

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(1)	19/00113/OUTMAJ Tilehurst	7 <sup>th</sup> May 2019 <sup>1</sup>	Hybrid application: Outline for up to 165 dwellings on the western part of the site and a mixed use building of 450m <sup>2</sup> floorspace in D1 use class to provide a community hub, associated engineering operations, with all matters reserved except access from Pincents Lane including emergency access pedestrian and cycle access to the site; and full application for change of use of the eastern part (8ha) of the site for use as public parkland.  Land East of Pincents Lane, Tilehurst.  U&I (Pincents Lane) Ltd.
<sup>1</sup> Extension of time agreed with applicant until 10 <sup>th</sup> December 2021.			

The application can be viewed on the Council's website at the following link:  
<https://publicaccess.westberks.gov.uk/online-applications/19/00113/OUTMAJ>

**Recommendation Summary:** Delegated to the Service Director – Development & Regulation to grant planning permission subject to conditions and the completion of a S106 legal agreement.

**Ward Members:** Councillor Anthony Linden  
Councillor Joanne Stewart

**Reason for Committee Determination:** Ward Member Call In  
More than 10 letters of objection  
More than 20 signatories to a petition

**Committee Site Visit:** 1<sup>st</sup> December 2021

#### Contact Officer Details

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# 1. Introduction

- 1.1 The site area is just under 17.5 hectares, just under 15 hectares of which is a former 9 hole pay and play golf course which ceased in the late 1990s. The remaining 2.5 hectares is in equestrian/agricultural use. The site contains grassland, hedgerows, trees and scrub land. There are two public rights of way on site; TILE/13/3 which runs roughly through the centre of the site east to west, and TILE/15/1 which joins TILE/13/3 at the eastern boundary and runs upwards along the eastern and north boundary towards Farm Drive. There is a claimed public right of way at the southern boundary with the recreation ground up to the northern boundary. The former golf course part of the site has informal public access where the private land is not fenced off from the public rights of way.
- 1.2 This is a hybrid application, meaning that part of the development is applied for in full, and part in outline with detailed matters reserved for later consideration. The application seeks full planning permission for the change of use of 8 hectares of the eastern part of the site to public parkland. It also seeks outline planning permission for up to 165 dwellings along with a D1 use class (now within the E use class) building of 450m<sup>2</sup> floorspace to provide a community hub. The outline part of the application is not seeking approval for layout, scale, appearance and landscaping; these are all reserved matters. The outline application is seeking detailed approval for access only; that is the vehicle access from Pincents Lane and associated turning area, the location of an emergency vehicle only access to the site further north off Pincents Lane, and the locations of pedestrian and cycling accesses.
- 1.3 The setting and constraints of the site are as follows:
- The eastern site boundary is adjacent to the settlement boundary of Tilehurst. The public right of way TILE/14/1 runs alongside a section of the eastern boundary beyond which is the local wildlife site and ancient woodland of Oliver's Copse. Oliver's Copse and Withy Copse which it is joined to are ancient woodland and a local wildlife site. To the north east boundary are the rear gardens of dwellings off Starlings Drive and Magpie Way.
  - The southern site boundary is adjacent to the recreation ground and J Sainsbury's which is part of a designated retail and warehousing area. TILE/14/1 continues alongside the recreation ground and terminates on the A4 Bath Road by Magpie Avenue. The public right of way is also subject to a tree preservation order.
  - The western site boundary is adjacent to Turnhams Green Business Park. There is a group tree preservation order covering just into the site and over the path to the buildings of Turnhams Green which continues south between J Sainsbury's and Porsche. The public right of way of TILE/13/1 joins the western site boundary and runs to the rear of Porsche and alongside the north elevation of the IKEA car park building onto Pincents Lane.
  - Roughly half of the northern boundary is adjacent to the road of Pincents Lane. Beyond the road to the north is the North Wessex Downs Area of Outstanding Natural Beauty (AONB). There are sporadic buildings on both sides of Pincents Lane as well as the listed building of the former Pincents Manor Hotel.
  - The remainder of the northern boundary is adjacent to fields, which are also outside of the North Wessex Downs AONB, and the rear gardens of Seventh Avenue. The land beyond the section of boundary of the equestrian/agricultural land is subject to a group tree preservation order.

- The whole of the site and the land to the north outside of the settlement boundary and covering Harefield Copse, Mount Skyver Wood and Boxgrove Wood is within a biodiversity opportunity area. Harefield Copse and Mount Skyver Wood are subject to group tree preservation orders, and both these and part of Boxgrove Wood are ancient woodland. All three are a single local wildlife site.
  - Within the site are two group tree preservation orders; one over the public right of way TILE/13/3 which runs east/west through the centre of the site, and one alongside a section of the claimed public right of way to the north east of the site. There are six individual tree preservation orders alongside the east / west public right of way to the east of the site, four along the boundary of the equestrian / agricultural land to the north west, and three to the north boundary.
  - The site is an area of potential archaeological interest.
  - There are potential mineral deposits on site.
  - The site is wholly located within Flood Zone 1 and outside of any critical drainage area. However, part of the site is at risk of flooding from surface water.
- 1.4 The access details sought as part of the outline application are as follows. The proposed vehicular access would be to the western corner of the site joining Pincents Lane. The proposed emergency-vehicle-only access is further north off Pincents Lane where there is an existing farm gate. It is proposed to retain the public right of way TILE/13/3 that runs east/west through the site and TILE/15/1 to the north east of the site, as well as formalise the claimed right of way between the south and north boundaries. A cycleway is proposed adjacent to the central east/west right of way.
- 1.5 The existing road north of the Turnhams Green entrance would have the bollards removed. The road width at this point would be 3.75m, and 6m within the site. New bollards would be installed further up Pincents Lane beyond the proposed access into the site, with a turning head behind the bollards.
- 1.6 The primary access through the site would run roughly central from west to east through the residential area of the site and loop to the south east and rejoin at roughly the mid-point of the straight section of the primary access route. It would have a 2m pedestrian pavement either side of it. The primary access route would cross the east to west public right of way and cycle path in two places.
- 1.7 The proposed public parkland would be to the western side of the site. It would contain woodland, scrub, hedgerow and tree planting, ponds, along with amenity grassland, wildflower meadow, wetland habitat, natural children's play area, seating and footpath signage. The public rights of way as outlined in paragraph 1.4 above would also be retained in this part of the site. The submitted landscaping, ecology and drainage strategies cover both the parkland change of use full application and the outline application site area.
- 1.8 The proposed outline application for the dwellings, and community hub building would be to the western side of the site. A number of parameter plans have been submitted. These limit the residential development area and community use building on site as well as landscape buffer planting around the development, development ground height and building heights as well as density. A phasing plan shows the first phase of the residential development would be the access and most of the primary access road and community use building along with dwellings to the south of the site. The second phase would be the remainder of the primary internal access and dwellings to the north of the site. The parameter and phasing plan would provide the parameters under which the reserved matters of layout, scale, appearance and landscaping would need to comply.

## 2. Planning History

2.1 The table below outlines the relevant planning history of the application site.

Application	Proposal	Decision / Date
09/01432/OUTMAJ	To provide up to 750 dwellings; healthcare centre; library and children's library; business and communication forum; nursery/crèche; up to 6 shops; 40 bed hotel spa & gym facilities; up to 2 restaurants/cafes; 1 drinking establishment; primary school; open space and landscaping; 3 energy centres; new and improved accesses; parking; trails; ecological and wildlife corridors; up to 4 commercial offices; up to 10 homeworking units	Refused 2009  Appeal dismissed 2011
00/00288/FUL	Relax condition 6 of permission 139251	Disposed of 2000
139251	Change of use from agriculture to 9 hole pay and play golf course with kiosk and parking and road widening	Granted 1995
135158	Residential development	Refused 1989
124064	Residential development	Withdrawn 1988
129614	Residential development and public open space	Refused 1987  Appeal dismissed 1988
118372	Residential development	Refused 1983
129774	Residential development and open space	Refused 1977
18/00353/SCREEN	EIA Screening Opinion	EIA development 2018
18/01959/SCOPE	EIA Scoping Opinion	2018

## 3. Procedural Matters

3.1 The proposal has been subject to screening and scoping under the Environmental Impact Assessments (EIA) Regulations. As EIA development the application included the submission of an Environment Statement (ES). In accordance with the EIA Regulations the ES has been submitted to the Secretary of State and a response confirming they wish to make no comments on its contents has been received.

3.2 Under the Community Infrastructure Levy Charging Schedule adopted by West Berkshire Council and the government Community Infrastructure Levy Regulations the proposal would be liable for CIL for the residential development. The liability would be calculated at reserved matter stage as it is based on floor space created.

3.3 The Town and Country Planning (Development Management Procedure) (England) Order 2015 (DMPO) sets out the requirements for the publicity of planning applications.

Site notices were displayed on access points into the site on 31 January 2019 to expire on 21 February 2019. Two further consultations have been undertaken in January 2020 and February 2021 on additional information and amended plans submitted during the consideration of the application. A final consultation on amended plans including site notices took place between 8 October 2021 and 29 October 2021. The Authority has therefore discharged their duty to publicise applications in accordance with the DMPO.

## 4. Consultation

### *Statutory and non-statutory consultation*

4.1 The table below summarises the consultation responses received during the consideration of the application. The full responses may be viewed with the application documents on the Council’s website, using the link at the start of this report.

<p><b>Tilehurst Parish Council:</b></p>	<p>Objection.</p> <p><u>October 2021 comments on 165 houses include:</u> consultation by West Berkshire Council on the settlement boundary for the parish doesn’t include this site; the site is not allocated under the HSA DPD; the application is premature where it would be 10 houses short of the housing requirement of the current local plan review; the proposal would erode the strategic gap between Tilehurst, Calcot and Theale; future development should be on brown field sites only; noise impacts of the development on future occupants; impact on views from the north of the adjacent recreation ground and from City Road; loss of equestrian use; concern on impact on school places and NHS dentists; safety risks of proposed cycle and footways; objection to access points to recreation ground due to concerns on public safety; access entrance point is narrow and single lane; inadequate access for emergency vehicles; traffic congestion including cumulative from other developments; reduction in units primarily from smaller units; question whether a bus service could operate to the site where IKEAs funding has expired and frequency of service has dropped; site of ecological importance; use of the site by the public increased during the pandemic; the Tilehurst Draft Neighbourhood Plan includes designation of the site as a local green space; extent of objection to the proposal locally.</p> <p><u>Previous comments on 265 houses include:</u> proposal contrary to policy - outside settlement boundary on undeveloped land and site not allocated; local highway network unable to accommodate traffic impact which is underestimated and where access to site is narrow including from parked vehicles on roadside and to emergency access; existing difficulty exiting</p>
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	<p>and traffic queuing on Pincents Lane onto congested highway network; concern regarding construction traffic access and that internal road would cross public right of way at two points; limited access to GP surgery locally and noted that consultation not resulted in uptake of proposed on site healthcare hub; cumulative impact with development at Dorking Way; premature application where Local Plan Review not at advanced stage to enable Parish Council to consider potential development across whole Parish; preference for parkland to be left 'wild' but with public access.</p>
<p><b>Tidmarsh with Sulham Parish Council (adjacent):</b></p>	<p><u>Comments from February 2021 on 265 houses:</u> request to remove the bollards on Pincents Lane to relieve pressure of traffic on Sulham Hill and Mill Lane.</p> <p><u>Previous comments include:</u> no letters of representation received by the Parish Council; request access be prevented to north of Pincents Lane to prevent alternative route and associated traffic impact onto Sulham Hill and Mill Lane as well as Nunhide Lane; concern regarding potential cumulative impact on infrastructure such as school places with other developments such as Dorking Way.</p>
<p><b>Theale Parish Council (adjacent):</b></p>	<p>Objection.</p> <p><u>Comments from February 2021 on 265 houses and reiterated in November 2021 on 165 houses:</u> site outside settlement; loss of green space; concern about flooding and drainage infrastructure; impact on local service provisions; traffic impacts; inadequate emergency access.</p>
<p><b>Holybrook Parish Council (adjacent):</b></p>	<p>Objection.</p> <p><u>October 2021 comments on 165 houses include:</u> concerns regarding site access unchanged – inadequate width for vehicle and pedestrian access at entrance; no passing spaces for length of 30m where width is 3.75m; traffic concerns understated in the submission evidenced by local news reports; site is a valuable green space to be retained.</p> <p><u>Previous comments on 265 houses include:</u> site not allocated and WBC has a five year housing land supply, there are no exceptional reasons for development of the site; traffic surveys do not reflect actual conditions; allocated development overlooked in surveys; the Local Transport Plan notes existing congestion at Junction 12 of the M4 and its impacts; amenities for future residents over a mile away such that statistically the percentage of people who will walk is reduced from 80% to 30%; the nearest hospital is actually the Royal Berkshire 4.1 miles away; emergency access narrow and unsafe; limited healthcare services in the area and Berkshire West CCG does not wish to take on the proposed healthcare building on site; impact on demand for school spaces; increasing cumulative demand on existing infrastructure unsustainable.</p>

<b>Highways England:</b>	<p>No objection (to both 265 houses and 165 houses).</p> <p><u>Comment:</u> Proposal unlikely to have a significant impact on the safe and efficient operation of junction 12 of the M4 strategic road network.</p>
<b>Highway Authority (WBC):</b>	<p>No objection subject to conditions and planning obligation.</p> <p><u>November 2021 comments on 165 houses:</u> on balance no objection to highways impact on Pincents Lane or to proposed access arrangements, subject to conditions.</p> <p><u>Previous comments on 265 houses:</u> further/updated information was requested and submitted. Objection maintained due to severe highways impact on Pincents Lane.</p>
<b>Waste Management (WBC):</b>	<p>Condition advised.</p> <p><u>Comments only received on 265 houses:</u> Swept path analysis required to demonstrate internal roads accessible for waste collection vehicles (up to 11m) and built to an adoptable standard; lack of turning areas for waste collection vehicles in illustrative masterplan and dwellings with a curtilage only on a private drive or lane that's not adopted highway; plans will be requested to ensure bin stores large enough including flats; commercial waste from the D1 use building kept separate from household waste as not collected by the Council. Condition for details of refuse storage recommended.</p>
<b>Environment Agency:</b>	<p>No objection.</p>
<b>Local Lead Flood Authority (WBC):</b>	<p>No objection subject to condition.</p> <p><u>November 2021 comments on 165 houses (and previous comments on 265 houses) include:</u> The medium flood risk surface water flow path to the west of the site would be slightly re-routed and culverted beneath roads. Further modelling will be required on the feasibility with the final layout. The drainage strategy will require ground investigations and to demonstrate infiltration is not feasible and groundwater monitoring to inform the design of the proposed basin as well as further calculations on the storage required as it is likely the basins will require additional space on site.</p> <p>As there are no other secure outfall options at this stage for surface water flows the proposal for a surface water pump to the top of the site is feasible, albeit unsustainable due to the maintenance required. The final layout at reserved matters would need to confirm access for tankers to the pumping station and be located a minimum of 15m from any habitable building. An outline maintenance plan is required and additional green drainage methods for surface water treatment, amenity and biodiversity benefits.</p>

<b>Thames Water:</b>	<p><u>October 2021 comments on 165 houses</u>: no objection to foul water sewerage network infrastructure, no objection to surface water network infrastructure capacity; conditions recommended on water network upgrades, no construction within 5m of the water main, and no piling until a method statement has been approved.</p> <p><u>Previous comments on 265 houses include</u>: surface water upgrades required to accommodate the additional flows from the development; no objection to foul water sewerage network capacity; public sewers cross or are close to the development; water network upgrades required to accommodate the additional flows to serve the development; the proposed development within 5m of strategic water main that cannot be built over or and no construction within; the proposed development within 15m of a strategic water main for which a piling method statement will be required; water mains crossing or close to the development cannot be built over and no construction within 3m; development within 15m of underground water assets; comments based on gravity not pumped foul flows to public sewer and surface water flows to public surface sewer. Conditions recommended.</p>
<b>Campaign to Protect Rural England, Berkshire:</b>	<p>Objection.</p> <p><u>Commented only on 165 houses, including</u>: Local Authorities should delay making decisions until revised planning policy is issued following the Prime Minister's public statement not to build on greenfield sites.</p>
<b>Natural England:</b>	<p>No objection.</p> <p><u>Only commented on 265 houses, including</u>: Based on plans submitted it's considered that the proposed development will not have significant adverse impacts on statutory protected sites. These include: Hartslock Wood Special Area of Conservation, Sulham and Tidmarsh Woods and Meadows, Hartslock Site of Special Scientific Interest.</p>
<b>Buckinghamshire, Berkshire and Oxfordshire Wildlife Trust (BBOWT):</b>	<p>No objection subject to conditions.</p> <p>The 165 houses consulted resulted in an initial objection. Additional information was submitted. <u>Their final comments include</u>: The biodiversity net gain now better reflects the baseline conditions of the site, commits to retaining and enhancing existing habitats within the parkland setting, commits to additional enhancements, and a greater commitment to control of public access to allow for more secluded areas of habitat. Conditions recommended for an updated biodiversity net gain assessment of the detailed design of the parkland and developed area to show minimum site wide 10% net gain, pre-commencement protected species survey and mitigation, an ecological mitigation and enhancement plan.</p>



