advise that in the majority of instances, the conditions can be adjusted from those which originally required submissions, to those which are now simply restrictive in nature.
- 7.10 The proposal includes an amended site plan, as the implemented scheme varies very slightly from the original approved layout with respect to the amount of green

space, number of bins and parking and the amended plan also reflects the actual lights and cctv cameras in situ.

- 7.11 Community safety and effective site management are integral to the operation of the Pods. A robust management regime has been in place since its occupation, including 24-hour on-site supervision, controlled access arrangements, and provision of support services tailored to residents' needs. Such measures will continue unchanged throughout the extended period of operation and have proved effective. Where any issues have arisen, these have been resolved and dealt with in a timely manner.
- 7.12 The recommended conditions include compliance with the existing site plan and the facilities already in situ.

8. Equalities Implications

- 8.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.2 The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues, and priorities in relation to this particular application. Indeed, the continued supply of this specialist accommodation is in direct response to the need to accommodate marginalised groups in the Borough.

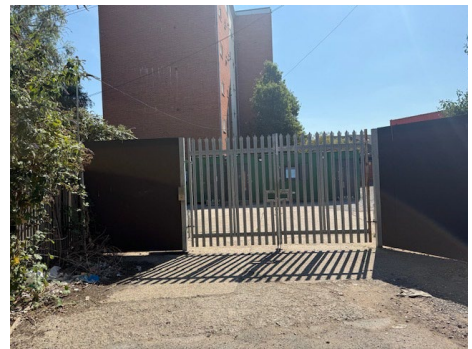
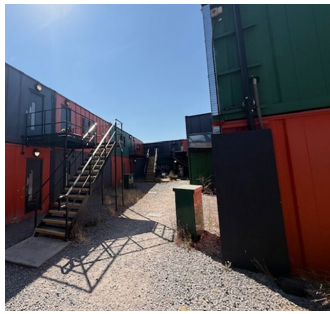
9. CONCLUSION

- 9.1 The proposal would provide for a short-term, continued temporary use for much needed move-on accommodation for vulnerable people with on-site welfare support. There are essentially no changes proposed to the existing scheme, which has operated for 5 years without any significant residential amenity effects. It would continue to be a sustainable development in line with national and local policies and would also continue to meet Council priorities with respect to homelessness and rough sleeping and a suitable 'meanwhile' use on an underused piece of land.

- 9.2 The extended period would allow for a managed conclusion to the use at the end of which the site would be available to be able to bring forward proposals according the with long-term site allocation for housing.
- 9.3 The proposal is, therefore recommended for approval subject to restrictive-type conditions being attached.

APPENDIX 1: PLANS & PHOTOGRAPHS

Photos

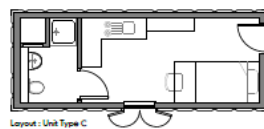


Existing/ Proposed Site Plan

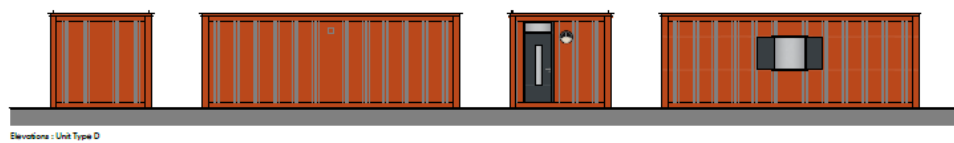
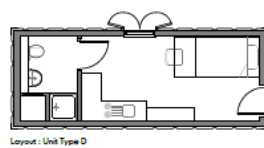
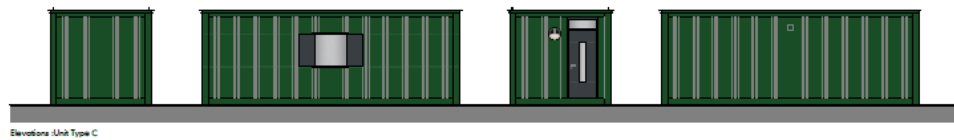


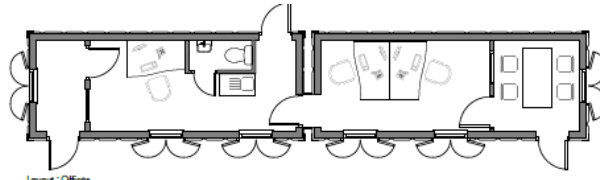
Existing/ Proposed Floor Plans and Elevations



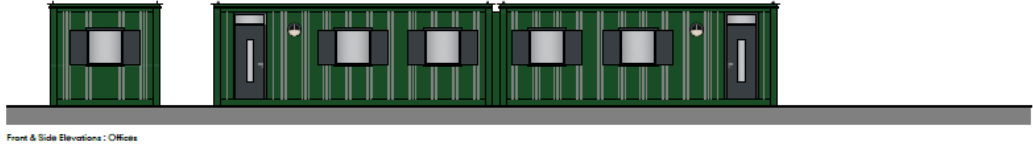


- Colour 1 : RAL 2001 red-orange
- Colour 2 : RAL 7024 graphite grey
- Colour 3 : RAL 6035 pearl-green





Layout : Office



Front & Side Elevations : Office



Rear & Side Elevations : Office

APPENDIX 2: PLANNING APPLICATIONS COMMITTEE REPORT PL/21/1010

COMMITTEE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO.8

PLANNING APPLICATIONS COMMITTEE: 8th September 2021

Ward: Abbey

App No.: 211010

Address: Land to the west of Abattoirs Road

Proposal: Part Retrospective application for the erection of 40 no. sleeping units and 3no. support units for rough sleepers, to be used temporarily for a period of 5 years.

Applicant: Reading Borough Council

Deadline: 14/9/2021

Planning Guarantee 26 week target: 18/1/2022

RECOMMENDATION:

GRANT Planning Permission subject to conditions and informatives

CONDITIONS TO INCLUDE:

- 1) TL1 - 3 yrs
- 2) Temporary permission - five years
- 3) Use approved is as temporary homeless shelter accommodation only
- 4) AP1 - Approved Plans
- 5) M1 - Materials as submitted
- 6) Landscaping scheme to include large plants in planters to be submitted, approved and implemented prior to occupation
- 7) L3 - Boundary Treatment - as shown and retained
- 8) Details of lights to be submitted and approved prior to occupation
- 9) DC1 - Vehicle Parking as specified prior to occupation
- 10) DC3 - Vehicle Access as specified prior to occupation
- 11) DC7 - Cycle Parking as specified prior to occupation
- 12) Refuse and Recycling as specified prior to occupation
- 13) Secure access system and CCTV to be provided prior to occupation and retained with 24-hour on-site monitoring

INFORMATIVES TO INCLUDE:

- 1) IF5 - Terms and Conditions
- 2) IF6 - Building Regulations
- 3) I11 - CIL
- 4) IF3 - Highways
- 5) IF8 - Encroachment
- 6) IF1 - Positive & Proactive.
- 7) Network Rail advice

1. INTRODUCTION & BACKGROUND

- 1.1 The site is a brownfield site partially bounded to the north by the railway line and partially by 59a Caversham Road (believed to be short term residential use), to the east by the A329 Caversham Road, to the south by a mixture of industrial and residential buildings and to the west by a large area of hardstanding associated with the Cattle Market buildings and appears to be being used informally for vehicle storage and parking. The application site is owned by the Council.
- 1.2 It has an abandoned character with scrubby vegetation recolonising the area through cracks in the hardstanding. Boundaries to neighbouring sites comprise a mix of palisade fencing, brick walls and corrugated metal structures.
- 1.3 There are a mix of scale of buildings with the buildings to the west associated with the Cattle Market being predominantly low rise in nature of one and two storeys and those to the east comprising several multi-storey buildings. The railway tracks are at an elevated position above the ground level of the application site.
- 1.4 The site is identified as potentially contaminated land, within an Air Quality Management Area and is part of the Cattle Market area allocated under Policy CR12a within the Reading Borough Local Plan (RBLP) 'West Side Major Opportunity Area'. It is within Flood Risk Zone 2.
- 1.5 In March 2020, as part of the Government's response to the Covid-19 pandemic, it was announced that local authorities should house all rough sleepers and those at risk of rough sleeping so that they could socially distance effectively and self-isolate if they needed to do so. As a result of the national 'Everyone in' response, over 260 people in Reading Borough, who were rough sleeping or at risk of rough sleeping, were accommodated in B&B/hotel accommodation in Reading during the course of the pandemic. This created a significant pressure on the Council's resources and solutions were required to move people on to alternative accommodation.
- 1.6 A range of 'move on' options were utilised and in order to meet the needs of a large number of the client group, with more complex needs, The Council's Housing Department proposed a temporary development of 40 units of modular accommodation with intensive support on site at this site. The authority, to spend Housing Revenue account monies to progress the development, was provided by Policy Committee on 3rd August 2020.
- 1.7 The original timeline for delivery was August to October 2020. Crown Commercial Service, the public procurement arm of Government, offered assistance in procuring the modular housing solution both in terms of drawing up a specification and drawing from their established frameworks for supply and construction to help reduce costs. Tenders were sent out in August 2020, but a contractor was not appointed until November 2020 and the contract was not agreed until January 2021.

- 1.8 Legal issues and the arrival of travellers on site significantly hindered the availability of the site. The manufacturer suffered delays in the production of the units, which are all manufactured offsite, so although a significant number of the units are already on site the development is not likely to be completed until early September 2021.
- 1.9 The application is referred to committee as it is a Council own development (Regulation 3), as well as being a 'major' development.

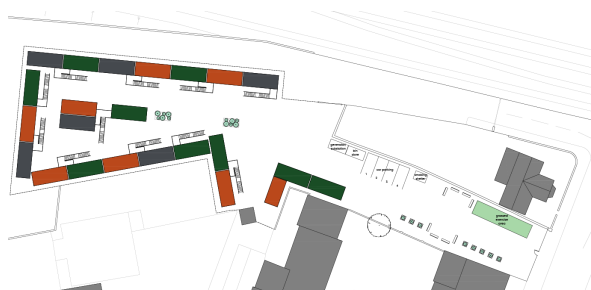
Location Plan



2. PROPOSAL

2.1 The proposal is for:

- A total of 40 accommodation pods (2 in height), each comprising single person studio accommodation and a bathroom
- 2 site welfare office pods - 45.8sqm GIA
- Laundry & Switch Room (electric distribution point) - 22sqm GIA
- New pedestrian gate onto Caversham Road
- 4 no. staff car parking spaces
- Bin storage, cycle storage and landscaping
- 6 staff



2.2 Submitted plans and documentation received 18th June 2021 unless otherwise stated (including amended details) are as follows:

- Site Location Plan - Drawing no: 201123-101.01
- Site Block Plan - Drawing no: 201123-102.03

- Site Layout - Drawing no: 201123-114.03
- Site Elevations A, B & C - Drawing no: 201123-015.01
- Site Elevations D, E, F, G & H - Drawing no: 201123-016.01
- Site Elevations J, K, L & M- Drawing no: 201123-017.02
- Layouts and Elevations: Unit Types A&B - Drawing no: 201123-110.01
- Layouts and Elevations: Unit Types C&D - Drawing no: 201123-111.01
- Layouts and Elevations: Laundry - Drawing no: 201123-113.02
- Layouts and Elevations: Offices - Drawing no: 201123-112.01
- Exterior Lighting - Drawing no: ASD-DN-MR-0920-003 Sheet 1 of 1 Rev R01, received 20th July 2021
- Exploratory Hole Plan - Drawing no: 20260-PW-AG-00-XX-DR-G-1001 Rev P01, received 20th July 2021
- Foundation Plan and Details Two Storey Sleeper Pods - Drawing no: 20260 - PWA-00-XX-DR-S-1001 Rev P01, received 20th July 2021

Other Documents:

- Design and Access Statement, dated 18th March 2021, prepared by Williams Architects, Document ref: 211123-130.01

- 2.3 Community Infrastructure Levy (CIL): the applicant has duly completed a CIL liability form with the submission. As the proposal is for temporary buildings there is an exemption from CIL liability.

3 PLANNING HISTORY

171315/FUL: Demolition of existing out buildings on site and the provision of a new public car park with access acquired from Abattoirs Road, with egress onto Great Knollys Street Land off Abattoirs Road, Reading - 'Disposed Of' 2/8/2018

191384/REG3 - Demolition of existing outbuildings and the provision of a new public car park with access required from Abattoirs Road with egress on to Great Knollys Street, Reading - Pending

4 CONSULTATIONS

Statutory

Network Rail

- 4.1 No objection. Lighting - Any lighting associated with the development (including vehicle lights) must not interfere with the sighting of signalling apparatus and/or train drivers' vision on approaching trains. The location and colour of lights must not give rise to the potential for confusion with the signalling arrangements on the railway. Following occupation of the development, if within three months Network Rail or a Train Operating Company has identified that lighting from the development is interfering with driver's vision, signal sighting, alteration/mitigation will be required to remove the conflict at the applicant's expense.

- 4.2 Drainage - Soakaways / attenuation ponds / septic tanks etc, as a means of storm/surface water disposal must not be constructed near/within 5 metres of Network Rail's boundary or at any point which could adversely affect the stability of Network Rail's property/infrastructure. Storm/surface water must not be discharged onto Network Rail's property or into Network Rail's culverts or drains. Network Rail's drainage system(s) are not to be compromised by any work(s). Suitable drainage or other works must be provided and maintained by the Developer to prevent surface water flows or run-off onto Network Rail's property / infrastructure. Ground levels - if altered, to be such that water flows away from the railway. Drainage is not to show up on Buried service checks.

Non-statutory

Environmental Health

- 4.3 Officers are awaiting comments at the time of writing. This will be reported in an update report.

Natural Environment (tree officer)

- 4.4 The site is within a low canopy cover ward (Abbey with reference to the adopted Tree Strategy) and within the AQMA - as such, sufficient greening of any development is more important. Whilst I appreciate the temporary nature of the use, greening can still be incorporated to both meet policy requirements, aims of our Tree Strategy and to make the site more pleasant for users. The use of planters would enable any trees or shrubs within these to be re-used by the Council after use of the land ceases too.
- 4.5 Landscape principles should be established prior to a decision. The site would benefit from planting / green screening on the Caversham Rd /IDR frontage to help filter pollution. The type of tree planting in planters could include dwarf fruit tree varieties which would provide, wildlife value, softening of the site and fruit for the users. Planters will have to be of a sufficient size - details of which could be secured via condition.
- 4.6 Given that the site is already being set up, it would seem reasonable to see if the full details could be resolved prior to a decision to avoid a pre-occupation condition.

Thames Valley Police - Crime Prevention Design Adviser (Berks)

- 4.7 Awaiting comments at time of writing. Any response received will be reported in an update report.

RBC Transport Strategy

- 4.8 The site in question has no existing planning use and therefore there are no vehicle trips associated with the application site, the principle of this was agreed as part of previous applications on the site. The proposal will increase vehicle movements to and from the site and therefore it must be established that the access illustrated is sufficient. This application is for the same site where the extended RBC car park is proposed to be located and I note this application is still undetermined. Therefore, details of how the two sites could co-exist need to be provided and the new vehicle access to the site assessed

and visibility splays provided. I am happy that speeds would be low and as such visibility should be provided at 2m x 25m in either direction.

It is also noted that no cycle parking has been provided, irrespective of the demographic cycle parking should still be provided at a ratio of 0.5 spaces per unit. The agent has confirmed that A small shed will be provided adjacent to the management suite for secure bicycle storage. Details of this need to be provided.

It will also need to be clarified how refuse will be collected, it is noted that the refuse store is located half way into the site which would assume that a refuse vehicle would travel along Abattoirs Road. If this is the case then a dedicated on site turning facility will be required. It should also be noted that a refuse vehicle will need to get to within 10m of where refuse is to be collected from.

In addition, and to be consistent with other applications for this site the applicant should implement a no right turn ban at the junction of Abattoirs Road and Caversham Road as the proposal increases vehicle movements to and from the site. Other applications have been required to undertake this prior to commencement of the use on the site however as this proposal is already partially in operation I would suggest that they implement this within 2 months of permission being granted given the statutory processes have already commenced in relation to the car park. I recommend a condition is used.

Public consultation

- 4.9 The following addresses were consulted by letter: Arches Club, Abattoirs Road; Flats 1 & 2 59A Caversham Road; Flats 1-32 Malcolm Place, Caversham Rd; Flats 1-30 Jeffrey Place, Caversham Road; 1-29 Regent Court, Caversham Road; Reading Cattle Market, Great Knollys Street; Reading Auction Market, Great Knollys Street; Cattle Market Café, Great Knollys Street; and 18 Great Knollys Street.
- 4.10 3 objections were received. Full neighbour consultation comments are available to view on the Council's website. The following is a summary of the key issues raised:
- Built without prior planning permission; not informed of the intent to use the land for this purpose prior to the units being erected.
 - Major concerns about the security of property and the increased likelihood of anti-social behaviour
 - Already a significant issue with bicycle theft and attempted theft as well as unwanted intruders into the neighbouring residential block (previous rough sleepers in the hallways). This wall gives direct access to the internal areas of the block of flats and totally undermines the locked front door!
 - What safety and security measures are being put in place to protect neighbours and property?

- There are already existing container sleeping units built on the same sites building additional 40 units will create an over concentration of homeless unit in the area. This is done without further supporting amenities in the area, and the council is making a decision without a detailed plan for hosting a high density homeless pods site.

Planning Officer comment: It appears that the objector has misunderstood the proposal which is not for a further 40 units but is seeking permission for just 40 pods - including those already on site.

- Since the temporary container sleeping units were built I have observed increasing amounts of trespassing to our property area and people going through our rubbish in the middle of nights and left rubbish on the ground in our residential area. this has created health & safety issue for the local residents of Regent Court.
- As Regent Court is a listed building, accumulation of rubbish in the area and building of sleeper pods nearby may impact the appearance and character of a listed building.
- The area is next to the railway line and surrounded by a commercial area. The dirty and noisy living conditions would not be suitable and respectable.
- Concentrating all homeless in one area will hamper the effort for integrating them into the wider community.

5 RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) (2021) which states at Paragraph 11 “Plans and decisions should apply a presumption in favour of sustainable development”. The relevant sections of the NPPF are:
- 5.2 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving the listed building or its setting or any features of special interest which it possesses.

National Policy

Section 2 - Achieving Sustainable Development

Section 9 - Promoting Sustainable Transport

Section 11 - Making Effective Use of Land

Section 14 - Meeting the Challenge of Climate Change, Flooding and Coastal Change

- 5.3 The Development Plan is the Reading Borough Local Plan (November 2019) (RBLP). The relevant policies are:

Reading Borough Local Plan (2019)

Policy CC1: Presumption in Favour of Sustainable Development
Policy CC2: Sustainable Design and Construction
Policy CC3: Adaptation to Climate Change
Policy CC5: Waste Minimisation and Storage
Policy CC6: Accessibility and the Intensity of Development
Policy CC7: Design and the Public Realm
Policy CC8: Safeguarding Amenity
Policy CC9: Securing Infrastructure
Policy EN1: Protection and Enhancement of the Historic Environment
Policy EN14: Trees, Hedges and Woodland
Policy EN15: Air Quality
Policy EN16: Pollution and Water Resources
Policy EN18: Flooding and Drainage
Policy H6: Accommodation for Vulnerable People
Policy TR3: Access, Traffic and Highway-Related Matters
Policy TR4: Cycle Routes and Facilities
Policy TR5: Car and Cycle Parking and Electric Vehicle Charging
Policy CR2: Design in Central Reading
Policy CR12: West Side Major Opportunity Area

5.4 Relevant Supplementary Planning Documents (SPDs) are:

- Employment, Skills and Training (April 2013)
- Sustainable Design and Construction (December 2019)
- Revised Parking Standards and Design (October 2011)
- Planning Obligations Under Section 106 (April 2015)

5.5 Other Documents:

- Sequential and Exception Test of Sites in the Submission Draft Local Plan (March 2018, RBC)
- Reading's Preventing Homelessness Strategy 2020 - 2025
- Rough Sleeping Strategy 2019 - 2024, RBC
- Housing Strategy for Reading 2020- 2025, RBC
- Reading Borough Council Policy Committee Report 3rd August 2020

6 APPRAISAL

The main matters to be considered are:

- **Principle of Development**
- **Design**
- **Residential Amenity**
- **Transport**
- **Landscaping**
- **Sustainability**
- **Environmental Matters**
- **Equalities impact**
- **Other Matters**

- 6.1 Residents have raised issues that work has commenced on site prior to planning permission being sought and granted. The Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2020 introduced part 12A which states that emergency development by a local authority or health service body is permitted development if that is:

A. Development by or on behalf of a local authority(3) or health service body on land owned, leased, occupied or maintained by it for the purposes of–

(a)preventing an emergency;

(b)reducing, controlling or mitigating the effects of an emergency; or

(c)taking other action in connection with an emergency.

- 6.2 This, therefore, allowed for works to commence to provide emergency move on accommodation for those rough sleepers housed in B&Bs during the pandemic, without first applying for planning permission. This was as long as permission was sought and secured by 31st December 2021. As at 11th August 21 pods had been installed. The remaining pods are due to be delivered by the end of the first week in September.

Principle of Development

- 6.3 The NPPF states (para. 10) that “*at the heart of the Framework is a presumption in favour of sustainable development*” and at para. 11 that for decision-taking this means: “*approving development proposals that accord with an up -to-date development plan without delay;*”. The overarching objectives are economic, social and environmental. *The proposal would contribute towards supporting “strong, vibrant and healthy communities...”* and through the provision of move-on accommodation and on-site support, would support health and social well-being.
- 6.4 The proposal meets the Council’s Corporate Plan priority of safeguarding and protecting those that are most vulnerable. In addition, it contributes to the Council’s strategic aims of promoting equality, social inclusion and a safe and healthy environment. The proposal also accords with the aims and priorities set out within the Council’s Housing Strategy, Preventing Homelessness Strategy and Rough Sleeping Strategy.
- 6.5 Policy H6 of the Reading Borough Local Plan (RBLP) relates to accommodation for vulnerable people and states that “*i).....Other specialist accommodation for vulnerable people will address the identified needs, which are primarily for accommodation that enables occupants to live as independently as possible....ii) Development for specialist accommodation for vulnerable people will fulfil the following criteria: • Developments will, where possible, locate accommodation close to.... relevant community facilities.....; • Development will incorporate areas of green space, which are particularly important for many groups of vulnerable people....iv) Affordable specialist housing for vulnerable people that meets the needs of the most up to date Housing Strategy may count towards affordable housing provision in line with policy H3.*”
- 6.6 The temporary proposal would provide accommodation for vulnerable people with a specialist service, commissioned to provide relevant on-site support, akin

to a C2 use class, which includes residential institutions where a level of care is provided. The site is part of the allocation under Policy CR12a as follows:

CR12a, CATTLE MARKET: This site will be developed for a mix of edge-of-centre retail uses, and residential development, along with public car parking. The retail may include bulky goods, but should not include a significant element of non-bulky comparison goods retail. It must be designed to reflect the urban grid layout and built form of the centre and a single storey retail warehouse will not be permitted. Development should take account of mitigation required as a result of a Flood Risk Assessment. Site size: 2.46 ha Indicative potential: 330-490 dwellings, 10,000-15,000 sq m net gain of retail.

- 6.7 Whilst the proposal would not provide the permanent housing sought by the allocation, it would contribute to addressing more complex and immediate needs by providing safe accommodation for rough sleepers and on-site welfare support on a temporary basis, which would accord with Policy H6. This is a relatively unique opportunity to deliver a valuable scheme as a meanwhile/ temporary use on an underused piece of land in central Reading. It is also relevant that there has been no alternative proposal, which meets the allocation requirements, which has come forward for this site in over 20 years.
- 6.8 In conclusion, the principle of the use of the site as proposed on a temporary basis is considered acceptable. It would provide a form of affordable accommodation for vulnerable people in accordance with Policies H6 and H3, which weighs in favour over fulfilling the aims of the site allocation in this case. It would also provide employment benefits in the short term for the support staff for the site. The report goes on to consider the proposal against other relevant policies.

Design

- 6.9 The NPPF (Para 126) sets out that good design is a key aspect of sustainable development.
- 6.10 Policy CC7: Design and the Public Realm, requires all development to be of a “high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located.”
- 6.11 The proposal includes pods at two storeys, mostly arranged around the perimeter of the site. They will have a utilitarian and basic appearance, although they will be colourful. They will sit comfortably within the surrounding context and their scale at 5.7m in height is acceptable. The layout maximises the use of this irregular shaped site, and the appearance will be softened by some planting in above ground pots and amenity space. The site will also include bin storage and parking.
- 6.12 Officers accept that the scheme will not meet the requirements of Policy CC7 in terms of high-quality design, but this has been weighed against the nature of this temporary development, which will meet a specific and specialist accommodation need, which is considered to make this scheme acceptable in this instance.

- 6.13 The site benefits from being in a highly accessible location with the necessary local infrastructure already in place. The existing vehicular access point on the northern side, from Abattoirs Road, will be retained and a new pedestrian access point will be installed on the Caversham Road frontage.



- 6.14 In terms of achieving a design which is safe and accessible the proposal includes secure palisade fencing of 2m high around the site and access-controlled entrances and 24hr on site supervision.
- 6.15 The development of the site for the temporary pods, with some landscaping and on-site amenity, will provide improvements to the appearance of the site, and although not wholly in accordance with policy CC7, this is considered on balance to be suitable given the positive social benefits of the proposal.

Residential Amenity

- 6.16 Policy CC8 requires development to not cause a detrimental impact on the living environment of existing residential properties or unacceptable living conditions for new residential properties, in terms of: Privacy and overlooking; Access to sunlight and daylight; Visual dominance and overbearing effects of a development; Harm to outlook; Noise and disturbance; Artificial lighting; Vibration; Dust and fumes; Smell; Crime and safety. The nearest residential properties to the proposal are adjacent to the boundary with the site at Jeffery Place and Malcolm Place.
- 6.17 Policy EN16 states that *“proposals for development that are sensitive to the effects of noise or light pollution will only be permitted in areas where they will not be subject to high levels of such pollution, unless adequate mitigation measures are provided to minimise the impact of such pollution”*.
- 6.18 The pods themselves will be orientated such that there will be no overlooking, no overbearing effects, or loss of daylight/ sunlight of adjacent properties.
- 6.19 Issues have been raised through consultation with respect to crime and safety. The site will be bounded by 2m high palisade fencing and the entrances will be controlled through a door entry system, with CCTV, to prevent access to anyone other than those who will live or work there or who are required for providing services, e.g doctors. The site will be subject to 24/7 on-site support from the homeless charity, St. Mungo’s, who will provide staff for individual support for the residents of the site, which will take place within the offices, and staff for building services and incident response.

- 6.20 Each of the units will be externally lit for safe access to the units and there will be additional lighting to the site entrances and around communal areas. A condition is attached requiring the submission of the final lighting details and implementation prior to occupation.
- 6.21 For the occupants of the site, each of the pods will have a window to provide sufficient levels of daylight/ sunlight.
- 6.22 The windows and doors of the pods will be double glazed and will be located facing inwards and away from the railway to mitigate the impact of noise from that source.
- 6.23 In terms of amenity space there will be communal courtyard areas in front and around the pods as well as seating and a grassed area.
- 6.24 With the conditions proposed, the scheme is considered not to cause undue harm through noise disturbance or security concerns to the future occupants and nearby residents and is considered to provide an acceptable standard of temporary accommodation to the users. The proposal will not fully accord with relevant amenity policies, but it is considered it will provide sufficient measures when balanced against the benefits of the provision of a temporary scheme of this nature.

Transport

- 6.25 The Application Site is in a very sustainable location within walking distance of the centre of Reading. There is a pedestrian point across Caversham Road very close to the site and access to public transport.
- 6.26 The proposal will retain access points for vehicles and pedestrians from Abattoirs Road and Caversham Road respectively and will include 4 no. car parking spaces for staff and covered cycle storage. The only vehicles visiting the site will be staff and support services and subject to clarification on traffic circulation, trip generation and suitable safety measures, it is likely that these could only turn left from the site onto Caversham Road. Bin storage is proposed as an open fronted, covered canopy structure and will be sited to enable easy proximity/ access for refuse vehicles. Transport comments have been provided (see consultation section of this report) and some questions remain. These will be addressed in an update report.
- 6.27 However, there was no in principle objection on transport grounds and therefore subject to the details sought being provided the requirements of the relevant policy TR5 will be met.