	<p><u>Previous comments on 265 houses include:</u> calculations provided indicate a net gain in biodiversity will be achieved on the site. No objection subject to condition.</p>
<b>Ecology (WBC):</b>	<p>No objection subject to conditions.</p> <p><u>Comments on 165 houses include:</u> Construction environmental management plan and landscape environmental management plan conditions to include how soil to be dealt with when grading the land for the housing; urban heat likely to increase and air quality likely to be reduced and would need to be addressed at reserved matters and for off site mitigation by planning obligation; biodiversity net gain acceptable; mitigation and enhancements required by condition for protected species; pleased several ponds are proposed, at reserved matters further habitat creation from drainage measures encouraged; existing habitats on site experiencing succession which unmanaged and without a succession plan will be to the detriment of biodiversity; compliance and progress surveys required by condition; details of external lighting required by condition.</p>
<b>Tree Officer (WBC):</b>	<p>No objection subject to conditions.</p> <p><u>Comments on 165 houses include (and were substantively unchanged from comments on 265 houses):</u> The submitted tree survey seeks to retain the existing trees on site subject to tree protection order; the level of proposed landscaping and retained open space should be sufficient to mitigate the loss of 6 C grade trees and other trees on site; tree protection details will be required and consideration given at reserved matters stage to the changes in levels that could disrupt the flow of ground water to retained trees; landscaping plans will need to cover the net loss of trees in the centre of the site; shading issues for dwellings in proximity to trees will need to be addressed; access and internal roads as well as other development within root protection areas of trees will need to be considered.</p>
<b>Countryside (WBC):</b>	<p>No objection subject to planning obligation.</p> <p><u>Commented only received on 265 houses:</u> Open space to be secured by legal agreement, and a comment on the higher maintenance cost of wildflower meadow.</p>
<b>Public Rights of Way (WBC):</b>	<p>Conditions and planning obligation sought.</p> <p><u>Comments on both 265 and 165 houses include:</u> The existing public rights of way on site and in the vicinity are very well used, particularly for leisure and dog-walking. Pleased all of the existing footpaths and claimed one are to be retained and enhanced.</p> <p>Pincents Lane is well used by walkers, cyclists and horse riders and there are concerns about emergency vehicles using the lane. Satisfied there's a continuous footway between IKEA and the site entrance.</p>

	<p>Contributions sought for surface improvements to Footpaths just outside of the site which would be more heavily used by residents of the proposed development.</p> <p>The vegetation along the western section of the footpath through the site should be retained and the retention of a green corridor is positive. Where the footpath would be crossed by the primary access route traffic calming measures will be required. Confirmation was provided the proposed cycleway along the same route wouldn't be a combined path. Anti-motorbike barriers recommended at all pedestrian access points to land beyond the development site.</p> <p>Claimed footpath bounded by mature trees covered by tree protection orders and needing work to make them safe. Improved surfacing and signposting required.</p> <p>The footpath to the north east of the site is overgrown and not used on its correct definitive line. A suitable surface for the definitive path is required and repairs to the boundary in this location.</p>
<p><b>Pang Valley Ramblers Association:</b></p>	<p><u>October 2021 comments on 165 houses include:</u> the proposed cycle track will run parallel with public footpath TILE/13/3 but will not follow the line of TILE/13/4 whose status will not be affected; it would also be necessary to alter the status of public footpath TILE/13/7 so that access is possible to Starlings Drive; concern about safety of walkers where footpaths cross roads; unacceptable to Ramblers if footpath and cyclepath are not physically separated; no commitment to keep footpaths open during construction.</p> <p><u>Previous comments on 265 houses include:</u> changing the footpath through the site to include a cycle route would require changes to TILE/13/7 which is outside of the boundary to provide a cycle route to Starlings Drive and would urbanise its character of it and the footpath through the site; clarification on the width of the combined footpath/cycle path; if permission is granted recommend conditions protecting the status of footpaths and ensure they are kept open and unobstructed during construction.</p>
<p><b>Housing Strategy (WBC):</b></p>	<p><u>Comments only received on 265 houses:</u> no objection subject to planning obligation.</p> <p>40% of all dwellings on site required for affordable housing provision; of these 70% would be required for social rent and 30% for shared ownership which should be throughout the site in blocks of no more than 5 if in flats in a separate block; all affordable housing to conform to the nationally described space standards and lifetime home standards.</p>
<p><b>Berkshire West Care &amp; Commissioning (NHS):</b></p>	<p><u>Comments only received on 265 houses including:</u> The Primary Care team is currently refreshing its estates strategy for West Berkshire and Reading which would be impacted by the development in terms of additional patients; there is no proposal for new GP premises in this area; the additional requirements</p>

	<p>from additional patients would be sought through CIL if expansion of existing GP sites became necessary and feasible.</p>
<p><b>Thames Valley Police:</b></p>	<p><u>Comments only received on 265 houses, including:</u> The site shares a busy entrance/exit to a retail park with considerable traffic flow. With no alternative route during times of heavy traffic flow the response of emergency services is likely to be compromised and could be detrimental to public safety.</p> <p>(No comments were received on the proposed additional emergency vehicle only access further north off Pincents Lane).</p> <p>Final design and layout need to address crime and disorder prevention; all routes should lead directly and serve a defined purpose with appropriate lighting and landscaping to be visually open; one route entering the site from PIncents Lane and from the recreation ground would suffice instead of the 2 proposed; back-to-back arrangement of dwellings is better; parking courts should be avoided wherever possible; pedestrian scale column lighting for streets, footways and communal parking areas requested; include measures to prevent vehicles intruding on to pedestrian/cycle routes and public open space; natural surveillance should be maintained re the location of play areas and include provision for youth and not just younger children.</p>
<p><b>Royal Berkshire Fire &amp; Rescue Service:</b></p>	<p>No objection / objection.</p> <p><u>Comments on 165 houses include:</u> The Authorised Fire Safety Inspector Officer advised that the development must comply with building regulations with regard to access for vehicular access for fire-fighting as well as any structural fire precautions and means of escape provision.</p> <p><u>Comments on 265 and 165 houses include:</u> The Head of Facilities, Fleet &amp; Equipment advised of an objection with regard to the implications on the immediate road network of Pincents Lane and the A4 Bath Road, access/egress junction to Sainsburys, other retail outlets and businesses off Pincents Lane. The additional traffic and knock-on effects to the immediate road network will pose an increased risk to responding officers. The service headquarters is off Pincents Lane and shared with departments from Thames Valley Police. The current peak use of the existing retail outlets off Pincents Lane can make the area challenging to quickly and safely access/exit the headquarters.</p> <p>(No comments were received on the proposed additional emergency vehicle only access further north off Pincents Lane).</p>
<p><b>Archaeology (WBC):</b></p>	<p>No objection subject to condition.</p> <p><u>Comments on both 265 and 165 houses include:</u> No features except a post-medieval field boundary in the eastern corner and possible medieval and flint finds from the western side identified in previous field evaluations in the area; no evidence the site contains nationally significant archaeological assets but possible deposits or features of local interest may survive due to</p>

	presence of Roman material at Pincents Farm and medieval and post-medieval activity in the vicinity; therefore an archaeological supervision condition is recommended.
<b>Conservation (WBC):</b>	<p>No objection.</p> <p><u>Comments on both 265 and 165 houses include:</u> Pincents Manor Hotel to the south-west of the site is Grade II listed; the Inspector in 2011 considered the building is now divorced from the site and its setting is more towards the open countryside to the west and the development proposed at that time would preserve the setting of the listed building; it is considered the Inspector's comments remain relevant to this application notwithstanding changes in legislation and guidance.</p>
<b>Environmental Health (WBC):</b>	<p>No objection subject to conditions.</p> <p><u>Comments on 165 houses include:</u> previously identified conditions, note additional noise information submitted with conditions recommended on noise mitigation measures for the houses and for further noise survey at reserved matters stage for mitigation measures to private gardens.</p> <p><u>Original comments on 265 houses include:</u> No objection subject to conditions on land contamination, noise mitigation during construction and electric vehicle charging.</p>
<b>Education (WBC):</b>	<p>No objection.</p> <p><u>Comments on both 265 and 165 houses include:</u> We do not foresee the development will require additional infrastructure. The development is across two primary catchment areas and there are a number of other primary schools close by. The impact on secondary provision is modest and will likely displace a small number of pupils that seek a place from outside the catchment area/District.</p> <p>Should infrastructure be required in the future we would seek Community Infrastructure Levy monies to address this need.</p>
<b>North Wessex Downs AONB:</b>	No comments received on either 265 or 165 houses.
<b>Minerals and Waste (WBC):</b>	No objection subject to condition on details of method to recover minerals from the site to put to beneficial use and to record the quantity of mineral recovered.
<b>Office for Nuclear Regulation:</b>	<p>No objection.</p> <p><u>Comment:</u> Adequate assurance provided by emergency planners at WBC that the proposed development can be accommodated in their off-site planning arrangements and it does not present a significant external hazard to the safety of the Burghfield nuclear site.</p>

<b>Emergency Planning (WBC):</b>	No objection.
<b>Planning Policy (WBC):</b>	<p><u>Comments on 165 houses (November 2021), including:</u> The site lies adjacent, but outside of the Tilehurst settlement boundary, and adjacent to but outside of the North Wessex Downs AONB. The revised NPPF continues to make clear the starting point for decisions is the development plan. The development plan provides an up to date framework for development planning.</p> <p>It should be noted that policy ADPP4, with regard to housing, states that a broad location has been identified covering the Eastern Urban Area, Theale and the intervening land within which to find sites for housing which is unique to this part of the district. It should also be noted that policy CS1 includes (amongst others) broad locations as land on which new homes will primarily be developed on. There remains a presumption against new housing development outside of settlement boundaries (policy C1).</p> <p>The site has been assessed as part of the Housing and Economic Land Availability Assessment (HELAA) for 138 dwellings concluding that the site is available within the next 1-5 years, development is achievable, the suitability was unknown, and potentially developable in part dependent on landscape capacity, ecological surveys and review of settlement boundaries as part of the Local Plan Review. The site was not allocated in the Housing Site Allocations DPD due to traffic implications and in adopting a cautious approach to residential development in the Eastern Area at that time. It is important to note further work has been undertaken as part of the planning application to focus on particular issues including landscape capacity and the AONB and highways.</p> <p>Tilehurst Parish Council originally expressed an intention to include housing allocations in their neighbourhood development plan (NDP). The draft emerging Local Plan Review therefore did not include allocations within Tilehurst Parish instead including a housing requirement of 175 dwellings. This was derived by taking account of the settlement in the settlement hierarchy as well as development potential of sites assessed in the HELAA as 'potentially developable' or 'potentially developable in part'. Tilehurst have since chosen not to include housing allocation in their NDP.</p> <p>The Local Plan Review (LPR) going forward will now include Tilehurst and the site selection work is underway and will be set out in the proposed submission LPR which will be consulted upon and subject to examination. Additional work is being undertaken to support the new requirements of the revised National Planning Policy Framework (NPPF). A revised timetable is expected to be agreed by the end of the year. No final conclusions have been made on the district's settlement boundaries which were consulted upon earlier this year and will be set out in the proposed submission LPR.</p>

	<p>Reading Borough Council have highlighted that the Government's standard methodology for calculating housing need change on December 2020 and increased their housing need by 35%. The methodology affects 20 of the largest urban areas in England. Reading Borough Council has outlined that they would not be able to meet all of this need within their boundaries. The increase in housing equates to some 2,800 homes between 2021 and 2036 and their five yearly local plan review is required by 2024. All councils have a duty to cooperate. This is a legal test that requires cooperation between local planning authorities to maximise the effectiveness of policies for strategic matters in Local Plans.</p> <p><u>Original comments on 265 houses (February 2019), include:</u> The NPPF is clear the planning system should be plan-led, therefore any allocations of land beyond settlement boundaries should take place through the local plan process. ADPP1 is clear that only appropriate limited development in the countryside will be allowed. ADPP4 sets out the spatial strategy for the Eastern Area identifying development will take place through existing commitments, infill, and allocation. CS1 makes clear new homes will primarily be developed on suitable previously developed land or on allocated land. The site is not allocated, previously developed or infill. As the site is outside the settlement boundary and in the open countryside development is only acceptable in exceptional circumstances under policy C1. The site does not meet the exceptions listed. Development of the site is contrary to current planning policy and would undermine the spatial strategy for the District.</p>
<p><b>Transport Policy (WBC):</b></p>	<p>No objection subject to condition and planning obligation.</p> <p><u>Comments on both 265 and 165 houses, including:</u> The site is within walking distance of a range of local services and facilities in the Calcot and Tilehurst areas and schools, and is close to cycle routes which go into the centre of Reading; a number of green corridors within the site provide good connectivity for both pedestrians and cyclists and the foot/cycle access to the eastern side link to the existing residential area to help provide more direct connections; bus stops at Ikea and Calcot retail park are within reasonable walking distance offering frequent services throughout the day to Reading and hourly westward travel to Theale and onto Thacham and Newbury from the Calcot retail park; Theale rail station is 1.4km distance which is accessible by foot and cycle via the M4 footbridge or by bus the rail service connects with 2 trains per hour to Newbury and Reading with 1 train per hour connecting to London Paddington; the submitted framework travel plan includes a site wide travel plan co-ordinator to oversee the development and appoint co-ordinators for land use specific travel plans and be responsible for developing, monitoring and reporting measures and progress; commitment to provide cycle discounts with local retailers, each new household with a 30 day SimplyReading smart card; contribution requested towards travel plan monitoring of £7,000; provision of electric charge points for vehicles will meet policy P1 of the HSA DPD; travel plan</p>

	measures to be in place and available at the time of first occupation.
<b>Reading Borough Council:</b>	No objection.  <u>Comments on 265 houses include:</u> The level of trips would not be detrimental to the traffic flow within Reading. As such the Highways Authority has no objection. No specific contributions are to be sought towards infrastructure provision in Reading. No significant impact on Reading's open spaces at Prospect park some distance away. No direct impacts in terms of views on Reading Borough.

### **Public representations**

- 4.2 The Local Planning Authority database has recorded over 2,300 contributors on the application. Of the representations received two are impartial, approximately 200 contributors are in support, and more than 2,000 contributors object to the proposal. In addition a petition of 1,143 signatories opposed to the proposal has been submitted. Cross-referencing the petition signatories to the representations approximately 400 signatories have also submitted individual representations. Combining the database records and the petition there are circa 2,750 contributors who have objected.
- 4.3 The stated number of contributors refers to individuals, or multiple individuals named on the same correspondence, not the number of times an individual may have made representations. Some contributors have commented on one public consultation, some have commented on each public consultation, some have signed the petition, and some have both commented and signed the petition.
- 4.4 Comments have been received questioning the representations in support due to many being from a consultation exercise on behalf of the applicant. It is not unusual for pro-forma objections or support to be received on applications. In this instance each has clearly ticked that they support the proposal and that their feedback can be provided to the Local Planning Authority. Many have included their own comments about the planning application on the form.
- 4.5 The petition is titled 'Please don't build on Pincents Hill'. It states -

*Why is this important?*

*This area is a haven for wildlife. It is also a wonderful place to walk and enjoy nature. If the pandemic has taught us anything it's that we need more green spaces. Calcot is already over populated and a huge development is going up opposite Dorking Way. We are all very concerned about the impact this development will have on the roads as well as the local schools which are full, another huge estate would only increase pressure.*

*Wildlife in the UK is sadly declining due to loss of habitat. The hedgehog has only recently been listed as endangered. We need to protect out green spaces. Perhaps this area could become a nature reserve instead.*

- 4.6 The Council's Procedure Rules for Dealing with Representations in Appendix C of Part 13 – Codes and Protocols of the Council's Constitution sets out that petitions must include a clear statement of concerns and what West Berkshire Council is being asked to do. It must provide a name and contact details of the organiser of the petition. Lastly

that the petitioner names be at least 50 in number and provide verifiable details that they are valid – which usually means they live, work or study in West Berkshire.

- 4.7 There are instances of full names not being given and over 100 postal codes which are not RG (and a few instances of postal codes not in England). The vast majority (approximately 750) are petitioners with a local postal code of RG30 or RG31. Taken as a whole the petition is considered to meet the criteria of the Council's Constitution.
- 4.8 The full responses of all representations may be viewed with the application documents on the Council's website, using the link at the start of this report. In summary, the following main issues/points have been raised:

#### **Objection Matters Raised**

- Impact on traffic, transport, access and highway safety
- Loss of green open space and trees
- Impact on nature/wildlife/biodiversity
- Impact on/lack of medical services/amenities
- Impact on/lack of schools and nurseries
- Insufficient infrastructure
- Impact on environment: light pollution/air quality/noise pollution/pollution from vehicles
- Any access to north of site onto residential area would create a 'rat run'
- Loss of gap between Theale, Tilehurst and Calcot
- Roof line will be seen from A4 and AONB
- Greenfield site - brownfield should be built on first
- Site is unique and should not be built on
- Impact on AONB
- Out of character
- Impact on public right of way/footpaths
- Overdevelopment
- Impact on quality of life and leisure
- Drainage - increase of surface water run-off/site is water-logged
- Development will be isolated - land is landlocked
- Loss to value of property
- Not in Development Plan Document
- Construction vehicles will cause lots of damage/safety issues on schools/access
- Should await Tilehurst neighbourhood plan
- Increase of crime
- Calcot/Tilehurst is West Berkshire's dumping ground for housing
- Eyesore
- More affordable housing needed
- Should be planting more trees
- Layout and density of buildings
- Too much affordable housing in Calcot
- Who will manage the land?
- Worst junction to use for access
- More than 60% should be allocated as park land
- Wants assurance that park land will be accessible for horses
- Sceptical 40% affordable housing will be achieved
- Noise and disruption during development process



### **Support Matters Raised**

- The need for affordable housing in the area including comments on need for shared ownership and affordable rent in Tilehurst
- Improve quality of life
- Green space/park land
- Location near schools/work/shops
- Want independence from living with parents/relatives
- Good transport connectivity
- Healthcare hub
- Land just wasted/waste land
- Support network of family in Tilehurst
- Realistic opportunities for young professionals and families
- Mixture of different type of homes
- Supports more new homes being built
- Need better housing
- Helps community
- First time buyers
- 1 and 2 bed homes
- Important to create infrastructure to bring communities together
- Modernise the area
- Need for self build plots available
- Good use of site for homes
- Benefit to Theale residents and promotes area
- Helps key workers

### **Impartial Matters Raised**

- Need for more housing but more support if there were more services and bridle ways/green spaces
- Request retention of existing medieval hedge running down the east side of the site
- Council need to be willing to accept and maintain the land to the east of the site in perpetuity

## **5. Planning Policy**

5.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The following policies of the statutory development plan are relevant to the consideration of this application.

- Policies ADPP1, ADPP4, CS1, CS4, CS5, CS6, CS8, CS11, CS13, CS14, CS15, CS16, CS17, CS18, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies C1, C3 and P1 of the Housing Site Allocations Development Plan Document 2006-2026 (HSA DPD).
- Policies RL.1, RL.2, RL.3, OVS.5, OVS.6 and TRANS.1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).
- Policies 1, 2, and 2A of the Replacement Minerals Local Plan for Berkshire 2001 (RMLP).

5.2 The following material considerations are relevant to the consideration of this application:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- National Design Guide
- North Wessex Downs AONB Management Plan 2019-24
- West Berkshire Landscape Character Assessment (2019)
- WBC Quality Design SPD (2006)
- WBC Planning Obligations SPD (2015)
- WBC Sustainable Drainage SPD (2019)
- Tilehurst Neighbourhood Development Plan area
- Regulation 18 consultation draft of the Local Plan Review

## 6. Appraisal

6.1 The main issues for consideration in this application are:

- Principle of development
- Highways
- Minerals and waste
- Green infrastructure
- Public open space
- Biodiversity
- Density, housing mix and affordable housing
- Amenity
- Community building
- Sustainable construction and energy efficiency
- Flooding
- Landscape character
- Heritage
- AWE consultation zone

### ***Principle of development***

6.2 The most important policies for determining whether the principle of development is acceptable are Policies ADPP1, ADPP4 and CS1 of the Core Strategy, and Policy C1 of the Housing Site Allocations DPD. The Core Strategy includes a Spatial Strategy (ADPP1 and ADPP4) that provides a broad indication of the overall scale of development in the district, applying the principles of sustainable development, and based on defined spatial areas and a settlement hierarchy. Policies CS1 and C1 relate specifically to housing.

6.3 According to paragraph 48 of the NPPF, local planning authorities may also give weight to relevant policies in emerging plans according to: (a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given); (b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and (c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

6.4 The previous application, ref 09/01432/OUTMAJ, was dismissed at appeal and was for a larger development of 750 dwellings and associated development. It was considered

primarily under the West Berkshire District Local Plan policies. The majority of those policies have been superseded by the Core Strategy and Housing Site Allocations policies. The Core Strategy was a material consideration at the time of the appeal and attracted weight as an emerging local plan document. It now attracts full weight as adopted policy. National planning statements applicable at the time of the appeal have also been revoked and replaced by the National Planning Policy Framework.

- 6.5 The Council is undertaking a Local Plan Review to identify development required to meet local needs, set out the strategy for distributing development, and outline policies for conserving and enhancing the natural and built environment until 2037. A consultation was undertaken on an emerging draft in December 2020.
- 6.6 The approach of the emerging draft local plan review is to allocate strategic housing sites except in designated neighbourhood areas if that area chooses to allocate housing. Tilehurst designated a neighbourhood area in May 2015. As an indication of the quantum of development needed for the Tilehurst area a requirement of 175 houses has been identified by the Council. This is to be found in addition to the existing development sites currently identified in the draft emerging Local Plan Review. The following table is taken from the draft emerging Local Plan Review. It shows the sites identified for allocation, including some which are currently being built. It also shows the additional housing numbers to be found in the designated neighbourhood areas including for Tilehurst:

<b>Policy SP 14</b>		<b>Development in the Eastern Area will be allocated as follows:</b>	
<b>Large Sites (1ha or larger)</b>			
LPR Policy	Current policy ref	Site name	Approx nos.
RSA10	HSA10	Stonehams Farm, Tilehurst	60
RSA12	HSA11	72 Purley Rise, Purley on Thames	35
RSA13	HSA12	Land adj to J12 of M4 Bath Rd, Calcot	150-200
RSA14	HSA13	Land adj to Bath Rd and Dorking Way, Calcot	35
RSA15	HSA14	Land between A340 and The Green, Theale	100
RSA16		Whitehart Meadow, Theale	100
RSA17		Former sewerage treatment works, Theale	70
RSA18	HSA15	Land adj Pondhouse Fm, Burghfield Common	100
RSA19	HSA16	Land to rear of The Hollies and land opposite 44 Lamden Way, Burghfield Common	60
RSA20		Land N of A4 at junction of New Hill Road, Woolhampton	20

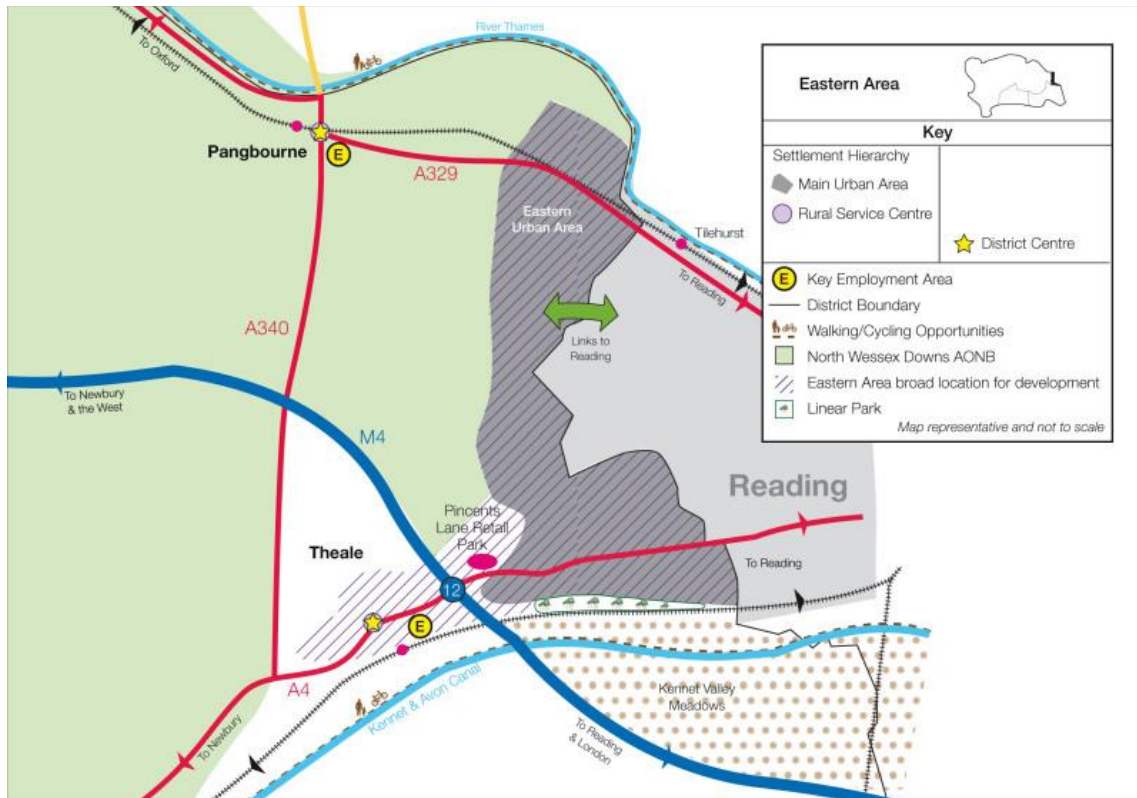
<b>Small and medium sites (less than 1ha)</b>			
RSA11	HSA9	Stonehams Farm, Tilehurst	85 bedspace care home
RSA32	TS1	New Stocks Farm, Paices Hill	8 pitches
<b>Total by Designated Neighbourhood Area</b>			
Burghfield	0		
Stratfield Mortimer	110 already allocated up to 2026		
Tilehurst	175		

- 6.7 Preparation of a Neighbourhood Development Plan has several statutory stages. The first stage is the designation of the area. The second stage is a pre-submission consultation run by the Parish Council. It is understood that the second stage is currently being worked towards for Tilehurst. Two initial drafts of the Tilehurst Neighbourhood Development Plan have been submitted to the Council's Planning Policy to review. Neither of these or the Council Planning Policy Officers' comments are publicly available. It is understood from the Status Update Flyer October 2021 on the Tilehurst Parish Council Neighbourhood Plan website that the draft plans include designating local green spaces on this site and the northwest area of Calcot Golf Course. (<https://tilehurstpcnp.org.uk/wp-content/uploads/2021/11/Status-Update-Flyer-October-2021-Online-Version.pdf>)
- 6.8 Whilst the Council's Local Plan Review and the Tilehurst neighbourhood area are material considerations, they carry little weight. The West Berkshire Council Neighbourhood Planning Advice Note 13: Weight of Emerging Neighbourhood Plans outlines that the stage 2 pre-submission consultation has little weight as the plan has not been tested and may be subject to change following consultation. (<https://info.westberks.gov.uk/CHttpHandler.ashx?id=48931&p=0>)
- 6.9 The Council's Local Plan Review is at a similar stage it also attracts limited weight. A consultation on initial proposals for the review of settlement boundaries was undertaken earlier in the year. That work is not concluded and the outcome will be set out in the proposed submission version of the forthcoming Local Plan Review.
- 6.10 In summary with regard to the Local Plan Review and the Tilehurst Neighbourhood Development Plan whilst little if any weight can be given to them as emerging policies it is clear that of the sites identified to date there is likely to be a housing shortfall in Tilehurst that will need to be addressed. It is understood that the Tilehurst Neighbourhood Development Plan will not be proposing to allocate housing. Housing in this area will therefore need to be allocated by West Berkshire Council to address the identified need.
- 6.11 The Council's current adopted policies attract full weight and are the policies under which the application is to be determined. The spatial policy ADPP1 of the Core Strategy directs most development to within or adjacent to settlements in the district settlement hierarchy. At the top of the hierarchy are the urban areas which are to be the focus for the majority of development and includes the Eastern Urban Area of Tilehurst, Calcot

and Purley on Thames. Below the hierarchy in the countryside only limited development will be allowed, focused on addressing identified need.

6.12 The spatial policy ADPP4 of the Core Strategy is specific to the Eastern Area of the district. With regard to housing it states that a broad location has been identified covering the Eastern Urban Area, Theale and the intervening land within which to find sites for housing.

**Figure 1 ADPP4 Eastern Area (broad location for development area shown by hatched lines)**



6.13 Policy CS1 of the Core Strategy outlines that new homes will be primarily developed on: previously developed land within settlement boundaries; other land within settlement boundaries; strategic sites and broad locations; and land allocated for residential development.

6.14 Policy C1 of the Housing Site Allocations DPD (HSA DPD) states there is a presumption in favour of development and redevelopment within settlement boundaries. There is a presumption against development outside of these boundaries with some exceptions.

6.15 In terms of the location of the application site and its compliance with these policies:

- It directly conflicts with policy C1 because it is outside of a settlement boundary and the proposal is not a listed exception within the policy;
- It accords with policy CS1 because it is within a broad location identified as suitable for housing where new homes will primarily be developed on;
- It accords with policy ADPP4 because it is within the broad location in which sites are to be found for housing;
- It is in general conformity with strategic policy ADPP1 because it is adjacent to the settlement boundary of Tilehurst to the east of the site. Furthermore, by being in the broad location of the Eastern Area which includes land outside of

settlement boundaries in which sites are to be found for housing, it addresses an identified need.

- 6.16 Usually when a site is outside of a settlement boundary there is direct conflict with all of the Council's housing policies. However, this location is unusual due to it being within the broad location for this area of the district. The broad location explicitly includes land outside settlement. It is not a circumstance that sets a wider precedent for housing in the countryside as the area of land in the broad location is limited to between the settlement boundaries to the west of Tilehurst and Calcot and to the east of Theale. The broad location does not extend into the AONB just beyond the eastern settlement boundary of Tilehurst, and does not go beyond the railway line to the south of Theale and Calcot.
- 6.17 Much of the broad location to the south would be less suitable for housing where it is within Flood Zones 2 and 3 which have a higher risk of flooding. It also includes the protected employment area of Theale into which industrial and storage uses are directed by other policies rather than housing.
- 6.18 Having particular regard to the location of the site within the broad area for development in policies ADPP4 and CS1, the proposed development is considered to conform to the Council's housing policies with the exception of policy C1. Exceptionally, therefore, the conflict with policy C1 is not considered to weigh substantially against the proposal. The development would contribute positively to maintaining a robust housing supply in accordance with policies ADPP1, ADPP4 and CS1.

### **Highways**

- 6.19 Policy TRANS.1 requires the transport needs of new development to be met through the provision of a range of facilities associated with different transport modes. Policy CS13 requires development that generates a transport impact to consider a number of points including reducing the need to travel, improve opportunities for healthy and safe travel, and mitigate the impact on the local transport and strategic road networks. The supporting text outlines that detailed traffic modelling will need to be undertaken where a significant development may impact on the capacity of the strategic road network, and developers will need to work with the Council and Highways England to establish a suitable mitigation package.
- 6.20 Highways England, the Local Highway Authority, and the Council's Transport Policy were consulted on the application. Highways England advised that with regard to their interest in junction 12 of the M4 they do not consider the development to have a significant impact on the safe and efficient operation of the strategic road network of the M4. In this respect the proposal would accord with policy CS13.
- 6.21 The Council's Transport Policy response outlines that the site is within walking distance of a range of local services and facilities including schools. It is also close to cycle routes into the centre of Reading, the wider Reading area cycle network, and towards Theale. They support the proposed green corridors and connectivity within the site for pedestrians and cyclists that would help provide more direct connection to existing residential areas.
- 6.22 There are bus stops at Ikea and Calcot retail park within reasonable walking distance that offer frequent services during the day to Reading and a service towards Theale and on to Thatcham and Newbury. The train station at Theale is 1.4km away which is accessible by foot and cycle via the M4 footbridge which has 2 trains per hour during the day to Newbury and Reading and 1 train per hour connecting to London. The site is considered by Transport Policy to be sustainably located and to offer a wide range of opportunities for sustainable travel choice, in accordance with policy CS13.

- 6.23 The Transport Policy Team's comments on the updated Framework Travel Plan are that it addresses their previous comments with regard to the timing of the measures and initiatives. They confirm the amended Framework Travel Plan is acceptable, and would be secured by condition. As a Travel Plan will require the Council to monitor it a planning obligation for a contribution to this cost is sought.
- 6.24 The Local Highway Authority have commented on the proposed access which is a matter for detailed consideration and not a reserved matter, traffic impact and traffic modelling. This proposal was originally submitted for a development of 265 residential units. Highway officers objected to the proposal due to what was considered as a severe impact on the A4 / Pincents Lane / Dorking Way traffic junctions during the weekday PM peak and a Saturday peak. The proposal has therefore been reduced in size to 165 residential units.