Landscaping

- 6.28 Policy H6 states that development will incorporate areas of green space, which are particularly important for many groups of vulnerable people. Policy CC7 requires developments to include appropriate landscaping and EN14 requires new development to make provision for tree planting within the application site, particularly on the street frontage and in areas such as this which have low tree coverage and are within Air Quality Management Areas EN15.

- 6.29 This proposal is for an emergency welfare accommodation project and bearing in mind the temporary (five year) nature of the accommodation, a landscaping solution which is appropriate needs to be considered.
- 6.30 The site is a relatively constrained urban site with no existing meaningful landscaping. The proposal will focus the siting of the pods adjacent to the site boundaries. The proposal will include some planting within above ground planters within the site, between the pods, and to boundaries. A condition is included for the submission and approval of a satisfactory detailed landscaping plan for implementation prior to occupation.
- 6.31 It will also involve the removal of scrub, particularly at the Caversham Road frontage. This will contribute to improving the appearance of the site.

Sustainability

- 6.32 Adopted Local Plan Policy CC2 requires new development to reduce the consumption of resources and materials and states that *“All minor non-residential developments is required to meet the most up-to-date BREEAM ‘Very Good’ standard as a minimum;..... Both residential and non-residential development should include recycling greywater and rainwater harvesting where systems are energy and cost effective.”*
- 6.33 Policy CC3 requires that all developments demonstrate how they have been designed to incorporate measures to adapt to climate change. Policy CC5 requires minimisation of waste during construction and the life of the development.
- 6.34 As a temporary scheme of this unique type of development it will not be possible to meet BREEAM standards. However, the proposals do offer a range of measures as follows contributing towards policy requirements:
- The pods have been manufactured off-site using modern methods of construction to minimise waste and maximise efficiencies of the build process.
 - The units are well insulated using high performance rigid insulation boards lining the walls, roof and floor and windows are double glazed both for thermal and acoustic reasons.
 - They will be heated via electric panel heaters and hot water will be provided through an instantaneous electric water heater ensuring no heat loss on the hot water system through stored water.
 - LED lighting will be used both internally and externally. Other appliances installed in the pods will be low energy.
- 6.35 Although temporary in nature they are robustly manufactured, and they could be re-used.

Environmental matters

- 6.36 ***Air Quality:*** Policy EN15 requires developments to *“have regard to the need to improve air quality and reduce the effects of poor air quality”*. The pods are sited well back from Caversham Road and set away from the railway line and the direct impacts of poor air quality will therefore be minimised. The units

are temporary and as an allocated site for housing it has been assessed as suitable for accommodation.

- 6.37 **Contaminated land:** Policy EN16: Pollution and Water Resources states that *“Development will only be permitted on land affected by contamination where it is demonstrated that the contamination and land gas can be satisfactorily managed or remediated so that it is suitable for the proposed end use and will not impact on the groundwater environment, human health, buildings and the wider environment, during demolition and construction phases as well as during the future use of the site.”* Some sampling of the ground conditions was undertaken in February 2021 and this showed no contaminated material. Excavations have been kept to a minimum and generally to nominal depths of 300mm to 450mm and limited to installing foundation pads to each corner of the pods and for connections to required existing services. These excavations have not revealed any contaminated material or evidence of contaminated ground. No excavated material has been removed from the site during the works. Any comments received from Environmental Protection will be reported in an update.
- 6.38 **Flood Risk:** The site is in Flood Risk 2. It is part of an allocated site for residential and commercial uses and has therefore passed the sequential test. The proposed use is defined under the ‘more vulnerable’ classification of use for which flood risk standing advice is to be followed. Under the NPPG¹ it states that all vulnerable developments should follow the advice for: surface water management, access and evacuation and floor levels. There will be a permeable top surface across the whole site and the pods utilise eaves drop for rainwater fall to the blank elevation sides to manage surface water on site. There will be an emergency evacuation plan in place for staff and residents. It is considered that there will be no worsening of surface water run off as the pods will be located on areas which are existing hard surfacing, and existing drainage will be utilised. The ground floor pods will have an internal floor level above estimated flood levels.

Equalities Impact

- 6.39 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. Therefore, in terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.
- 6.40 In developing of the scheme it was agreed that ambulant disabled and disabled persons requiring such accommodation will continue to be housed within more accessible hotel accommodation as is currently the case.

Other Matters

- 6.41 **S106:** There are no obligations which are required for the site to accord with Policy CC9.

¹ Preparing A Flood Risk Assessment: Standing Advice, February 2021 (NPPG)

- 6.42 ***Impact on Listed Building:*** An objector has raised concern over the impact of litter and the pods themselves on the appearance and character of the listed Regent Court.
- 6.43 Regent Court is sited ca 30m from the closest point to the site and its current setting is overwhelmingly dominated by the existing flats of Jeffery Court and Malcolm Court. As the pods are sited alongside and behind Jeffrey Court are only 2 storeys in height it is not considered that would be any detrimental effect with respect to the setting and the character and appearance of the listed buildings.
- 6.44 With respect to litter, there are currently no occupants of the site, and as a construction site should be left secure at the end of each day. During the operation of the site there will be sufficient bin storage and refuse will be collected regularly on-site by a refuse vehicle. The process of developing the site for a temporary use, which will have 24/7 on-site supervision, should minimise any likelihood of litter from the site being dumped in other locations.

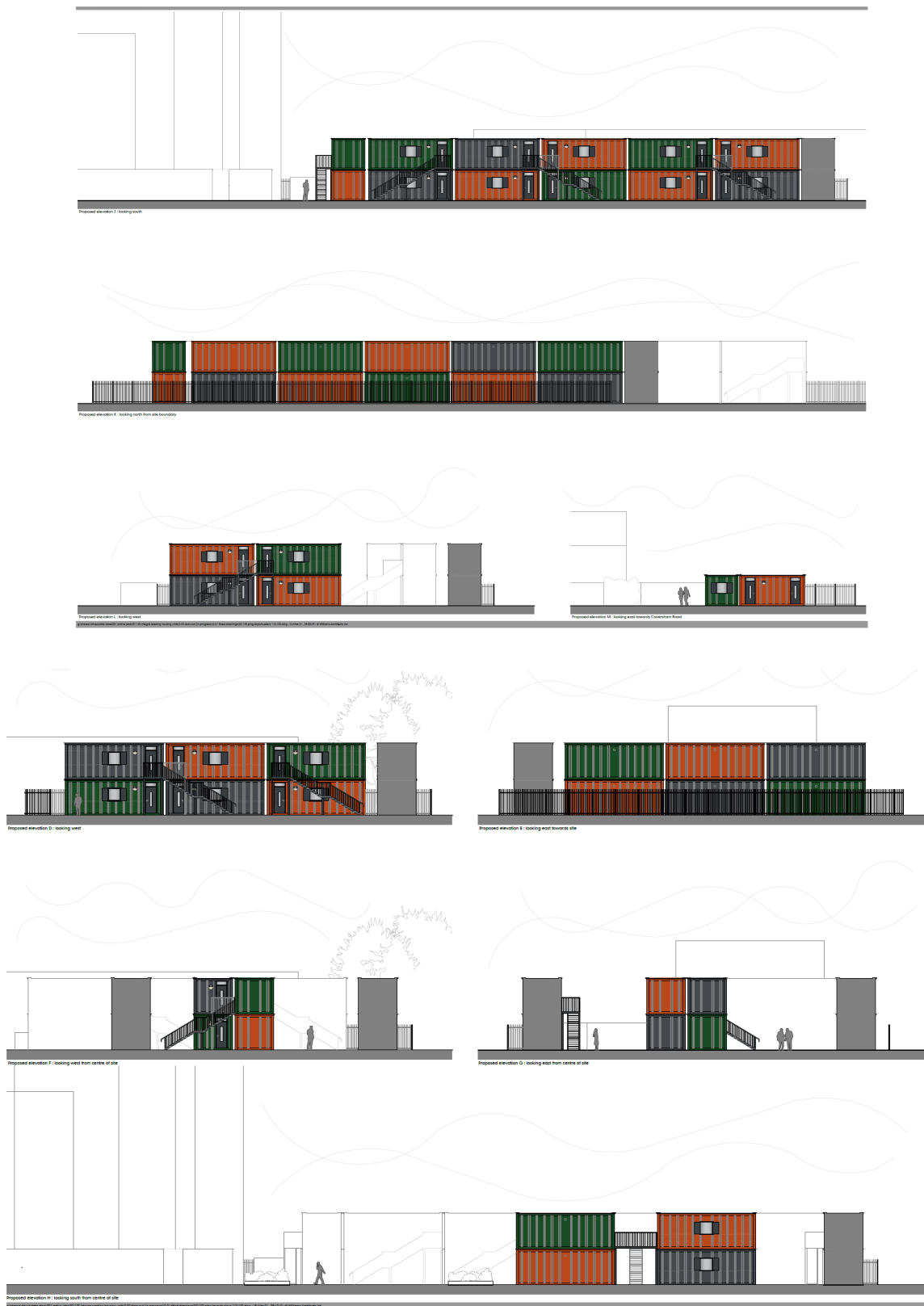
CONCLUSION

- 7.1 The proposal is for much needed temporary move-on accommodation for vulnerable homeless people with on-site welfare support. Although the scheme does not wholly meet some of the adopted planning policy requirements it is considered that delivering a proposal which meets an exceptional issue and for which there is an overriding public need, outweighs meeting normal policy requirements in this instance. Indeed, it responds very positively to a number of Council priorities with respect to addressing homelessness and rough sleeping.
- 7.2 Officers have worked positively and proactively with the applicant on this scheme and overall officers consider this to be a supportable scheme, which accords with relevant national and local policy. The planning application is therefore recommended for approval subject to conditions.

Case Officer: Alison Amoah

APPENDIX 1: Plans

Floor Plans & Elevations

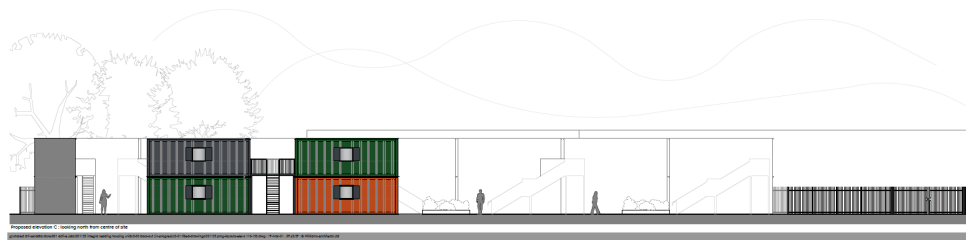




Proposed elevation A: looking north towards existing fence

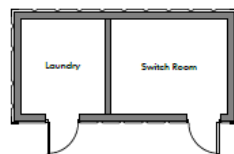


Proposed elevation B: looking south from north site boundary

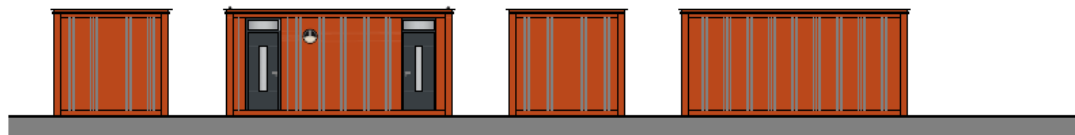


Proposed elevation C: looking north from centre of site

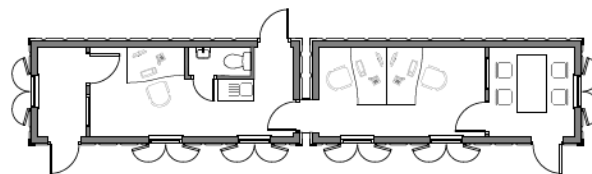
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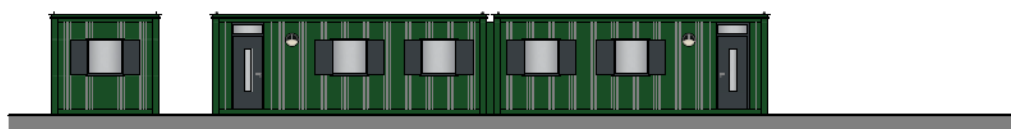
Layout : Laundry



Elevations : Laundry



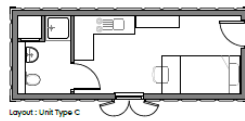
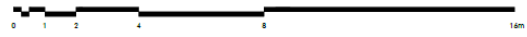
Layout : Offices



Front & Side Elevations : Offices

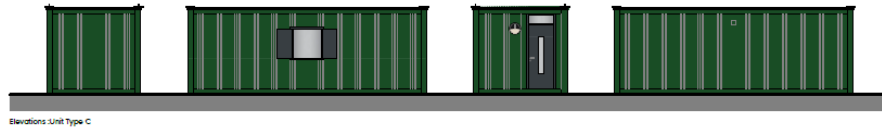


Rear & Side Elevations : Offices

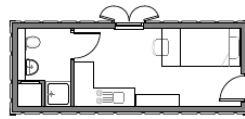


Layout : Unit Type C

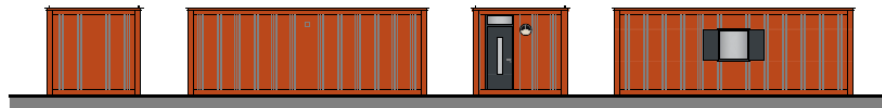
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 - Colour 2 : RAL 7024 graphite grey
 - Colour 3 : RAL 6035 pearl-green



Elevations : Unit Type C



Layout : Unit Type D

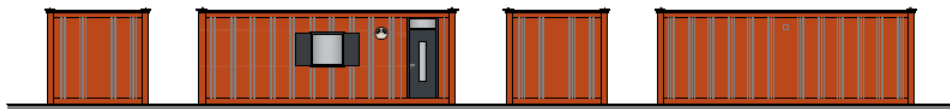


Elevations : Unit Type D

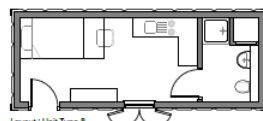


Layout : Unit Type A

- Unit colours
- Colour 1 : RAL 2001 red-orange
 - Colour 2 : RAL 7024 graphite grey
 - Colour 3 : RAL 6035 pearl-green



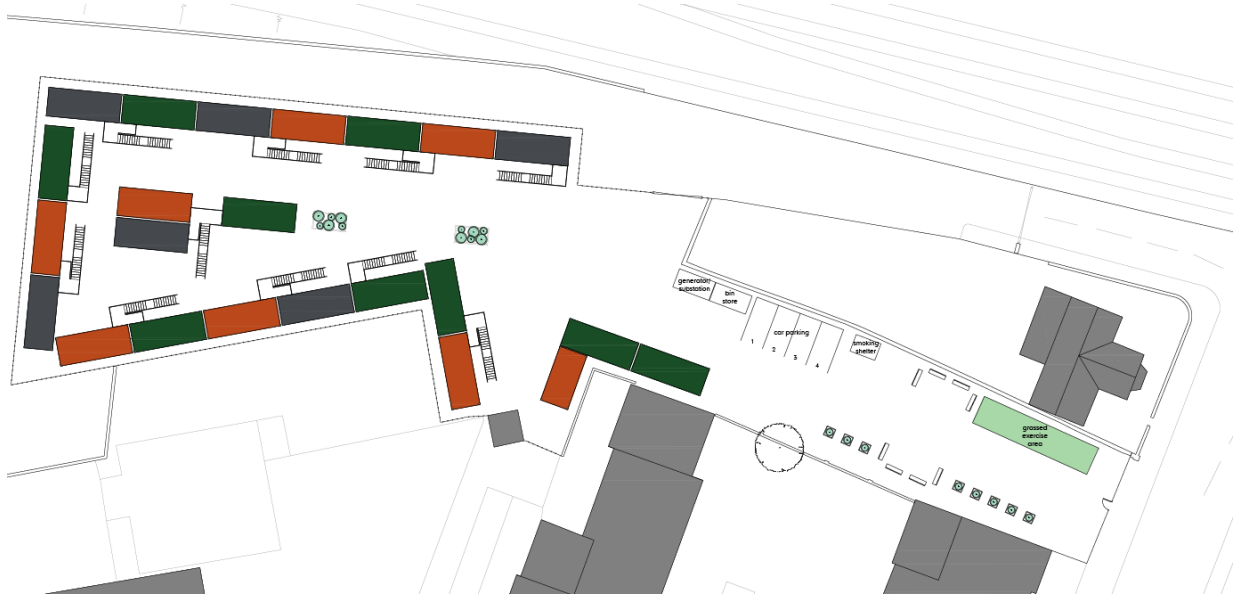
Elevations : Unit Type A



Layout : Unit Type B



Elevations : Unit Type B



Site Plan



APPENDIX 3: PLANNING APPLICATIONS COMMITTEE UPDATE REPORT PL/21/1010

UPDATE REPORT

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 8th September 2021	ITEM NO. 8
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Ward: Abbey

App No.: 211010

Address: Land to the west of Abattoirs Road

Proposal: Part Retrospective application for the erection of 40 no. sleeping units and 3no. support units for rough sleepers, to be used temporarily for a period of 5 years.

Applicant: Reading Borough Council

Deadline: 14/9/2021

Planning Guarantee 26 week target: 18/1/2022

RECOMMENDATION:

GRANT Planning Permission subject to conditions and informatives

As on main report with amended and additional conditions as follows:

CONDITIONS TO INCLUDE:

Amended

- 7) DC76 - Cycle Parking to be submitted and approved as specified prior within 3 months of occupation
- 13) Secure access system and CCTV to be provided prior to occupation and retained with 24-hour on-site monitoring and the cameras to be of a standard which enable good image capture and are sited appropriately for unobstructed views.

Additional

- 14) DD6 - Visibility Splays as submitted.
- 15) Within 2 months of occupation the Traffic Regulation Order for a no right turn at the junction of Caversham Road and Abattoirs Road shall be installed.

1. AMENDED/ADDITIONAL INFORMATION

Transport

- 1.1 Amended plans have been received, which the Transport Development Control Manager has confirmed resolve the matters raised regarding:

- Refuse vehicle tracking for accessing the site;

- Visibility splays for the junction of Caversham Road and Abattoirs Road and at the entrance to the site; and
 - Location of the refuse storage.
- 1.2 No cycle storage has been provided and, therefore, a revised drawing is still required illustrating a dedicated cycle store for both staff and residents. The Transport Development Control Manager would accept this in the form of lockable sheds and has recommended a condition as included above.
- 1.3 With reference to Transport's comments in the main report (para. 4.8) in terms of the requirement for a no right turn at the junction of Abattoirs Road and Caversham Road, an additional condition is included above.

Crime Prevention Design Advisor, Thames Valley Police

- 1.4 Comments have been received from Thames Valley Police as follows and they have no objection to the scheme:

"Having discussed the application with my colleague Sgt Cutler we have no significant concerns in relation to the site and therefore, do not wish to object to the application. However, we do make the following comments and recommendations.

Whilst this is a residential development our understanding is an office will be present on site and staffed at all times to support the residents. Management procedures, therefore, should be robust and address the potential for crime and anti-social behaviour ensuring the security of both occupants, staff and the community as a whole.

We understand formal surveillance will be present. Consideration should be given to conducting an operational needs assessment to ensure cameras meet the required standard for a good image capture and are sited appropriately.

The application refers to secure vehicle and pedestrian entrances. Again, our understanding is that these are via dedicated entrances without the need to utilise the access for any of the neighbouring residential blocks. Vehicle and pedestrian gates should be able to prevent unauthorised access, however, these should be visibly permeable to allow surveillance into and from the site and vehicle gates should be constructed to prevent pedestrian access. Access controls must be present and managed via electronic fob or card to allow staff to quickly and easily manage the development allowing access to be provided or revoked with limited delay. Pin pad codes should not be used as it is not possible to know who the access code has been passed to whilst over time the keys can show wear and tear making it possible to identify codes. A visitor entry system should be present connecting to staff and allowing them both an audio and visual communication prior to allowing access.

That is the case

The application refers to the use of 2m palisade fencing which is usually more appropriate for industrial settings. Visibly permeable vertical railings (1.8m minimum) would provide a level of security better suited for a residential setting.

Planning Officer comments:

With respect to the proposed CCTV system and quality of image an amended condition is recommended as included above (no.13).

In terms of vehicle and pedestrian gates these will prevent unauthorised access and will be visibly permeable. It is the case that the access controls would be either a fob or card system.

TVP has made comments on the industrial nature of the fencing, however, this is largely as existing and its replacement would be unviable for such a scheme. The fencing would be visibly permeable.

Plans and other information

1.5 Further amended plans were submitted as follows:

- Site Vehicle Tracking - Drawing no: 201123-103.02, received 7th September 2021
- Site Elevations: A, B & C - Drawing no: 201123-015.02, received 6th September 2021
- Site Layout - Drawing no: 201123-114.04, received 6th September 2021
- Site Block Plan - Drawing no: 201123-102.04, received 6th September 2021

Conclusion

1.6 The recommendation remains as in the main report save for further suggested and amended conditions as included above.

Case Officer: Alison Amoah

Planning Applications Committee

09 September 2026



Reading
Borough Council
Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Whitley
Planning Application Reference:	PL/25/0705/DOV
Site Address:	Land at Madejski Stadium, Shooters Way, RG2 0FL
Proposed Development	Proposed S106 Deed of Variation in Relation to Planning Application Reference PL/16/0199
Applicant	Reading Borough Council
Report author	Alison Amoah - Principal Planning Officer
Deadline:	Original target determination of 12 th August 2025 with an agreed extension to 19 th September 2026
Recommendation	AGREE Deed of Variation
S106 Obligations	Amend Schedule 6 Clauses 5 and 6 to S106 No. 4308 as follows (additional text underlined and removed text shown as a strikethrough): 5. The First Owner shall carry out the Land Management Measures and Remedial Works until the Council is satisfied that the waste and gases under the Application Land are unlikely to be a hazard to <u>identified critical receptors in the context of the proposed development.</u> human health. (Site Characterisation CS2). <u>In particular, ground gas risks should be characterised in accordance with the approaches outlined within British Standards and where appropriate, other current, relevant, authoritative guidance.</u> 6. The First Owner shall continue to pay on the anniversary of the Implementation of the Development the Land Management Monitoring Contribution until the Land Management Measures and Remedial Works demonstrate to the Council's satisfaction that the waste and gases under the Application Land are unlikely to be a hazard to <u>identified</u>

	<u>critical receptors in the context of the proposed development. human health. (Site Characterisation CS2). In particular, ground gas risks should be characterised in accordance with the approaches outlined within British Standards and where appropriate, other current, relevant, authoritative guidance.</u> All other obligations within the original s106 agreement and the Dov 2023 would continue to apply.
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1. EXECUTIVE SUMMARY

- 1.1 The proposal is for a deed of variation (Dov) which seeks to amend clauses 5 and 6 within the Sixth Schedule ['Land Contamination and Gas Remediation Obligations'] of the existing Section 106 legal agreement for the Royal Elm Park development, which is the approved mixed-use scheme on the land adjacent to the Select Car Leasing Stadium (as approved under PL/16/0199).
- 1.2 This modification proposed would align with the land contamination and gas remediation obligations with the contamination and land gas condition wording previously approved by officers under non-material amendment PL/25/0526 and is, therefore, considered acceptable and it is therefore recommended that the variation sought is agreed.

2. INTRODUCTION

- 2.1 The application site is the land adjacent to the Select Car Leasing Stadium (formerly the Madejski Stadium), which comprises the parking area and the site of the football training Dome and outside training pitches. This forms the land within the approved scheme area known as Royal Elm Park, which was a 'hybrid' planning permission (i.e. part full/detailed permission and part in outline) under ref: PL/16/0199. This was approved subject to a S106 legal agreement (dated 29th November 2018).
- 2.2 The detailed part of the permission has been implemented through some foundation works for the approved Phase 1 multi-storey car park, and the first Reserved Matters application is currently under consideration (ref: PL/25/1655). There has also been the approval of a number of non-material amendments and conditions as documented in Section 4 below.
- 2.3 Of specific relevance is that Conditions 7 and 50 were amended as shown in Appendix 1 and this is further detailed in the assessment in section 7 below.
- 2.4 The site is identified within the Reading Borough Local Plan in addition to the allocated sites. Paragraph 6.3.18 states "*Any future applications on these sites will be acceptable where they are substantially the same as the existing*

permission, subject to the policies in this Local Plan. Applications for developments will need to be considered against policies in the plan, in particular whether it would adversely impact the likelihood of meeting Reading's identified development needs."

- 2.5 It should be noted that this hard commitment is retained within the Local Plan Partial Update Submission version (May 2025) under paragraph 6.3.17.

3. PROPOSAL

- 3.1 The proposal is to vary the existing S106 legal agreement to amend the wording within the Sixth Schedule – 'Land Contamination and Gas Remediation Obligations' with regard to clauses 5 and 6, in order that the wording would align with wording approved under a non-material amendment for conditions 7 and 50 as amended under ref: PL/25/0526.
- 3.2 This DoV would be a supplemental document to the original 2018 S106 agreement and first Deed of Variation dated 20th October 2023, which excluded the installation of a single foundation tie beam for Phase 1 (Multi-storey car park) from the definition of 'implement'¹. The proposed wording would be as follows (additional text underlined and removed text shown as a strikethrough).

5. The First Owner shall carry out the Land Management Measures and Remedial Works until the Council is satisfied that the waste and gases under the Application Land are unlikely to be a hazard to identified critical receptors in the context of the proposed development. ~~human health. (Site Characterisation CS2).~~ In particular, ground gas risks should be characterised in accordance with the approaches outlined within British Standards and where appropriate, other current, relevant, authoritative guidance.

6. The First Owner shall continue to pay on the anniversary of the Implementation of the Development the Land Management Monitoring Contribution until the Land Management Measures and Remedial Works demonstrate to the Council's satisfaction that the waste and gases under the Application Land are unlikely to be a hazard to identified critical receptors in the context of the proposed development. ~~human health. (Site Characterisation CS2).~~ In particular, ground gas risks should be characterised in accordance with the approaches outlined within British Standards and where appropriate, other current, relevant, authoritative guidance.

¹ In Schedule 2 paragraph2, Schedule 4 paragraph 2 (e) and Schedule 6 paragraph 1

3.3 This DoV matter is being reported to the Planning Applications Committee for determination as the original application was a Major application reported to your meeting on 26th April 2017. The relevant contamination section of the main report is attached as Appendix 2 to this report.

3.4 Submitted Plans and Documentation:

The submitted documentation is as follows:

- Cover Letter from the applicant's agent, dated 22/4/25, received 13th May 2025
- Compiled list of Proposed Condition Amendments and S106 Variations

3.5 Community Infrastructure Levy: This is not relevant to this Deed of Variation.

4. PLANNING HISTORY

4.1 The relevant planning history is as follows:

PL/16/0199/FUL - Outline application (all matters reserved apart from access to the site) for residential development (Blocks 1-6) to provide up to 422 residential units, comprising predominantly 1 and 2 bedroom apartments (Use Class C3) along with associated landscaping and car parking; and Detailed application for residential and mixed use development comprising: 196 residential units (within Block 7) (Use Class C3) including 164 dedicated parking spaces (of which 12 are accessible); Convention Centre and ice rink (Use Classes D1/D2); 246 bedroom hotel (Use Class C1) and up to 102 serviced apartments (Use Class C1); Decked car parking within Convention Centre; Flexible ancillary retail space (Use Class A1) (within Block 7 only); Flexible ancillary retail space (Use Class A3/A4) (within Convention Centre only); Multi storey car park including 1,972 sqm of office space (B1a) or 1,732sqm of office space (B1a) and 240 sqm of community space (D1 use); Public open space (including public square and public park) with associated street furniture and public art and directional signage to form part of wider outline public open space strategy; Associated access, landscaping, cycle parking, transport interchange and related infrastructure and engineering works; Ancillary facilities for storage, management facilities and plant; Vehicular and pedestrian access; and Demolition of existing indoor training facility; and Enhancement of existing RFC Garden of Remembrance - Approved 29/11/2018

PL/22/1914/NMA - Minor amendment to planning permission 160199 for changes to condition wording for conditions 12, 16, 23, 24, 26, 32, 33, 74, 75, 83, 87, 91, and 100 to exclude first pile foundation for Phase 1 (MSCP), and 93 to include specific reference to residential - Agreed 6/7/2023

PL/23/0080/NMA - Minor amendment to conditions 7 (parts b and c), 70, 71, 73 and 80 of planning permission 160199 to allow for Phase 1 single pile implementation (amended) – Agreed 24/4/2023

PL/23/1267/NMA - Minor amendment to conditions, 3, 4, 7, 12, 16, 23, 24, 26, 32, 33, 68, 70, 71, 72, 73, 74, 75, 80, 83, 87, 91, and 100 of application 160199 to

exclude the implementation of a single foundation tie beam within Part of Phase 1 – Agreed 9/10/2023

PL/23/0448/DIS – Application for approval of details reserved by condition 79 of application 160199 (amended) – Agreed 10/10/2023

PL/23/0664/DIS – Application for approval of details reserved by condition 65 (Construction Method Statement) of Application 160199 – Agreed 10/10/2023

PL/23/1715/CLE – Certificate of lawfulness of existing use or development for the implementation of the development granted planning permission by Reading Borough Council on 29th November 2018 under reference 160199 (Royal Elm Park) - Approved 12/1/2024

PL/25/0526/NMA- Non-material amendment to conditions 7, 46, 50 & 57 of planning permission PL/16/0199 – Agreed 2/5/2025

5. CONSULTATIONS

5.1 Informal discussions took place with RBC Legal Services and an appointed consultant, along with Environmental Protection officers, at pre- submission stage. The consultant is a specialist in the contaminated land sector within an overall geoenvironmental and geotechnical consultancy. Specialist advice was provided through the original application process, and their services have been retained to provide advice to RBC officers in dealing with reviewing and assessing of submissions regarding contamination related matters.