#### Access

- 6.25 Vehicular access to the site will be achieved from Pincents Lane from the south. A vehicular access is proposed to a width of 6.0 metres. Due to land restraints near the former Pincents Manor Hotel, there is an additional pinch point narrowing the carriageway width. This would be acceptable, as this will be a speed reducing feature. Through this pinch point, a minimum carriageway width of 3.7 metres will be required with a 2.0 metre wide footway on one side and a 0.5 metre margin on the other side. There are claims that adjoining landowners have encroached with fencing and hedging onto the highway and that the full width may not be available.
- 6.26 However, it is possible to narrow the carriageway width for such a short distance to 2.75 metres. As mentioned in paragraph 6.7.3 of the governments *'Manual for Streets'* "if an authority or developer wishes to reduce the running carriageway width to below 3.7 m, they should consult the local Fire Safety Office". Consultation has taken place with Royal Berkshire Fire and Rescue Service and no objections were raised with regard to the access width. The submitted details are accepted and if the width is narrower than stated this is also likely to be acceptable. As such a condition is recommended for full details of the access. In addition the detailed highway design will be subject to separate approval by the Highway Authority.
- 6.27 A turning head will be provided within the existing Pincents Lane from the north that will be truncated by the proposed site access. An emergency access is proposed from the north of the development onto the northern section of Pincents Lane. This can also be used as a pedestrian and cycle route to the north. For cyclists, there are also existing cycle routes to the south along Pincents Lane and beyond.
- 6.28 PROW Footpath Tilehurst 14 passes north to south on the eastern edge of the site with PROW Footpath Tilehurst 13 passing east to west across the site to connect with 14. There is also PROW Footpath Tilehurst 15 that runs along the north eastern edge of the site that also connects to 14. It is proposed to have 13 as a footpath / cycleway. However both 13 and 14 would need then need to be upgraded to a bridleway to allow for use by cyclists. It is proposed to retain 15 as it is, along with a seemingly permissible route that runs north to south across the site from Farm Drive.
- 6.29 A number of pedestrian links are also proposed towards the retail to the south, the Recreation Ground to the south east and Farm Drive to the north. These routes would need to be looked at in much more detail in due course and how they could be improved if required.
- 6.30 The site layout is only illustrative at this stage. Any site layout would need to be in compliance with Manual for Streets and any emerging Local Design Guidance. The layout will also need to comply with parking standards set in the Housing Site Allocations

### Traffic Impact

6.31 To calculate the expected traffic generation for the proposal, the Trip Rate Information Computer System (TRICS) database has been used. This is a standard methodology with TRICS being a Republic of Ireland and UK wide database of traffic surveys of many uses including residential. From TRICS the following is projected for 165 dwellings:

Trip rate...	AM peak 07.45 to 08.45			PM peak 16.30 to 17.30			Saturday 12.30 to 13.30		
	Arrive	Depart	Total	Arrive	Depart	Total	Arrive	Depart	Total
per dwelling	0.119	0.396	0.515	0.335	0.200	0.535	0.118	0.118	0.236
Total proposal	39	74	113	62	45	107	19	19	38

6.32 It needs to be mentioned that the above figures do not reveal the total number of traffic leaving the area in the morning or arriving during the afternoon. Only the above peak hours are provided, as they are the busiest hours. The highways officer is content with the use of TRICS, how it has been used and the traffic projections provided. Also included in the total proposed figure is the community space use.

6.33 It also should be mentioned that the above projection is based on 100% privately owned housing. No account has been taken of affordable housing or retirement dwellings. It is also expected that changes to travel to work patterns since the start of the COVID pandemic will have altered the above traffic projections even further.

6.34 To distribute the additional traffic, the Census 2011 Travel to work data. This is again is a standard methodology that the highways officer is content with. It is projected that some 46% of site generated traffic will head eastbound along the A4 towards Reading. 54% will head westbound including with 37% onto the M4 and 17% continue along the A4 towards Theale, Thatcham and Newbury.

### Traffic Modelling

6.35 Traffic counts were undertaken in November 2018 and March 2019. The following junctions were surveyed:

- A4 Bath Road / Calcot Interchange / Dorking Way signal controlled junction;
- Calcot Interchange / Pincents Lane / McDonald's / Sainsbury's retail park un-signalised gyratory (these two junctions to be treated as a single junction);
- M4 Junction 12 signal controlled roundabout;
- A4 Bath Road / Waterside Drive / Hoad Way roundabout;
- A4 Bath Road / Royal Avenue / Charrington Road roundabout; and,
- A4 Bath Road / Old Bath Road (Langley Hill) / Charrington Road signal controlled junction.



- 6.36 The above junctions have been modelled using an area wide VISSIM model which is micro-simulation traffic modelling software that models individual vehicles through junctions to assess their capacity. Due to the visualisation within VISSIM, area wide modelling can be undertaken that can show if queuing from one junction blocks back to an adjacent junction.
- 6.37 Within the above peak hours in the table, the following relevant scenarios have been included within the VISSIM modelling:
- 2019 Base Year;
  - 2023 Future Year;
  - 2023 Future Year + Committed Development;
  - 2023 Future Year + Committed Development + the development.
- 6.38 Prior to using any traffic model, the model must correlate to the actual on site survey data. To prove correlation, a Local Model Validation Report (LMVR) has been submitted. For the weekday AM, PM and Saturday 2019 base models all data correlates with the observed flows and are within the governments 'Design Manual for Roads and Bridges' (DRMB) standards. The LMVR has not only been checked by highway officers, but also by external consultants WSP based in Basingstoke and Southampton.
- 6.39 For future years, traffic flows from committed developments are included which include the housing developments in Dorking Way, housing developments at Lakeside in Theale approved with planning application 15/02842/OUTMAJ and the office development at Brunel Road in Theale under planning applications 17/01588/COMIND and 17/01589/COMIND.
- 6.40 In addition to committed developments, traffic growth has also been applied using growth factors from 2019 that have grown the traffic up to 2023. While data is limited, it is likely that due to the COVID pandemic, the growth factors have overestimated future traffic levels.
- 6.41 It must be stated that all survey data is pre – COVID. It is probably still too early to state what the longer term impact of COVID is having on traffic and travel patterns. While more are working from home, to avoid public transport, more are driving to work when travelling to places of employment. There has also been an increase in home deliveries including shopping. This would impact on traffic levels associated with Ikea and J Sainsbury.
- 6.42 The use of the VISSIM model was again checked by external consultants WSP who considered that the modelling work was acceptable. The results from the four scenarios above provided below:

Traffic Modelling Results – maximum average journey times

To / from	2019 base	2023 base	<b>2023 plus growth</b>	<b>2023 plus proposal</b>
Pincents Lane from Ikea to A4	90	89	<b>88</b>	<b>74</b>
Pincents Lane from A4 to Ikea	40	40	<b>41</b>	<b>40</b>
A4 from Waterside Drive to Langley Hill	249	252	<b>252</b>	<b>255</b>
A4 from Langley Hill to Waterside Drive	218	225	<b>230</b>	<b>240</b>

AM Peak maximum average journey time in seconds

To / from	2019 base	2023 base	2023 plus growth	2023 plus proposal
Pincent's Lane from Ikea to A4	113	113	130	134
Pincent's Lane from A4 to Ikea	41	41	41	41
A4 from Waterside Drive to Langley Hill	309	332	303	294
A4 from Langley Hill to Waterside Drive	219	227	234	233

PM Peak maximum journey time in seconds

To / from	2019 base	2023 base	2023 plus growth	2023 plus proposal
Pincent's Lane from Ikea to A4	164	202	200	239
Pincent's Lane from A4 to Ikea	41	42	41	42
A4 from Waterside Drive to Langley Hill	235	239	249	247
A4 from Langley Hill to Waterside Drive	201	203	198	197

Saturday Peak maximum average journey time in seconds

- 6.43 NB. What is a maximum average? The VISSIM model is ran some ten times to simulate fluctuations that occur from day to day. The maximum journey times and traffic queue lengths are taken from each run and averaged.

Traffic Modelling Results – maximum average traffic queue lengths

- 6.44 The proposal has a negligible impact on the A4 / Hoad Way / Waterside Drive roundabout, the M4 Junction 12, the A4 / Charrington Road / Royal Avenue roundabout, the A4 / Charrington Road / Old Bath Road (Langley Hill) traffic signal junction and the IKEA store / IKEA car park junction.
- 6.45 However as stated earlier, the development of 265 residential dwellings had a severe impact on the A4 / Pincent's Lane / Dorking Way, leading to highway officers objecting to the proposal. The results for 165 residential dwellings are now as follows.

A4 / Pincent's Lane / Dorking Way

	2019 base	2023 base	2023 plus growth	2023 plus proposal
Sainsbury	9	10	9	9
Pincent's Lane	18	19	21	29
A4 Bath Road eastbound left turn	53	48	68	84
A4 Bath Road eastbound	78	80	105	105
A4 Bath Road westbound left turn	158	152	179	196
A4 Bath Road westbound	158	152	179	196
A4 Bath Road westbound right turn	30	33	44	38
Dorking Way	19	18	26	21
Petrol Filling Station	15	18	10	13
Internal southbound ahead and right turn	34	28	29	42
Internal southbound left turn	56	53	53	65

AM Peak maximum average traffic queues lengths in metres.

	2019 base	2023 base	2023 plus growth	2023 plus proposal
Sainsbury	112	91	<b>164</b>	<b>115</b>
Pincents Lane	94	106	<b>117</b>	<b>157</b>
A4 Bath Road eastbound left turn	72	78	<b>100</b>	<b>102</b>
A4 Bath Road eastbound	155	171	<b>234</b>	<b>174</b>
A4 Bath Road westbound left turn	98	107	<b>115</b>	<b>109</b>
A4 Bath Road westbound	98	107	<b>115</b>	<b>109</b>
A4 Bath Road westbound right turn	52	50	<b>55</b>	<b>55</b>
Dorking Way	9	7	<b>9</b>	<b>8</b>
Petrol Filling Station	52	53	<b>59</b>	<b>51</b>
Internal southbound ahead and right turn	157	160	<b>168</b>	<b>165</b>
Internal southbound left turn	159	162	<b>168</b>	<b>167</b>

PM Peak maximum average traffic queues lengths in metres

	2019 base	2023 base	2023 plus growth	2023 plus proposal
Sainsbury	80	80	<b>83</b>	<b>92</b>
Pincents Lane	241	306	<b>332</b>	<b>370</b>
A4 Bath Road eastbound left turn	171	157	<b>190</b>	<b>222</b>
A4 Bath Road eastbound	100	105	<b>116</b>	<b>113</b>
A4 Bath Road westbound left turn	90	92	<b>85</b>	<b>81</b>
A4 Bath Road westbound	90	92	<b>85</b>	<b>80</b>
A4 Bath Road westbound right turn	75	87	<b>69</b>	<b>70</b>
Dorking Way	10	12	<b>10</b>	<b>11</b>
Petrol Filling Station	56	56	<b>59</b>	<b>54</b>
Internal southbound ahead and right turn	149	159	<b>164</b>	<b>156</b>
Internal southbound left turn	152	160	<b>165</b>	<b>161</b>

Saturday Peak maximum average traffic queues lengths in metres

### Conclusions

- 6.46 Highway officers accept that the area around the A4 / Pincents Lane junction is sensitive to demands in retail traffic from large retail offers such as Ikea and J Sainsbury, and there have been a limited number of occasions during each year when congestion occurs in the area.
- 6.47 However while there is currently no recent data, due to changes in shopping trends there is a potential reduction in visitors to such stores. Also the above traffic projections are based on 100% privately owned housing, with no account being taken of affordable housing and retirement dwellings. Even with these factors, the above traffic modelling figures suggests some increase in journey times and traffic queues. While highway officers considered the increases in these indicators were unacceptably long for 265 dwellings, on balance highway officers do not consider the increases to be sufficient to raise objection to 165 dwellings.
- 6.48 The Government's 'National Planning Policy Framework' 2021 states within paragraph 111 that "Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe". It is considered by highway officers that

based on the above data, that there is insufficient evidence that any impact is sufficiently “severe” that would enable highway officers to object to this planning application.

- 6.49 Should the development be approved, a financial contribution under Section 106 is sought to enable the Local Highway Authority to undertake future year traffic surveys at the nearby traffic signal junctions including the A4 / Pincents Lane / Dorking Way. This would enable the LHA to be able to validate and adjust traffic signals to accommodate changes and or growth in traffic patterns including from this development.

#### Recommendation

- 6.50 Highway Officers recommend no objection to this proposal subject the following.
- a) A Section 106 Agreement for the provision of £5,000 for future validation of traffic signal junctions near the site
  - b) The following conditions should also be applied: details of electric vehicle charging points; construction method statement; layout and design standards for road and footpath design; maximum gradients of driveways; vehicle parking to the Council’s standards; access construction prior to occupation; cycle storage.
- 6.51 Comments have been received from the Police and Royal Berkshire Fire and Rescue Service of the impact on the headquarters access off Pincents Lane on their ability to respond to emergencies both currently and with the proposed development. No comments were provided on the proposed additional access only for emergency services through to City Road and Little Heath Road. The Local Highway Authority consider that whilst there will be additional impact on Pincents Lane that it is not severe. Additional provision for only emergency vehicles would be provided by the access proposed to the north of Pincents Lane. On that basis it is considered that the additional access provision would provide an alternative and provides for sufficient emergency vehicle access.
- 6.52 The proposed development complies with policy CS13 by being sustainably located in terms of accessibility to services and facilities, providing opportunities for safe and sustainable travel, and not impacting on the safe and efficient operation of the strategic road network of the M4 or the wider local transport network of the A4.
- 6.53 The proposal would impact on Pincents Lane itself and the junction towards the A4 but under paragraph 111 of the National Planning Policy Framework it is not considered severe. Paragraph 112 continues that in this context (of development only being refused if residual cumulative impacts on the road network are severe) applications should amongst other things allow for access by service and emergency vehicles. On the basis that the impact is not severe and that additional access would be provided for emergency vehicles only the application is considered to comply with policy CS13 and the National Planning Policy Framework.

#### ***Minerals and waste***

- 6.54 The Replacement Minerals Local Plan for Berkshire policies 1, 2 and 2A require amongst other things that the Council to seek to husband the mineral resources of Berkshire to prevent their wasteful use or sterilisation, and to encourage mineral extraction prior to more permanent forms of development. The site is within a Mineral Consultation Area and the mineral resource mapping available to the Council indicates that there may be construction aggregates underlying parts of the site.
- 6.55 The submitted minerals resource assessment was reviewed and accepted by the Council’s Minerals and Waste Planning Team. They require a condition for methods of

recovery and recording of recovered minerals to be submitted prior to the commencement of development.

### ***Green infrastructure***

- 6.56 Core Strategy policy CS18 requires the protection and enhancement of the District's green infrastructure. A loss of green infrastructure or harm to its use or enjoyment will not be permitted. The supporting text to the policy notes the contribution green infrastructure makes to quality of life visually and for access to the countryside which supports healthy living. The majority of green infrastructure assets of the District that the policy includes in its definition are accessible to the public.
- 6.57 The supporting text at paragraph 5.130 notes that previous assessments of open space and leisure need of the largest urban areas in the District, Newbury and the Eastern Area, "concluded that these areas have above average levels of sports facilities and open space when compared to national standards. The studies found that there was room for improvement in terms of quality, but that quality standards were also above national standards".
- 6.58 The eastern area of the site for full planning permission for change of use would provide 8 hectares of parkland. It would contain woodland, scrub, hedgerow and tree planting along with amenity grassland, designated dog walking area, wildflower meadow, wetland habitat, natural children's play area, seating and footpath signage. Due to the landscaping and topography of the site some of the parkland would be not be fully accessible to the public. Nevertheless the proposal is for the whole of the proposed parkland area to be secured by planning obligation to be transferred to a public body or management company including that it be provided as open space in perpetuity.
- 6.59 At present the site is privately owned and public access is limited to the public rights of way through it, although this is not enforced by the landowners and the site is currently open except for the fenced areas for horse grazing. It is acknowledged that the rights of way are very well used by local people who have also benefited from the informal use of the wider site. As such many objections relate to the loss of the existing green space.
- 6.60 As the Council's Ecologist sets out (see section on Biodiversity below) the site is experiencing succession – the grassland of the golf course is increasingly giving way to scrub which over a longer period of time without management will start to become secondary woodland. As such as the site continues to become overgrown the informal use of it will become more difficult beyond the formal public rights of way. There is no indication that the landowner is seeking to do so, but permitted development rights are available whereby the land either side of the public rights of way could be fenced off without planning permission.
- 6.61 The proposed development will involve the loss of greenfield land, approximately 6.5 hectares of the area proposed for housing and community hub building. Representations have been received on the recent comments by the Prime Minister that greenfield land should not be used for development. However, there has not been a corresponding Ministerial Statement or alteration to national planning policy. Furthermore the Council's ADPP4 and CS1 policies allow for housing to be located in the broad location for development which includes greenfield sites.
- 6.62 As outlined in paragraph 6.6 it is understood the draft Tilehurst Neighbourhood Development Plan includes a proposal to designate the site as local green space. There have also been objections to the planning application due to the loss of local green space. The site is not a designated local green space and as outlined in paragraph 6.7 limited weight can be given to the draft plan. The National Planning Practice guidance states,

*“Designating any Local Green Space will need to be consistent with local planning for sustainable development in the area. In particular, plans must identify sufficient land in suitable locations to meet identified development needs and the Local Green Space designation should not be used in a way that undermines this aim of plan making”.*

- 6.63 As previously outlined the site is included in the broad location in policy ADPP4 and CS1 as an area suitable for housing development. Should planning permission be granted it would not prevent the proposed public parkland being designated local green space through the local plan review or neighbourhood plan process.
- 6.64 On the basis of the above considerations notwithstanding the loss of greenfield land, the proposed parkland would enhance the green infrastructure on site. It would secure and formalise wider public access and include provision for its long term maintenance and protection. It would also be of a higher quality and multifunctional compared to that existing.
- 6.65 The Public Rights of Way Officer was consulted. They welcome the formalisation of the claimed right of way and that the landscape buffer between Pincents Lane and the proposed housing would be retained. After further information was submitted Public Rights of Way confirmed that there would be a continuous footway on Pincents Lane between IKEA and the proposed site entrance and that cyclists and horses would be able to pass between the barriers on the lane where it is a no through route for vehicles.
- 6.66 Potential issues were raised with the internal road crossing the public right of way which runs across the site. This was also a matter raised in representations objecting to the proposal. Further details on the public rights of way were submitted including measures on how this could be managed and could be secured by condition.
- 6.67 A planning obligation has been requested by the Public Rights of Way Officer for improvements to the surface of the Tilehurst footpath 13 which links to a cut-through that could be formalised on site. The heads of terms for the planning obligation include a contribution to this offsite footpath to be made before the first occupation of dwellings on the site.
- 6.68 The Public Rights of Way Officer notes that the definitive footpath to the north east of the site is unusable with walkers using an informal route a few metres south within the site. Either the definitive footpath is to be reinstated or alternatively legally diverted to the route currently used. This can be addressed by condition.
- 6.69 It was confirmed that the proposal to include a cycleway with the footpath through the length of the site would not be combined, but adjacent and separate from the footpath. The cycleway would link to Starlings Drive to the north and Tilehurst footpath 14/1 to the south which is for pedestrians only. Additional infrastructure measures are requested to prevent access onto the proposed cycleway from motorbikes, and access onto the footpath from both motorbikes and cycles. These measures can be secured by planning obligation for off site works and by condition for on site works. Whilst details have been submitted on the type of materials and upgrades which could be used for the footpaths and cycleway these have not been finalised and further details can be secured by condition.
- 6.70 There will be a change in the setting of the public right of way running east/west through the site where it will go through the proposed housing development which will affect the amenity of its users. However, the parameter plans identify a green corridor over this public right of way which is approximately 20 metres wide. Except for the internal road crossing it, the green corridor is excluded from the built development area.

6.71 The Public Rights of Way Officer accepts that the issues raised can be mitigated by condition and planning obligations. There will be a loss of greenfield land clearly valued by residents for its amenity value. There will also be upgrades to the existing public rights of way green infrastructure on site and in the vicinity as well as the wider public access and long term maintenance. Overall the proposal is considered to comply with policy CS18.

### ***Public open space***

6.72 The Local Plan Saved Policies include RL.1, RL.2 and RL.3 which relate to public open space provision in residential schemes. These policies outline:

- how the area of public open space is to be calculated,
- that details on future ownership and ongoing maintenance including those costs will need to be secured,
- that public open space can be provided in a number of ways including a combination of on site, on other land within the applicant's control, or in certain circumstances by payment for other land to be used for public open space easily accessible to the development site,
- that quality provision will be sought with regard to the nature, diversity and attractiveness of the land, suitability for a range of recreation, compatibility with biodiversity, impact on the amenity of adjoining residents, and accessibility for pedestrians, cyclists and public transport.

6.73 The Planning Obligations SPD contains further details on the breakdown of play space, public amenity and playing fields space, and ongoing maintenance costs methodology. Public open space is secured by legal agreement, as well as conditions on the open space being provided within a timescale and in accordance with the details submitted.

6.74 For the 165 houses proposed and based on the submitted indicative housing mix an area of public open space between 1.4 and 2 hectares would be required under the RL policies and Planning Obligations SPD. The proposed amenity grass areas alone would be 1.7 hectares, with the whole parkland area of 8 hectares, 4 times the maximum area required.

6.75 The proposed heads of terms for the legal agreement to secure the public open space include:

- transfer of the land to a long-term owner such as West Berkshire Council, Tilehurst Parish Council, or a trust or charitable body with guaranteed long-term management operations,
- transfer of the land within 3 months of the completion of the works to provide the public open space in accordance with the principles of the landscape and biodiversity scheme,
- transfer of the land to include an ongoing management monetary sum (to be agreed with West Berkshire Council's Countryside department) and including protection from development in perpetuity,
- finer details of the laying out of the public open space to include participation with the local community. (Land use parameter plan, green infrastructure parameter plan, and detailed open space strategy plan).

- 6.76 The proposed parkland would be varied in planting and habitat and a more informal area of recreation for residents. This is considered appropriate for the setting partly due to the topography of the site which is on a gradient. The gradient is at its steepest to the north east corner and lessens to where it joins the boundary with the recreation ground to the south. The overall difference in ground level in the eastern part of the site is from datum 99 to datum 70 across 358m.
- 6.77 The proposed less formal area of recreation is also considered appropriate due to the proximity to the formal recreation ground to the south of the site. The recreation ground is approximately 11 hectares, is more level in topography, is primarily kept as close cut grass, and includes a more traditional children's play area. The functions of the proposed parkland and the recreation ground will therefore remain separate and provide different types of recreation and experience of public open space. The proposal is considered to accord with the RL policies subject to a planning obligation and conditions to secure it.

### ***Trees***

- 6.78 The Council's Tree Officer has commented on the proposal. They refer to the submitted tree survey and arboricultural report. The majority of trees on site are subject to tree protection orders and are proposed to be retained within the development. Of the remaining trees six C grade individual trees are to be removed along with two offsite groups which the Tree Officer agreed are of little amenity value. Full details of landscaping including management, tree protection measures and impact assessment detailing any special construction or monitoring requirements would be required to be secured by conditions for the area of the site subject to full permission. These would be part of the reserved matters for the remainder of the site.
- 6.79 As access is a matter to be considered now the Tree Officer identified that there may be an impact on protected or retained trees by installing the access and internal roads or damage from vehicles. Details of methods of construction would therefore be required. They also identified matters which would need to be considered at reserved matters stage.
- 6.80 With regard to the proposed parkland and additional landscaping the Tree Officer made suggestions on some of the details they would like to see and additional information to be submitted to discharge conditions should planning permission be granted.

### ***Biodiversity***

- 6.81 Policy CS17 requires biodiversity assets to be conserved and enhanced and development should maximise opportunities to achieve net gains in biodiversity. The Environment Act 2021 includes provision for grants of planning permission to be subject to a condition to secure biodiversity gain by at least 10%. The Natural Environment and Rural Communities Act 2006 includes a duty to have regard to conserving biodiversity.
- 6.82 The National Planning Policy Framework at paragraph 180 outlines the principles when determining planning applications. These are: if significant harm to biodiversity from a development cannot be avoided, adequately mitigated or compensated for, then permission should be refused; development likely to have an adverse effect on a Site of Special Scientific Interest should not normally be permitted; irreplaceable habitat loss or deterioration (listed as including ancient woodland, veteran trees, blanket bog, limestone pavement, sand dunes, salt marsh and lowland fen) should be refused.
- 6.83 Natural England were consulted and raise no objection. They commented that significant effects on the Hartslock Wood Special Area of Conservation were not likely



and can be ruled out. They considered there would not be damage or destruction of the interest features of Sulham and Tidmarsh Woods and Meadows by the proposed development so have no objection.

- 6.84 The standing advice from Natural England on ancient woodland includes that buffer zones of at least 15 metres to avoid root damage, and may need to be larger due to other impacts, for example air pollution from significant increase in traffic. The closest ancient woodlands to the site is Harefield Copse to the north. At its closest point the ancient woodland is 27.5m from the northern boundary of the site, which excludes the landscape buffer before the developable area. As such the proposal is considered to comply with the standing advice of Natural England on ancient woodland.
- 6.85 The Council have been made aware from the Thames Valley Environmental Records Centre (TVERC) that an application has been recently made by a resident for the site to become a designated Local Wildlife Site. At present the site is not designated.
- 6.86 TVERC have outlined that the current status of the application is pending acceptance. The application is information that the applicant has collated and TVERC have not had time to review or evaluate its contents. A high level initial assessment is that the information from the applicant indicates that it is reasonably close to threshold scores to meeting certain criteria. Relevant surveys would need to be obtained and data of at least 3 years is needed to do an initial assessment, 5 years to fully assess against the criteria. If accepted the site would be listed as a Proposed Local Wildlife Site immediately. The earliest it could be taken to the relevant Panel for a decision on its status (whether or not to confirm its designation as a Local Wildlife Site) would be early 2023.
- 6.87 At this stage the site is neither a designated nor proposed Local Wildlife Site and it is not known if the application will be accepted for it to be listed as proposed. Habitats sites identified in the National Planning Policy Framework include potential / possible / proposed Special Protection Areas, Special Areas of Conservation and Ramsar sites, but not proposed Local Wildlife Sites (paragraph 181, and glossary). Policy CS17 refers to development which may harm Local Wildlife Sites will only be permitted if there are no reasonable alternatives, but does not include proposed locally designated sites.
- 6.88 For the reasons given above little if any weight can be given to the application for the site to become a Local Wildlife Site. Where there is wildlife interest and protected species on a site the development plan policy, national policy and guidance are all applicable regardless of the status of a site. The submitted ecological assessment identified the presence of protected species on site. Mitigation measures and enhancements are recommended by the ecology assessment. Surveys undertaken by local residents were submitted and have been reviewed and included in the considerations. A biodiversity net gain calculation and ecological strategy were also submitted by the applicant.
- 6.89 The Berks, Bucks and Oxon Wildlife Trust (BBOWT) were consulted. They did not object to the proposal for 265 houses subject to condition. They did object to the proposal for 165 houses and explained that there have been significant changes in biodiversity legislation, policy and guidance since the application was first submitted in 2019. Their objection concerns were - insufficient biodiversity net gain, insufficient contribution towards the biodiversity opportunity area it is within, and insufficient surveys for one protected species. Following the receipt of an amended biodiversity net gain calculation, and ecology strategy BBOWT confirmed that their objection had been overcome.
- 6.90 In particular that the biodiversity net gain assessment better reflected the baseline conditions of the site and demonstrated 10% could be achieved, committed to retaining and enhancing existing habitats within the parkland setting, committed to additional enhancements such as sustainable drainage and ponds, and a commitment to control

of public access to allow for more secluded areas of habitat to provide a stronger connection across the site and between the nearby Local Wildlife Sites/Ancient Woodland. On the further surveys for a protected species it was accepted that this could be controlled by condition. They identify conditions for updated biodiversity net gain assessments at detailed design stage to show a minimum 10% net gain, and for a detailed ecological mitigation and enhancement plan.

- 6.91 The Council's Ecologist was also consulted. They have commented on the works to the topography of the site, urban heat, air quality, the application for the site to be a local wildlife site, biodiversity net gain, protected species, drainage, trees and habitats, and lighting.
- 6.92 In particular conditions are identified on construction and landscape environmental management plans, external lighting, mitigation and enhancements for protected species, and subsequent compliance reports. They note that the habitats on site are experiencing ecological succession with the grassland increasingly giving way to scrub and without management it will be to the detriment of biodiversity over the next 15-25 years until it starts becoming more secondary woodland. At that stage without management the woodlands would suffer where large numbers of the trees in the area have been showing signs of ash dieback and with no succession plan large gaps would appear in the canopies which would negatively affect the ground flora.
- 6.93 As identified in representations objecting to the proposal there will be a loss of existing habitat and impacts on protected species on site (requiring mitigation measures) by the proposed developed. In the area of the site that is not proposed to be developed biodiversity will be conserved and enhanced such that overall and as agreed by the Wildlife Trust there will be a site wide net gain in biodiversity. Overall it is considered that the impacts of the development can be adequately mitigated and enhanced. As such the proposal complies with policy CS17.

### ***Density, housing mix, affordable housing***

- 6.94 Policy CS4 of the Core Strategy expects residential development to deliver an appropriate mix of dwelling types and sizes to meet the housing needs of all sectors of the community, including those with specialist requirements. The housing mix should have regard to a number of factors listed in the policy. The policy also identifies a density range depending on the location of a site and its public transport accessibility with regard to making efficient use of land.
- 6.95 The parameter plan on densities identifies within the proposed area for development a density of up to 40 dwellings per hectare to the south and up to 30 dwellings per hectare to the north of the site. This is considered in line with policy CS4 where less than 30 dwellings per hectare is identified as appropriate in areas that are sensitive for example due to the character of the area, and between 30-50 dwellings per hectare in areas outside of town centres.
- 6.96 In terms of the housing mix the number of each unit by number of bedrooms would be dealt with at reserved matters stage. The indicative housing mix based on the illustrative masterplan would be 30% two bedroom houses, 43% three bedroom houses, and 27% 4+ bedroom houses. This is a 13% increase in the largest size houses compared to the original 265 houses proposal, an increase of 5% and 8% in two and three bedroom houses, with no one or two bedroom flats proposed (minus 26%) - with the previous residential properties above the healthcare hub having been removed.
- 6.97 There are a number of parameters which would be secured with the outline application regarding specific dwellings to provide for particular housing sectors:

- 40% (66 units) to be affordable housing;
- Within that 11 units to be built to M4(2) of Building Regulations - purpose designed for older residents – and restricted in tenure in perpetuity to occupation by those 55+ years of age;
- Of the market housing 18 units will be built to M4(2) of Building Regulations – purpose designed for older residents – and restricted in tenure in perpetuity to occupation by those 55+ years of age;
- 15% of the market housing (15 units) will be custom/self-build, envisaged to be either internally customisable or open self-build plots where purchasers commission their own design within the parameters and subject to a design code and to have 75% Passivhaus standards with regard to energy efficiency.
- The custom and self-build plots are proposed to be marketed for at least 18 months first available to those who have been on the Council's custom and self-build register for at least 3 months, before going to the open market.

6.98 Policy CS6 of the Core Strategy requires 40% affordable housing on developments of 15 or more dwellings which are on greenfield land. The application form states that 70% dwellings would be social rented and 30% would be shared intermediate (shared ownership). The Council's Housing Strategy confirmed this is in line with the Planning Obligations supplementary planning document. The affordable housing would be secured by planning obligation which would take into account the First Homes initiative should part of the affordable housing need to comply with the new government requirement coming into effect at the end of this year.

6.99 In the last annual monitoring report in October 2020 there were 350 individuals and 2 groups on the self-build register and there had been 128 self-build CIL exempt permissions granted. The 15% custom and self-build proposed would assist in meeting this demand.

6.100 The indicative housing mix would be more limited where approaching 75% would be two and three bedroom houses. This is 10% more than the range usually considered to meet the housing market need for the District. However, the final housing mix would be considered at reserved matters and the land area proposed for the housing on site is sufficient to enable adjustments to include smaller properties and flats. Overall the density, affordable housing, and provision for custom and self-build and housing for those who are 55+ years of age, complies with policies CS4 and CS6 of the Core Strategy.

### ***Amenity***

6.101 Policy CS14 includes quality of life as part of the design principles development is required to comply with. The Quality Design SPD includes considerations to be given to the potential amenity impacts of development. Policy OVS.5 relates to environmental nuisance and pollution control from development, and policy OVS.6 to noise pollution.

6.102 The impact of the development in terms of loss of green space as well as provision of public parkland was considered under green infrastructure. Due to the topography of the site and surroundings the site there is little direct overlooking into the site from existing residential properties. There will therefore be very limited direct impacts on existing residents in terms of overlooking, over shadowing, loss of outlook or daylight.

6.103 At reserved matters the proposal will need to demonstrate compliance with the Quality Design SPD and policy CS14 with regard to quality of life on these matters – to ensure

properties within the proposal are not overlooked or suffer loss of light or over shadowing. Similarly the proposed dwellings will need to comply with the Quality Design SPD on private amenity space provision, and consideration will need to be given to ensure gardens are useable and don't have steep gradients.

- 6.104 The other potential impacts on future residents are from land contamination and noise from nearby land uses. The Environment Agency and the Council's Environmental Health have been consulted on the application. The Environment Agency raised no objections to the proposal. Environmental Health advised a contaminated land condition including a risk assessment and investigation and approval of any remediation works required, as well as a construction method statement to minimise noise and dust during construction.
- 6.105 With regard to noise impacts Environmental Health note that predicted daytime noise levels at 12 of the 22 locations on site where the residential development is proposed the gardens would exceed the recommended World Health Organisation recommendation of 55dBA. Further information was submitted demonstrating in principle that internal noise levels can be brought down to that of the British Standard by double glazing and trickle vents.
- 6.106 Whilst the Environmental Health Officer accepts this can be achieved they note that in particularly hot weather there will be occasions when windows would need to be opened to let cooler air, and therefore noise, in. They recommend a condition for air conditioning systems to be installed in all dwellings where noise levels exceed 48dB outside living room windows during the day and evening, and 43dB outside bedroom windows overnight.
- 6.107 The noise from the nearby roads and M4 as well as noise from the hypermarket and commercial estate will also mean the gardens will be noisy. The noise from delivery vehicles reversing beeps, moving of roll cages, fork lift truck warning horns are also likely to cause disturbance. At reserved matters when the layout of the housing would be considered a noise impact assessment would be required to address this.
- 6.108 The main impact on amenity is the noise from existing nearby land uses on future residents, which will be above maximum noise levels in over half of the locations in the area of residential development on site in gardens, and will require additional noise mitigation measures to the dwellings. Measures and conditions have nevertheless been identified that enable the development to comply with policies OVS.6 and CS14.