5.2 The Environment Agency was consulted on the original application and stated:

“In terms of this planning application the assessment of risk to the proposed development from landfill gas is not within our remit and the local planning authority must make a decision about this. However, we do have a regulatory role under the Environmental Permitting (England and Wales) Regulations 2010. We do this via an extant environmental permit which regulates the environmental impact of the site.” They provided advice about the landfill at this site and the potential hazards, about the environmental permit and about maintaining compliance with the requirements of the permit, which was included within the informatives section of the original permission. No consultation with the EA was, therefore, undertaken with regard to this DoV.

5.3 No public consultation was undertaken, because it is not required for a Deed of Variation.

6. RELEVANT PLANNING POLICY AND GUIDANCE

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless

material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) which states at chapter 14, Policy S3 Paragraph 1. *“Decisions on development proposals should apply a presumption in favour of sustainable development”*.

- 6.2 Section 106A of the Town and Country Planning Act 1990 enables local planning authorities to vary S106 legal agreements.
- 6.3 For this Local Planning Authority the development plan is the Reading Borough Local Plan (November 2019). The relevant national / local policies / guidance in relation to this issue are:

National Planning Policy Framework (August 2026).

The following chapters are the most relevant (others apply to a lesser extent):

3. Decision-Making Policies

17. Pollution, Public Protection and Security

National Planning Practice Guidance (2014 onwards)

- Planning Obligations
- Land Affected by Contamination

Reading Borough Local Plan (November 2019)

The relevant policies are:

CC9: Securing Infrastructure

EN16: Pollution and Water Resources

Relevant Supplementary Planning Documents (SPD) are:

- Planning Obligations under Section 106 (2015)

Other relevant documents:

- BS8485: 2015 Code of Practice for the Design of Protective Measures for Methane & Carbon Dioxide Ground Gases for New Buildings
- CIRIA (Construction Industry Research and Information Association): Publication C665 - Assessing Risks Posed by Hazardous Ground Gases to Buildings (2007)
- RBC Contaminated Land Strategy (2011)

6.4 Local Plan Update

The current version of the Local Plan (adopted in November 2019) turned five years old on Tuesday 5th November 2024. The Local Plan was reviewed in March 2023 and around half of the policies in the plan are considered still up to date. However, the rest need to be considered for updating to reflect changing circumstances and national policy. A consultation version of the draft updated version of the Local Plan was published on 6th November 2024. A submission

draft was submitted to the Secretary of State on 9th May 2025, and it is currently at 'Examination' stage.

Although there is a five-year period for carrying out a review of a plan after it is adopted, nothing in the NPPF or elsewhere says that policies automatically become "out of date" when they are five years old. It is a matter of planning judgement rather than legal fact whether a plan or policies within it are out-of-date. This will depend on whether they have been overtaken by things that have happened since the plan was adopted, either on the ground or through changes in national policy, for example.

Officer advice in respect of the Local Plan policies pertinent to this application listed above is that they remain in accordance with national policy. Of those listed above Policy CC9 is proposed for amendment, but the objectives of this policy remain very similar in the draft updated Local Plan, and at present, due to the status of the emerging Local Plan have limited weight in decision making. The current policies can continue to be afforded weight in the appraisal below and are not considered to be 'out of date'.

7. APPRAISAL

Introduction

- 7.1 The application site is an area of artificially raised land, which was a capped former landfill site which operated between 1972 and 1985, and it is subject to an Environmental Permit held by Reading Football Club. The level of fill material is up to 12m deep in parts.
- 7.2 Development on contaminated land is subject to a number of regulatory regimes, and the Environment Agency (EA) have an important role in relation to this site as it is currently a permitted landfill waste site both in the context of waste permitting and groundwater protection. The application site is subject to a high level of monitoring, to ensure that the terms of the existing Environmental Waste Permit are not breached and that pollution is not occurring to the wider environment, particularly to groundwater and water courses, for which the EA are the lead regulator. As well as acting as lead regulator for waste and controlled waters (groundwater and surface water), both in the context of the existing landfill, they are also the statutory consultee to the LPA for the proposed redevelopment of the site, which includes a change of land use. The LPA act as the lead regulator in the context of human health through the planning regime. During previous consultations the EA did not object to the principle of development sought under the original, now approved, scheme. Any development, or disturbance, of the site would need permission (or a permit) under Environmental Permitting Regulations, which is separate to the planning application process.

- 7.3 The information submitted to support the original planning application (ref: PL/16/0199) noted that there were very high concentrations of ground gas in boreholes immediately to the north of the football stadium and the ground conditions may result in major adverse effects on human health.
- 7.4 The Environmental Protection Manager at the time, with technical advice from the specialist consultant, considered that the information submitted from the monitoring data was insufficient to characterise the application site, a landfill site still in the process of decomposition, liable to shrinkage and emission of toxic gases, in particular methane and carbon dioxide. There was inadequate information to demonstrate the Applicant's contention within the submission documents, that the site was a very low risk gassing site, and that the waste was nearing stabilisation both physically and biologically.
- 7.5 As it was considered that there was insufficient information to properly characterise the site, and thus properly assess the risks involved in its development - particularly for sensitive uses such as residential uses - further data was requested by officers. This led to the applicant installing additional boreholes on site and undertaking further monitoring. This is summarised in the original committee report in paragraphs 7.38-7.43 (included in Appendix 2 below)
- 7.6 Following review of the additional monitoring information RBC's consultant advice to RBC officers was that this further monitoring demonstrated that the Characteristic Situation Level of the site (CS) was CS5 (high risk) (see explanation of CSs in paragraphs 7.8 below), but the coverage of the boreholes and extent of monitoring undertaken was the minimum required to provide a general overview of the risk level of the site. It was, therefore, advised that conditions would be required on any planning permission requiring substantial additional investigation, monitoring and assessment to confirm the initial findings and that, in addition to any gas protection measures, there would also need to be ongoing long-term management to maintain such measures.
- 7.7 The resulting planning permission includes several conditions and obligations related to contamination including ground gas, and conditions 7 and 50 relate specifically to long-term management, monitoring and maintenance (for the detailed and outline parts of the permission respectively) and, as originally approved, specifically referenced CS2 (Low ground gas risk classification. As detailed in section 7.8 below). Obligations within Schedule 6 of the S106 relate to investigating and assessing the risks of ground gases, designing protective measures for such gases for new buildings and carrying out monitoring and management of contamination remedial works required under the contaminated land and gas planning conditions in accordance with relevant authoritative guidance such as British standards and CIRIA Guidance, under the term 'Land Management Measures and Remedial Works'. CIRIA is the Construction Industry Research Information Association, a neutral independent and not-for profit body who work collaboratively across the construction

industry to identify good practice, develop new approaches and to identify and enable innovation. Most CIRIA research projects result in the publication of guidance documents, many of which have been adopted as the standard for excellence in their respective areas, including those specifically related to ground gas risk assessment.

Approaches to Contaminated Land Characterisation (ground gas)

- 7.8 In the context of contaminated land, Characteristic Situation (CS) is a classification system as part of BS 8485, the British Standard for designing ground gas protection measures, and the CIRIA C665 guidance. It classifies a site's ground gas risk profile (specifically in terms of methane and carbon dioxide) based on the Gas Screening Value (GSV - calculated in litres per hour). The GSV is a measure of the potential flow of hazardous ground gases into a building, expressed in litres per hour, used to determine the required level of gas protection. Once the GSV has been determined, a Characteristic Situation or CS is allocated (between CS1 and CS6), which is used to describe the level of risk posed by hazardous ground gases on a development site and helps to determine the level of gas protection required for buildings on the development. Classifications CS1 to CS6 are set out in the table below:

BS 8485 / CIRIA C665 Characteristic Situations (CS) Table

Characteristic Situation (CS)	Risk Classification	Gas Screening Value (GSV) Limit (l/hr)	Typical Carbon Dioxide (CO ₂) or Methane (CH ₄) Thresholds	Typical Protection Requirement
CS1	Very Low Risk	< 0.07	Typically CH ₄ < 1% and CO ₂ < 5%.*	No gas protection measures required.
CS2	Low Risk	< 0.7	If CH ₄ > 1% or CO ₂ > 5%, consider increasing to CS2.	Basic protection (e.g., gas-resistant membrane and sub-floor ventilated void). Requires independent verification.
CS3	Moderate Risk	< 3.5	—	Moderate protection (e.g., reinforced concrete slab, robust membrane, and high-performance ventilation).
CS4	Moderate to High Risk	< 15	—	High protection (e.g., multi-layered defense systems with active or highly advanced passive ventilation).
CS5	High Risk	< 70	—	Very high protection (e.g., active gas extraction systems or in-ground venting barriers).
CS6	Very High Risk	> 70	—	Extremely high risk; development may not be viable or requires specialized engineered containment.

- 7.9 The role of planning when dealing with land which may be contaminated, as set out in NPPF Policy P2: Ground Conditions is that:
1. Sites proposed for development should be suitable for their proposed use taking into account:
 - a. Ground conditions, including any risks arising from land instability or contamination (whether due to natural hazards or current and former activities such as mining or fuel storage); and
 - b. The extent to which any such risks can be mitigated, and the potential impacts on the natural environment arising from remediation.
 2. Where land is remediated it should, as a minimum, not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990.
 3. Adequate site assessment information, prepared by a competent person, should be available to inform these considerations.
 4. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.
- 7.10 RBLP Policy EN16 states: *“Development will only be permitted on land affected by contamination where it is demonstrated that the contamination and land gas can be satisfactorily managed or remediated so that it is suitable for the proposed end use and will not impact on the groundwater environment, human health, buildings and the wider environment, during demolition and construction phases as well as during the future use of the site.”*
- 7.11 In addition to the Environmental Protection Act 1990 (the EPA), there are other regimes considering the implications of contamination for development including the Building Regulations and, as referenced above, the Environmental Permitting Regulations. The original planning conditions for land gas contamination matters had a strong emphasis on the requirements of the Environmental Permitting Regulations. The original stipulation within the conditions was that monitoring should demonstrate that site Characterisation CS2 had been achieved (demonstrated by the results of a minimum of 24 datasets over two consecutive years at this level). This was originally applied, as this is a requirement for any proposed surrender of the existing Environmental Permit associated with the landfill site (in accordance with Chapter 5. of Environment Agency Guidance Landfill and deposit for recovery: aftercare and permit surrender (March 2022)). This is separate legislation to that considered under Planning. The technical advice to RBC officers from the RBC appointed consultant, during the application consideration, did not explicitly recommend that CS2 should be referenced rather RBC officers considered that aligning it with the requirements under Environmental Permitting Regulations would be a reasonable approach.
- 7.12 Specific and more recent advice on this matter, received from the RBC consultant, was that in the context of planning, Part 2A of the Environmental Protection Act and Building Regulations, it could be considered to be overly conservative and

prescriptive, to apply a target specification of CS2 (as proven by the completion of 24 rounds of ground gas monitoring confirming this classification, as set out in the original conditions) for the proposed site end use. This is because the guidance specifies that it is also possible to develop sites classified as CS3 and above, so long as appropriate design precautions are adopted during construction and potentially following completion of construction, through the application of appropriate ongoing maintenance and management regimes. Therefore, it was considered appropriate to adjust the condition wording to make reference to the ground gas risk assessment and the design and construction of gas protection measures being compliant with the relevant authoritative guidance (which can be reviewed and administered through the planning regime), rather than specifically referencing an absolute and highly prescriptive target.

- 7.13 The relevant British Standard (BS8485) stipulates that 'Private' Residential or Commercial/Public buildings would be classified as the highest risk 'Type A' or 'Type B' building types. Footnote A) of Table 4 – Gas protection score by CS and type of building within BS 8485 states the following:

- *Residential buildings should not be built on CS4 or higher sites unless the type of construction or site circumstances allow additional levels of protection to be incorporated, e.g. high-performance ventilation or pathway intervention measures, and an associated sustainable system of management of maintenance of the gas control system, e.g. in institutional and/or fully serviced contractual situations.*

- 7.14 Since the original conditions were applied (in the hybrid planning permission which was issued on 29th November 2018), there have also been additional relevant and authoritative guidance documents released, which sit alongside the British Standard including now widely adopted guidance from CIRIA, CL:AIRE (a UK charity committed to providing a valuable service for all those involved in sustainable land reuse and who develop training resources, disseminate information and act as a credible resource for all stakeholders), and most recently by NHBC Foundation who deliver research on housing supply and work that leads to improve technical guidance for designers and house builders.

- 7.15 The relevant British Standard and authoritative guidance support the position that a site does not need to be at CS2 level in order for it to be developed for the highest risk site end use (private residential). Such developments can be built on sites classified up to CS3 where the gas risk assessment has been undertaken in accordance with the approach laid out within BS8485 and relevant measures implemented for ground gas protection.

Process

- 7.16 The approved S106 legal agreement is over five years old and under Section 106A (3) of the Town and Country Planning Act (TCPA) an application can be made to a local planning authority to change an obligation where it would continue to serve a useful purpose, but in a modified way.
- 7.17 The proposed changes to Schedule 6, parts 5 and 6 of the 2018 S106, as set out in Section 3 above, propose to remove the specific reference to CS2, but would require gas risks to be characterised in accordance with the approaches outlined within British Standards, as referenced above, and where appropriate, other current, relevant, authoritative guidance. The changes would also mean that there would be reference to critical receptors (which would include, for example, ecological receptors or groundwater) rather than just human health. Requiring an exact CS classification is considered overly conservative for a residential end use and not required by the relevant British Standards and guidance.
- 7.18 The proposed changes would provide for consistency between the S106 wording and that of the already amended conditions 7 and 50 of permission PL/16/0199 as included in Appendix 1 below, which are amongst the conditions to which Schedule 6 relates.
- 7.19 Conditions 7 and 50 also originally included specific timeframes of 24 months' worth of data for gas monitoring to be completed, however, due to considerable advances in science and technology and associated authoritative guidance it means that multiple lines of evidence (including more innovative monitoring technologies such as an automated continuous gas monitoring system can be employed. This enables a reduction in overall timeframes, to still be able to complete a robust and defensible ground gas risk assessment. It was, therefore, agreed that reference to two years of continuous data could be removed.
- 7.20 The amendments to the conditions were agreed by officers, as the changes were considered of themselves to be non-material, in terms of the overall permission, as they still provide a mechanism to ensure that the gas risk assessment is appropriate and suitably conservative for the proposed site end use.
- 7.21 The proposed amendments to the S106 clauses, to align with the amended conditions, which reference the British Standard, focuses on risk management to critical receptors through design of gas protection measures that match whatever risk is actually found on site, ensuring the building is safe even if the risk is higher than CS2, which might not be possible to achieve due to the inherent characteristic based on the source of the risk. It would ensure that the design of gas protection measures would be legally required to match the relevant risk.

- 7.22 It should be noted that, notwithstanding the proposed changes to remove reference to a specific gas classification from the planning conditions, there is a requirement under the waste regulatory regime for a specific gas classification (currently CS2) to be reached, prior to surrender of the Environmental Permit for the landfill site. This stipulation within the Environmental Permit acts as an initial buffer in managing the risks of redeveloping the site, as the Environmental Permitting (England and Wales) Regulations 2016 ('Regulations') outline the conditions under which an environmental permit can be surrendered, including a requirement to demonstrate that the site is in a satisfactory state before surrendering the permit. Under the current regulatory regime, it is necessary to surrender an environmental permit, prior to the redevelopment of a landfill with housing. This process is essential to ensure that the site is in a satisfactory condition and poses no risk of pollution. This is a regulatory requirement which demonstrates that the site is safe for redevelopment and that the environmental impact is minimised.
- 7.23 This means that following re-wording of the relevant planning conditions, and the wording changes now sought to the S06 clauses, the development would not proceed with any significantly increased level of risk to the proposed site end users due to requirements under separate regulatory processes. This is because, as part of the permit surrender process under the 'Regulations', the ground gas assessment will need to have been undertaken in line with current authoritative guidance, as discussed above, and it will be necessary to demonstrate that the ground gas regime is classified as CS2 or lower.
- 7.24 The proposed wording changes sought to the S106, would not cause any impacts on the requirements under other conditions or obligations, and would still ensure that the site would be developed safely for the approved end uses and would continue to enable redevelopment of a contaminated site in accordance with national and local planning policy.

Summary

1. The original planning permission included several conditions and obligations related to contamination including ground gas and these reference the site needing to reach a ground gas risk profile of Characteristic Situation (CS value) CS2 (low risk).
2. The proposed changes to the wording of the S106 clauses would remove specific reference to achieving CS2 before development of the site and would require ground gas risks to be characterised in accordance with British Standards and other relevant authoritative guidance. This would align the wording with previously approved non-material amendments to conditions 7 and 50.

3. Prior to the redevelopment of the site (which is permitted landfill) for housing, it will be necessary to surrender the Environmental Permit, which stipulates the requirement for the site to meet a CS2 regime, however, requiring the site to achieve a CS2 classification before development is overly conservative in the context of the planning regime, as it is possible to develop sites, which have been classified as CS3 or above, so long as appropriate design precautions are adopted during construction and potentially following completion of construction by the application of appropriate ongoing maintenance and management regimes.
4. Current British Standards (BS 8485) and best practice guidance confirm that private residential developments can be safely constructed on CS3, or sometimes higher level sites, subject to appropriate gas protection measures being designed, installed and monitored.
5. Site safety would not be compromised by the changes to the wording of the S106, which would reference the British Standards, and the design of structural gas protection measures would remain legally bound to mitigate the actual risks discovered even if higher than CS2.
6. The updated text would expand environmental protections by shifting the focus from solely safeguarding human health to mitigating risks across all "critical receptors," including groundwater and ecological systems.
7. Under Section 106A(3) of the Town and Country Planning Act, the modification of the legal agreement is legally appropriate as the obligations would continue to serve their useful purpose in an updated, modified format.

8. EQUALITIES IMPLICATIONS

- 8.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
 - eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.2 The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues, and priorities in relation to this particular application.

9. CONCLUSION

- 9.1 The proposed wording change to the obligation within the original S106 legal agreement would have no significantly differing effect compared to the original wording and would still provide a mechanism to ensure that the gas risk assessment is appropriate and suitably conservative for the proposed site end use.
- 9.2 It is considered that the proposed wording change would still ensure that the obligation would continue to serve a useful purpose as required under the 1990 TCPA (as amended).
- 9.3 The proposed wording changes to Schedule 6 clauses 5 and 6 are, therefore, recommended for approval.

Appendix 1 – Amended Conditions 7 and 50 of Planning Permission PL/16/0199

Italic – amended under PL/23/0080 and PL/23/1267; underlined and strikethrough– amended under PL/25/0526

Condition 7

Contamination and Land Gas

7. Long Term Management, Monitoring and Maintenance

a) Ground Gas

Prior to implementation of the development *excluding first foundation tie beam of Phase 1* a management plan shall be submitted to and approved in writing by the Local Planning Authority setting out the:

- Frequency and type of monitoring of ground gases to be undertaken to include on and off site gas migration;
- Frequency and method of reporting the results;
- What remedial actions will be taken in the event of results or readings showing a worsening of earlier readings.

The monitoring, reporting and consequent management of ground gas shall be undertaken by a ‘competent person’ as defined in Land Contamination Risk Management LCRM: Before you start - GOV.UK in accordance with the approved plan, prior to, during and post construction, but prior to occupation, and until the waste is unlikely to present a hazard to identified critical receptors in the context of the proposed development in human health, i.e. when monitoring demonstrates that the site has been appropriately assessed in accordance with current guidance, such as the Environment Agency’s (LCRM) guidance and that the Ground Gas risks have been characterised in accordance with the approaches outlined within British Standards and, where appropriate, other current, relevant, authoritative guidance. ~~Characterisation CS2 has been reached (demonstrated by the results of a minimum of 24 datasets over two consecutive years at this level).~~

b) Gas Mitigation Measures

Prior to construction of any phase or part of phase excluding first foundation tie beam of Phase 1 a management plan shall be submitted to and approved in writing by the Local Planning Authority. This will set out the:

- Proposed gas mitigation measures for the buildings;
- Type and frequency of monitoring and recording of gas levels within buildings;
- Operations and maintenance procedures, including the method of reporting (including incidents), replacement of mitigation measures, detection systems and the corrective actions which would be implemented in the case of the failure of the identified mitigation measures.

The monitoring, reporting and management shall be undertaken in accordance with the approved plan.

Should detailed design of each phase of the development require changes to the approved management plan then an amended plan shall be submitted to and approved in writing by the Local Planning Authority, prior to the occupation of a phase.

c) Management Company

(i) Prior to construction *of any phase or part of phase excluding first foundation tie beam of Phase 1* details of the company, including their level and type of experience, who will

be employed to undertake the monitoring, reporting, management and maintenance requirements in accordance with the plan approved under 7a, shall be submitted to and approved in writing by the Local Planning Authority.

(ii) Prior to the occupation of the first phase, details of the site wide management company, including their level and type of experience, who will have overarching responsibility for the management of the site, including management of the company employed prior to construction as under 7c) (i) above, and who will undertake the ongoing monitoring, reporting, management and maintenance requirements in accordance with the plans approved under 7a and 7b above, shall be submitted to and approved in writing by the Local Planning Authority.

Any subsequent changes of the Management Company shall be submitted to and approved in writing by the Local Planning Authority, one month prior to the change.

Reason: to ensure the development is suitable for its end use and the wider environment and does not create undue risks to occupiers of the site or surrounding areas in accordance with Policy CS34.

Condition 50

Contamination and Land Gas

50. Long Term Management, Monitoring and Maintenance

a) Ground Gas

Prior to implementation of the development a management plan shall be submitted to and approved in writing by the Local Planning Authority setting out the:

- Frequency and type of monitoring of ground gases to be undertaken to include on and off site gas migration;
- Frequency and method of reporting the results;
- What remedial actions will be taken in the event of results or readings showing a worsening of earlier readings.

The monitoring, reporting and consequent management of ground gas shall be undertaken by a 'competent person' as defined in Land Contamination Risk Management LCRM: Before you start - GOV.UK in accordance with the approved plan, prior to, during and post construction, but prior to occupation, and until the waste is unlikely to present a hazard to identified critical receptors in the context of the proposed development in human health, i.e. when monitoring demonstrates that the site has been appropriately assessed in accordance with current guidance, such as the Environment Agency's (LCRM) guidance and that the Ground Gas risks have been characterised in accordance with the approaches outlined within British Standards and, where appropriate, other current, relevant, authoritative guidance. ~~Characterisation CS2 has been reached (demonstrated by the results of a minimum of 24 datasets over two consecutive years at this level).~~

b) Gas Mitigation Measures

Prior to construction of any phase or part of phase a management plan shall be submitted to and approved in writing by the Local Planning Authority. This will set out the:

- Proposed gas mitigation measures for the buildings;
- Type and frequency of monitoring and recording of gas levels within buildings;
- Operations and maintenance procedures, including the method of reporting (including incidents), replacement of mitigation measures, detection systems and the corrective

actions which would be implemented in the case of the failure of the identified mitigation measures.

The monitoring, reporting and management shall be undertaken in accordance with the approved plan.

Should detailed design of each phase of the development require changes to the approved management plan then an amended plan shall be submitted to and approved in writing by the Local Planning Authority, prior to the occupation of a phase.

c) Management Company

(i) **Prior to construction** of *any phase or part of phase* details of the company, including their level and type of experience, who will be employed to undertake the monitoring, reporting, management and maintenance requirements in accordance with the plan approved under 7a, shall be submitted to and approved in writing by the Local Planning Authority.

(ii) Prior to the occupation of the first phase, details of the site wide management company, including their level and type of experience, who will have overarching responsibility for the management of the site, including management of the company employed prior to construction as under 7c) (i) above, and who will undertake the ongoing monitoring, reporting, management and maintenance requirements in accordance with the plans approved under 7a and 7b above, shall be submitted to and approved in writing by the Local Planning Authority.

Any subsequent changes of the Management Company shall be submitted to and approved in writing by the Local Planning Authority, one month prior to the change.

Reason: to ensure the development is suitable for its end use and the wider environment and does not create undue risks to occupiers of the site or surrounding areas in accordance with Policy CS34.

APPENDIX 2: EXTRACT FROM PLANNING APPLICATIONS COMMITTEE REPORT

PL/16/0199 – 26TH APRIL 2017

(iii) Land Contamination

Ground Gas

- 7.16 The application site is a permitted landfill site which is subject to a Waste Management Licence/ Environmental Permit held by Reading Football Club. The licence status is closure, which means that it no longer receives waste. It had been licenced to accept household, commercial and industrial waste.
- 7.17 Between 1972 and 1985 the site was used for landfill, starting in the north-east of the site and then extending westwards. Originally, between 6m and 8m of fill was deposited in the form of land raise. During 1997, the north-eastern part of the tip was relocated to the west end of the site to make way for the new retail park to the east of the site and the development of the Madejski Stadium. Consequently, the land rises to the west and levels are higher on the western end of the site. In parts the level of fill material is around 12m in depth. The development of the Madejski Hotel commenced in 1999 and it was extended in 2006. The hotel is also built on the area of filled ground.
- 7.18 The ES notes that environmental monitoring of the site has occurred over a period of 20 years in accordance with the permitting licence. It noted that there were very high concentrations of ground gas in boreholes immediately to the north of the football stadium (para. 10.160). It notes that ground conditions may result in major adverse effects on human health and the built environment during the construction stage and that they may impact on the operational phase of the development (i.e. occupation). It sets out a summary of mitigation measures. These include management plans, specifically designed engineering works and of the buildings, and a ground gas risk assessment to determine the level of gas protection required. It indicates that in terms of gas emissions, the site can be characterised as level 2/3, based on the industry standard classification in CIRIA C665². Based on this characterisation, it is contended that the proposed mitigation measures will ensure all adverse effects will be reduced to negligible.
- 7.19 The Planning Statement indicates that: *“through the Operational Phase of the development, the contamination management measures will need modifying to replace any compromised landfill infrastructure, in addition to gas monitoring to identify future gas protection measures to be incorporated into the design of the proposals. With regard to the proposals themselves, the aspects which are identified as having potential for causing contamination are the service and car parking areas, with such effects mitigated through appropriate design solutions. It is considered that the mitigation measures proposed will be sufficient to ensure that all adverse effects identified through both the construction and operational stages will be reduced to negligible.”*
- 7.20 The Planning Statement refers to Chapter 10 of the Environmental Statement stating that it, *“considers any likely effects on a number of receptors and sets out the mitigation measures proposed to eliminate, reduce or offset likely significant adverse effects. A CEMP and phasing sequence will be prepared prior to construction to mitigate exposure to landfill material.”*

² Assessing Risks Posed by Hazardous Ground Gases to Buildings, CURUA C665 (2007)

- 7.21 The Design and Access Statement points to the following mitigation and design measures for the development to take account of ground conditions and contamination (para 6.8).
- Due to the high potential for continued ground settlement as a result of the ‘made ground’ nature of the site, a piled foundation strategy with suspended ground floor slabs will be required.
 - Consideration will need to be given to the differential settlement that may occur between the public realm and proposed buildings should external ground levels be increased through new fill.
 - Any new foundations, sewers and utilities will need to minimise penetration through the existing leachate capping membrane. Local lowering of the membrane will be required where construction does penetrate the capping layer.
- 7.22 Para 6.13 notes:
- The standpipe network can be reconfigured to facilitate development. However, venting columns will need to be repositioned and incorporated into the public realm design.
 - New buildings will require additional protection from gas, through their design.
- 7.23 A2.1 notes that, *“As identified in the site wide features and constraints plan, the convention centre site will require a series of landfill gas protection measures to be incorporated into the construction of the substructure of the new buildings. This will prevent the upwards migration of ground gases into and around the new buildings and reduce the risk of gas build-up in any confined spaces. The design of these will be based on further site investigation, monitoring of ground gases and subsequent quantitative risk assessment.”*
- 7.24 Appendix 10.12 notes under the heading Gas Pipe Venting, *“The designers have worked closely with the engineers to advance an integrated design strategy for dealing with the requirements for gas vent piping through the building.”* A10.13. goes on to say, *“As such, a network of standing pipes will be integrated with the other service cores and vent to air at roof level.”*
- 7.25 An Environmental Strategy dated November 2015 sets out how the development will take account of ground conditions. It details the past history and the monitoring that has been undertaken and which remains in place on the site. It then provides various design measures which can be summarised as follows:
- Piling proposals involving continuous flight auger (CFA) piling which is based on the design and methodology used for the construction of the Stadium and the hotel;
 - Earthworks proposals to construct the foundations and ground floor slabs of each building above the existing capping layer. This capping layer currently prevents surface water from getting through to the waste layer below and it also provides a protection layer to stop any contact between the waste and people using the land above by sealing it off and providing a route through to vent gases above ground. Piling and slabs will replace the capping layer underneath the buildings. The capping layer will then be lapped and sealed with the ground floor slabs;
 - Ground Floor Slab Detail - The usage of each area and the Characteristic Gas Situation (CS) will govern the ground floor slab build-up. Final build-ups will be designed in accordance with a ‘Code of Practice for the design of protective measures for methane and carbon dioxide ground gases for new buildings.’ The suspended reinforced concrete ground floor slab will be cast on a membrane. The membrane beneath the slab will be lapped with the existing membrane around the perimeter of the building.