### ***Community Building***

- 6.109 The original submission for the D1 use class community healthcare hub building was for it be used as a GP surgery. In surveys of residents the need for a local GP surgery is of very high importance. The Care and Commissioning Group (CCG) were consulted on the proposal. Their response was that they considered the number of residents generated by the proposed development would not be sufficient to create a sustainable practice. They do not support the building as a GP surgery. Should planning permission be granted the CCG advise they would apply for additional funding from Community Infrastructure Levy receipts from the development which the CCG would use to support expansion of existing GP sites.
- 6.110 In seeking to continue to keep the building available for use as a healthcare facility the following provisions are proposed within the Heads of Terms as part of the planning obligation:

- The building of at least 450m<sup>2</sup> gross floor space to be made available for use class D1 community health facilities and completed to shell finish within 2 years of any material start on site;
- Offer the proposed building within 3 months of the grant of outline permission to the NHS CCG. The offer to the NHS CCG will remain open for 12 months and if taken up the building will be provided to shell finish within an agreed timescale of not more than 2 years;
- If after 12 months of the offer to the NHS CCG it has not been taken up it will continue to be offered to them, and in addition offered to other healthcare providers for a further 12 months;
- If no healthcare provider wishes to take up the building it will be offered to other class D1 community facilities for a further 24 months.

6.111 The Use Classes Order has changed since the original submission of the application. The healthcare building would now be considered part of the E use class which includes gymnasiums and indoor recreation, retail, financial and professional services, café/restaurant, offices, research and development and light industrial. As the aim of the proposed building is to provide for the community it is considered appropriate to restrict the use of the building to exclude what were the B uses of offices, research and development and light industrial, as those uses are directed to employment areas and town centres.

6.112 If no healthcare or community facility users wished to take on the building the remaining uses within the E class would then enable greater flexibility for the ongoing use of the building. As the final location of the community hub building will not be dealt with until reserved matters it is considered appropriate to apply conditions on its opening hours and on amplified music to ensure the use of the building doesn't cause undue disturbance to residents.

### ***Sustainable construction and energy efficiency***

6.113 As a non-residential use the proposed healthcare building is required to meet BREEAM Excellent under policy CS15. This can be secured by condition.

6.114 Policy CS15 also requires residential development to reduce CO<sub>2</sub> emissions alongside energy efficiency measures. Whilst sustainable construction methods have largely been moved into building regulations the Council has declared a climate emergency and has published an Environment Strategy. Whilst this is not an adopted document as part of the local plan it is a material consideration.

6.115 A climate resilience strategy adopted measures document has been submitted which is proposed to form the basis of a full strategy to be submitted under the reserved matters. The document outlines the strategy approach will include:

- With the exception of the custom and self-build units a 35% reduction in carbon dioxide emissions, to include,
- A minimum 15% reduction in carbon emissions via passive design features of building layout and form, fabric and ventilation,
- Air source heat pumps for heating and hot water,
- Roof mounted solar PV panels where appropriate along with information to residents on renewable energy providers.

- For the custom and self build units to achieve a greater reduction on carbon emissions compared to the remainder of the site with close to Passivhaus standard design and construction techniques for these plots.
- A whole life assessment of building design to quantify total embodied carbon emissions (from extraction, manufacture, transportation, assembly, maintenance, replacement, deconstruction and disposal). Recommendations will be made on reducing carbon emissions compared to standard emissions including during construction.

6.116 The inclusion of a climate resilience strategy is considered to comply with policy CS15 where it includes decentralised energy supply from air source heat pumps and solar PV, as well as requiring the reserved matters to take account of landform, layout, orientation etc to minimise energy consumption. It is recommended that these measures are secured within the planning obligation.

### ***Flooding***

6.117 The site is located in Flood Zone 1 which has the lowest annual risk probability of flooding, although parts of the site are at risk of flooding from surface water. Where the site is greater than 1 hectare a flood risk assessment is required under policy CS16 of the Core Strategy. The policy requires it be demonstrated that development: would not impact on flood water storage capacity, or the flow of fluvial flood, surface or run-off water; can implement appropriate flood risk management measures; provide safe access and exit under frequent and extreme flood conditions; and provide long term maintenance and management of flood protection/mitigation measures as part of the development.

6.118 In addition policy CS16 and the Sustainable Drainage SPD requires sustainable drainage methods to manage surface water be incorporated in all development in accordance with best practice, national standards and attenuate to greenfield run off rates and volumes. Where possible other benefits such as water quality, biodiversity and amenity should also be provided with development.

6.119 A flood risk assessment was submitted with the application. Thames Water have no objection to the proposal with regard to foul water sewerage and surface water network infrastructure capacity. They recommend a condition on water network infrastructure so that the necessary network reinforcement works can be made to ensure capacity. Thames Water also request conditions prohibiting construction within 5m of the strategic water main, and prohibiting piling until a method statement has been agreed where the development is within 15m of a strategic water main.

6.120 The Local Lead Flood Authority (LLFA) advised on existing flood risk that there is a medium risk surface water flow path located towards the west of the site, which is proposed to be routed through the development within a green corridor. The flow path is proposed to follow a slightly different route to the existing one, and the proposed masterplan indicates that the flow route would need to be culverted beneath roads. Hydraulic modelling should be undertaken to take these points into account, and demonstrate there would be no impact on flood risk on or off site.

6.121 On the drainage strategy the LLFA advise that site-specific testing will be required to demonstrate infiltration is not feasible and groundwater monitoring to determine the levels on site which could affect the final design of the proposed basin and the storage re-calculated. Additional green SuDs is required at reserved matters for the attenuation basin to meet the pollution indices set out in the SuDS manual.

- 6.122 Surface water is proposed to be discharged by pumping it to the top of the site. The LLFA advise this is highly dependent on maintenance, as well as attenuation tanks rather than above ground SuDS features. However, it is the case that dealing with the surface water discharge from the development has been demonstrated to be feasible and on the basis there appears to be no other secure outfall options. It will need to be demonstrated at reserved matters that access is provided to and from the pumping station for tankers and that the station be a minimum of 20 metres from a habitable building.
- 6.123 As such the LLFA recommend conditions for detailed sustainable drainage measures, confirmation that off-site flood risk will not be increased, details of finished floor levels for proposed properties to be at least 300mm above a 1 in 100 year flood event and a maintenance plan.
- 6.124 There are clearly constraints on site due to the existing landform such that managing surface water run off in a sustainable way requires more detailed work as part of the reserved matters for the layout. Upgrades will also be required to provide adequate water supply to the development as well as constraints from existing Thames Water assets on and near the site. However, the submitted flood risk assessment demonstrates that it is feasible for surface water run off to be managed in a way that policy CS16 can be complied with, subject to conditions. Thames Water are also satisfied that the impact of the development can be mitigated by conditions.

### ***Landscape character***

- 6.125 The following policies relate to landscaping character considerations. ADPP1 states that the scale and density of development will be related to the site's current or proposed character and surroundings. Policy CS14 that new development must respect and enhance the character and appearance of the area. Policy CS19 is specific to landscape character – with particular regard to the sensitivity of the area to change, that new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character, including consideration of landscape character assessments.
- 6.126 With regard to the topography of the site engineering works are proposed within the area of the site proposed for housing in order to provide platforms for the development. Comparing the existing and indicative proposed ground models the ground levels would be altered roughly at the centre of the north boundary by increasing the depth of the 80-85m contour and by reducing the depth of the 85-95 contours to the boundary, increasing their gradient.
- 6.127 Further west the contours are proposed to be smoothed out somewhat by increasing the depth of the 60-70m contours, reducing part of the 70-75m contour and smoothing it out where it joins the 75-80m contour. This would have the effect of reducing the change in ground levels across the western part of the site from the west to east. These are significant earth works affecting the topography of the site. However, they are broadly similar to the changes in ground levels beyond the boundaries of the site.
- 6.128 The Council had a landscape consultant review the original proposal. They note that as well as adopted policies a Capacity Study was undertaken in 2015 which the proposal needs to comply with. This included that the adjacent Area of Outstanding Natural Beauty (AONB) be conserved and enhanced, and open links between the recreation ground and the AONB and the wooded edge to the north and east. Furthermore, that development be contained below the 75m OAD contour. With regard to the Landscape Character Assessment the site forms part of the mixed wooded horizon and slopes which have a landscape strategy for conservation. Furthermore the AONB Position Statement on Setting states that development that effects views into and out of the

AONB needs to conserve and enhance the natural beauty and landscape character of the AONB.

6.129 Amendments to the proposal limited development to the 80m contour, reduced building heights with three storeys limited up to the 70m contour of the eastern side, and reduced the height from 3 to 2 storeys on the western edge. Development densities were reduced on the north eastern edge above the 75m contour from 38-50 to up to 30 dwellings per hectare. Development was removed from the eastern edge that abuts the recreation ground to allow a 10-12m wide band for tree planting. Additional viewpoints were also submitted for summer and winter along with montages to illustrate the visibility of the development proposed.

6.130 The consultant considered that the amendments reduced the visual impact on sensitive receptors. Whilst dwellings will be visible from some viewpoints they will be less significant. Leaving the land above the 80m contour free of development would conserve the slopes of Tilehurst Ridge. They recommend that a sensitive design for development between 70-80m would help mitigate the eastern edge on views from the recreation ground, public right of way and the proposed public open space. They are satisfied the amendments comply with the adopted policies and they recommend these restrictions as part of the parameters the reserved matters would need to comply with. With the conditions identified the proposal is considered to comply with the development plan policies on landscape character.

### ***Heritage***

6.131 Policy CS19 requires the conservation of heritage assets. Where the site is in proximity to a listed building and is in an area of potential archaeological interest the Council's Conservation and Archaeology Officers have been consulted on the application.

6.132 With regard to the archaeological impacts 26 trenches were dug in 2009 which identified a post-medieval field boundary in the eastern corner of the site and a few medieval and flint finds have been recovered from the western side. Due to the substantial area of the site that is proposed to be development there may be deposits or features of local interest that may have not been identified previously, and due to the presence of Roman materials at Pincents Farm. As such an archaeological supervision condition is required.

6.133 Pincents Manor Hotel to the south west of the site is Grade II listed. The Conservation Officer notes that whilst there have been changes in legislation and guidance in the intervening period the building conservation considerations have not changed and therefore the finding of the Inspector to the previous application is still relevant. Their finding was that due to the loss of the barn and replacement by a conference centre on the Pincents Manor Hotel site the listed building is divorced from the site and its setting which would be preserved by development of the application site.

6.134 With the identified archaeological supervision condition the proposal complies with policy CS19 on heritage.

### ***AWE Consultation Zone***

6.135 The site is located just on what was the outer edge of the Burghfield Atomic Weapons Establishment Outer Consultation Zone. This zone was reviewed in 2020 to comply with the Radiation (Emergency Preparedness and Public Information) and it now terminates further south away from the site. Under policy CS8 of the Core Strategy consultation is required with the Office for Nuclear Regulation (ONR) for developments of 200 or more dwellings for sites that were in the outer zone. Whilst the proposal is now less than 200 dwellings the ONR and the Council's Joint Emergency Planning Service were consulted



and confirmed no objection to the proposed development. As such the proposed development does not raise any public safety issues under policy CS8 and would be covered by the existing off-site emergency plan arrangements.

## 7. Planning Balance and Conclusion

7.1 Attributing weight is a matter for the decision maker. Officers have reviewed the weight usually attributed to the matters listed, and have taken into consideration the weight Planning Inspectors have generally given in reaching decisions on major housing schemes in the District. The following matters are considered to be the benefits of the proposal.

- a) The proposed development would provide 165 houses, including 40% affordable, custom and self-build, as well as houses specifically for older people. This attracts significant weight by contributing to the supply of housing in accordance with policies ADPP1, ADPP4 and CS1. In particular full policy-compliant level of affordable housing, and the custom and self-build units would contribute to providing plots for those on the self-build register.
- b) The proposed parkland would provide public open space and green space that far exceeds that required by policy. It also formalises public use beyond the existing public rights of way and provides for the management of the site. This attracts significant weight as an additional formal green space in the area, which may subsequently become designated.
- c) The addition of the cycleway, formalising of the claimed right of way, upgrades and additional infrastructure to the existing public rights of way attracts moderate weight. There are issues identified in preventing motorcycle access on site, cycle access to the footpath to the south east of the site, and the internal road crossing the public right of way. However, the proposal will provide better facilities overall and increase connectivity particularly for cycling.
- d) Moderate weight is given to the economic benefits during construction from employment and from future residents to the local economy.
- e) Minor weight is given to net benefits in biodiversity. Whilst there will be an initial loss of habitat this can be mitigated and the long term management of the site will prevent the otherwise long term decline of biodiversity on site. The proposal has demonstrated the required net gain is achievable.
- f) The development includes measures to combat climate change including the provision of onsite renewable energy and additional reductions in emissions from the buildings and construction. This attracts minor weight as an expectation of major housing development.
- g) Limited weight is given to the community hub building. It would provide an on-site facility for future residents which is an expectation of major housing development.

7.2 The following matters are considered to be the adverse impacts weighing against the proposal.

- a) Whilst the impact on the road network of Pincents Lane would not be severe the development would nevertheless cause additional queues in a location which already experiences them particularly at peak times. Significant adverse weight is given to this impact.

- b) The site directly conflicts with policy C1 of the Housing Site Allocations Development Plan. However, it is otherwise in conformity with the other housing development plan policies, particularly the strategic policy of ADPP4. Due to the broad location for development including areas with Flood Zones 2 and 3 as well as protected employment areas, and that there is no other broad location identified for the rest of the District, the departure from the single policy of the development plan is not considered to set a wider precedent. For these reasons the conflict with policy is given moderate adverse weight.
- c) It has been demonstrated that managing surface water on site is feasible and the flood risks from the development can be mitigated. However, the proposed solution to pump water requires long term maintenance and is a less sustainable solution. This attracts minor adverse weight.
- d) The proposal is not considered to adversely affect the setting of the North Wessex Downs Area of Outstanding Natural Beauty to the north of the site. There would nevertheless be a loss of greenfield land and engineering works are required to provide level platforms for the development which would have an impact on the landscape character of the site. This attracts minor adverse weight.
- e) Minor adverse weight is given to the impact on amenity of future residents from noise from surrounding land uses. Whilst this can be mitigated it will necessitate air conditioning be installed in some of the houses and careful consideration to the final layout to ensure private gardens are within acceptable noise limits.

7.3 The local development plan is considered up to date and as such the tilted balance of paragraph 11d of the National Planning Policy Framework is not considered to be engaged. Having taken into account all of the relevant policy considerations and other material considerations referred to above, it is considered that on balance the benefits of the proposal are greater in number and weight such that they outweigh the adverse impacts. The recommendation is therefore that the application be approved subject to the conditions identified and subject to a planning obligation.

## 8. Full Recommendation

- 8.1 PROVIDED THAT a Section 106 Agreement has been completed by 11<sup>th</sup> March 2022 (or such longer period that may be authorised by the Service Director – Development & Regulation, in consultation with the Chairman or Vice Chairman of the Eastern Area Planning Committee), to delegate to the Service Director – Development & Regulation to GRANT PLANNING PERMISSION subject to the conditions listed below.
- 8.2 OR, if a Section 106 Agreement is not completed within the above timescale, to REFUSE PLANNING PERMISSION for the reasons listed below.

### **Conditions**

- 1. **Commencement of development – parkland full permission**  
The change of use to parkland hereby permitted shall be begun before the expiration of three years from the date of this permission. This relates to the land shown on parameters plan: Land Use 036C, except that shown as built development.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. **Phasing plan (outline)**

The development of the outline permission shall be carried out in accordance with the approved phasing plan 5965\_054B unless otherwise agreed in writing by the Local Planning Authority.

Reason: To facilitate the phasing of the development in the interests of timely infrastructure delivery, phased CIL payments, self-build delivery and project delivery. This condition is applied in accordance with the National Planning Policy Framework, and Policies CS5 and CS13 of the West Berkshire Core Strategy 2006-2026.

3. **Approval of reserved matters**

Details of the appearance, landscaping, layout and scale (hereinafter called “the reserved matters”) for each phase of development shall be submitted to and approved in writing by the Local Planning Authority before any development in that phase takes place. The development shall be carried out in accordance with the approved details.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

4. **Time limit for reserved matters**

Applications for approval of the reserved matters shall be made to the Local Planning Authority not later than three years from the date of this permission.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

5. **Commencement of development (phased outline)**

The commencement of each phase hereby permitted shall take place not later than two years from the date of approval of the last of the reserved matters to be approved for that phase.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

6. **Approved plans**

The change of use to parkland and the reserved matters hereby permitted shall be carried out in accordance with the approved plans and documents listed below:

Location Plan 047A

Parameter Plan: Land Use 036C

Parameter Plan: Access & Movement 037D

Parameter Plan: Green Infrastructure 038E

Parameter Plan: Development Densities 039D

Parameter Plan: Development Height 044D

Development Framework 027Q (with the exception of the proposed dedicated footpaths)

Landscape and Green Infrastructure Strategy 053E

Open Space Strategy 033G

Primary Route: Swept Path Analysis T-005F

Site Access: Site Arrangement T-003J

Site Access: Swept Path Analysis T-004J

Street Section 041A  
Site Sections A-B 045B  
Section through central hedgerow 049A  
Section through Pincents Lane 050A

Transport Assessment A13405VAA/T01/R01  
Transport Assessment Addendum A13405/VAA/D03  
VISSIM Modelling Outputs, Traffic Modelling Update Report, Traffic Modelling.  
Update Report Appendices A and B, Technical Note: Transport Modelling  
Summary – A1304/VAA/T01/RA02.  
Traffic Modelling Technical Note and Report and email VISSIM Model Outputs  
A13405/VAA/T01/RA01.  
LinSig Travel Modelling Pincents Lane / IKEA A13405/VAA Final 1.  
Emails 3 and 11 December 2020 additional information/response to WSP report.

Minerals Safeguarding Assessment WYG A111203

Energy Statement  
Climate Change Resilience Strategy design note

Heritage Desk Based Assessment PN1471/1

Outline Drainage Strategy General Arrangement 0001P02  
Flood Risk Assessment & Drainage Strategy & Appendices 1041-01 P06

Tree Plan 024B  
Tree Survey and Arboricultural Impact Assessment

Design and Access Statement  
Addendum Design and Access Statement  
Addendum Design and Access Statement: Crime & Disorder

Public Rights of Way: Further Details

Emergency Access: Further Details

Environmental Statement Vol 1, Vol 2, Appendices, Updates and Addendums.

Ecology Assessment Vol1, Vol 2, Biodiversity Metric 3.0  
Headline Ecology Strategy  
Biodiversity Net Gain Calculations 21 November 2021  
Ecology Strategy Plan 1197-URBED-Z0-00-DR-L Rev B  
Zoning Plan 1197-URBED-Z0-00-DR-L Rev B

Reason: For the avoidance of doubt and in the interest of proper planning.  
Outline planning permission is granted solely on the basis of the parameters  
within these approved details.

7. **Access construction before development (approved drawings)**

Unless otherwise agreed in writing with the local planning authority, no building shall be first occupied until the vehicular, cycle and pedestrian accesses (together with all associated engineering operations) have been provided and completed in accordance with the approved plans. This includes the removal and relocation of the bollards to the primary vehicular access off Pincents Lane.

Reason: In the interest of highway safety. This condition is imposed in accordance with the National Planning Policy Framework and Policies CS13 and

CS14 of the West Berkshire Core Strategy (2006-2026). Access arrangements for construction fall within the remit of the Construction Method Statement.

8. **Layout and Design Standards**

The detailed layout of the site shall comply with the Highway Authority's standards in respect of road and footpath design and vehicle parking and turning provision. The road and footpath design shall be to a standard that is adoptable as public highway. This condition shall apply notwithstanding any indications to these matters which have been given in the current application.

Reason: In the interest of providing adoptable infrastructure, road safety and flow of traffic. This condition is applied in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy (2006-2026), Policy P1 of the Housing Site Allocations DPD (2006-2026), and Policy TRANS1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

9. **Set back of gates**

Any gates to be provided at the emergency vehicle access, shall open away from any adjoining highway and be set back a distance of at least 5 metres from the edge of the highway. No part of the development shall be brought into use until the gates have been provided.

Reason: In the interest of road safety and to ensure that vehicles can be driven off the highway before the gates are opened. This condition is imposed in accordance with the National Planning Policy Framework and Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026).

10. **Gradient of private drives**

The detailed layout of the site shall ensure the gradient of private drives does not exceed 1 in 12 to enable them to be occupied by all users including those with mobility impairments.

Reason: To ensure that adequate access to parking spaces and garages is provided. This condition is imposed in accordance with the National Planning Policy Framework and Policy CS13 of the West Berkshire Core Strategy (2006-2026).

11. **Parking**

No phase of the development hereby granted outline planning permission shall take place until details of vehicle parking and turning spaces have been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be first occupied until vehicle parking and turning spaces have been completed in accordance with the approved plans (including any surfacing arrangements and marking out). Thereafter the parking and turning spaces shall be kept available for parking and manoeuvring (of private cars and/or private light goods vehicles) at all times.

Reason: To ensure the development is provided with adequate parking facilities, in order to reduce the likelihood of roadside parking that would adversely affect road safety and the flow of traffic. This condition is applied in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy 2006-2026, and Policy P1 of the Housing Site Allocations DPD 2006-2026. A pre-commencement condition is necessary because the parking arrangements will need to be determined before any construction to ensure it can be accommodated within the space available.

12. **Tree Protection**

No phase of the development hereby granted outline planning permission, and no access construction or ground works associated with the change of use to parkland shall take place (including all preparatory work) until a scheme for the protection of the retained trees in that phase, in accordance with BS 5837:2012, including a tree protection plan(s) (TPP) and an arboricultural method statement (AMS), has been submitted to and approved in writing by the Local Planning Authority.

Specific issues to be dealt with in the TPP and AMS:

- (a) Location and installation of services/ utilities/ drainage.
- (b) Details of construction within the root protection area (RPA) (as defined in BS5837:2012) or that may impact on the retained trees.
- (c) a full specification for the installation of boundary treatment works.
- (d) a full specification for the construction of any roads, parking areas driveways and foundations, including details of the no-dig specification and extent of the areas of the roads, parking areas and driveways to be constructed using a no-dig specification. Details shall include relevant sections through them.
- (e) Detailed levels and cross-sections to show that the raised levels of surfacing, where the installation of no-dig surfacing within Root Protection Areas is proposed, demonstrating that they can be accommodated where they meet with any adjacent building damp proof courses.
- (f) A specification for protective fencing to safeguard trees during the construction phases and a plan indicating the alignment of the protective fencing.
- (g) a specification for scaffolding and ground protection within tree protection zones.
- (h) Tree protection during construction indicated on a TPP and construction and construction activities clearly identified as prohibited in this area.
- (i) details of site access, temporary parking, on site welfare facilities, loading, unloading and storage of equipment, materials, fuels and waste as well concrete mixing and use of fires.
- (j) Boundary treatments within the RPA.
- (k) Methodology and detailed assessment of root pruning.
- (l) Arboricultural supervision and inspection by a suitably qualified tree specialist.
- (m) Reporting of inspection and supervision.
- (n) Methods to improve the rooting environment for retained and proposed trees and landscaping.
- (o) Veteran tree protection and management.

Thereafter the approved scheme shall be implemented in full and maintained in accordance with the approved details throughout each development phase.

Reason: To ensure the trees to be retained will not be damaged during the development and to protect and enhance the appearance and character of the site and locality, in accordance with the National Planning Policy Framework and Policies ADPP1, CS14, CS17, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is necessary because insufficient detailed information accompanies the application; tree protection need to be in place prior to and throughout the development works so it is necessary to approve these details before any development takes place.

13. **Archaeological supervision**

No phase of the development hereby granted outline planning permission, or ground works associated with the change of use to parkland, shall take place until the applicant has secured the implementation of a programme of archaeological work (phased as appropriate) in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall incorporate and be undertaken in accordance with the approved statement for each phase.

Reason: To ensure that any significant archaeological remains that are found are adequately recorded. This condition is applied in accordance with the National Planning Policy Framework and policy CS19 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is necessary because insufficient detailed information accompanies the application; archaeological deposits require investigation and supervision before and during the development works and so it is necessary to approve these details before any development takes place.

14. **Minerals recovery**

No phase of the development hereby granted outline planning permission, or ground works associated with the change of use to parkland, shall take place until the following has been submitted to and approved in writing by the Local Planning Authority (phased as appropriate):

- (a) a method for ensuring that minerals that can be viably recovered during the development are recovered and put to beneficial use;
- (b) a method to record the quantity of recovered mineral (re-use on site or off-site).

Thereafter the development shall incorporate and be undertaken in accordance with the approved methods.

Reason: To ensure compliance with Policies 1, 2 and 2A of the Replacement Minerals Local Plan for Berkshire and the National Planning Policy Framework to secure the incidental prior extraction of viable underlying mineral deposits as part of the proposed development. A pre-commencement condition is necessary because insufficient detailed information accompanies the application; mineral deposit extraction requires work to be undertaken as early development works and so it is necessary to approved theses details before any development takes place.

15. **Contaminated land (investigation and remediation)**

No phase of the development\* hereby granted outline planning permission, or ground works associated with the change of use to parkland, shall take place until a scheme to deal with contamination at the site has been submitted to and approved in writing by the LPA. The above scheme shall:

- (a) Include an investigation and risk assessment. A report of the findings shall: identify the nature and extent of any contamination on the site (irrespective of its origin); include an assessment of the potential risks to human health, property, and the environment; and include an appraisal of remedial options, and proposal of preferred option(s).
- (b) Include a remediation scheme\* which ensures that, after remediation, as a minimum, the land shall not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures.
- (c) Include a monitoring and maintenance scheme\* to ensure the long-term effectiveness of the proposed remediation, and the provision of reports on the same that shall be submitted to and approved in writing by the LPA.
- (d) Be prepared by a competent person (a person with a recognised relevant qualification, sufficient experience in dealing with the type(s) of pollution or land instability, and membership of a relevant professional organisation), and conducted in accordance with current best practice.

Thereafter, any approved remediation scheme and/or monitoring and maintenance measures shall be carried out in accordance with the approved details for that phase. Two weeks written notice shall be given to the LPA prior to the commencement of any remediation scheme.

If any previously unidentified land contamination is found during the carrying out of the development, it shall be reported immediately in writing to the LPA. Appropriate investigation and risk assessment shall be undertaken, and any necessary remediation measures shall be submitted and approved in writing by the LPA. Thereafter, any remediation measures shall be carried out in accordance with the approved details.

The development shall not be occupied\* until all approved remediation measures have been completed and a verification report to demonstrate the effectiveness of the remediation has been submitted to and approved in writing by the LPA.

(\* Unless otherwise agreed in writing by the LPA)

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors. This condition is applied in accordance with the National Planning Policy Framework, and Policy OVS.5 of the West Berkshire District Local Plan (Saved Policies 2007).

A pre-commencement condition is required because insufficient detailed information accompanies the application; land contamination mitigation measures may require work to be undertaken prior to and throughout the development works and so it is necessary to approve these details before any development takes place.

#### 16. **Construction method statement**

No phase of the development hereby granted outline planning permission, or ground works associated with the change of use to parkland, shall take place until a Construction Method Statement (CMS) (phased as appropriate) has been submitted to and approved in writing by the Local Planning Authority. Thereafter the demolition and construction works for that phase shall incorporate and be



undertaken in accordance with the approved CMS. The CMS shall take account of the suggested mitigation in the Environmental Statement chapters 3, 5, 6 and 8, and include measures for:

- (a) A site set-up plan during the works;
- (b) Parking of vehicles of site operatives and visitors;
- (c) Loading and unloading of plant and materials;
- (d) Storage of plant and materials used in constructing the development;
- (e) Erection and maintenance of security hoarding including any decorative displays and/or facilities for public viewing;
- (f) Temporary access arrangements to the site, and any temporary hard-standing;
- (g) Wheel washing facilities;
- (h) Measures to control dust, dirt, noise, vibrations, odours, surface water run-off, and pests/vermin during construction;
- (i) A scheme for recycling/disposing of waste resulting from construction works;
- (j) Hours of construction and demolition work;
- (k) Hours of deliveries and preferred haulage routes;
- (l) Ensuring public rights of way are kept open and unobstructed throughout the development
- (m) Lighting of areas and construction compounds

Reason: To safeguard the amenity of adjoining land uses and occupiers, and in the interests of highway safety. This condition is applied in accordance with the National Planning Policy Framework, Policies CS13, CS14, CS17 and CS18 of the West Berkshire Core Strategy 2006-2026, and Policies OVS.5, OVS.6 and TRANS.1 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007). A pre-commencement condition is required because the CMS must be adhered to during all demolition and construction operations.

17. **Construction Environmental Management Plan (Biodiversity)**

No phase of the development hereby granted outline planning permission, or ground works associated with the change of use to parkland shall take place (including vegetation clearance) until a Construction Environmental Management Plan (CEMP) (phased as appropriate) has been submitted to and approved in writing by the local planning authority. The CEMP shall take account of the suggested mitigation in the Environmental Statement chapters 3, 5, 6 and 8, and include the following:

- (a) Risk assessment of potentially damaging construction activities.
- (b) Identification of "biodiversity protection zones".
- (c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements).
- (d) The location and timing of sensitive works to avoid harm to biodiversity features including protected species.
- (e) The times during construction when specialist ecologists need to be present on site to oversee works.
- (f) Responsible persons and lines of communication.
- (g) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person.
- (h) Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the development works or phase thereof strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure biodiversity is protected during the development works. This condition is required in order to meet the policy objectives of the National Planning Policy Framework and West Berkshire Core Strategy 2006-2026 Policy CS17.

A pre-commencement condition is required because insufficient detailed information accompanies the application; environmental measures will be required prior to and during the development works and so it is necessary to approve these details before any development takes place.

18. **Ecological Mitigation and Enhancement Plan**

No phase of the development hereby granted outline planning permission, or works associated with the change of use to parkland hereby permitted shall take place until an Ecological Mitigation and Enhancement Plan has been submitted to and approved in writing by the Local Planning Authority. The plan shall include adequate details of the following:

- (a) Description and evaluation of features to be managed and created.
- (b) Aims and objectives of management.
- (c) Appropriate management options to achieve aims and objectives.
- (d) Prescriptions for management actions.
- (e) Preparation of a costed schedule for securing biodiversity enhancements in perpetuity.
- (f) Ongoing compliance reports, monitoring and remedial measures.
- (g) How the habitat enhancements will be managed long term to ensure a net gain legacy.
- (h) Measures to build biodiversity into the design of the new dwellings, providing details of location and design of features, e.g. bird and bat boxes integrated into buildings, fence holes for hedgehogs, access points for badgers, ponds for amphibians, banks for bees.
- (i) Description of how the developer expects to ensure no impact on protected species on site during construction and through scheme design.
- (j) Sensitive Lighting Strategy during construction and once the site is in operation (to minimise adverse impacts on bat species present).
- (k) A biodiversity net gain calculation demonstrating at least 10% net gain.

Proposed enhancements should be based on the recommendations of the ecological reports submitted in support of this application.

With the exception of ongoing measures after construction no part of the development shall be brought into use, or dwelling occupied, until the mitigation measures have been provided in accordance with approved details.

Reason: To ensure biodiversity is enhanced and maintained. This condition is required in order to meet the policy objectives of the National Planning Policy Framework and West Berkshire Core Strategy 2006-2026 Policy CS17, and to ensure compliance with the statutory requirements of relevant protected species legislation and the NERC Act 2006. A pre-commencement condition is required because insufficient detailed information accompanies the application; ecological mitigation will be required prior to, during and subsequent to the development works and so it is necessary to approve these details before any development takes place.

19. **Reptile survey**

No phase of the development hereby granted outline planning permission, or ground works associated with the change of use to parkland shall take place until an updated reptile survey and a mitigation strategy has been submitted to and approved in writing by the Local Planning Authority. With the exception of ongoing

measures after construction no part of the development shall be brought into use, or dwelling occupied, until the mitigation measures have been provided in accordance with approved details.

Reason: To ensure the protection of protected species in accordance with the National Planning Policy Framework and policy CS17 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because insufficient detailed information accompanies the application; any impact on reptiles from the development will require mitigation prior to and during the development and so it is necessary to approve these details before any development takes place.

20. **Urban Heat and Air Quality**

No phase of the development hereby granted full planning permission, or ground works associated with the change of use to parkland shall take place until assessments of urban heat and air quality impacts, and mitigation measures to offset these impacts, have been submitted to and approved in writing by the Local Planning Authority. With the exception of ongoing measures after construction no part of the development shall be brought into use, or dwelling occupied, until the mitigation measures have been provided in accordance with approved details.

Reason: To address the climate impacts of the development in accordance with the National Planning Policy Framework and policies CS15, CS16 and CS17 of the West Berkshire Core Strategy (2006-2026). A pre-commencement condition is required because insufficient detailed information accompanies the application; mitigation measures may be appropriate at an early design or development stage and so it is necessary to approved these details before any development takes place.