- Gas vent pipes will channel any collected gas from beneath the sealed layer and vent it to atmosphere.
- 7.26 It should be noted that the usage of the lowest building levels varies between buildings. Typically for the residential blocks, the areas are ventilated car parks. Under the Convention Centre the use varies from a car park, loading bay, hotel lobby, serviced apartments, and bar and food and beverage areas. Particularly where ventilated, these lower building levels will act to disperse any gas that might inadvertently get through the membrane barriers. However, this part of the development is not wholly above a ventilated void and additional secondary membrane barriers will be installed as an additional precaution.
- 7.27 The Environmental Strategy considers a number of scenarios including Scenario 3 (Section 10.3) which examines the upward migration of landfill gas to the surface. Under this scenario, it notes that there is potential for human health (construction workers and end users) to be affected by gas accumulation, the magnitude of which is assessed as major, having the potential to cause asphyxiation in the worse case scenario. It goes on to state that, *“The buildings themselves will require specially designed and detailed gas protection measures in the permanent condition to protect the internal spaces against ingress and build-up of ground gas.”* The study indicates that a series of landfill gas protection measures will be incorporated into the construction of the substructure of the new buildings. This will prevent the upwards migration of ground gases into and around the new buildings and reduce the risk of gas build-up in any confined spaces. The design of these will be based on further site investigation, monitoring of ground gases and subsequent quantitative risk assessment. Lists of other measures are set out in the section for “During Construction” and “Post Construction.” It concludes that, *“based upon the findings of the landfill gas risk assessment the level of risk for the proposed redevelopment is considered acceptable provided that the similar protection measures are employed and that care is taken to fully integrate them with those already in place.”*
- 7.28 Reading Borough Core Strategy Policy CS24: Pollution and Water Resources states that development will be permitted on land affected by contamination where it can be demonstrated, to the satisfaction of the LPA, that the contamination can be satisfactorily remediated so that it is suitable for the proposed end use.
- 7.29 The National Planning Policy Framework (NPPF) seeks to encourage the effective use of land by reusing land that has been previously developed and to remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate. However, it also indicates that the planning system should enhance the 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.
- 7.30 National Planning Policy Guidance (NPPG) contains pages on land affected by contamination noting that in relation to such land the planning system runs alongside other regimes including the Building Regulations, Environmental Protection and Environmental Permitting Regulations. The Environment Agency is the primary organisation in relation to the latter two regimes and it has been consulted in relation to this application.
- 7.31 The NPPG includes a diagram for decision making that indicates that it is for the applicant to carry out studies to demonstrate that any risk is acceptable or that remediation proposed make the risks acceptable. It indicates that developers should provide proportionate but sufficient site investigation information (a risk assessment) to determine the existence or otherwise of contamination, its nature and extent, the

risks it may pose and to whom/what (the 'receptors') so that these risks can be assessed and satisfactorily reduced to an acceptable level. It refers to Defra and Environment Agency publications that provide technical guidance on carrying out assessments of contamination and risks.

- 7.32 The NPPG also indicates that before granting outline planning permission, a local planning authority will, among other matters, need to be satisfied that:
- it understands the contaminated condition of the site;
 - the proposed development is appropriate as a means of remediating it; and
 - it has sufficient information to be confident that it will be able to grant permission in full at a later stage bearing in mind the need for the necessary remediation to be viable and practicable.
- 7.33 This is a hybrid application for which outline planning permission is being sought for the main part of the proposed residential development.
- 7.34 The NPPG indicates that permission can be granted subject to conditions but it points out that local planning authorities should be satisfied that a proposed development will be appropriate for its location and not pose an unacceptable risk.
- 7.35 As set out in NPPG, development on contaminated land is subject to a number of regulatory regimes and the Environment Agency have an important role in relation to this site as it is a permitted/licensed landfill waste site. Consequently, any development, or disturbance, of the site will need permission (or a permit) under Environmental Permitting Regulations. That will be separate to the granting of planning permission.
- 7.36 As a permit site, the application site is subject to a high level of monitoring to ensure that no pollution is occurring, particularly to groundwater and water courses. The Environment Agency, which has primary responsibility for water pollution matters, has not objected to the principle of development although it did originally object on the grounds of adverse impacts on ecological habitats arising from the form of development. The Agency's initial response did not make any comments related to the suitability of the site to accommodate sensitive developments such as residential development. While matters related to human health are primarily the responsibility of the local planning authority, under the permit, the Environment Agency also has responsibility to consider whether development will be permitted in relation to the control of pollution and potential impacts on human health. The Agency continued to review further data and material submitted by the applicants in response to requests from the local planning authority. Further clarification was sought from the Agency in relation to their role under the Environmental Permitting Regulations and this was documented in their final response in January 2017.
- 7.37 Advice to us from the Environment Agency points to the following. Their full final response is attached at Appendix 3:

Reading FC landfill was a landfill for re-deposited non-hazardous waste and is known to be producing landfill gas and leachate. Landfill gas consists of methane and carbon dioxide which is produced as the waste in the landfill degrades. Methane can present a risk of fire and explosion. Carbon dioxide can present a risk of asphyxiation or suffocation. The trace constituents of landfill gas can be toxic and can give rise to long and short term health risks as well as odour nuisance.

The risks associated with landfill gas will depend on the controls in place to prevent uncontrolled release of landfill gas from the landfill site. Older landfill sites may have

poorer controls in place and the level of risk may be higher or uncertain due to a lack of historical records of waste inputs or control measures.

- 7.38 During the discussions both at pre-app and planning application stages, council officers have expressed concerns that the existing monitoring regime provided insufficient information on the characterisation of the application site, which is wholly on landfill that is still in the process of decomposition and thus liable to shrinkage and emission of toxic gases, in particular methane and carbon dioxide. In the opinion of officers, advised by an expert consultant, the applicants provided insufficient information as part of their application to properly characterise the site and thus properly assess the risks involved in its development, particularly for sensitive uses such as residential uses.
- 7.39 The Council's Environmental Protection and Nuisance Manager, advised by Tweedie Evans Consulting, specialists in contaminated land, initially raised concerns over the proposals. The absence of specific on-site monitoring at that time, particularly of borehole gas flow rates, meant that in their view, ground gas emissions within the development area had not been adequately characterised. They did not consider that the contaminated condition of the site with respect to the gassing regime had been fully demonstrated. Their view was that there was inadequate information to demonstrate the Applicant's contention that the site is a very low risk gassing site, and that the waste is nearing stabilisation both physically and biologically.
- 7.40 In response to these concerns the Applicant's initially sank an additional three gas monitoring boreholes. These were located along a line running East-West through the centre of the site. These wells were installed during June 2016 and a Geo-environmental Interpretive Report was submitted on 29th July 2016 detailing the first round of results of the monitoring of the 3 new wells. This highlighted problems with one of the boreholes. Readings from the other 2 boreholes indicated elevated levels of methane and carbon dioxide, compared to the assumed Level 2/3 characterisation of the site. That raised further concerns and, consequently, the Applicant was requested to provide further boreholes to provide gas readings, specifically in the areas proposed for residential development in the western part of the site.
- 7.41 In response to this request, additional boreholes were installed by the applicant during December 2016 with monitoring commencing in January 2017. The first readings reported in February 2017 resulted in the characterisation of the site being raised from Level CS2/3, as had been indicated in the original environmental statement that accompanied the application, to Level CS4/5.
- 7.42 In order for a proper characterisation of the site, gas readings are required over a period of time (which takes in different weather conditions, including falling atmospheric pressure). Further monitoring was therefore undertaken during March 2017. While these readings show some more elevated readings compared to January/February readings, the applicant remains of the view that the site can be characterised at a level 4/5 and that, technically, it is capable of development for residential uses.
- 7.43 The applicant (represented by Arup in this regard) is of the view that the design proposals submitted with the planning application provide robust protection measures suitable for preventing gas ingress to the proposed accommodation for a Level CS4/5 site on the basis of the empirical method set out in CIRIA C665 and in BS8485:2015. The Council's consultant, Tweedie Evans Consulting, has reviewed the Technical Note, dated 31st March 2017, issued by Arup covering the additional investigation and gas monitoring undertaken by Arup between 12th December 2016 and 29th March 2017.
- 7.44 The response form TEC is as follows:

“The last reporting that was previously formally commented upon was the Arup report referenced 240524-98REP/240524-98 dated 20 October 2016. The comments relating to this report were detailed in correspondence referenced 1603013.001.03 dated 18 November 2016. In this correspondence, several concerns regarding the assessment works that had been undertaken at the site were noted. These concerns related to:

- 1. Encountering of pressurised gas pockets during drilling and implications with respect to the development;*
- 2. Data from newly installed boreholes GW01, GW02 and GW03 principally relating to the manner of installation;*
- 3. Atmospheric pressure conditions during monitoring particularly relating to the absence of flow data during periods of low and falling pressure, periods where significant borehole differential pressures were being recorded;*
- 4. Absence of confirmation regarding materials being monitored in boreholes R, S and T, locations from which the only long term data has been presented; and*
- 5. Future potential for gas generation and settlement.*

With regards to the last point initial comments regarding ground stability and future gas generation were largely related to the future requirement to maintain the Environmental Permit for the site. It is my understanding that the Environment Agency has issued an advisory notice as to what their requirements will be, under waste licencing provisions, with respect to ground stability should planning permission be granted. On this basis, therefore, given that the applicant has indicated that all services will be placed within the clean capping layer and that they have accepted that there will be a significant ongoing maintenance requirement as part of the development in the future, I have not commented further regarding this area.

Additional Investigation

Further to these comments the applicants agreed to undertake additional investigation and monitoring on site with intrusive works commencing on 12 December 2016. Following these works, a report, titled “Site Characterisation Update Report” dated 17 February 2017 and referenced 240524-98, was issued covering the work undertaken. This report detailed the advancement and installation of five boreholes (GW04, GWE05, GW06, GW08 and GW09) within the landfill mass up to a maximum depth of 14.7m. The logs for the boreholes confirmed similar landfill materials, with a significant putrescible content, as previously identified in GW01, GW02 and GW03. It is understood that pressurised pockets of landfill gas were once again encountered during drilling works.

GW04, GW06, GW08 and GW09 were advanced within the southernmost area of the site where the principal residential component of the development is being proposed. GW05 was advanced within the general vicinity of historic boreholes R and S in the northern most area of the site where it confirmed the presence of 10.7m of landfill material above the underlying natural ground. This would suggest that R, S and T are likely to be installed within the main landfill body, along the boundary of the development site, although installation details have still not been provided.

All five boreholes were installed with monitoring standpipes to depth which now allows for monitoring of much of the unsaturated depths of the landfill mass.

Additional Monitoring

The recent Technical Note summarises the monitoring undertaken on the boreholes installed within the development area. The first of the most recent boreholes to be installed was GW08 with monitoring commencing of this location on 04 January 2017. Monitoring of the remaining four new locations commenced as and when the boreholes were installed with monitoring of all five locations being possible from 31 January 2017. The final round of monitoring reported in the Technical Note was dated 29 March 2017 with all five locations being monitored on a minimum of six occasions and GW01, GW02 and GW03 also being monitored intermittently over this period.

The Technical Note does not discuss atmospheric pressures recorded during the monitoring in any detail although it does recognise how important changes in barometric pressure can affect gassing emissions. However, a quick review of the factual data supporting the note indicates that much of monitoring was undertaken at moderate to high atmospheric pressures with only a single monitoring visit occurring at low and falling pressure (27 Feb, 982-987mb). The peak borehole flow rate of 37.9l/hr, and associated borehole differential pressure of ~44mb, occurred on this date confirming that gas emissions are likely to be directly correlated to significant drops in pressure.

The Technical Note further attributes a Characteristic Situation to each location specific monitoring visit based upon the concentrations and flow rates recorded and, based upon the range of "CS's" derived, have assessed the site as being of CS4/5 (moderate to high risk rating) and it is noted that a risk rating of CS5 has been calculated on at least one occasion for five out of eight boreholes installed (five out of seven if the flooded borehole GW01 is excluded). However, current guidance indicates that where limited data exists for a site that the Characteristic Situation attributed to the overall site should be based on a worst case situation of maximum borehole flow rate and gas concentration irrespective of date and location. I recognise that better quality data has been derived from the landfill mass during the most recent works however given the sensitivity and size of the site I would consider the data set recorded still to be restricted. Therefore, using the worst case data from the site (37.9l/hr and 82.8%v/v methane (GW03)) this would give a limiting borehole flow rate of 31.4l/hr well within CS5 (high risk).

Gas Protection Measures

Arup have provided an outline of design measures which would be incorporated into the development to provide adequate protection for the proposed end uses. For the commercial properties and residential developments over basement car parking, it is likely that there are technical solutions, such as those described by Arup, which if designed, installed and maintained in in line with BS8485:2015 (Code of practice for the design of protective measures for methane and carbon dioxide ground gases for new buildings) would be to protective of the development with CS5 (high risk rating) gassing conditions. However, where residential property is located at ground floor without a ventilated car parking basements this may be more difficult to achieve.

Conclusions

I indicated in my previous correspondence that even for an outline planning application the Local Planning Authority.....

"needs to be satisfied that:

- it understands the contaminated condition of the site;
- the proposed development is appropriate as a means of remediating it; and
- it has sufficient information to be confident that it will be able to grant

permission in full at a later stage bearing in mind the need for the necessary remediation to be viable and practicable”.

I would consider that both the coverage of boreholes now provided by the applicant and the extent of monitoring undertaken (including the low and falling period of atmospheric pressure) is the minimum that would be required at this pre-application stage and provides a general overview of the higher risk that would be expected to be associated with a site such as this. Any permission that you may feel minded to grant is going to have to have conditions applied to require substantial additional investigation, monitoring (over a suitable period) and assessment of the gassing regime to confirm these initial findings. Should these additional investigations confirm the current risk assessment it is likely that, based upon current guidance, the provision of the range of solutions to appropriately mitigate against the landfill gas present will not pose a technical barrier to development going ahead. Furthermore, in addition to the gas protection measures outlined, BS8485 requires that any gas protection measures for managed apartments will need to be subject to ongoing long term management by a body of substance who will have the control, resources and access to maintain the measures in the site.

Notwithstanding this, given the limited extent and duration of the monitoring to date, the highly variable nature of the data gathered, the significant putrescible content recorded as well as the presence of pressurised gas pockets it cannot be discounted that such future monitoring may indicate even more onerous gassing conditions may be locally recorded which may require the protection methods currently outlined to be readdressed.”

- 7.45 The proposed development site is a landfill site subject to high concentrations and flows of landfill gas. The applicants monitoring and assessments have characterised the site as CS5. Technical solutions have been put forward to enable residential development of the land with this characterisation and expert advice indicates that if designed, installed and maintained correctly those measures should reduce risks to acceptable levels. Therefore, subject to appropriate planning obligations and conditions, it is concluded that planning permission can be granted for this development on this site.
- 7.46 NPPG says that in relation to contaminated land, local authorities can consider
- 1) *Using planning obligations* - for payments to the local planning authority, for example, for on-going monitoring, maintenance, or as a bond to cover the contingency of future action triggered by the monitoring.
 - 2) *Using Conditions* - including for site characterisation, submission of the remediation scheme - what it should include; implementation of the approved remediation scheme - notification to the local planning authority of when the works will start, validation that the works have been carried out and reporting of unexpected contamination; and monitoring and maintenance - what is required and for how long.
- 7.47 Site Characterisation and Future Monitoring - In the Environmental Strategy submitted by the applicants with their application, it was proposed that a programme of ground gas monitoring be carried out in accordance with the latest industry guidance CIRIA guidance 6651 and BS 8485:2015 prior to the commencement of development and/ or the submission of reserved matters.
- 7.48 It also has to be remembered that a permit will need to be obtained by the developers from the Environment Agency prior to any development. This permit will also control the measures to prevent emissions and pollution as a result of both the construction and operation of the development. The developers will also have to obtain Building Regulations approval which will take account of the risks posed by the ground

conditions. Developers therefore face further and separate regulatory challenges even though planning permission is granted.

- 7.49 Frequent, more comprehensive, long term monitoring of the site will therefore continue into the future. From a planning point of view, monitoring should be maintained to demonstrate the characterisation of the site, changing ground conditions and the level of gas being emitted to ensure that any remediation and management regime remains appropriate. The condition (s) will require that the monitoring information and analysis is provided to the local planning authority on a regular basis.
- 7.50 Remediation - The Environmental Statement submitted with the planning application provides details of the engineering works and building design to take account of the characterisation of the site. They claim that the works proposed is appropriate for a site with a Level C4/5 characterisation. The Council's Environmental Protection and Nuisance Manager, advised by a Tweedie Evans Consulting, accept that the design is appropriate in principle. Further, more detailed design will be required to be submitted prior to the commencement of development for the detailed part of the application that includes the conference centre, hotel, serviced apartments and the residential development in Block 7. Any outline permission will require the submission of details for the residential blocks 1-6. There will also be a need for conditions to secure the implementation of the approved design.
- 7.51 Management of the site and the development - The safety of any development will depend on continuous future management of the site and any gas mitigation measures that may be implemented as part of the development. These will need to be mindful of:
- wider site safety issues (e.g. contamination hazards, combustion hazards, etc.);
 - ambient air quality (e.g. from volatile or trace gases);
 - the anticipated life expectancy of the protection measures;
 - the size and experience of the management company; and
 - the operations and maintenance procedures that they propose.
- 7.52 The management company responsible for the site will need to demonstrate that they have the knowledge, experience and resources over the life of the development, to manage and maintain the site and the development safely at all times. For example, it would not be acceptable for a large developer to pass the development on to a small management company which is the responsibility of the residents, as they would not have the resources or knowledge to ensure appropriate control in the long term. The developer would have to demonstrate that the gas remediation design can operate efficiently and passively at all times, with minimal requirements for maintenance. Appropriate Management conditions are therefore proposed.

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Planning Applications Committee

09 September 2026



Reading
Borough Council
Working better with you

Title	PLANNING APPLICATION REPORT
Ward	Adjacent Authority Consultations – Wokingham Borough
Planning Application Reference:	PL/25/1570/ADJ & PL/25/1651/ADJ
Site Address:	PL/25/1570/ADJ – Hall Farm, Church Lane, Arborfield, RG2 9HX PL/25/1651/ADJ - Land North of Mole Road and Church Lane, Newlands Farm, RG2 9JD
Proposed Development	<u>PL/25/1570/ADJ</u> - Proposal: Hybrid planning application 252498 (part in full, part in outline) comprising outline application for: up to 2,800 residential units to include up to 100 custom and self-build plots; 2 primary schools (up to 3 forms of entry) to include early years provision and 1 secondary school (up to 12 forms of entry); one District Centre, to incorporate up to 11,000m² of Class E (Commercial, Business and Service, to include a food store of around 2,500m²), and Class F (Local Community and Learning); one Local Centre, to incorporate up to 2,400m² of Class E; a Sports Hub to include sports pitches and pavilion space; up to 4,250m² of further Class E, Class F, and sui generis development to include commercial, health care and public house; associated green infrastructure, landscaping, public open space, play areas, and ecological enhancement measures; 20 gypsy and traveller pitches; drainage and flood alleviation measures to include Sustainable Urban Drainage Systems (SUDS) and engineering measures within Loddon Valley for the River Loddon; associated highway / transport / supporting infrastructure including spine road, pedestrian and cycle connections; associated utilities, infrastructure, and engineering works, including the undergrounding of overhead lines and an electricity substation; up to 0.5ha of land adjoining St Bartholomew's Church for use as cemetery. All matters reserved other than access, incorporating: access to highways, incorporating: a new pedestrian, cycle and vehicular access to Lower Earley Way via a new 4th arm to the Meldreth Way roundabout; a new pedestrian, cycle and vehicular bridge over the M4; a new pedestrian, cycle and vehicular bridge over the River Loddon; a new vehicular access to the A327 Reading Road, via a new arm to the Observer Way roundabout; a new pedestrian, cycle and vehicular access to Thames Valley Science Park; Phase 1 of internal roads including pedestrian / cycle routes, associated infrastructure, drainage and landscaping. <u>PL/25/1651/ADJ</u> - Outline planning application with all matters reserved other than principal access from Mole Road, for up to 430 dwellings, associated infrastructure to include a connection through to the proposed Spine Road, ref. 252498, new pedestrian cycle link connecting Byway ARB03 Carter's Hill Lane and Byway ARB08 Ellis's Hill, associated landscaping to include formal and informal public open

	space, biodiversity enhancements and associated utilities, infrastructure, and engineering works.
Applicant	PL/25/1570/ADJ – University of Reading PL/25/1651/ADJ - Gleeson Land Limited
Report author	Alison Amoah/Matthew Burns
Deadline:	13/01/2026
Recommendations	That this report is sent to Wokingham Borough Council (WBC) and that WBC be informed that Reading Borough Council raises an OBJECTION to both planning applications for the following reason: 1. Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed (this includes insufficient information relating air quality (AQMA) impacts upon Reading from additional traffic resulting from the development and arboricultural and noise impacts from off-site highway mitigation works proposed to take place within Reading). From the information submitted, it is considered that the additional traffic likely to be generated by the proposal would adversely affect the safety and flow of users of the existing road network within Reading, contrary to Policy CP6 of the Adopted Wokingham Core Strategy and Paragraphs 116 and 117 of the National Planning Policy Framework. That Wokingham Borough Council be informed that Reading Borough Council requests for both applications that: 2. There should be appropriate provision within the proposal, or through suitable off-site mitigation measures, to address the demands of new residents in terms of education, health and leisure facilities, in order to ensure that the proposal does not negatively impact on the infrastructure within RBC and that there should be appropriate liaison with RBC and other relevant organisations in the delivery of appropriate infrastructure provision to support the proposal. Such provision should be appropriately phased to support the level of development coming forward. If it cannot be demonstrated to RBC's satisfaction that suitable mitigation would be provided and secured by WBC as part of the proposals, then RBC may require contributions towards similar facilities within the south of the Borough that could be impacted by the additional housing proposed so close to Reading. 3. In the event that WBC is minded to approve, RBC would need to be party to any s106 agreement(s) that secures mitigation measures within Reading Borough.

1. Executive summary

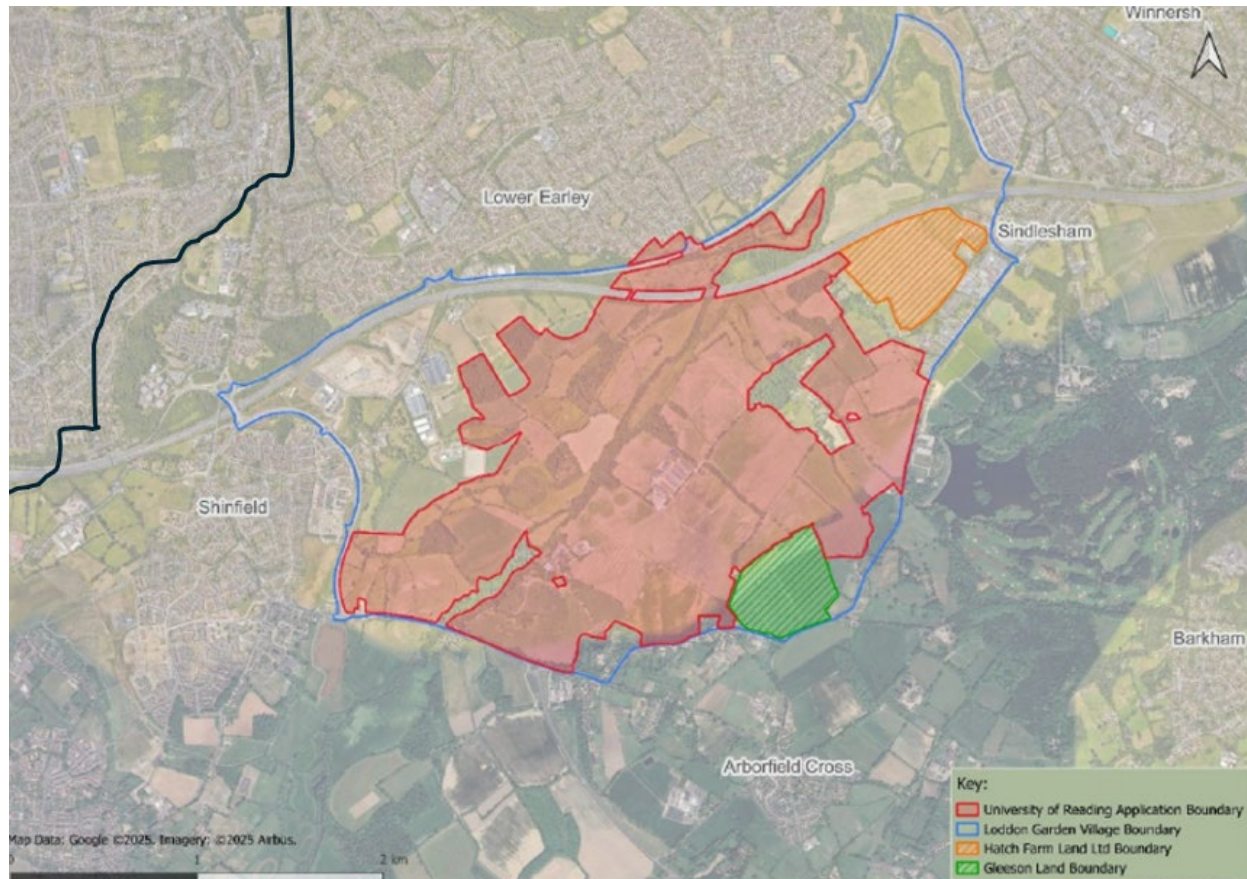
- 1.1 The Hall Farm and Newlands Farm proposals form the majority of the proposed Loddon Valley Garden Village allocated strategic development site within Wokingham Borough and together would deliver around 3,230 new homes, together with schools, community

facilities, employment space, open space and supporting infrastructure on land immediately south of Reading.

- 1.2 In terms of impact upon Reading, the primary concern identified by officers with both applications relate to the transport impacts on Reading's highway network. The Council's Highway Authority considers that insufficient information has been submitted to fully assess the effects of the proposals on traffic generation, junction capacity, public transport, active travel and the effectiveness of proposed mitigation measures. Based on the evidence currently available, it has not been demonstrated that the developments would avoid unacceptable impacts on highway safety and congestion within Reading, and it is recommended that RBC object to both applications for this reason.
- 1.3 In terms of other relevant matters relating to social infrastructure impacts, officers recommend that Wokingham Borough Council (WBC) be advised that ongoing liaison takes place with RBC regarding education, leisure and health infrastructure delivery to ensure the developments either provide their own appropriate facilities or provide improvements to existing facilities within WBC to mitigate for the impacts of the proposals such that there are no adverse impacts placed upon RBC in this respect. If it cannot be demonstrated that suitable mitigation would be provided and secured by WBC as part of the proposals, then RBC may require contributions towards similar facilities within the south of the Borough that could be impact by the additional housing proposed so close to Reading.
- 1.4 It is therefore recommended that Reading Borough Council objects to both planning applications on highways and transportation grounds and requests further assessment, supporting information and mitigation before the impacts on Reading can be satisfactorily understood and addressed.

2. Introduction and site description

- 2.1 The Council has been consulted on two planning applications within the adjacent authority area of WBC. The consultations relate to outline planning application ref. 252498 (WBC reference) for up to 2,800 homes, including provision of schools, shops, community facilities, sports provision, healthcare uses, extensive open space, and major new transport infrastructure at Hall Farm on Church Lane in Arborfield and outline planning application 252769 (WBC reference) on adjoining land to the south for up to 430 dwellings on land north of Mole Road and Church Lane forming part of Newlands Farm, Arborfield.
- 2.2 The applications, together form part of the proposed Loddon Valley Garden Village (LVGV), a strategic development allocation identified within Policy SS13 of the emerging Wokingham Borough Local Plan Update for 3,930 new homes, 100,000 m² of research and development/employment floorspace, two x 3-form entry primary schools and one x 8-form entry secondary school, creation of district centre and 2 x local centres, with healthcare, leisure, community and retail facilities and a multi-functional country park. The proposed LVGV allocation area is located north of Arborfield, west of Wokingham and east of Shinfield in Wokingham Borough and around 7km south of Reading Town Centre. The allocation area lies immediately south of the M4 motorway and includes land around Hall Farm, the Centre for Dairy Research (CEDAR) and parts of the Loddon Valley. The Thames Valley Science Park (TVSP) is situated to the north-west of the site.
- 2.3 The larger development proposal at Halls Farm covers the significant majority of the LVGV allocation area with the smaller Newlands Farm proposals located at the southern edge of the allocation area. The plan below shows the LVGV allocation area outlined in blue, the proposed Hall Farm application area outlined in red and the proposed Newlands Farm application area outlined in green. Separate land also forming part of the LVGV to the east at Hatch Farm is outlined in yellow, but this land does not form part of the two planning applications being considered by this report.



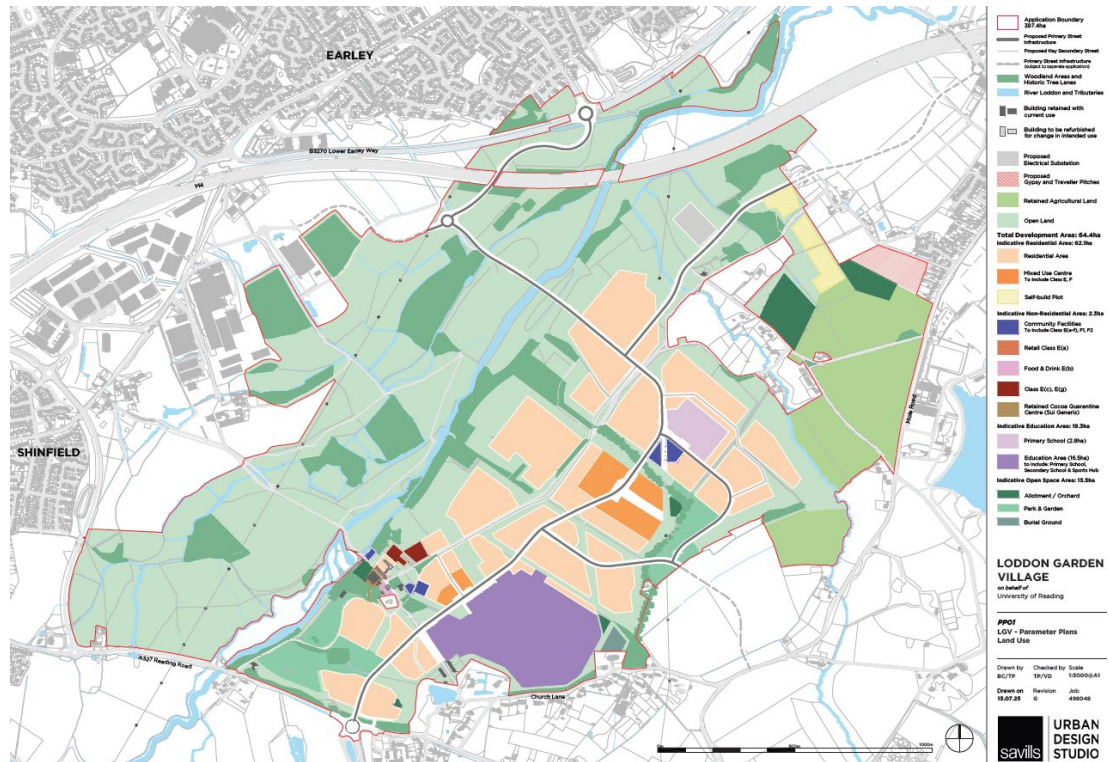
Location Plan (Borough boundary shown in black)

- 2.4 Both application sites are predominantly rural in character primarily consisting of agricultural fields. The surrounding landscape is characterised by a mixture of agricultural land, woodland, scattered rural properties and more recent housing developments within Wokingham Borough, including Arborfield Green to the south. Both sites and the LVGV allocation area are located with nearby access to the M4 and other strategic routes including the A327 Reading Road, Mole Road, Shinfield Eastern Relief Road, Arborfield Relief Road and Winnersh Relief Road.
- 2.5 It should be noted that comments were provided by the Planning Policy Manager on behalf of RBC to the Wokingham Borough Local Plan Update 2023 – 2040: Proposed Submission Plan (dated 13th November 2024) with respect to the Garden Village at Loddon Valley under allocation ref: SS13. Such comments centred around transport matters and that it was not agreed that active travel and public transport had been adequately addressed within the Proposed Submission Plan.

3. The Proposal

- 3.1 The Hall Farm proposals (RBC ref. PL/25/1570/ADJ) consist of a hybrid planning application seeking part outline and part full planning permission for a development of up to 2,800 homes supported by schools, shops, employment space, community and sports facilities and new transport and green infrastructure.
- 3.2 More specifically the proposals include:
- Up to 2,800 homes in a mix of 1 bed, 2 bed, 3 bed and 4 bed dwellings
 - 40% provision of affordable housing (around 1,120 homes).
 - Up to 100 self-build/custom-build plots.
 - 20 Gypsy and Traveller pitches.
 - Two primary schools with early years provision.
 - One secondary school.
 - A district centre with shops, services, community uses and a food store.
 - A smaller local centre for neighbourhood services.

- Sports hub, allotments, community facilities and cemetery provision.
- Up to 4,250m² of employment/business space.
- Creation of the EcoValley, covering more than 195 hectares along the River Loddon.
- New habitats and a biodiversity net gain of over 20%.
- New spine road and internal road network.
- New pedestrian, cycle and vehicular connections, including bridges across the M4 and River Loddon.
- Accesses to Lower Earley Way, the A327 and Thames Valley Science Park.
- Walking, cycling and public transport links.
- Sustainable drainage systems (SuDS) and flood management measures.
- Utility upgrades, including a new electricity substation.
- Associated engineering and groundworks



Proposed Halls Farm Illustrative Masterplan

3.3 The Newlands Farm proposals (RBC ref. PL25/1651/ADJ) consist of an application for outline planning permission with all matters reserved apart from access (from Mole Road), for up to 430 dwellings. The proposals include provision of associated infrastructure including a connection through to the proposed Spine Road for the Hall Farm proposals, new pedestrian cycle link connecting Carter's Hill Lane and Ellis's Hill byways, associated landscaping to include formal and informal public open space, biodiversity enhancements, utilities and other infrastructure provision and associated engineering works.

3.4 More specifically the proposals include:

- Up to 430 dwellings in a mix of 1 bed, 2 bed, 3 bed and 4 bed dwellings;
- 40% provision of affordable housing;
- Formulation of an access road that integrates with the existing village infrastructure;
- Provision of children's play facilities for all age groups;
- New tree planting;
- New formal cycle and footpath links;
- A circular recreational route around the site's landscaped edge;
- Community allotments;
- Sustainable urban drainage systems;
- Wild-flower planting;
- A network of green corridors across the Site



Proposed Newlands Farm Illustrative Masterplan

4. Planning History

- 4.1 This is an out of Borough site so there is no relevant Reading Borough Council planning history.

5. Consultations

- 5.1 As determining authority, Wokingham Borough Council has carried out its own consultations on the applications. The Reading Borough Council consultation responses on the application are summarised below. Given the applications are intrinsically linked, forming the significant majority of the wider LVGV strategic development, comments on both applications from an RBC perspective raise very similar/the same issues. The Newlands Farm proposal, and any other residential led development forthcoming within the LVGV allocation area, would be reliant upon the Hall Farm proposals for social, green and transport infrastructure which is proposed to be provided as part of that much larger proposed development.
- 5.2 RBC Transport – Object to both applications and recommend that both are refused because insufficient information has been submitted with the applications to enable the highways, traffic and transportation implications of the proposed developments, both individually and cumulatively, to be fully assessed. From the information submitted, it is considered that the additional traffic likely to be generated by the proposals would adversely affect the safety and flow of users of the existing road network within Reading, contrary to Policy CP6 of the Adopted Wokingham Core Strategy and Paragraphs 116 and 117 of the National Planning Policy Framework.

- 5.3 RBC Natural Environment – WBC should secure appropriately detailed Arboricultural Method Statement (AMS) either now, at reserved matters stage or by way of condition for both applications to ensure appropriate tree retention and protection. WBC should secure appropriate landscaping principles at this outline stage and then full details of all landscaping, including management and maintenance of the on-site ancient woodlands and veteran trees by way of conditions.
- 5.4 RBC Leisure – No objection subject to WBC securing appropriate provision for sport and formal recreation to meet the demand for such facilities that would be generated by new residents of the proposed developments. Failure to do so could impact upon leisure facilities in the South of Reading.
- 5.5 RBC Education – There could be some impact on schools in the South of Reading as a result of the proposals and, therefore, WBC should ensure there is sufficiency in educational provision to accommodate the needs of the developments.
- 5.6 RBC Environmental Protection and Nuisance – It is recommended that an Air Quality Assessment is prepared, which includes the impacts that the development operation would have on Reading's Air Quality Management Area.
- 5.7 RBC Conservation – No objection is raised given the concept/nature of the application and the distance of the site from heritage assets within Reading. The closest heritage assets within Reading which might potentially be impacted would be Grade II Listed Little Lea Cottage and St Pauls Church Hall however impacts would be indirect and negligible.

6. Legal context

- 6.1 This is not an application for determination by RBC and WBC will assess the application against their own planning policies, but in considering the impact of the proposed development upon Reading Borough consideration has been given to the following:
- 6.2 NPPF (August 2026)
 Section 4 – Achieving Sustainable Development
 Section 5 – Meeting the Challenge of Climate Change
 Section 6 – Delivering a Sufficient Supply of Homes
 Section 7 – Building a Strong, Effective Economy
 Section 10 – Securing Clean Energy and Water
 Section 12 – Making Effective Use of Land
 Section 14 – Achieving Well Designed Spaces
 Section 15 – Promoting Sustainable Transport
 Section 16 – Promoting Healthy Communities
 Section 17 – Pollution, Public Protection and Security
 Section 19 – Conserving and Enhancing the Natural Environment
- 6.3 Reading Borough Local Plan (2019)
 CC1: Presumption in Favour of Sustainable Development
 CC2: Sustainable Design and Construction
 CC3: Adaptation to Climate Change
 CC6: Accessibility and the Intensity of Development
 CC7: Design and the Public Realm
 CC8: Safeguarding Amenity
 CC9: Securing Infrastructure
 EN10: Access to Open Space
 EN12: Biodiversity and the Green Network
 EN13: Major Landscape Features and Areas of Outstanding Natural Beauty
 EN14: Trees, Hedges and Woodland
 EN15: Air Quality
 EN16: Pollution and Water Resources

TR1: Achieving the Transport Strategy
TR2: Major Transport Projects
TR3: Access, Traffic and Highway-Related Matters
TR4: Cycle Routes and Facilities

- 6.4 Other relevant documents taken into consideration:
Reading Tree Strategy (2021)
Reading Biodiversity Action Plan (2021)
Reading Local Transport Plan (2024)

7. Appraisal

- 7.1 The main issues resulting from both application of potential significance to RBC are in terms of:
I) Traffic generation/highway safety;
II) Impact on the natural environment; and
III) Impact upon social infrastructure within the Borough.

I) Transport and Highway Impacts

- 7.2 Full detailed comments from the RBC Transport Development Control Manager on behalf of the Local Highway Authority for each of the applications are attached at the end of this report. The comments for each application are summarised as below.
- 7.3 Both planning applications are accompanied by Transport Assessments (TA's) and whilst these documents do consider the impacts that would result from both proposed developments this is done so in the context of the wider implications of the LVGV as a whole given that the proposals are part of a wider Masterplan for the area.

Trip Generation / Capacity

- 7.4 Trip rates for both developments have been generated within the applicants TA using the Trip Rate Information Computer System (TRICS) whilst National Travel Survey data has been used to establish the purpose of journeys. RBC Transport Officers have reviewed the trip generation figures for the development and the various different uses proposed and have identified what they consider to be a number of deficiencies and inaccuracies in how the trip generation of the development has been calculated which are likely to have significantly underestimated the impacts the development would have on the road network surrounding the development including routes within Reading Borough. Comments to be passed to WBC will therefore advise that the applicant for both applications must reassess the implications of the of the proposed development on the transport network in full addressing all the deficiencies and inaccuracies that RBC have identified. Failure to do so would mean that the proposals fail to adequately demonstrate that they would not have an unacceptable adverse impact upon the transport network within Reading Borough.

Junction/Network Assessment

- 7.5 To assess the impact of the developments upon the existing road network the applicants have utilised Wokingham's Transport Model. No information is provided with the TA to establish the distribution and number of vehicle movements that would travel to or through Reading from the proposed developments. WBC will therefore be advised that further information is required to allow RBC to fully understand the impact of both proposals upon the road network within the Borough.
- 7.6 Notwithstanding the above and that insufficient information has been provided to allow final conclusions as to the impact of the proposals upon the road network in Reading to be reached the Hall Farm application proposes some highway mitigation measures. Notably the application includes a proposal to widen the B3270 arm of the M4 junction 11

roundabout for both eastbound and westbound traffic to facilitate increased traffic flows. However, an assessment of this junction (located within Reading Borough) is not submitted with the application and is required to be provided (as well as agreed with Highways England). RBC Transport Officers also note that the widening of this carriageway is likely to be detrimental to trees either side of the existing carriageway such that WBC should be advised that an arboricultural method statement of the proposed junction works is required to be provided to RBC to understand what the impact upon these existing trees would be as well as a visual impact assessment of the necessary tree removal. Furthermore, the widening of the carriageway would also necessitate provision of a noise impact assessment as a result of increased traffic flows and proximity of nearby residential dwellings in Whitley. It is also identified that signage around the junction 11 roundabout would need to be revised to accommodate the proposed changes but no information regarding this has been provided. WBC will therefore be advised that this is not acceptable given this is works that would need to be secured as being provided by the applicant as part of any future planning permission and associated s106 legal agreement (s278 highway works agreements with RBC would also be required).

- 7.7 Of the likely increased traffic flows to the B3270 resulting from the development RBC Transport Officers identify that a significant proportion of those trips are likely to also utilise the A33. WBC are advised that the applicant is required to provide details of vehicle trip impact upon the A33 given this route is either at or exceeding capacity currently. RBC Transport Officers also identify that an assessment of impacts upon the B3270 and Whitley Wood Lane junction is required given increased traffic flows to the B3270 and as this junction is known for accidents (3 in the last 5 years) and difficulty exiting Whitley Wood Lane onto the B3270. A scheme of mitigation measures to reduce potential further safety issues is required to be provided by the applicant.
- 7.8 The TA also identifies significant increases to delays as a result of the Hall Farm proposals upon various roads and junctions within Reading Borough including the eastbound off slip road of the M4, the Little Lea junction, north bound travel along the A33, Shinfield Road approach to the junction with Whitley Wood Road, northbound flows along Shinfield Road to the junction with Redlands Road and Northcourt Avenue. WBC is to be advised that detailed assessment of the impacts upon these roads and junction is required to be provided, and insufficient details is contained as part the current submission for these impacts to be fully understood.
- 7.9 In respect of the Newlands Farm proposals RBC Transport Officer note the modelling assessment of the impacts of that development upon the surrounding road network are done as part of the wider LVGV whereas an assessment is also required to detail the impacts of this application alone, given it is its own standalone planning application.
- 7.10 Given the above requirement for further clarification and assessments the RBC Highway Authority advise that WBC should be informed that there is current insufficient information and details with the applications to fully assess the impacts of either proposed development upon the transport network within Reading Borough. RBC Environmental Protection Officers also advise that an assessment of the impact of additional traffic generated by the development upon the Reading Air Quality Management Area (AQMA) is required in order to understand the impacts upon the Borough in this respect.

Public Transport

- 7.11 Public transport proposals for the both the Halls Farm and Newlands Farms proposals are considered within the TA's as part of wider phased strategic strategy for the LVGV as a whole which complicates matters from an RBC perspective in terms of how various mitigation measures proposed as well as those not currently proposed and considered necessary would be secured in relation to the two current planning applications. Notably the submitted TA's consider the phased development of the wider LVGV and do not detail proposals in relation to the current individual planning applications.

Phase 1

- 7.12 For phase 1 of the proposals (1075 dwellings), which it is anticipated would include provision of all the Newlands Farm proposals, it is proposed to utilise existing Reading Buses Route 3 for dwellings located in the southern part of the development which has a 15-minute frequency with journey between the site (Church Lane) and Reading Town Centre being around 45 minutes with this route also providing less frequent journeys to Wokingham. However, no details of the bus capacity of this route have been provided to ensure that there is sufficient capacity and opportunities for bus journeys as an alternative to private cars. This information is required to be provided.
- 7.13 For the proposed dwellings within the northern and eastern parts of Phase 1 which would account for 62.8% of the total number of dwellings to be provided within this Phase a new bus service is proposed from the site to Wokingham, also serving Winnersh Railway Station. Therefore, journeys from this part of the development to Reading would likely be undertaken by car with only 37.2% of dwellings in Phase 1 having access to bus provision to and from Reading. RBC Transport Officers advise that the proposed development phasing or extent of road network to be brought forward within Phase 1 of the development should be reviewed to ensure all parts of the development are provided within sufficient public transport provision to and from both Wokingham and Reading.
- 7.14 For the dwellings within the southern part of Phase 1 of the Halls Farm development access to bus stops for travel to Reading would be via new bus stops proposed on the A327 Reading Road. However, RBC Transport Officers identify that only approximately half the units within this part of the development would be located within the recommended maximum 400m walking distance of a bus stop and that a controlled crossing point is not proposed to be provided to access the new bus stop for buses travelling north to Reading. It is also noted that should Route 3 penetrate Phase 1 of the development then this would further increase journey times on this route for both new and existing users. It is critical that the application includes a Public Transport Strategy which seeks ways to make journey times quicker and more efficient, is served by more frequent bus routes and by bus stops that are no more than 400m from any residential dwelling to ensure the modal shift to public transport.

Phase 2

- 7.15 Proposed Phase 2 of the LVGV (2780 dwellings) is estimated to commence 6 years after construction has started on Phase 1 and would include extension of the new bus service proposed for the north and eastern parts of Phase 1 so that it would connect to Reading as well as Wokingham. This extended service would have a 30-minute frequency with a journey time of 60 minutes between Reading and Wokingham. However, to aid journey times and service reliability RBC Transport Officers identify that bus service priority at either end of the B3270 is necessary to be provided (at the junctions with the M4 junction 11 and Blackboy roundabout) to improve journey times and encourage shift to buses away from private cars. On the same basis it is also considered the service proposals should be further reviewed to ensure a more frequent service than every 30 minutes, including access for Route 500 to the Phase 2 via Kings Lane/Mole Road. Measures to secure this should be provided as part of the transport mitigation measures for Phase 2.
- 7.16 Once phase 2 has been provided RBC Transport Officers advise that this would mean that most of the internal road infrastructure for the development as a whole would have been provided and that, subject to the mitigation measures described above being secured, this would mean that the vast majority of the development would have access to bus services to Reading.

Phase 3

- 7.17 Proposed Phase 3 of the LVGV proposals (1150 dwellings) is projected to commence 12 years from the start of Phase 1. Phase 3 would include provision of a new road bridge

connection from the north of the LVGV over the M4 connecting to Lower Earley Way. This would allow for the opportunity for the extension of bus services along the A3290 between Reading and Winnersh Triangle Park and Ride (Route 500) aiding non car travel into Reading. The TA's state that at this Phase of the LVGV Reading Buses Route 3 could also be re-routed so that it penetrates the site more directly serving a greater proportion of the LVGV. Whilst this would be welcomed the applicant must provide clarity as to what level of service this would equate to and what the implications this would have on services travelling through Shinfield.

- 7.18 No information is provided with the TA's as to proposals to extend services currently serving Lower Earley (Routes 19B and 21) but it is stated that this is a possibility. The Assessments also state that a £5m Infrastructure Delivery Plan has been allocated as part of the LVGV proposals to subsidise new and altered bus services, including those for services north into Reading. No information is provided as to what such potential measures are and therefore detail on this is requested from the WBC and the applicant.
- 7.19 The Hall Farm proposals do not detail at what stage of the development the proposed new schools or community facilities would be provided with this to be agreed as part of later detailed s106 phasing and infrastructure delivery plans. The TA indicates that it is not proposed to increase bus services further to accommodate for school trips. RBC Transport Officers advise that this is not accepted, and that much more detailed information is required if RBC were to accept this position.
- 7.20 As discussed above Reading Borough Highway Authority has concerns about numerous locations on the network into and within Reading in terms of trip generation and network capacity. The development will have a negative impact on bus journeys to and from Reading with the delays at junctions within Reading increasing bus journey times as well as reduce reliability on bus services making modal shift to bus travel far more difficult and therefore resulting in increased car usage. WBC will therefore be informed that Reading Borough Highway Authority will not be able to support proposals that result in detrimental impacts and that mitigation measures and further assessments as detailed above and in the full comments at the end of this report will be required.

Active Travel

- 7.21 Both applications include proposed Active Travel measures to provide direct access to and from the site. These include provision of pedestrian refuges along the A327 Shinfield Road to assist with crossing, for cycle travel into Reading a route along Meldreth Way is proposed combining existing and new infrastructure, north of Wilderness Road the University of Reading is amenable to creating permissive routes through the Whiteknights Campus to provide traffic free active travel routes towards Reading Town Centre with a new crossing on Wilderness Road to assist with connecting from Beech Lane to Whiteknights. However, RBC Transport Officers note that Appendix E of the TA which details the off-site travel connectivity does not include these active travel measures which is inconsistent with the main body of the TA and requires clarification from the WBC and the applicant.
- 7.22 Appendix B of the TA also audits existing and proposed non-vehicle routes around the LVGV and identifies significant deficiencies in terms of width and directness of routes but then goes on to propose only very basic improvements (landscape clearance, removal of debris and provision of tactile paving at crossings) rather than measures to overcome the identified deficiencies. Therefore, RBC Transport Officer identify that WBC should be advised that the applicant must undertake further assessment and provide mitigation proposals for these routes as part of which it is recommended that improvements to Pepper Lane are assessed.
- 7.23 As identified above the proposals would have a negative impact on the road network within Reading and therefore cycle improvement to and within Reading Borough must be

provided. At this stage and based upon the currently available information RBC Transport Officers advise that the following would be required to be secured as part of the proposals:

- Dedicated cycle lanes through Lower Earley between the application site and the Borough boundary with Reading.
- A minimum contribution of £300,000 towards cycle improvements along the A327 Shinfield Road corridor.
- Cycle links through the University Campus that link to the cycle network with Reading, details of which must be provided.
- Cycle lane provided along Pepper Lane between Elm Road and A327 Shinfield Road.

7.24 The above mitigation measures are based upon consideration of the wider LVGV masterplan site as a whole and would not necessarily be required to be brought forward as part of the current two individual planning applications. However, the mechanisms for securing mitigation schemes is not known by RBC at this stage and therefore a full list of measures has been set out for the wider LVGV. Further information and discussion with WBC would be required to agree appropriate stages for delivery of the various mitigation measures. It is also pertinent to note that, as discussed above, RBC Transport Officers have identified various areas where further assessments of the impact of the proposals are required, and further mitigation measures may be required as a result of these assessments which cannot be determined at this stage.

Cycle Hire

7.25 Neither application provides any information with regards cycle hire schemes that could be located not only within the development but at strategic locations within Wokingham and Reading in order to promote alternative modes of travel. This would aid not only residents of the developments but those travelling into the development to see friends, shop, work etc. This would be beneficial in reducing car borne trips to and from the development. Therefore, it is considered that WBC be advised that both applicants must be required to put forward details of a cycle hire scheme that includes a list of strategic locations so that Highway officers of both Reading and Wokingham can review.

Car Club

7.26 Neither application includes specific details of a car club on the site only suggesting that one could be provided. An onsite car club would be beneficial for those journeys that may be required as part of work trips at the science park for example but would allow for commuter trips to be undertaken by alternative modes. This will help reduce potential vehicle movements within the Peak travel periods. Therefore, WBC should be advised that an assessment of car club numbers and locations across the site is required to be provided for both applications for review.

S106

7.27 Given that the applications have been assessed including parcels of land within Reading Borough to provide mitigation for the developments that are located outside of the redline application area and outside of Wokingham Borough it is unclear how the proposed mitigation measures will be secured and brought forward and this is not detailed within either application submissions. It is considered that WBC should be informed that RBC would require to be party to any section 106 legal agreements to secure mitigation measures located within the Borough (and subsequent submission of any highway works agreements such as s278 agreements).

Overall

7.26 In overall terms the RBC Highway Authority recommends that WBC are advised that insufficient information has been submitted with both planning applications to enable the

highways, traffic and transportation implications of the proposed development upon Reading Borough to be fully assessed. From the information submitted, it is considered that the additional traffic likely to be generated by the proposal would adversely affect the safety and flow of users of the existing road network within Reading and that this is contrary to Policy CP6 of the Adopted Wokingham Core Strategy and Paragraphs 116 and 117 of the National Planning Policy Framework.

II) Impact on Natural Environment

- 7.27 There are multiple TPO trees, veteran trees and areas of ancient woodland on and around both application sites within Wokingham Borough. Layout and Landscaping details of both proposed developments are not known at this stage with these being reserved matters for consideration at a later date. It will be WBC's responsibility to ensure suitable tree retention and that trees are protected during construction and future use of both developments via appropriate arboricultural method statements. Similarly, it will be WBC's responsibility to ensure appropriate landscaping within the developments and future management and maintenance of this via approval of detailed proposals at reserved matters stage.
- 7.28 As discussed in the transport section of this report above it has been identified that the proposed widening of the B3270 arm of the M4 junction 11 roundabout proposed as part of the off-site highway mitigation works for the proposals could impact upon trees within this part of Reading. Therefore, it is recommended that WBC be advised that an arboricultural assessment of the impact of this works should form part of the additional information required by RBC to fully assess the impact of the proposed development upon the Borough.

III) Impact Upon Social Infrastructure

- 7.29 Within the planning application submission documents there is a recognition that for such a large-scale proposal that there would need to be a wide range of infrastructure to support the proposal. The Planning Statement states (Section 11.3) "*engagement has taken place with WBC through the pre-application stage, culminating in an IDP [Infrastructure Delivery Plan] published by WBC in August 2025 and provided to the LPU [Local Plan Update] Examination Inspectors on 2 September 2025 (reference: WBC28).*" A summary of the infrastructure provision is included in Table 11.1, which sets out the following with respect to education, leisure and health:

Education	
Provision of land for schools	Provision of land for 2 x 3 Form entry Primary Schools and 12 Form Entry Secondary School
Financial contributions	Financial contributions to Primary, Secondary and SEND provision
Governance	Providing for the creation of a steering group between the Applicant, Local Planning Authority and Local Education Authority to oversee delivery of the education facilities.
Delivery programme	Mechanism to devise and agree a delivery programme in conjunction with the Local Education Authority, to include a timetable for design, procurement, construction and opening of schools

Public open space	
Definitions	Mechanism to formally require delivery of the various forms of public open space formally applied for in the development, with a means by which each typology is defined / approved.
Delivery and timing	Obligation to devise a programme to provide a suitable quantum of open space typologies, in suitable locations, as the development of site progresses. The focus of this being, to ensure that a sufficient and appropriate amount of public open space is available to residents at each phase.
Management and maintenance	Financial contributions towards management and maintenance, alongside a schedule of who is responsible for these works, their frequency and duration
Sports hub	
Overarching	Establishment of protocols around how the Sports Hub will be carried forward into the Reserved Matters process (including the timing thereof, and roles/ responsibilities) and its future management and maintenance
Future use	Obligation to devise a 'Community Use Agreement' in conjunction with WBC and in liaison with community and sports stakeholders. This agreement will establish how pitches and other facilities will be used by the wider public as well as by the schools within Loddon Garden Village.

Public and community facilities	
District Centre	Obligations which relate to the formal definition of each element within the proposed development and how they will be brought forward, implemented and managed in a timely way consistent with the overall Vision for the LGV. Consideration required of which organisations (in addition to WBC) would be involved in the evolution of each obligation, such as the NHS / CCB design guidance in relation to health provision.
Local Centre	
Community centres	
Health facilities, inc. GP	
Community Manager	

- 7.30 It is considered important that the type and level of appropriate infrastructure provision is developed in coordination with relevant parties including RBC and it is recommended that WBC is requested to ensure that such liaison takes place to ensure that there would be no negative effects on the existing infrastructure within RBC area. This should include the timing of infrastructure provision to align with relevant phases of the development. If it cannot be demonstrated that suitable mitigation would be provided and secured by WBC as part of the proposals, then RBC may require contributions towards similar facilities within the south of the Borough that could be impacted by the additional housing proposed so close to Reading. This would likely necessitate RBC being party to s106 agreements linked to both developments.

8. Equality implications

- 8.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

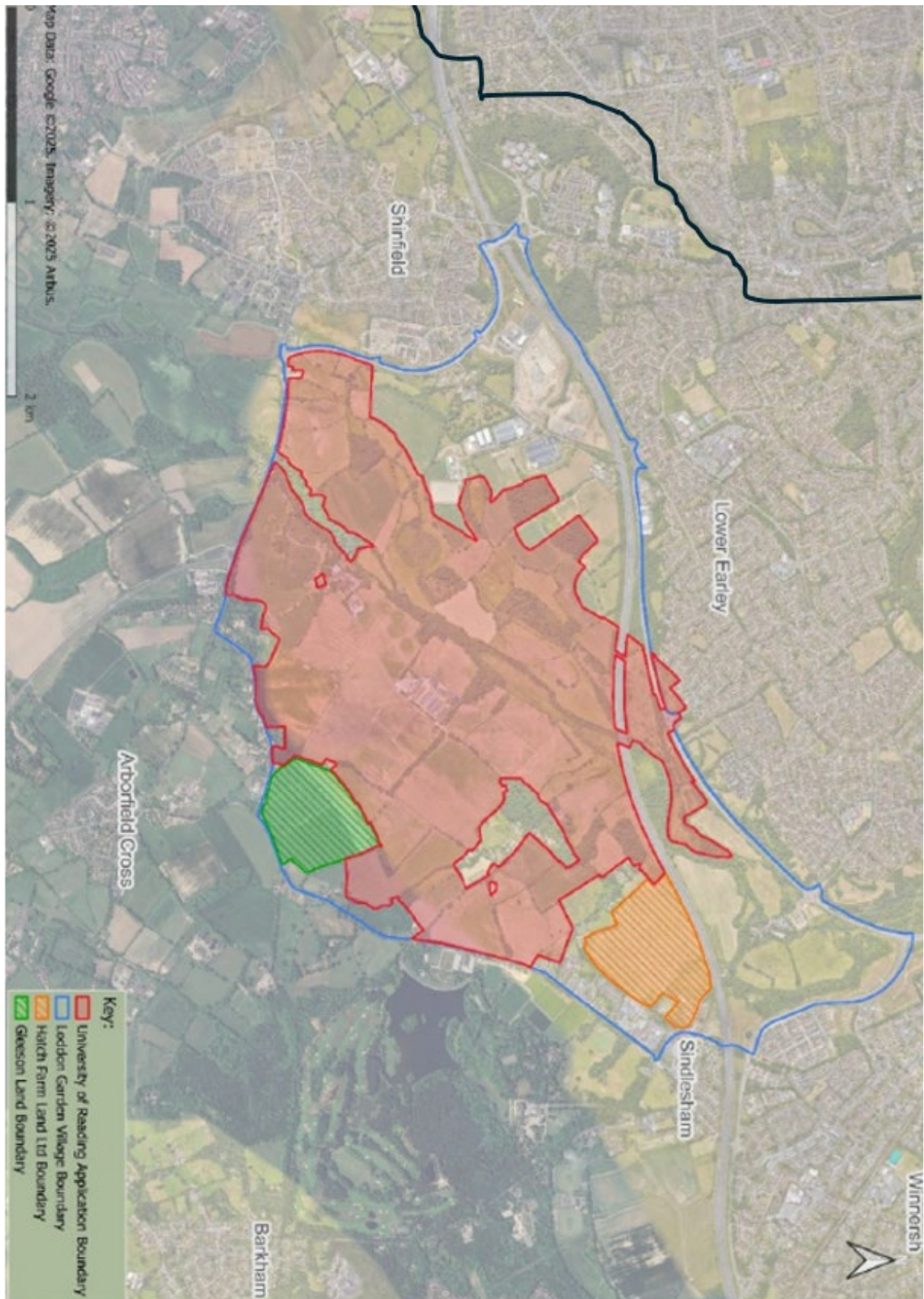
- 8.2 The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues, and priorities in relation to this particular application.

9. Conclusion

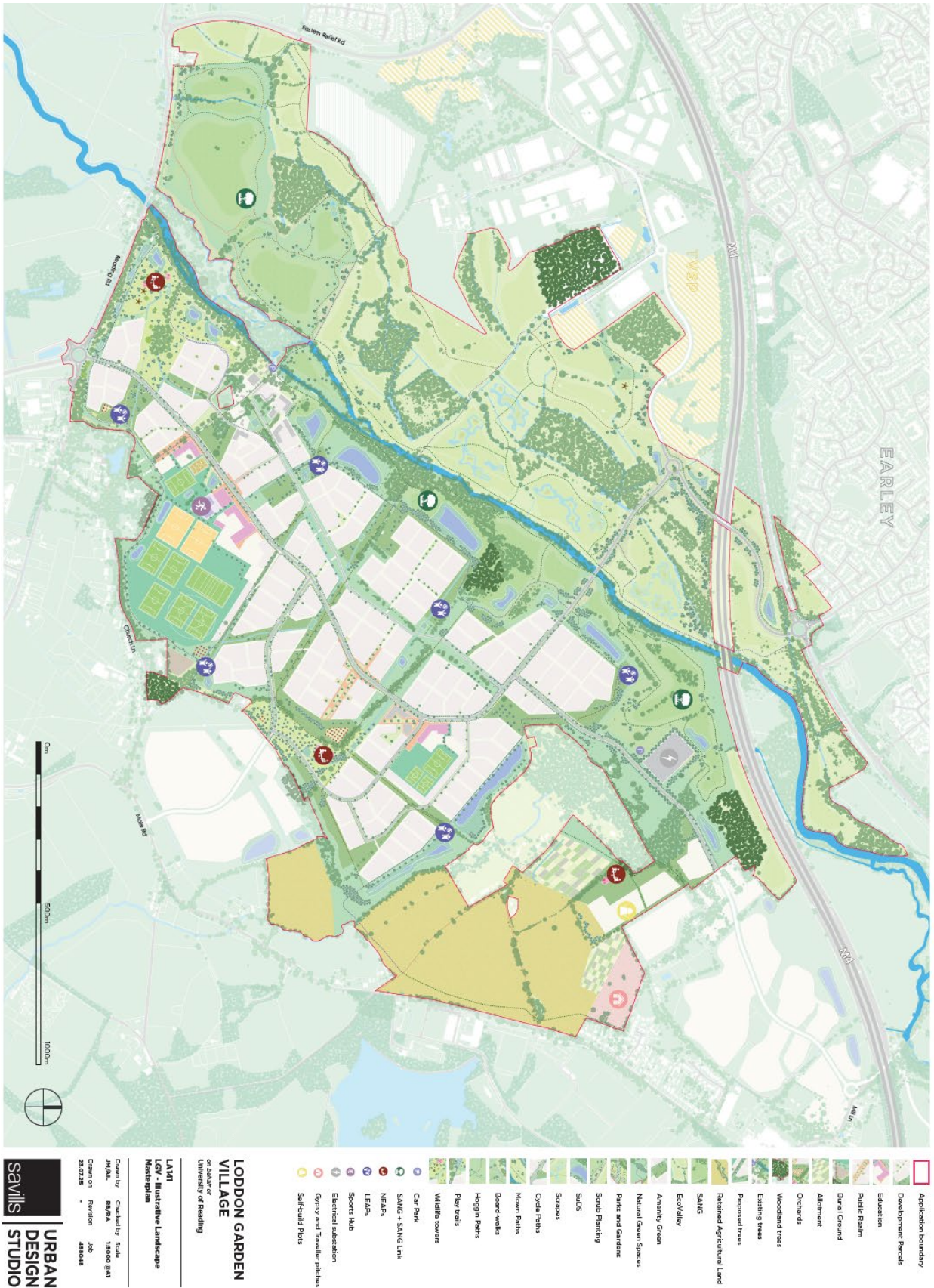
- 9.1 The Hall Farm and Newlands Farm proposals represent the substantial majority of the proposed Wokingham Borough Council Loddon Valley Garden Village strategic allocation and would deliver a significant number of new homes, employment opportunities, community facilities, schools, open space and supporting infrastructure close to the southern edge Reading. The principle of providing new housing and associated infrastructure in a sustainable location is recognised. However, in considering the potential effects of the proposals on Reading Borough, a number of concerns have been identified.
- 9.2 The most significant concern relates to the likely transport and highway impacts arising from the developments. Reading Borough Council's Highway Authority has concluded that insufficient information has been submitted to robustly assess the full extent of the impacts on the road network within Reading. In particular, concerns remain regarding trip generation, traffic distribution, junction capacity, public transport provision, active travel infrastructure and the effectiveness and deliverability of proposed mitigation measures. On the basis of the information currently available, it has not been demonstrated that the developments would not result in unacceptable impacts on the safety and operation of the highway network within Reading.
- 9.3 The proposals have the potential to provide significant social infrastructure; however, it is essential that the delivery and phasing of education, health, leisure and community facilities are coordinated with relevant stakeholders, including Reading Borough Council, to ensure that existing infrastructure within Reading is not adversely affected.
- 9.4 Having regard to the submitted information, it is recommended that Reading Borough Council raises an objection to both planning applications on highways and transportation grounds. It is further recommended that Wokingham Borough Council be advised that additional assessment work, supporting information and appropriate mitigation measures are required before the impacts of the developments on Reading Borough can be satisfactorily understood and addressed. Wokingham Borough Council should also be requested to ensure ongoing liaison with Reading Borough Council in relation to the delivery of infrastructure necessary to support the wider Loddon Valley Garden Village proposals.

Selection of Proposed Plans

PL/25/1570/ADJ – Hall Farm, Church Lane



Location Plan – Borough boundary shown in black



Proposed Landscape Masterplan





Appendices

RBC Transport Full Comments

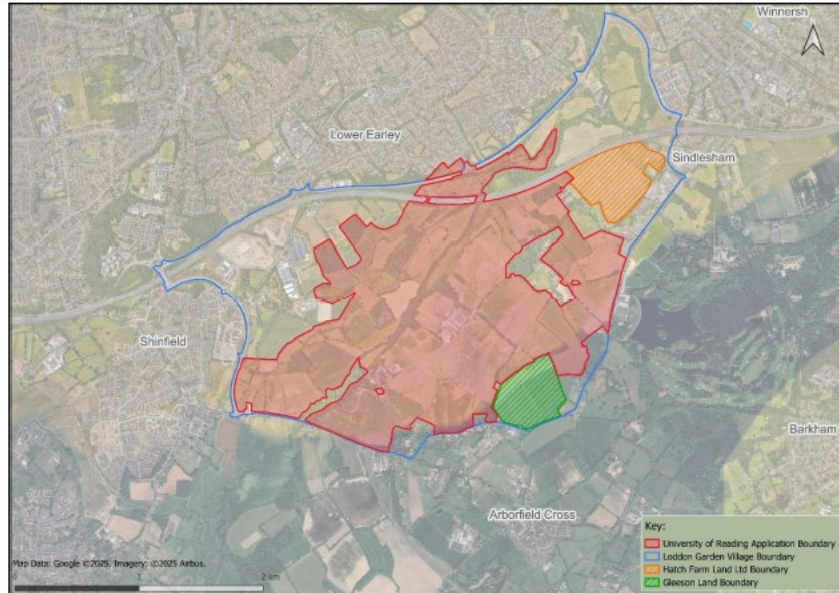
a) PL/25/1570/ADJ – Hall Farm, Church Lane

1. Introduction

- 1.1 The proposed development consists of a Hybrid planning application comprising up to 2,800 residential units to include up to 100 custom and self build plots; 2 primary schools (up to 3 forms of entry) to include early years provision and 1 secondary school (up to 12 forms of entry); one District Centre, to incorporate up to 11,000m² of Class E (Commercial, Business and Service, to include a food store of around 2,500m²), and Class F (Local Community and Learning); one Local Centre, to incorporate up to 2,400m² of Class E; a Sports Hub to include sports pitches and pavilion space; up to 4,250m² of further Class E, Class F, and sui generis development to include commercial, health care and public house; associated green infrastructure, landscaping, public open space, play areas, and ecological enhancement measures; 20 gypsy and traveller pitches; drainage and flood alleviation measures to include Sustainable Urban Drainage Systems (SUDS) and engineering measures within Loddon Valley for the River Loddon; associated highway / transport / supporting infrastructure including spine road, pedestrian and cycle connections; associated utilities, infrastructure, and engineering works, including the undergrounding of overhead lines and an electricity substation; up to 0.5ha of land adjoining St Bartholomew's Church for use as cemetery.
- 1.2 The proposal is therefore a significant development on the edge of the wider Reading area.
- 1.3 The planning application has been accompanied with a Transport Assessment and it is firstly important to note that the document does not only assess the impacts of this planning application but it assesses the wider implications of the Loddon Garden Village development given that this is part of the wider Masterplan. The additional residential dwellings and commercial uses will come forward as part of subsequent planning applications.
- 1.4 The Highway Authority has reviewed the submitted Transport Assessment and comment as follows.

2. Site Location

- 2.1 As shown in the image below, the Loddon Garden Village site is located in Wokingham Borough, immediately south of the Reading urban area. The northern boundary is defined by the B3270 Lower Earley Way. To the north-east the boundary follows Mill Lane, and to the east it follows Mole Road.
- 2.2 The southern boundary of the site is formed by the A327, while to the west it adjoins the Shinfield Eastern Relief Road and Thames Valley Science Park.
- 2.3 The M4 motorway runs through the site on a west-to-east alignment and the River Loddon broadly on a north-to-south alignment.



3. Active Travel

3.1 It is noted that the application includes a series of Active Travel measures located within the development boundary including providing direct access to and from the development site.

3.2 Paragraphs 7.7.10 and 7.7.13 - 7.7.15 of the TA identify a series of potential Active Travel measures as outlined below:

7.7.10. North of the Shinfield Gyratory, pedestrian refuges will be provided within the central hatching areas along the A327 Shinfield Road corridor to assist within crossing connectivity and to reduce severance.

7.7.13. To aid those who wish to use active travel modes to travel to Reading, particularly cyclists, a route from Meldreth Way could be used, which combines existing infrastructure with new provision and comprehensive wayfinding. This would include routing along Carshalton Way and then a crossing of Rushey Way into a quiet section of Beech Lane which heads west for c.250m.

7.7.14. From here, a direct route would continue along Beech Lane, but for cyclists preferring a quieter route, the dedicated pedestrian/cycle paths and quiet roads to the west could provide an alternative route until rejoining Beech Lane just north of Redhatch Drive.

7.7.15. North of Wilderness Road, the University of Reading is amenable to creating permissive routes through the Whiteknights Campus, providing traffic free active travel routes towards Reading town centre. A new crossing on Wilderness Road will assist in connecting from Beech Lane to Whiteknights.

3.3 However, Appendix E of the TA 'Off Site Active Travel Connectivity' which provides details of pedestrian and cycle improvements includes no reference to either the proposed crossing or route through the University Campus, no dedicated cycle facility along Carshalton Way, Rushey Way or Beech Lane no improvements along Chalfont Way / Elm Lane continuing onto Elm Road and no pedestrian refuges along Shinfield Road.

3.4 At Appendix B *Non-Motorised User Audit Report* there are significant deficiencies identified along these routes in terms of width and directness which could be overcome if not for the full length but for significant parts of it. However, the only mitigation identified includes very basic improvements that entail landscape clearance, removal of loose debris and tactile paving at crossings.

- 3.5 These proposed mitigations would not aid the promotion of cycling as an alternative mode of travel for those travelling to/through Lower Earley, the University Campus and beyond into Reading. The applicant must therefore undertake a further assessment of the routes through lower Earley and along Shinfield Road to establish what improvements could be achieved.
- 3.6 Having reviewed the access into the University Campus opposite Beech Lane it is noted that any crossing point would need to be within close proximity to the Wilderness Road / Beech Lane roundabout to ensure it is located on the desire line for users and that this access point is already restricted thereby making it inaccessible for cycles and anyone with mobility issues. The initial part of the route is currently also a track through the woods and therefore to make this a compliant footway / cycle link quite considerable improvements would be required necessitating tree and shrub removal.
- 3.7 It is therefore surprising that the applicant has not reviewed Pepper Lane as a potential improvement link into Reading especially given the existing verge and that the route would be directly adjacent to the University Campus. This could also link into the University Campus via the access opposite Leighton Park School and / or continue so that it connects with the A327 Shinfield Road. This route must therefore also be reviewed to understand what improvements can be achieved.
- 3.8 The above assessment would establish what significant improvements can be made to these key routes to and from Reading in order to reduce the number of vehicles travelling within Reading creating and adding to high levels of existing congestion within the Borough of Reading.
- 3.9 The proposal will also result in a negative impact on the road network within Reading and therefore cycle improvements to and within Reading must be provided. Having reviewed the routes that would be taken to travel to and from Reading it is noted that the following improvements would be required:
- Dedicated cycle lanes through Lower Earley between the application site and the Borough boundary with Reading.
 - A minimum contribution of £300,000 towards cycle improvements along the A327 Shinfield Road corridor
 - Cycle links through the University Campus that link to the cycle network with Reading, details of which must be provided.
 - Cycle lane provided along Pepper Lane between Elm Road and A327 Shinfield Road.
- 3.10 Please note that following the assessment required as detailed above and subject to further assessments that relate to trip rates and junction assessments, to be detailed later in this response, further improvements maybe required but that cannot be determined at this stage.
4. Cycle Hire
- 4.1 The applicant has provided no information with regards cycle hire schemes that could be located not only within the development but at strategic locations within Wokingham and Reading in order to promote alternative modes of travel. This would aid not only residents of the development but those travelling into the development to see friends, shop, work etc. This would be beneficial in reducing car borne trips to and from the development.
- 4.2 The applicant must therefore put forward details of a cycle hire scheme that includes a list of strategic locations so that Highway officers of both Reading and Wokingham can review.
5. Public Transport

Phase 1

- 5.1 Within Phase 1 the applicant suggests the proposal of utilising Route 3 for dwellings located within the southern part of the site which currently has a 15-minute frequency with journey times between the site (Church Lane) and Reading Town Centre being 44 to 45 minutes approximately in the peak periods. Route 3 would also provide services to Wokingham however these would be at a reduced frequency of 35 minutes and would take approximately 42 minutes to travel between the site and Wokingham Town Centre. However, no bus capacity information has been provided alongside the application to ensure that Route 3 has sufficient capacity along this route. This must be provided to ensure that the opportunities for bus journeys to be undertaken as an alternative to the private car can be achieved.
- 5.2 The northern and eastern parts of the site are to be served by a new bus service that would have a 30-minute frequency between the site and Wokingham which will also serve Winnersh Railway Station. However, although these would provide access to Winnersh Railway Station it is likely that any journeys north towards Reading from this section of the site would be undertaken by way of the private car and therefore this would be harder to deliver a modal shift to public transport once improved services are delivered six years after commencement of the development.
- 5.3 Phase 1 includes the provision of 1,075 dwellings which breaks down as 400 located in the Southern Area (Arborfield Rd), 350 in the North Eastern Area (Mill Lane) and 325 in the Eastern Area (Mole Road). This equates to 37.2% of residents within phase 1 only having access to bus provision to and from Reading. To ensure that all parts of the development are provided with sufficient public transport provision to and from both Reading and Wokingham the phasing of the development or the extent of the road network brought forward within Phase 1 must be reviewed.
- 5.4 Access to bus stops to Reading for the Southern Area is accessed via new bus stops connecting onto the A327 Reading Road. It is noted that these are within 400m of the dwellings located within this Southern Area based on the schematic illustrated (A392-1011 P4) and assumed as a straight line. This assessment does not take into account the proposed off site Highway Works drawing A392-OPA-0101 D which has the bus stops staggered in location, that the bus stop to Reading is 100m from the site entrance and that residents will not be walking in a straight line and will be required to navigate the internal network which will result in far greater distances. Based on drawing IM001 LGV – illustrative Masterplan Rev D it is suggested that approximately half the units within the Southern Area would in fact be located within 400m of a bus stop.
- 5.5 It is also noted that residents would not be provided with any controlled crossing facility in order to cross the A327 Reading Road to gain access to the buses travelling to Reading. It is however noted that a signalised controlled crossing is proposed to the south of the Observer Way junction, further justification must be provided as to why this could not be provided to the north of the junction to facilitate both access and to and from the bus stop and pedestrians and cyclists accessing the pedestrian and cycle facilities on Observer Way. From very basic calculations the distance for travel utilising the layout as illustrated on drawing A392-OPA-0101 D is not too dissimilar than if a route were provided around the roundabout.
- 5.6 Journey times as specified above between Reading and the development would be in the region of 44 minutes and should Route 3 penetrate the site this would add more time onto the journey not only for residents of the development but for those that reside beyond the application site. It is therefore critical that the applicant seeks ways to make journeys time quicker and more efficient to ensure that modal shift to public Transport is achieved.
- 5.7 Reading Borough Highway Authority are also concerned that the bus strategy is reliant on other applications within the wider masterplan area coming forward in order to provide key infrastructure to enable this application to be served in isolation. This application must also include a Public Transport Strategy that ensures that it will be served by

frequent bus routes and by bus stops that are no greater than 400m from the residential dwellings.

Phase 2

- 5.8 Within Phase 2 (commencing Year 6) post occupation of 1075 units the proposal includes the extension of the new bus service so that it connects with Reading, this would provide a 30-minute frequency but it is stated at Table 9.3 of the TA that this would result in a journey time of approximately 60 minutes between Wokingham and Reading, see table below. This route would utilise bus lanes along the A33 and then along the B3270 before entering Loddon Valley Garden Village via the Thames Valley Science Park off the Shinfield Eastern Relief Road.

Table 9.3 : Travel Times for Phase 2 Bus Service (includes routings within LVGV)

Route	AM Peak Hour	Off Peak	PM Peak Hour
To Reading	62 mins	57 mins	65 mins
From Reading	54 mins	49 mins	55 mins

- 5.9 The development includes mitigation proposals at the Thames Valley Science Park junction, these have been assessed and it is confirmed that the junction would be well within capacity with very little queuing.
- 5.10 However, to aid journey times and reliability to bus services bus priority at either end of the B3270 must be included i.e. at the junctions with M4 Junction 11 and Blackboy Roundabout. It is appreciated that mitigation schemes have been put forward to alleviate the wider traffic impacts, but these do not include bus priority to promote modal shift towards bus services. Any bus will therefore just be sat at the back of the queue.
- 5.11 Irrespective of this it is noted that the bus service proposed is only a 30-minute frequency and as such proposals must be reviewed to ensure an increased frequency. This should include the potential for Route 500 to access and egress the site via Kings Street Lane / Mole Road as per the Reading to Wokingham service. This could be provided as a temporary service subject to route changes as the development progresses.
- 5.12 Reading Borough Highway Authority would suggest that this offers a fast route to and from Central Reading and should form part of the proposed mitigation measures for this phase to ensure an increased provision of bus services for the site and a variety of services depending on the end destination.
- 5.13 The southern part of the site would continue to utilise Route 3 however, with increased occupation of the development it is likely that Shinfield Road will be subject to increased traffic flows and congestion thereby increasing journey times further.
- 5.14 Phase 2 includes the provision of 2,780 dwellings which breaks down as 1600 located in the Southern Area (Arborfield Rd), 750 in the North Eastern Area (Mill Lane) and 430 in the Eastern Area (Mole Road). However, given that the assumption most of the internal road infrastructure will be provided this now facilitates the vast majority of the development having access to bus services to Reading via either one or the other services described above.
- 5.15 Notwithstanding this, it is evident that a proportion of the site brought forward as part of this Phase would not be within 400m of a bus stop and there is still the question as highlighted above whether the internal network for dwellings located in the Southern Area would also be within 400m.

Phase 3

- 5.16 Within Phase 3 (commencing Year 12) the services proposed as part Phase 2 are continued with Route 3 potentially improving as a result of increased occupancy of Thames Valley Science Park.
- 5.17 Additionally at this point the link over the M4 will be available which the applicant has stated will provide the opportunity for the extension of bus services along the A3290 corridor between Reading and Winnersh Triangle Park and Ride in particular route 500. This will aid trips to Reading either by way of a bus link direct to Reading or to Winnersh Triangle Station allowing onward connections. As stated above in relation to Phase 2 Reading Borough Highway Authority would suggest that route 500 being extended to penetrate the site offers a fast route to and from Central Reading and should form part of the proposed mitigation measures for Phase 2. At Phase 3 this service could be rerouted utilising the new road network as it progresses within this Phase ensuring an increased provision of bus services for the site and a variety of services depending on the end destination.
- 5.18 It should also be added that this proposed route would also serve a proportion of the existing housing located to the north/east of Hatch Farm Way.
- 5.19 It has also been stated that Route 3 could also be rerouted so that it penetrates the site and serves a greater proportion of the development. This would ensure that increased residents of the development have a choice of bus travel routes depending on their end destination however the applicant must provide clarity as to what level of service this would equate to and what implications penetrating the application site will have on services travelling through Shinfield.
- 5.20 No information has been put forward as part of this application to extend services currently serving Lower Earley, routes 19b and 21 in particular, but it has been stated that this is a possibility with discussion to be held with Wokingham Borough Council and Reading Buses.
- 5.21 The applicant has stated at 9.7.20 and 9.7.21 that a £5m Infrastructure Delivery Plan has been allowed for to subsidise new and altered bus services which includes for public transport priority measures to the north into Reading however these have not been specified within the Transport Assessment and therefore should be clarified.
- 5.22 It has been stated that travel to school trips that would be external from the site have been based on National Travel Survey data and represents 40%. However, the National Travel Survey results for travel between 2 to 5 miles is 11% for 5- to 10-year-olds and 35% for 11 to 16 year olds. The applicant must therefore provide further evidence / justification as to why this higher rate of bus use is being proposed especially as bus services are being phased and will not link directly into adjacent residential areas like Lower Earley that would attract pupil numbers.
- 5.23 The applicant has stated that the levels of public transport use reflect both dedicated school services and scheduled commercial bus services however this would be the case for the majority of schools that would form part of the National Travel Survey and therefore there would be no reason to arbitrarily increase the public transport mode share.
- 5.24 Taking the above into account Reading Borough Highway Authority does not agree with the proposed bus patronage for the schools located within the development.
- 5.25 Until the above has been clarified Reading Borough Highway Authority cannot agree that the proposed public transport measures are sufficient to aid the reduction in vehicle movements to and from the development.
- 5.26 It should also be noted that the Reading Borough Highway Authority has concerns about numerous locations on the network into and within Reading, which will be addressed within the Trip Generation / Capacity section of this response. The development will have

a negative impact on bus journeys to and from Reading with the delays at junctions within Reading increasing bus journey times as well as reduce reliability on bus services making model shift to bus travel far more difficult and therefore resulting in increased car usage. Reading Borough Highway Authority will not be able to support proposals that result in detrimental impacts and therefore mitigation measures will be required.

Car Club

- 6.1 The application includes no specific details of a car club on the site only suggesting that one could be provided. An onsite car club would be beneficial for those journeys that may be required as part of work trips at the science park for example but would allow for commuter trips to be undertaken by alternative modes. This will help reduce potential vehicle movements within the Peak travel periods.
- 6.2 The applicant is required to provide a thorough assessment of car club numbers and locations across the site for review.

Trip Generation / Capacity

Trip Rates

- 7.1. The trip rates have been agreed with Wokingham and have been generated utilising the Trip Rate Information Computer System (TRICS) and therefore Reading Borough are happy to accept them.
- 7.2 The applicant has also utilised National Travel Survey data to establish the purpose of journeys within the peak periods. The details are presented in the Table below which have been reviewed and accepted.

Table 6.2: Peak Hour Person Trip Purpose

NTS Trip Purpose	Aggregated Purpose	Proportion	
		AM Peak Hour (0800-0900)	PM Peak Hour (1700-1800)
Commuting	Commuting	34%	55%
Business			
Other Work			
Education + Education Escort	Education (Primary)	42%	4%
	Education (Secondary)	15%	2%
Shopping	Shopping, Leisure & Community	9%	39%
Visiting friends, entertainment & sport			
Total		100%	100%

Source: Consultant calculated from NTS data

- 7.3 Based on the assessment undertaken the applicant has identified that a fully completed development would generate 3,096 two-way vehicle movements in the AM Peak and 3,022 two-way vehicle movements in the PM Peak that are external to the Loddon Garden Village development. This is identified within Tables 6.1 and 6.2 of Appendix C of the TA which also describes how the trips are broken down per destination (work, education, shopping etc). The applicant's submission claims that the number of trips and their purpose would be made up as per Table 1 below.

Table 1

Purpose	Car Use %	AM Peak Hour 8am-9am			PM Peak Hour 5pm-6pm		
		Arriva	Departures	Two-Way	Arriva	Departures	Two-Way
Residential commuting	70%	197	714	911	798	396	1194
Residential (Primary)	70%	41	146	187	10	5	15

Residential (Secondary)	70%	15	53	68	4	2	6
Residential (Shopping, leisure & community)	70%	33	120	153	382	189	571
Total Residential Trips		286	1033	1319	1194	592	1786
Class E	61.9%	956	129	1085	41	690	731
Primary School (from off site)	26%	89	26	115	1	5	6
Secondary School (from off site)	26%	232	33	265	11	9	20
Shopping, Leisure & Community	61.9%	170	142	312	308	171	479
Overall Non-Residential Totals		1447	330	1777	361	875	1236
Overall Totals		1733	1363	3096	1555	1467	3022

7.4 The Reading Borough Highway Authority has reviewed the calculations made to calculate these figures and comments on each use are below:

7.5 To achieve the above figures the applicant has taken the total person trips rates at Table 4.3 of Appendix C which stipulates that the residential development in the AM Peak would generate 1303 person trips associated with commuting, 267 associated with primary education, 95 associated with secondary education and 219 associated with shopping, leisure etc. While in the PM Peak the development would generate 1706 person trips associated with commuting, 22 associated with primary education, 8 associated with secondary education and 816 associated with shopping, leisure etc.

7.6 To ascertain the number of vehicles trips generated by the development the applicant has applied a blanket 70% ratio against the total person trips to determine the number of car trips attributed to all proposed uses on the site. In relation to the commuting trips to outside the development, Reading Borough Highway Authority has deemed this approach acceptable given that this is in keeping with the ratios included within the 2011 census travel to work data. This approach has therefore been utilised in Table 2 below which identifies the Reading Borough Highway Authorities trip rate assessment.

7.7 The applicant has provided a series of percentages per land use to ascertain the internalisation of trips that would be generated by the development. However, no evidence base has been provided as part of the planning application to substantiate these figures. The applicant is therefore required to provide further evidence to ensure that these internalisation factors are an accurate reflection of what can be expected to be achieved as part of the application proposals.

7.8 The Reading Borough Highway Authority does not agree with the proposed travel mode distribution for the educational use, as has been explained previously. This seeks to arbitrarily increase bus usage above national averages thereby reducing the percentage

of car usage. However, the National Travel Survey advises within Table NTS0614a that for children between the ages of 2 and 5 the average use by car is 84% and for children 11 to 16 it is 50%. Reading Borough Highway Authority insist these ratios must be utilised as part of the assessment to determine the vehicle trip levels by pupils residing in the development and travelling to schools externally and those residing outside of the development and travelling to the schools within the development. These two scenarios are identified separately within Tables 1 and 2.

- 7.9 Based on the percentage of pupils travelling to schools outside the site as outlined in Paragraphs 6.4.18 and 6.4.21 of the TA the development would generate 154 vehicle trips (189 children x 84% car usage) to an external primary school and 41 vehicle trips (82 children x 50% car usage) to an external secondary school, totalling 195 vehicle trips to schools not within the development. This is comparable to the applicants 199 trips as outlined above in Table 1.
- 7.10 Further to this for the pupils attending the new on-site schools from outside the development would equate to 189 (225 children x 84% car usage) arrivals by car for primary school children and 486 (972 children x 50% car usage) arrivals by car for secondary school children, totalling 675 vehicle trips to the proposed school. This is a significant increase above the 321 stated by the applicant and presented in Table 1 above.
- 7.11 For the school trips within the PM Peak hour the Reading Borough Highway Authority has utilised the TRICS data to establish a percentage amount of trips when compared to the AM Peak. This identified only 12% of vehicle trips were undertaken in the PM Peak when compared with the AM Peak for primary schools and 14% of vehicle trips were undertaken in the PM Peak when compared to the AM Peak for secondary schools.
- 7.12 It is also noted that the TRICS outputs for Primary and Secondary schools included within Appendix C of the TA highlight that a far greater level of departure trips in the AM Peak would occur than has been presented by the applicant. The TRICS outputs suggest that 86% of arrivals at the school depart within the same AM peak hour which would make sense otherwise this would imply parents wait around all day before they collect their child in the afternoon. For clarity the hour following the AM Peak hour does not result in a spike in trips either. Instead of a combined 115 return / onward trips from the school as identified at Table 1 above this should be 748 return / onward journeys which is a significant increase in trips on the network that has not been accounted for by the applicant.
- 7.13 The amounts the Reading Borough Highway Authority has attributed to these trips can be found at Table 2 below.
- 7.14 Whilst reviewing the TRICS outputs for the residential use it is also noted that although there is a natural spike in departures within the AM peak period there is no spike on arrivals. This therefore suggest that a vast majority of trips associated with school trips are linked trips and include onwads journeys potentially as part of a commute. The Highway Authority has reviewed the questionnaire utilised for the National Travel Survey and follow up questions were asked about whether the journey was part of a series of calls / destinations. However, the National Travel Survey results do not present any data that clarifies whether post that initial journey any trips did continue onwards and what the purpose of that journey was. As stated above should the journeys be solely related to school trips the TRICS data would indicate a spike in Residential arrivals in either the AM Peak or the proceeding hour which they do not.
- 7.15 What is evident from the TRICS outputs is that there is a very minimal spike in residential departures between the hour of 2pm and 3pm and a clear spike in arrivals at the school in the hours of 3pm and 4pm as well as 4pm and 5pm way above that within the hour of 2pm and 3pm for the residential departures. This implies parents are returning from that onward journey and collecting their child from school on the way.

- 7.16 It should be clarified that within Table 2 below any return / onward trips as part of a school drop off / pick has been assigned to heading back to the development i.e. home. However, as stated above it is noted that the residential trips rates do not indicate a spike in arrivals in the AM Peak or that of the subsequent hour and as such the school drop off is likely to be as part of an onward journey. The applicant must therefore undertake an assessment to establish the purpose of that onward journey and then identify the distribution of travel.
- 7.17 For the purposes of the shopping, community and leisure trips it is noted that Table 3.1 of Appendix C calculates through TRICS that the residential element of the development would generate 4225 total person trips in the AM Peak and 3451 in the PM Peak. An assessment of the National Travel Survey data establishes that around 9% of trips in the AM Peak are for shopping, community and leisure purposes equating to 380 person trips. In the PM Peak the percentage increases to 39% resulting in 1346 person trips. The Reading Borough Highway Authority has reviewed the National Travel Survey data and agrees with these ratios.
- 7.18 The applicant has assumed that 40% of these trips would be undertaken using the facilities that form part of this application, these are identified as internal trips and therefore only 60% would leave the application site associated with these uses. Notwithstanding the comments made above regarding further information being required regarding the internalisation factors this would reduce the number of trips leaving the application site to undertake these journeys to 228 person trips in the AM (49 arrivals and 179 departures) Peak and 808 person trips in the PM Peak (540 arrivals and 268 departures).
- 7.19 The applicant has assumed a 70% car use in the AM Peak and 61.9% car use in the PM Peak for these uses which has been assessed and deemed a robust and acceptable assessment. This would equate to the following vehicle trips 160 person trips in the AM Peak (34 arrivals and 126 departures) and 566 person trips in the PM Peak (378 arrivals and 188 departures). It is noted from Table 1 that the applicant has not presented these accurately within their tables, but the difference is minimal and would not have any impact on the assessment of the application. These have however been updated within the Reading Borough Highway Authority assessment undertaken within Table 2.
- 7.20 For the proposed Class E use on the site the applicant has undertaken an assessment of TRICS which is deemed acceptable. Given that the residential element of the scheme includes residential trips to the onsite Class E use these trips have been deducted to ensure that double counting does not occur. This equates to 1753 person trips in the AM peak (1544 arrivals and 209 departures) and 1181 person trips in the PM Peak (66 arrivals and 1114 departures).
- 7.21 The applicant has assumed a 61.9% car share however when the Census data was interrogated it was noted that this equates to 71%. The proposal would generate an increased number of vehicle movements when compared to the applicant's assessment by 159 vehicle trips in the AM Peak and 170 vehicle trips in the PM Peak.
- 7.22 The assessment undertaken by the Reading Borough Highway Authority to establish the trips generated by the development is therefore below at Table 2.

Table 2

Purpose	Car Use %	AM Peak Hour 8am-9am			PM Peak Hour 5pm-6pm		
		Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way

Residential comm uting	70%	197*	714	911	799	396	1195
Residential (Prim ary) ***	84%	132**	154	286	12	6	18
Residential (Seco ndary) ***	50%	35**	41	76	4	2	6
Residential (Shop ping, leisur e & comm unity)	70%	34	126	160	378	188	566
Total Resid ential Trip		398	1035	1433	1193	592	1785
Class E	71%	1096	148	1244	47	791	838
Primary Schoo l (from off site)** **	84%	189	163**	352	19	19	38
Secondary Schoo l (from off site)** **	50%	486	418**	904	71	71	142
Shopping, Leisur e & Com munit y	61.9%	170	142	312	308	171	479
Overall Non- Resid ential Totals		1941	871	2812	445	1052	1497
Overall Totals		2339	1906	4245	1638	1644	3282

*Reading Borough Highway Authority does not agree with the

**This amount should be used until the applicant can identify the location of any onward journey other than back to the residential property.

***This assessment is based on the number of children residing within the development and attending schools external to the site.

****This assessment is based on the number of children residing outside of the development and attending schools within the site.

7.1.23 To highlight the differences between the number of trips that travel to and from the development site these have been presented in Table 3 below.

Table 3

	AM Peak Hour 8am-9am			PM Peak Hour 5pm-6pm		
	Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way
Applicants Proposed Total Vehicle Trips	1733	1363	3096	1555	1467	3022
RBC Highways Total Vehicle Trips	2339	1906	4245	1638	1644	3282
Difference	+606	+543	+1149	+83	+177	+260

- 7.24 This identifies especially in relation to the AM Peak that the applicant has significantly underestimated the impacts of the development which will have a detrimental impact on the road network surrounding the development including routes within Reading Borough. The applicant must therefore reassess the implication of the development on the transport network, utilising the trip rates provided within Table 2 above.

Junction/Network Assessment

- 8.1 To assess the impacts of the development the applicant has utilised Wokingham's Transport Model to which there are no objections in principle.
- 8.2 Given that Wokingham's model has been utilised no information has been presented within the planning application to establish the distribution and number of vehicle movements that would be travelling to Reading or through Reading onto further destinations. This must be provided for review and broken down into the assumptions / calculations made for each use.
- 8.3 Irrespective of the above and the comments presented above in relation to the Trip Rates, Appendix O of the Transport Assessment indicates that the Wokingham Transport Model for future year 2040 identifies in the main very marginal differences in the traffic flows on Readings transport network. For the Reading Borough Highway Authority to fully assess the impacts of the development please can the applicant provide the missing flows from the Model Outputs associated with the Wokingham Road (West of the Three Tuns junction) – Baseline and with development northbound flows in the AM and PM Peaks
- 8.4 The Reading Borough Highway Authority would advise that based on the Junction flows provided at Appendix O the proposal would appear to be reducing trips in a northbound direction in the AM Peak along the A33 (south of Junction 11) equalling 72 trips, Shinfield Road (south of Whitley Wood Rd junction) equalling 19 trips, Whiteknights Road equalling 2 trips, Shinfield Road north of Elm Road equalling 35 trips and the A3290 equalling 4 trips. The only routes identifying any increases in flow are along Whitley Wood Lane (46 trips), the B3270 (214 trips) and Pepper Lane (36 trips) and therefore this identifies that the development only results in an overall maximum increase of 163 trips into Reading in

the AM Peak period. It should be noted that this will not be the final figure given that some of the movements headed west along the B3270 may in fact be heading for the M4 Motorway and not heading into Reading and therefore this must be clarified. In addition, and as stated above information has not been provided for flows along Wokingham Road and again this must be provided.

- 8.5 For southbound trips in the PM Peak period the development would result in an increase of 305 vehicle movements which would nearly double what is currently calculated as travelling north in the AM Peak. The applicant must therefore provide detailed evidence as to why this increase occurs.
- 8.6 For southbound trips in the AM Peak period the development would result in an increase of 154 vehicle trips on the network the majority of which is assumed to be associated with the provision of up to 100,000 m2 of employment space (use classes E(g), B2 and B8). This use will come forward as an extension to the Thames Valley Science Park which will be assessed further as part of a later planning application but is included within the wider assessment of the site. This would however need to be clarified, and the calculations and assumptions made detailed within a further submission.
- 8.7 For northbound trips in the PM peak there are reductions in flows along the A33 (south of Junction 11) equalling 14 trips, Shinfield Road (south of Whitley Wood Rd junction) equalling 22 trips and the A3290 equalling 1 trip. Increases in flow occur on the B3270 (318 trips), Whiteknights Road (5 trips), Pepper Lane (11 trips), Whitley Wood Lane (34 trips) and Shinfield Road north of Elm Road (33 trips). Overall, this equates to an increase of 364 trips into Reading with the Wokingham Road trips still to be advised. This level of trip generation would be in excess of double the number of movements travelling south in the AM Peak and therefore a breakdown of how these trips are made up should be provided.
- 8.8 A breakdown of all the trips into and out of Reading can seen in the Table below:

Table 4

Location	Baseline Flows		With Development Flows		Difference	
	AM Peak	PM Peak	AM Peak	PM Peak	AM Peak	PM Peak
A33 (South of M4)						
Northbound	2998	2313	2926	2299	-72	-14
Southbound	2115	2521	2042	2552	-73	+31
Shinfield Road (South of Whitley Wood Rd Junction)						
Northbound	523	558	504	536	-19	-22
Southbound	441	660	658	720	+217	+60
B3270 (east of junction 11)						
Westbound	1647	1369	1860	1687	+213	+318
Eastbound	1068	1618	1172	1621	+104	+3
A3290						
Westbound	130	56	126	55	-4	-1
Eastbound	1450	1335	1441	1396	-9	+61
Wokingham Road (West of Three Tuns Junction)						
Northbound	TBC	TBC	TBC	TBC	TBC	TBC
Southbound	486	423	319	515	-167	+92
Whiteknights Road (West of the Junction with Wilderness Road)						

Northbound	678	445	676	450	-2	+5
Southbound	524	619	535	620	+11	+1
Pepper Lane						
Northbound	418	363	454	374	+36	+11
Southbound	74	302	78	306	+4	+4
Whitley Wood Lane (north of junction with B3270)						
Northbound	570	640	616	674	+46	+34
Southbound	292	499	277	529	-15	+30
Shinfield Road (North of Elm Road Junction)						
Northbound	554	506	519	539	-35	+33
Southbound	411	687	493	710	+82	+23
Total Flow Differences Towards Reading					+163*	+364*
Total Flow Differences Away from Reading					+154	+305

**These figures are not final given that details are still required as to the northbound flows along Wokingham Road and a breakdown of westbound flows along the B3270 to distinguish between vehicles travelling into Reading and those linking to the M4. This assessment is also based on the trip rates proposed by the applicant which are not accepted by the Reading Borough Highway Authority as they underestimate the impact of the development as detailed above.*

8.9 Notwithstanding the above the applicant has put forward a mitigation proposal for the B3270 arm of Junction 11 for both eastbound and westbound traffic to facilitate increased traffic flows. It is assumed that the junction assessment is or has been reviewed by Highways England however as this is located within Reading Borough this should also be issued to Reading Borough Highway Authority to be reviewed, given that this is not included within the application submission. In the meantime it is noted that the mitigation scheme includes carriageway widening on the northern and southern sides of the B3270 and as such this is likely to have detrimental impacts on the trees either side of the carriageway, the applicant must therefore submit an Arb Impact Assessment, a noise impact assessment and visual impact assessment to establish the likely impact of this proposed mitigation scheme given that it is likely to require extensive tree removal especially along the southern side of the carriageway.

8.10 Along with the carriageway works alterations to the signage at Junction 11 which would include the three gantries identified below will need to be undertaken. These works must be illustrated on the proposed mitigation plan so that this can also be secured should an application be permitted.





- 8.11 It should also be advised that as the proposed mitigation scheme is located within Reading Borough a S278 Highway Agreement to facilitate the mitigation scheme would therefore be required with the Reading Borough Highways Department.
- 8.12 The proposal identifies increased flows along the B3270 into and out of Reading during the peak travel periods and it is assumed that a significant proportion of those trips will have utilised the A33. The applicant must provide details of what number of vehicle trips would utilise this route given that any significant increase will necessitate a detailed assessment of the A33 corridor given that the route is either at or exceeding capacity currently.
- 8.13 It is surprising that no mitigation has been proposed at the B3270 / Whitley Wood Lane given the development results in an increase of 453 movements travelling through the junction in the AM Peak and 490 in the PM Peak. This would result in a 13.5% and 13.8% increase through the junction which is already known for accidents with 3 occurring in the last five years one of which was serious with there likely to be more unrecorded rear end shunts. The main issue at this junction relates to vehicles exiting Whitley Wood Lane given that a platoon of vehicles passes the junction from Junction 11 which then overlaps with a platoon of vehicles passing the junction in the opposite direction from the Blackboy roundabout therefore creating no break in the traffic flow for vehicles to turn right in particular. The increased traffic flows in both directions along the B3270 in the AM and PM peak periods will make it more difficult for vehicles exiting Whitley Wood Lane creating a greater queue along this arm of the junction or the potential for an increased number of accidents as vehicles exit onto the B3270. The Reading Borough Highway Authority therefore requires this junction to be fully assessed to ensure that there are no implications on the Reading transport network and would suggest mitigation measures be provided at the junction to reduce potential safety issues due to the increase traffic in this location.
- 8.14 The schematic at the end of Appendix O identifies the travel time difference post development at certain junctions within the area assessed. In the AM peak this states that following development Wokingham Road north of the Three Tuns junction results in a reduction in delay of 359 seconds for traffic travelling southwest and a reduction of 164 seconds for vehicles coming out of Belle Avenue onto the Wokingham Road. There is also a reduction in traffic of 54 seconds on Shinfield Road heading north south of the Queens Drive entrance to the University Campus and a reduction of 56 seconds within

the University Campus itself. However, there appears to be no clarification provided to explain why these reductions occur given that the application is increasing traffic flow on the network, this must therefore be provided.

- 8.15 It is noted that the only significant increases to delay would be at the eastbound off slip to Junction 11 of the M4 equating to 103 seconds delay and Reading International Business Park (RIBP) with the proposal resulting in a 59 second delay. The former would be for Highways England to assess however a detailed junction assessment of the Little Lea junction would be required as the exit at RIBP is for the bus services that not only serves the RIBP site but is the MereOak Park and Ride service. The development also results in increased delay along the A33 heading north prior to the main access for RIBP and although the time delay has not been specified this identifies a wider delay in this location.
- 8.16 In the PM Peak it is noted that the Shinfield Road approach to the junction with Whitley Wood Road results in an increased delay of 31 seconds, the applicant has assessed the junction and it is stated as being within capacity. However, Reading Borough Highway Authority requires that the junction is reassessed so that the Shinfield Road / Whitley Wood Road junction is assessed alongside the Shinfield Road / Elm Road junction. One junction will have direct impact on the capacity of traffic running through the other and visa versa and therefore they must be assessed as one.
- 8.17 In addition to this it is noted that the northbound flows along the Shinfield Road towards the junction with Redlands Road and Northcourt Avenue results in an increase of 43 seconds delay. Given that this is a main route into Reading that accommodates heavy flows this junction must also be fully assessed by the applicant.
- 8.18 Given the above requirement for further clarification and assessments of the Highway impact in Reading the Reading Borough Highway Authority do not have sufficient information to fully assess the impact of the development.

S106

- 9.1 Given that the application has been assessed including parcels outside the redline Reading Borough is unclear how the proposed mitigation measures will be secured and brought forward. This should be clarified.
- 9.2 Reading Borough Highway Authority will require a series of mitigation measures to be undertaken but until the assessment has been updated in line with the requirements set out above, only those identified within the main consultation response can be identified.

Reasons for Refusal

Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed. From the information submitted, it is considered that the additional traffic likely to be generated by the proposal would adversely affect the safety and flow of users of the existing road network within Reading, contrary to Policy CP6 of the Adopted Wokingham Core Strategy and Paragraphs 116 and 117 of the National Planning Policy Framework.

b) PL/25/1651/ADJ - Land North of Mole Road and Church Lane

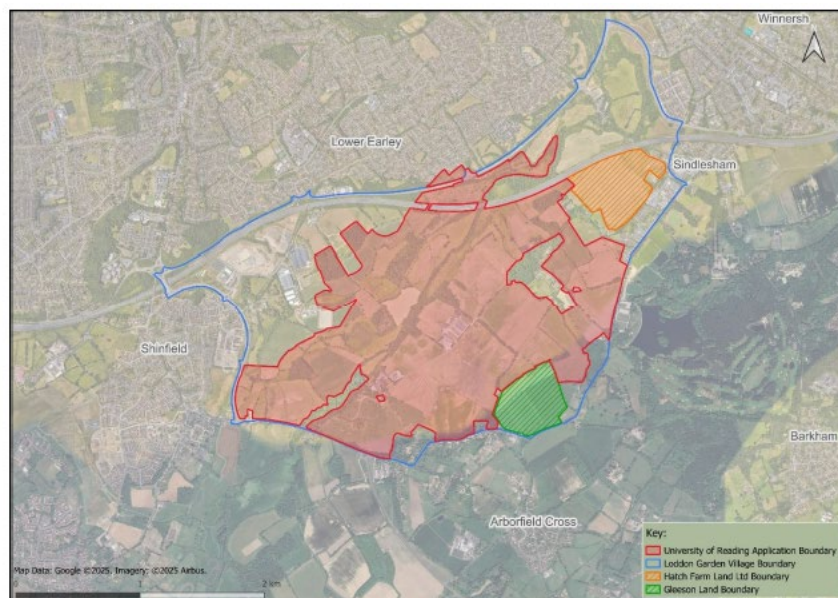
1. Introduction

- 1.1 The proposed development consists of an Outline planning application with all matters reserved other than principal access from Mole Road, for up to 430 dwellings, associated infrastructure which includes a connection through to the proposed Spine Road of planning application site Hall Farm, Church Lane (Wokingham planning application reference 252498).

- 1.2 The proposal is therefore a significant development on the edge of the wider Reading area.
- 1.3 The planning application has been accompanied with a Transport Assessment and it is firstly important to note that although the document does assess the impacts of this planning application in the main it also assesses the wider implications of the Loddon Garden Village development and relies on the assessment of data relating to the wider Masterplan included withing planning application 252498.
- 1.4 The Highway Authority has reviewed the submitted Transport Assessment and comment as follows.

Site Location

- 2.1 As shown in the image below, the wider Loddon Garden Village site is located in Wokingham Borough, immediately south of the Reading urban area. The northern boundary is defined by the B3270 Lower Earley Way. To the north-east the boundary follows Mill Lane, and to the east it follows Mole Road.
- 2.2 The southern boundary of the site is formed by the A327, while to the west it adjoins the Shinfield Eastern Relief Road and Thames Valley Science Park.
- 2.3 The M4 motorway runs through the site on a west-to-east alignment and the River Loddon broadly on a north-to-south alignment.
- 2.4 The parcel of land that makes up this planning application is located in the south east corner of the wider Loddon Garden Village Masterplan and is adjacent to Mole Road. It is identified in green within the below image.



Active Travel

- 3.1 It is noted that the application includes a series of Active Travel measures located within the development boundary including providing direct access to and from the development site. This application refers to Appendix E of this Transport Assessment which is a section taken from the Transport Assessment associated with the adjacent planning application Reading ref PL/25/1570 and Wokingham Ref 252498. Within this text it refers to its own Appendix E however this has not been provided as part of this application. Reading Borough Highway Authority has however reviewed this from the adjacent planning application documents.

- 3.2 It is noted that paragraphs 7.7.10 and 7.7.13 - 7.7.15 of Appendix E for this planning applications Transport Assessment identifies a series of potential Active Travel measures as outlined below:
- 7.7.10. North of the Shinfield Gyrotory, pedestrian refuges will be provided within the central hatching areas along the A327 Shinfield Road corridor to assist within crossing connectivity and to reduce severance.*
- 7.7.13. To aid those who wish to use active travel modes to travel to Reading, particularly cyclists, a route from Meldreth Way could be used, which combines existing infrastructure with new provision and comprehensive wayfinding. This would include routing along Carshalton Way and then a crossing of Rushey Way into a quiet section of Beech Lane which heads west for c.250m.*
- 7.7.14. From here, a direct route would continue along Beech Lane, but for cyclists preferring a quieter route, the dedicated pedestrian/cycle paths and quiet roads to the west could provide an alternative route until rejoining Beech Lane just north of Redhatch Drive.*
- 7.7.15. North of Wilderness Road, the University of Reading is amenable to creating permissive routes through the Whiteknights Campus, providing traffic free active travel routes towards Reading town centre. A new crossing on Wilderness Road will assist in connecting from Beech Lane to Whiteknights.*
- 3.3 However, as indicated above Appendix E of the adjacent planning application has not been provided as part of this planning application but as the document has been provided as part of the adjacent planning application 'Appendix E Off Site Active Travel Connectivity' has been reviewed by officers. It is noted that this document provides for no proposed crossing or route through the University Campus, no dedicated cycle facility along Carshalton Way, Rushey Way or Beech Lane, no improvements along Chalfont Way / Elm Lane continuing onto Elm Road and no pedestrian refuges along Shinfield Road.
- 3.4 Given that these two planning applications are intrinsically linked the Reading Borough Highway Authority would reference 'Appendix B Non-Motorised User Audit Report' of the Transport Assessment for the adjacent planning application which identifies significant deficiencies along these routes in terms of width and directness which could be overcome if not for the full length but for significant parts of it. However, the only mitigation identified includes very basic improvements that entail landscape clearance, removal of loose debris and tactile paving at crossings.
- 3.5 These proposed mitigations would not aid the promotion of cycling as an alternative mode of travel for those travelling to/through Lower Earley, the University Campus and beyond into Reading. The applicant must therefore undertake a further assessment of the routes through lower Earley and along Shinfield Road to establish what improvements could be achieved.
- 3.6 Having reviewed the access into the University Campus opposite Beech Lane it is noted that any crossing point would need to be within close proximity to the Wilderness Road / Beech Lane roundabout to ensure it is located on the desire line for users and that this access point is already restricted thereby making it inaccessible for cycles and anyone with mobility issues. The initial part of the route is currently also a track through the woods and therefore to make this a compliant footway / cycle link quite considerable improvements would be required necessitating tree and shrub removal.
- 3.7 It is therefore surprising that the applicant has not reviewed Pepper Lane as a potential improvement link into Reading especially given the existing verge and that the route would be directly adjacent to the University Campus. This could also link into the University Campus via the access opposite Leighton Park School and / or continue so

that it connects with the A327 Shinfield Road. This route must therefore also be reviewed by the applicant to understand what improvements can be achieved.

- 3.8 The above assessment would establish what significant improvements can be made to these key routes to and from Reading in order to reduce the number of vehicles travelling within Reading creating and adding to high levels of existing congestion within the Borough of Reading.
- 3.9 The proposal will also result in a negative impact on the road network within Reading and therefore cycle improvements to and within Reading must be provided. Having reviewed the routes that would be taken to travel to and from Reading it is noted that the following improvements would be required:
- Dedicated cycle lanes through Lower Earley between the application site and the Borough boundary with Reading.
 - A minimum contribution of £300,000 towards cycle improvements along the A327 Shinfield Road corridor.
 - Cycle links through the University Campus that link to the cycle network with Reading, details of which must be provided.
 - Cycle lane provided along Pepper Lane between Elm Road and A327 Shinfield Road.
- 3.10 The above mitigation measures are based on the assessment of the wider Masterplan site and would not all need to be brought forward on the back of this individual planning application. However, the mechanism for agreement mitigation schemes is unclear at this time and until the mechanism has been clarified a full list of mitigation schemes has been provided.
- 3.11 Please note that following the assessment required as detailed above and subject to further assessments that relate to trip rates and junction assessments, to be detailed later in this response, further improvements maybe required but that cannot be determined at this stage.

Cycle Hire

- 4.1 The applicant has provided no information with regards cycle hire schemes that could be located not only within the development but at strategic locations within Wokingham and Reading in order to promote alternative modes of travel. This would aid not only residents of the development but those travelling into the development to see friends, shop, work etc. This would be beneficial in reducing car borne trips to and from the development.
- 4.2 The applicant must therefore put forward details of a cycle hire scheme that includes a list of strategic locations so that Highway officers of both Reading and Wokingham can review.

Public Transport

- 5.1 The Public Transport section of the Transport Assessment refers to Appendix F for details which again is a section taken from the Transport Assessment associated with the adjacent planning application Reading ref PL/25/1570 and Wokingham Ref 252498. Within this text it refers to its own Appendix F however again this has not been provided as part of this application. Reading Borough Highway Authority has however reviewed this from the adjacent planning application documents.

Phase 1

- 5.2 The application site is to be served by a new bus service that would have a 30 minute frequency between the site and Wokingham which will also serve Winnersh Railway Station. However, although these would provide access to Winnersh Railway Station it is likely that any journeys north towards Reading from this application site would be

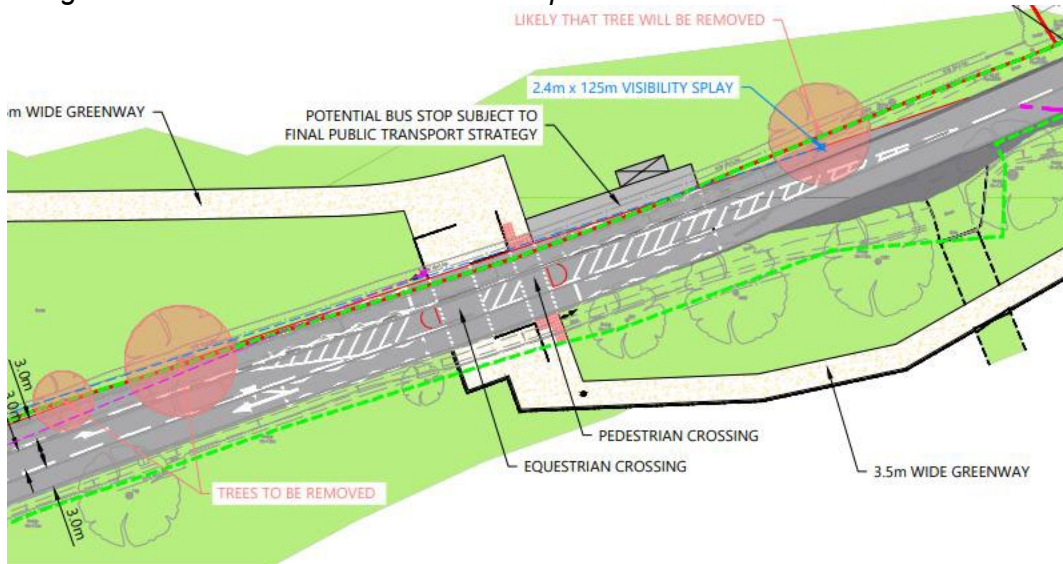
undertaken by way of the private car and therefore this would be harder to deliver a modal shift to public transport once improved services are delivered six years after commencement of the development.

- 5.3 It is noted that Paragraphs 6.6.23 and 6.6.24 of the Transport Assessment state the following:

6.6.23 A new bus service will be delivered from the outset. The proposal for Phase 1 includes a new 30-minute frequency service which would route between the Site and the Hatch development parcels via Mole Road, turning at Arborfield Cross roundabout. The bus will provide a connection to Winnersh for access to the Railway Station. The onwards routing from Winnersh at Phase 1 is subject to ongoing discussion with WBC and Reading Buses and will either connect to Wokingham or Reading. This ensures access to local facilities and services by public transport for dwellings delivered in the first phase of the development.

6.6.24 A temporary bus stop will be provided on Mole Road for the duration of the interim phase, with buses turning at the Arborfield Cross roundabout (stop required in the westbound direction only). The detail of the bus stop will be developed as the public transport strategy is agreed. Image 6.20 shows a potential location for the bus stop.

Image 6.20: Potential Mole Road Bus Stop Location



- 5.4 However, Appendix F of the adjacent planning application states that the bus service would penetrate the application site as indicated below. There is therefore a disparity around how the application site would be served by way of public transport.

Phase 2

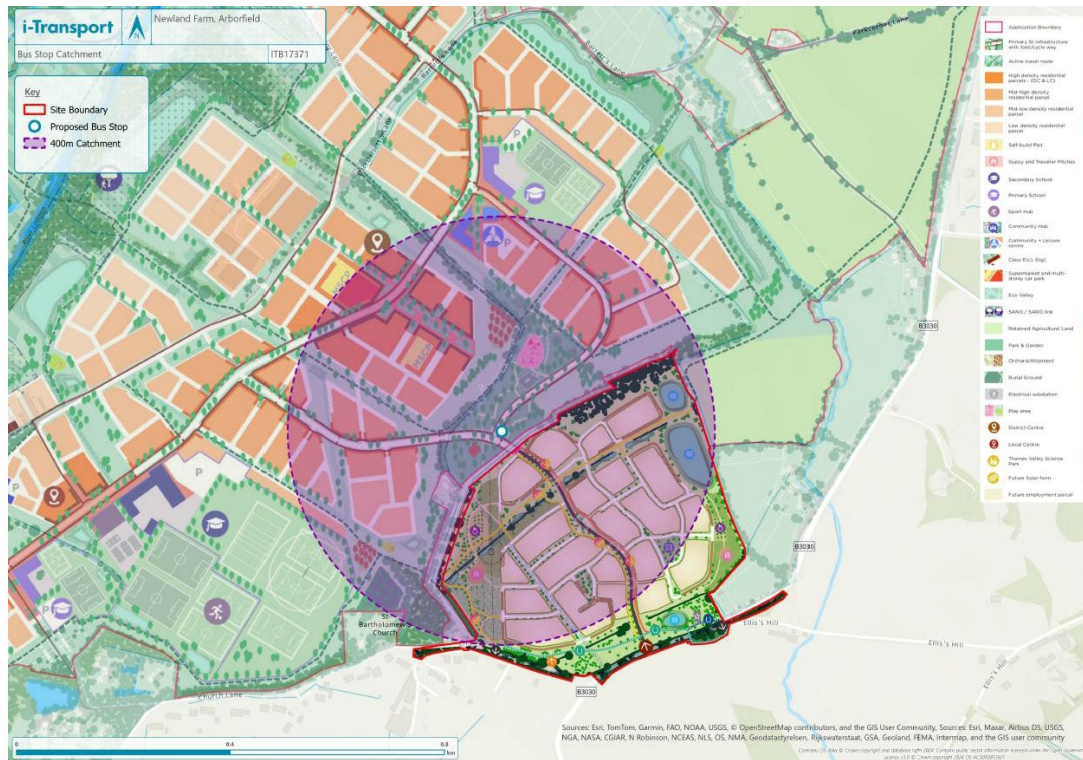
- 5.9 Within Phase 2 (commencing Year 6) post occupation of 1075 units of the wider Masterplan site and completion of all the units within this application bus access from Mole Road is no longer required. The proposal includes the extension of the new bus service so that it runs through the wider Masterplan site continuing onto the adjacent Hall Farm application site ultimately connecting the application site with Reading. This would provide a 30 minute frequency but it is stated at Table 9.3 of Appendix F that this would result in a journey time of approximately 60 minutes between Wokingham and Reading, see table below. This route would utilise bus lanes along the A33 and then along the B3270 before entering Loddon Valley Garden Village via the Thames Valley Science Park off the Shinfield Eastern Relief Road.

Table 9.3 : Travel Times for Phase 2 Bus Service (includes routings within LVGV)

Route	AM Peak Hour	Off Peak	PM Peak Hour
To Reading	62 mins	57 mins	65 mins
From Reading	54 mins	49 mins	55 mins

- 5.10 The development includes mitigation proposals at the Thames Valley Science Park junction, these have been assessed and it is confirmed that the junction would be well within capacity with very little queuing.
- 5.11 However, to aid journey times and reliability to bus services bus priority at either end of the B3270 must be included i.e. at the junctions with M4 Junction 11 and Blackboy Roundabout. It is appreciated that mitigation schemes have been put forward to alleviate the wider traffic impacts but these do not include bus priority to promote modal shift towards bus services. Any bus will therefore just be sat at the back of the queue.
- 5.12 Irrespective of this it is noted that the bus service proposed is only a 30-minute frequency and as such proposals must be reviewed to ensure an increased frequency. This should include the potential for Route 500 to access and egress the site via Kings Street Lane / Mole Road as per the Reading to Wokingham service. This could be provided as a temporary service subject to route changes as the development progresses.
- 5.13 Reading Borough Highway Authority would suggest that this offers a fast route to and from Central Reading and should form part of the proposed mitigation measures for this phase to ensure an increased provision of bus services for the site and a variety of services depending on the end destination.
- 5.14 Notwithstanding this it is evident that a proportion of the site brought forward as part of this application would not be within 400m of a bus stop as is indicated within Image 6.17 Full LVGV - Bus Stop and Walking Catchment below taken from the Transport Assessment. In fact, given that this is based on a crude straight-line assessment this may result in walking distances being much greater than 400m. An updated assessment would therefore be required based on a worst case scenario in which the residential units to the south of the site would be facing Mole Road, which the Reading Borough Highway Authority would assume is highly likely. The location of bus stops and the routes to them can therefore be determined in principle with details to be progressed as part of reserved matters stages. This will also require negotiation with the adjacent landowner given that the bus stop(s) and part of the pedestrian route(s) would be located within their land.

Image 6.17 Full LVGV - Bus Stop and Walking Catchment



Phase 3

- 5.15 Within Phase 3 (commencing Year 12) the services proposed as part Phase 2 are continued with Route 3 potentially improving as a result of increased occupancy of Thames Valley Science Park.
- 5.16 Additionally at this point the link over the M4 will be available which the applicant has stated will provide the opportunity for the extension of bus services along the A3290 corridor between Reading and Winnersh Triangle Park and Ride in particular route 500. This will aid trips to Reading either by way of a bus link direct to Reading or to Winnersh Triangle Station allowing onward connections. As stated above Reading Borough Highway Authority would suggest that route 500 be extended to penetrate the site as this offers a fast route to and from Central Reading and should form part of the proposed mitigation measures for Phase 2. At Phase 3 this service could be rerouted utilising the new road network as it progresses within this Phase ensuring an increased provision of bus services for the site and a variety of services depending on the end destination.
- 5.17 It should also be added that this proposed route would also serve a proportion of the existing housing located to the north/east of Hatch Farm Way.
- 5.18 It has also been stated that Route 3 could be rerouted so that it penetrates the site and serves a greater proportion of the development. This would ensure that increased residents of the development have a choice of bus travel routes depending on their end destination however the applicant must provide clarity as to what level of service this would equate to and what implications penetrating the application site will have on services travelling through Shinfield.
- 5.19 No information has been put forward as part of this application to extend services currently serving Lower Earley, particularly routes 19b and 21, but it has been stated that this is a possibility with discussion to be held with Wokingham Borough Council and Reading Buses.

Wider Public Transport Comments

- 5.20 Appendix F at Paragraphs 9.7.20 and 9.7.21 state that a £5m Infrastructure Delivery Plan has been allowed for to subsidise new and altered bus services which includes for public

transport priority measures to the north into Reading however these have not been specified within the Transport Assessment and therefore should be clarified.

- 5.21 It has been stated that travel to school trips that would be external from the site have been based on National Travel Survey data and represents 40%. However, the National Travel Survey results for travel between 2 to 5 miles is 11% for 5 to 10 year olds and 35% for 11 to 16 year olds. The applicant must therefore provide further evidence / justification as to why this higher rate of bus use is being proposed especially as bus services are being phased and will not link directly into adjacent residential areas like Lower Earley that may attract pupil numbers.
- 5.22 The applicant has stated that the levels of public transport use reflect both dedicated school services and scheduled commercial bus services however this would be the case for the majority of schools that would form part of the National Travel Survey and therefore there would be no reason to arbitrarily increase the public transport mode share.
- 5.23 Taking the above into account Reading Borough Highway Authority does not agree with the proposed bus patronage for the schools located within the development.
- 5.24 Until the above has been clarified Reading Borough Highway Authority cannot agree that the proposed public transport measures are sufficient to aid the reduction in vehicle movements to and from the development.
- 5.25 It should also be noted that the Reading Borough Highway Authority has concerns about numerous locations on the network into and within Reading, which will be addressed within the Trip Generation / Capacity section of this response. The development will have a negative impact on bus journeys to and from Reading with the delays at junctions within Reading increasing bus journey times as well and reduce reliability on bus services making model shift to bus travel far more difficult and therefore resulting in increased car usage. Reading Borough Highway Authority will not be able to support proposals that result in detrimental impacts and therefore mitigation measures will be required.

Car Club

- 6.1 The application includes no specific details of a car club on the site only suggest that one could be provided. An onsite car club would be beneficial for those journeys that may be required as part of work trips at the science park for example but would allow for commuter trips to be undertaken by alternative modes. This will help reduce potential vehicle movements within the Peak travel periods.
- 6.2 The applicant is required to provide a thorough assessment of car club numbers and locations across the site for review.

Trip Generation / Capacity

Trip Rates

- 7.1 The trip rates have been agreed with Wokingham and have been generated utilising the Trip Rate Information Computer System (TRICS) and therefore Reading Borough are happy to accept them.
- 7.2 The applicant has also utilised National Travel Survey data to establish the purpose of journeys within the peak periods. The details of which are presented in the Table below which have been reviewed and accepted.

Table 10.1: Peak Hour Person Trip Journey Purpose

Journey Purpose (NTS)	Aggregated Purpose	Proportion AM Peak	Proportion PM Peak
Commuting	Commuting	34%	55%
Business			
Other Work			
Education and Education Escort	Education (Primary)	42%	4%
	Education (Secondary)	15%	2%
Shopping	Shopping, Leisure & Community	9%	39%
Visiting Friends, entertainment & sport			
Total		100%	100%

Source: ALP Trip Generation Note – See Appendix M

- 7.3 To establish the trip generation for the development the applicant is reliant on the assessment undertaken by Abley Letchford on behalf of the wider Loddon Garden Village development which is included at Appendix M of the Transport Assessment. This document has specified that a fully completed development would generate 3,096 two-way vehicle movements in the AM Peak and 3,022 two-way vehicle movements in the PM Peak that are external to the Loddon Garden Village development. This is identified within Tables 6.1 and 6.2 of Appendix M of the TA which also describes how the trips are broken down per destination (work, education, shopping etc). The Abley Letchford report claims that the number of trips and their purpose would be made up as per Table 1 below.

Table 1

Purpose	Car Use %	AM Peak Hour 8am-9am			PM Peak Hour 5pm-6pm		
		Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way
Residential commuting	70%	197	714	911	798	396	1194
Residential (Primary)	70%	41	146	187	10	5	15
Residential (Secondary)	70%	15	53	68	4	2	6
Residential (Shopping, leisure & community)	70%	33	120	153	382	189	571
Total Residential Trips		286	1033	1319	1194	592	1786
Class E	61.9%	956	129	1085	41	690	731
Primary School (from off site)	26%	89	26	115	1	5	6
Secondary School (from off site)	26%	232	33	265	11	9	20
Shopping, Leisure &	61.9%	170	142	312	308	171	479

Community							
Overall Non-Residential Totals		1447	330	1777	361	875	1236
Overall Totals		1733	1363	3096	1555	1467	3022

- 7.4 The Reading Borough Highway Authority has reviewed the calculations made to calculate these figures and comments on each use are below:
- 7.5 To achieve the above figures the Abley Letchford report has taken the total person trips rates at Table 4.3 of Appendix C which stipulates that the residential development in the AM Peak would generate 1303 person trips associated with commuting, 267 associated with primary education, 95 associated with secondary education and 219 associated with shopping, leisure etc. While in the PM Peak the development would generate 1706 person trips associated with commuting, 22 associated with primary education, 8 associated with secondary education and 816 associated with shopping, leisure etc.
- 7.6 To ascertain the number of vehicles trips generated by the development the Abley Letchford report has applied a blanket 70% ratio against the total person trips to determine the number of car trips attributed to all proposed uses on the site. In relation to the commuting trips to outside the development, Reading Borough Highway Authority has deemed this approach acceptable given that this is in keeping with the ratios included within the 2011 census travel to work data. This approach has therefore been utilised in Table 2 below which identifies the Reading Borough Highway Authorities trip rate assessment.
- 7.7 The Reading Borough Highway Authority does not agree with the proposed travel mode distribution for the educational use, as has been explained previously. This seeks to arbitrarily increase bus usage above national averages thereby reducing the percentage of car usage. However, the National Travel Survey advises within Table NTS0614a that for children between the ages of 2 and 5 the average use by car is 84% and for children 11 to 16 it is 50%. Reading Borough Highway Authority insist these ratios must be utilised as part of the assessment to determine the vehicle trip levels by pupils residing in the development and travelling to schools externally and those residing outside of the development and travelling to the schools within the development. These two scenarios are identified separately within Tables 1 and 2.
- 7.8 Based on the percentage of pupils travelling to schools outside the site as outlined in Paragraphs 6.4.18 and 6.4.21 of the TA the development would generate 154 vehicle trips (189 children x 84% car usage) to an external primary school and 41 vehicle trips (82 children x 50% car usage) to an external secondary school, totalling 195 vehicle trips to schools not within the development. This is comparable to the applicants 199 trips as outlined above in Table 1.
- 7.9 Further to this for the pupils attending the new on-site schools from outside the development would equate to 189 (225 children x 84% car usage) arrivals by car for primary school children and 486 (972 children x 50% car usage) arrivals by car for secondary school children, totalling 675 vehicle trips to the proposed school. This is a significant increase above the 321 stated by the Abley Letchford report and presented in Table 1 above.
- 7.10 For the school trips within the PM Peak hour the Reading Borough Highway Authority has utilised the TRICS data to establish a percentage amount of trips when compared to the AM Peak. This identified only 12% of vehicle trips were undertaken in the PM Peak when compared with the AM Peak for primary schools and 14% of vehicle trips were undertaken in the PM Peak when compared to the AM Peak for secondary schools.

- 7.11 It is also noted that the TRICS outputs for Primary and Secondary schools included within Appendix M of the TA highlight that a far greater level of departure trips in the AM Peak would occur than has been presented by the applicant. The TRICS outputs suggest that 86% of arrivals at the school depart within the same AM peak hour which would make sense otherwise this would imply parents wait around all day before they collect their child in the afternoon. For clarity the hour following the AM Peak hour does not result in a spike in trips either. Instead of a combined 115 return / onward trips from the school as identified at Table 1 above this should be 748 return / onward journeys which is a significant increase in trips on the network that has not been accounted for by the Abley Letchford report.
- 7.12 The amounts the Reading Borough Highway Authority has attributed to these trips can be found at Table 2 below.
- 7.13 Whilst reviewing the TRICS outputs for the residential use it is also noted that although there is a natural spike in departures within the AM peak period there is no spike on arrivals. This therefore suggest that a vast majority of trips associated with school trips are linked trips and include onwads journeys potentially as part of a commute. The Highway Authority has reviewed the questionnaire utilised for the National Travel Survey and follow up questions were asked about whether the journey was part of a series of calls / destinations. However, the National Travel Survey results do not present any data that clarifies whether post that initial journey any trips did continue onwards and what the purpose of that journey was. As stated above should the journeys be solely related to school trips the TRICS data would indicate a spike in Residential arrivals in either the AM Peak or the proceeding hour which they do not.
- 7.14 What is evident from the TRICS outputs is that there is a very minimal spike in residential departures between the hour of 2pm and 3pm and a clear spike in arrivals at the school in the hours of 3pm and 4pm as well as 4pm and 5pm way above that within the hour of 2pm and 3pm for the residential departures. This implies parents are returning from that onward journey and collecting their child from school on the way.
- 7.15 It should be clarified that within Table 2 below any return / onward trips as part of a school drop off / pick has been assigned to heading back to the development i.e. home. However, as stated above it is noted that the residential trips rates do not indicate a spike in arrivals in the AM Peak or that of the subsequent hour and as such the school drop off is likely to be as part of an onward journey. The Abley Letchford report must therefore be updated undertaking an assessment to establish the purpose of that onward journey and then identify the distribution of travel.
- 7.16 For the purposes of the shopping, community and leisure trips it is noted that Table 3.1 of Appendix M calculates through TRICS that the residential element of the development would generate 4225 total person trips in the AM Peak and 3451 in the PM Peak. An assessment of the National Travel Survey data establishes that around 9% of trips in the AM Peak are for shopping, community and leisure purposes equating to 380 person trips. In the PM Peak the percentage increases to 39% resulting in 1346 person trips. The Reading Borough Highway Authority has reviewed the National Travel Survey data and agrees with these ratios.
- 7.17 The Abley Letchford report has assumed that 40% of these trips would be undertaken using the facilities that form part of this application, these are identified as internal trips and therefore only 60% would leave the application site associated with these uses. This would reduce the number of trips leaving the application site to undertake these journeys to 228 person trips in the AM (49 arrivals and 179 departures) Peak and 808 person trips in the PM Peak (540 arrivals and 268 departures).
- 7.18 The Abley Letchford report has assumed a 70% car use in the AM Peak and 61.9% car use in the PM Peak for these uses which has been assessed and deemed a robust and

acceptable assessment. This would equate to the following vehicle trips 160 person trips in the AM Peak (34 arrivals and 126 departures) and 566 person trips in the PM Peak (378 arrivals and 188 departures). It is noted from Table 1 that the applicant has not presented these accurately within their tables, but the difference is minimal and would not have any impact on the assessment of the application. These have however been updated within the Reading Borough Highway Authority assessment undertaken within Table 2.

7.19 For the proposed Class E use on the site the Abley Letchford report has undertaken an assessment of TRICS which is deemed acceptable. Given that the residential element of the scheme includes residential trips to the onsite Class E use these trips have been deducted to ensure that double counting does not occur. This equates to 1753 person trips in the AM peak (1544 arrivals and 209 departures) and 1181 person trips in the PM Peak (66 arrivals and 1114 departures).

7.20 The Abley Letchford report has assumed a 61.9% car use however when the Census data was interrogated it was noted that this equates to 71%. The proposal would generate an increased number of vehicle movements when compared to the Abley Letchford assessment by 159 vehicle trips in the AM Peak and 170 vehicle trips in the PM Peak.

7.21 The assessment undertaken by the Reading Borough Highway Authority to establish the trips generated by the development is therefore below at Table 2.

Table 2

Purpose	Car Use %	AM Peak Hour 8am-9am			PM Peak Hour 5pm-6pm		
		Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way
Residential commuting	70%	197*	714	911	799	396	1195
Residential (Primary) ***	84%	132**	154	286	12	6	18
Residential (Secondary) ***	50%	35**	41	76	4	2	6
Residential (Shopping, leisure & community)	70%	34	126	160	378	188	566
Total Residential Trip		398	1035	1433	1193	592	1785
Class E	71%	1096	148	1244	47	791	838
Primary School (from off site)****	84%	189	163**	352	19	19	38
Secondary School (from off site)****	50%	486	418**	904	71	71	142
Shopping, Leisure & Community	61.9%	170	142	312	308	171	479
Overall Non-Residential Totals		1941	871	2812	445	1052	1497
Overall Totals		2339	1906	4245	1638	1644	3282

*Reading Borough Highway Authority does not agree with the

**This amount should be used until the applicant can identify the location of any onward journey other than back to the residential property.

***This assessment is based on the number of children residing within the development and attending schools external to the site.

****This assessment is based on the number of children residing outside of the development and attending schools within the site.

7.1.22 To highlight the differences between the number of trips that travel to and from the development site these have been presented in Table 3 below.

Table 3

	AM Peak Hour 8am-9am			PM Peak Hour 5pm-6pm		
	Arrivals	Departures	Two-Way	Arrivals	Departures	Two-Way
Applicants Proposed Total Vehicle Trips	1733	1363	3096	1555	1467	3022
RBC Highways Total Vehicle Trips	2339	1906	4245	1638	1644	3282
Difference	+606	+543	+1149	+83	+177	+260

7.23 This identifies especially in relation to the AM Peak that the Abley Letchford report has significantly underestimated the impacts of the wider Masterplan development which will have a detrimental impact on the road network surrounding the development including routes within Reading Borough. The applicant must therefore reassess the implication of the development on the transport network, utilising the trip rates provided within Table 2 above.

7.24 Reading Borough Highway Authority therefore cannot accept the assessment undertaken by the applicant as part of this planning application as it reflects the unacceptable assessment undertaken within the Abley Letchford report included within Appendix M.

Junction/Network Assessment

8.1 To assess the impacts of the development the applicant has utilised Wokingham's Transport Model to which there are no objections in principle.

8.2 Given that Wokingham's model has been utilised no information has been presented within the planning application to establish the distribution and number of vehicle movements that would be travelling to Reading or through Reading onto further destinations. This must be provided for review and broken down into the assumptions / calculations made for each use.

8.3 Irrespective of all the above in relation to network assessment and Trip Rates it is noted that the applicant for this application is solely focused on junctions immediately adjacent to the wider Masterplan site. As such the assessment of the model must be rerun only taking account the impacts of this application. Depending on the impacts identified the following junctions will need to be fully assessed:

- Shinfield Road / Whitley Wood Road and Shinfield Road / Elm Road. This would need to be a combined assessment given that they are so close together and will impact on flows
- Junction 11

- Little Lea junction (A33)
- Shinfield Road / Northcourt Avenue / Elmhurst Road junction
- B3270 / Whitley Wood Lane Junction

- 8.4 Given the above requirement for further clarification and assessments of the Highway impact in Reading the Reading Borough Highway Authority do not have sufficient information to fully assess the impact of the development.

S106

- 9.1 Given that the application has been assessed including parcels outside the redline Reading Borough is unclear how the proposed mitigation measures will be secured and brought forward. This should be clarified.
- 9.2 Reading Borough Highway Authority will require a series of mitigation measures to be undertaken but until the assessment has been updated in line with the requirements set out above, only those identified within the main consultation response can be identified.

Reason for Refusal

Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed. From the information submitted, it is considered that the additional traffic likely to be generated by the proposal would adversely affect the safety and flow of users of the existing road network within Reading, contrary to Policy CP6 of the Adopted Wokingham Core Strategy and Paragraphs 116 and 117 of the National Planning Policy Framework.

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