21. **Sustainable drainage**

No phase of the development hereby granted full planning permission, or ground works associated with the change of use to parkland shall take place until details of sustainable drainage measures to manage surface water have been submitted to and approved in writing by the Local Planning Authority (phased as appropriate). These details shall:

- a) Incorporate the implementation of Sustainable Drainage methods (SuDS) in accordance with the Non-Statutory Technical Standards for SuDS (March 2015), the SuDS Manual C753 (2015) and the WBC SuDS Supplementary Planning Document December 2018 with particular emphasis on Green SuDS and water re-use;
- b) Include a Flood Risk Assessment (FRA) for developments located in areas at risk of flooding (in Flood Zone 2 and 3 or from surface water) or developments larger than 1 hectare;
- c) Include flood water exceedance routes (low flow, overflow and exceedance routes), both on and off site;
- d) Include full information of catchments and flows discharging into and across the site and how these flows will be managed and routed through the development and, where the flows exit the site, both pre-development and post-development information must be provided;
- e) Demonstrate that proposed finished floor levels are set in accordance with Environment Agency Standing Advice on flooding (<https://www.gov.uk/guidance/flood-risk-assessment-standing-advice>) and BS8533;
- f) Include attenuation measures to retain rainfall run-off within the site and allow discharge from the site to an existing watercourse at no greater than 1 in 1 year Greenfield run-off rates;

- g) Include and be informed by a ground investigation survey which establishes the soil characteristics, infiltration rate and groundwater levels. Soakage testing shall be undertaken in accordance with BRE365 methodology;
- h) Include run-off calculations based on current rainfall data models, discharge rates (based on 1 in 1 year greenfield run-off rates), and infiltration and storage capacity calculations for the proposed SuDS measures based on a 1 in 100 year storm +40% for climate change;
- i) Include with any design calculations an allowance for an additional 10% increase of paved areas (Urban Creep) over the lifetime of the development;
- j) Include construction drawings, cross-sections and specifications of all proposed SuDS measures within the site;
- k) Include pre-treatment methods to prevent any pollution or silt entering SuDS features or causing any contamination to the soil, groundwater, watercourse or drain;
- l) Ensure permeable paved areas are designed and constructed in accordance with manufacturers guidelines if using a proprietary porous paved block system; otherwise ensure any permeable areas are constructed on a permeable sub-base material, such as MoT/DoT Type 3;
- m) Show that attenuation storage measures have a 300mm freeboard above maximum design water level. Surface conveyance features must have a 150mm freeboard above maximum design water level;
- n) Include written confirmation from Thames Water of their acceptance of the discharge from the site into the surface water sewer and confirmation that the downstream sewer network has the capacity to take this flow;
- o) Include a management and maintenance plan showing how the SuDS measures will be maintained and managed after completion for the lifetime of the development. This plan shall incorporate arrangements for adoption by the Council, Water and Sewage Undertaker, Maintenance or Management Company (private company or Trust) or individual property owners, or any other arrangements, including maintenance responsibilities resting with individual property owners, to secure the operation of the sustainable drainage scheme throughout its lifetime. These details shall be provided as part of a handover pack for subsequent purchasers and owners of the property/premises;
- p) Include a Contamination Risk Assessment for the soil and water environment (assessing the risk of contamination to groundwater, develop any control requirements and a remediation strategy);
- q) Include measures with reference to Environmental issues which protect or enhance the ground water quality and provide new habitats where possible;
- r) Include details of how surface water will be managed and contained within the site during construction works to prevent silt migration and pollution of watercourses, highway drainage and land either on or adjacent to the site;
- s) Include an Application for an Ordinary Watercourse Consent in case of surface water discharge into a watercourse (i.e stream, ditch etc).

Thereafter the development shall incorporate and be undertaken in accordance with the approved measures for each phase.

Unless otherwise agreed in writing by the Local Planning Authority, the development shall not be occupied until all approved remediation measures have been completed and a verification report a verification report carried out by a qualified drainage engineer has been submitted to and approved in writing by the LPA. This Report shall include plans and details of all key drainage elements (surface water drainage network, attenuation devices/areas, flow restriction

devices and outfalls) and details of any management company managing the SuDS measures thereafter.

Reason: To ensure that surface water will be managed in a sustainable manner; to prevent the increased risk of flooding; to improve and protect water quality, habitat and amenity and ensure future maintenance of the surface water drainage system can be, and is carried out in an appropriate and efficient manner. This condition is applied in accordance with the National Planning Policy Framework, Policy CS16 of the West Berkshire Core Strategy (2006-2026), Part 4 of Supplementary Planning Document Quality Design (June 2006) and SuDS Supplementary Planning Document (Dec 2018). A pre-commencement condition is necessary because insufficient detailed information accompanies the application; sustainable drainage measures may require work to be undertaken throughout the development works and so it is necessary to approve these details before any development takes place.

**22. Ground levels and finished floor levels**

No phase of the development hereby granted full planning permission, or ground works associated with the change of use to parkland shall take place until details of existing and proposed ground levels, and finished floor levels of the dwellings and community building (phased as appropriate), have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details for that phase, and the parkland shall not be brought into use until the ground levels have been provided in accordance with the approved details.

Reason: To ensure a satisfactory relationship between the proposed development and the adjacent land. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and the Quality Design SPD (June 2006). A pre-commencement condition is necessary because insufficient detailed information accompanies the application; ground levels will be an early development operation and so it is necessary to approve these details before any development takes place.

**23. Spoil**

No phase of the development hereby granted full planning permission, or ground works associated with the change of use shall take place until details of how all spoil arising from the development will be used and/or disposed have been submitted to and approved in writing by the Local Planning Authority (phased as appropriate). These details shall:

- (a) Show where any spoil to remain on the site will be deposited;
- (b) Show the resultant ground levels for spoil deposited on the site (compared to existing ground levels);
- (c) Include measures to remove all spoil from the site (that is not to be deposited);
- (d) Include timescales for the depositing/removal of spoil.

All spoil arising from the development shall be used and/or disposed of in accordance with the approved details for that phase.

Reason: To ensure appropriate disposal of spoil from the development and to ensure that ground levels are not raised in order to protect the character and amenity of the area. This condition is applied in accordance with the National Planning Policy Framework, and Policies CS14 and CS19 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is required because insufficient information accompanies the application and spoil may arise

throughout the development works and so it is necessary to approve these details before any development takes place.

24. **Piling**

No piling shall take place unless and until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface water infrastructure, and the programme for the works) has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. Thereafter any piling must be undertaken in accordance with the terms of the approved piling method statement for that phase.

Reason: The proposed works will be in close proximity to underground water utility infrastructure. Piling has the potential to impact on local underground water utility infrastructure. This condition is applied in accordance with the National Planning Policy Framework.

Information: Please read the Thames Water guide 'working near our assets' to ensure your workings will be in line with the necessary processes you need to follow if you're considering working above or near our pipes or other structures. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>. Should you require further information please contact Thames Water - Email: [developer.services@thameswater.co.uk](mailto:developer.services@thameswater.co.uk)

25. **Works in proximity to water main**

No development shall take place within 5m of the water main. No phase of the development hereby granted full planning permission, or ground works associated with the change of use shall take place until information detailing how the developer intends to divert the asset/ align the development, so as to prevent the potential for damage to subsurface potable water infrastructure, has been submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. Any construction must be undertaken in accordance with the terms of the approved information. Unrestricted access must be available at all times for the maintenance and repair of the asset during and after the construction works.

Reason: The proposed works will be in close proximity to underground strategic water main, utility infrastructure. The works has the potential to impact on local underground water utility infrastructure. This condition is applied in accordance with the National Planning Policy Framework. A pre-commencement condition is required to ensure damage does not occur during the construction phase.

Information: Please read Thames Water's guide 'working near our assets' to ensure your workings will be in line with the necessary processes you need to follow if you're considering working above or near our pipes or other structures. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes> Should you require further information please contact Thames Water. Email: [developer.services@thameswater.co.uk](mailto:developer.services@thameswater.co.uk)

26. **Water network upgrades**

No phase of the development shall be occupied until confirmation has been provided that either:

- (a) all water network upgrades required to accommodate the additional flows to serve the development have been completed; or

- (b) a development and infrastructure phasing plan has been agreed with the Local Planning Authority in consultation with Thames Water to allow development to be occupied. Where a development and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan.

Reason: The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development. This condition is applied in accordance of the National Planning Policy Framework. A pre-commencement condition is required because insufficient information accompanies the application and adequate water network infrastructure will be required at an early development stage, and so it is necessary to approve these details before any development takes place.

Information: The developer can request information to support the discharge of this condition by visiting the Thames Water website at [thameswater.co.uk/preplanning](https://thameswater.co.uk/preplanning).

**27. Public right of way**

No phase of the development hereby granted full planning permission, or ground works associated with the change of use shall take place until details of the cycleway and public footpaths have been submitted to and approved in writing by the Local Planning Authority. The details shall include:

- (a) Alignment including width;
- (b) Surfacing materials/treatment;
- (c) Measures to prevent motorcycles accessing the rights of way;
- (d) Pedestrian safety measures where the cycleway and/or footpaths are crossed by roads;
- (e) How access for the existing public rights of way will be maintained during the works;
- (f) Any tree works necessary to ensure public safety;
- (g) Signage for rights of way users/vehicle drivers;
- (h) Any means of enclosure.
- (i) A timetable for the implementation of all public rights of way infrastructure in conjunction with the phasing of development.

The cycleway and public footpaths shall be provided in accordance with the approved details and timetable, and completed prior to the first occupation of the final dwelling.

Reason: To protect and enhance public rights of way and green infrastructure. This condition is applied in accordance with the National Planning Policy Framework, policies CS14 and CS18 of the West Berkshire Core Strategy 2006-2026. A pre-commencement condition is necessary because insufficient detailed information accompanies the application and the rights of way need to be maintained during the whole of the construction period so it is necessary to approve these details before any development takes place.

**28. Garden noise assessment and mitigation**

No phase of the development hereby granted outline planning permission (excluding the change of use to parkland) shall take place until details of the mitigation measures for private gardens have been submitted to and approved in writing by the Local Planning Authority. The details shall include a noise assessment of the private gardens proposed identifying those which will exceed 55dB LAeq (16hr) and from sporadic noise in the area from nearby commercial premises along with mitigation measures to reduce the noise to below those

levels. No dwelling requiring the mitigation measures shall be occupied until the measures have been provided in accordance with the approved details.

Reason: To protect future occupants from the adverse effects of excessive noise levels in private gardens that may be generated by nearby noise sources in the area. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Policy OVS.6 of the West Berkshire District Local Plan Saved Policies 2007, and the Quality Design SPD.

A pre-commencement condition is required because insufficient detailed information accompanies the application and noise mitigation measures for private gardens may require alterations to building orientation and so it is necessary to approve these details before any development takes place.

29. **Hard landscaping of parkland**

A detailed scheme of hard landscaping for the parkland shall be submitted to and approved in writing by the Local Planning Authority. The hard landscaping scheme shall include details of any boundary treatments (e.g. walls, fences), hard surfaced areas (e.g. paths, decking) and any other hard landscaping features to be provided as part of the development. Unless otherwise agreed in writing by the Local Planning Authority, the change of use to parkland shall not take place until the hard landscaping of the site has been completed in accordance with the approved details.

Reason: Landscaping is an integral element of achieving high quality design. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and the Quality Design SPD.

30. **Soft landscaping of parkland**

The change of use to parkland shall not take place until a detailed soft landscaping scheme for the parkland has been submitted to and approved in writing by the Local Planning Authority. The soft landscaping scheme shall include detailed plans, planting and retention schedule, programme of works, and any other supporting information. All soft landscaping works shall be completed in accordance with the approved soft landscaping scheme within the first planting season following completion of building operations / first use as parkland (whichever occurs first). Any trees, shrubs, plants or hedges planted in accordance with the approved scheme which are removed, die, or become diseased or become seriously damaged within five years of completion of the approved soft landscaping scheme or the timescale agreed as part of the Environmental Enhancement & Management Plan shall be replaced within the next planting season by trees, shrubs or hedges of a similar size and species to that originally approved.

Reason: Landscaping is an integral element of achieving high quality design. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and the Quality Design SPD.

31. **Landscape management plan (for the parkland)**

The change of use to parkland shall not take place until a landscape management plan for the parkland including long term design objectives, management responsibilities and maintenance schedules for a minimum period of 5 years or the timescale agreed as part of the Environmental Enhancement &



Management Plan has been submitted to and approved in writing by the Local Planning Authority. The plan shall include any areas of existing landscaping including woodlands and also include any areas of proposed landscaping. Thereafter the development shall be managed in accordance with the approved details.

Reason: To ensure the long term management of existing and proposed landscaping in accordance with the objectives of the NPPF and Policies CS14, CS18 and CS19 of the West Berkshire Core Strategy 2006-2026.

32. **Parkland Infrastructure**

The change of use to parkland shall not take place until benches, signage, children play equipment and any means of enclosure within the parkland have been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure there is adequate public parkland infrastructure for users in the interest of amenity. This condition is applied in accordance with the National Planning Policy Framework, Policies CS14, CS18 and CS19 of the West Berkshire Core Strategy (2006-2026).

33. **Travel Plan**

The approved Travel Plan shall be implemented with the first occupation of the residential development hereby permitted. Written notice of first occupation shall be given to the Local Planning Authority within one week of such occupation. The Travel Plan shall be reviewed (and updated if necessary) within 6 months of first implementation. After that the Travel Plan shall be annually reviewed and updated and all reasonable practicable steps made to achieve the agreed targets and measures within the timescales set out in the plan and any subsequent revisions.

Reason: To ensure the development reduces reliance on private motor vehicles and provides the appropriate level of vehicle parking. This condition is imposed in accordance with the National Planning Policy Framework, Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), Policy TRANS1 of the West Berkshire District Local Plan (Saved Policies 2007), Supplementary Planning Document Quality Design (June 2006).

34. **Refuse Storage (prior approval)**

No dwelling shall be first occupied until storage area(s) for refuse and recycling receptacles (and collection areas if necessary) for that dwelling has been provided for that dwelling in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that there is adequate refuse and recycling storage facilities within the site, to ensure safe and adequate collection in the interests of highway safety and local amenity. This condition is applied in accordance with the National Planning Policy Framework, Policies CS13 and CS14 of the West Berkshire Core Strategy (2006-2026), and the West Berkshire Quality Design SPD (Part 1, Section 2.13).

35. **Cycle storage (prior approval)**

No dwelling shall be first occupied until cycle parking/storage facilities for that dwelling have been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. Thereafter the facilities shall be maintained and kept available for that purpose at all times.

Reason: To ensure the provision of cycle parking/storage facilities in order to encourage the use of cycles and reduce reliance on private motor vehicles. This condition is applied in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy 2006-2026, Policy P1 of the Housing Site Allocations DPD 2006-2026, Quality Design SPD, and the Council's Cycle and Motorcycle Advice and Standards for New Development (November 2014).

36. **Electric vehicle charging points (prior approval)**

No dwelling shall be first occupied until an electric vehicle charging point has been provided for that dwelling in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. Thereafter, the charging point shall be maintained, and kept available and operational for electric vehicles at all times.

Reason: To secure the provision of charging points to encourage the use of electric vehicles. This condition is applied in accordance with the National Planning Policy Framework, Policy CS13 of the West Berkshire Core Strategy 2006-2026, and Policy P1 of the Housing Site Allocations DPD 2006-2026.

37. **Protection from external noise (prior approval)**

No dwelling shall be first occupied until any external noise mitigation measures have been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The details shall be informed by an appropriately detailed investigation to address the noise impacts from noise sources in the area. The details shall include a scheme of works for protecting occupants of the new dwellings from externally generated noise to achieve internal noise levels to those detailed in BS8233:2014.

Reason: To protect future occupants from the adverse effects of excessive noise levels that may be generated by nearby noise sources in the area. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026), Policy OVS.6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007), and Quality Design SPD.

38. **Air conditioning (prior approval)**

No dwelling where noise levels exceed 48dBLAeq (1hr) 07:00-23:00 outside living room windows, and/or 43dBLAeq (15 min) 23:00-07:00 outside bedroom windows, shall be first occupied until Mechanical Ventilation and Heat Recovery or air conditioning plant has been installed in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The details shall be informed by an appropriately detailed investigation to identify which dwellings will be affected by externally generated noise.

Reason: To protect future occupants from the adverse effects of excessive noise levels that may be generated by nearby noise sources in the area and enable suitable cooling ventilation. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026), Policy CS14 of the West Berkshire Core Strategy (2006-2026), Policy OVS.6 of the West Berkshire District Local Plan (Saved Policies 2007), and the Quality Design SPD.

39. **Emergency water supplies**

No dwelling shall be occupied until either:

- (a) Private fire hydrant(s), or other suitable emergency water supplies, have been provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority; or
- (b) Royal Berkshire Fire and Rescue Service confirm that such provision is not required (for example, because a public mains water supply for the development provides sufficient supply) and confirmation of the same has been given in writing by the Local Planning Authority pursuant to this condition.

Reason: At present there are no available public mains in this area to provide suitable water supply in order to effectively fight a fire. Suitable private fire hydrant(s), or other suitable emergency water supplies, are therefore required to meeting Royal Berkshire Fire and Rescue Service requirements, in the interests of public safety. The approval of this information is required before development commences because insufficient information accompanies the outline application and it will affect the servicing of the development. This condition is applied in accordance with the National Planning Policy Framework, and Policy CS5 of the West Berkshire Core Strategy 2006-2026.

40. **BREEAM (community hub building)**

The community hub building hereby permitted shall achieve a rating of "Excellent" under BREEAM (or any such equivalent national measure of sustainable building which replaces that scheme). The development shall not be brought into use until a final certificate has been issued certifying that this rating has been achieved, and a copy of the certificate has been provided to the Local Planning Authority.

Reason: To ensure the development contributes to sustainable construction. This condition is applied in accordance with the National Planning Policy Framework, Policy CS15 of the West Berkshire Core Strategy (2006-2026) and Supplementary Planning Document Quality Design (June 2006).

41. **Plant, machinery and equipment (community hub building)**

No plant, machinery and/or equipment shall be installed as part of the community hub building except in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The details shall demonstrate that the plant, machinery and equipment will be so enclosed and/or attenuated that noise therefrom does not exceed at any time a level of 5dB[A] below the existing background noise level, or 10dB[A] if there is a particular tonal quality when measured in accordance with BS4142:2014 at a point one metre external to the nearest residential or noise sensitive property.

Reason: To protect the occupants of nearby residential properties from noise. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026), and Policy OVS.6 of the West Berkshire Local Plan (Saved Policies 2007).

42. **Use of community hub building**

The community building hereby permitted shall be used as provision of medical or health services (use Class E(e)), or, if no occupier is secured for that use, another Class E use except E(g) and for no other purpose under the Town and Country Planning (Use Classes) Order 1987 (as amended) (or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification). This restriction shall apply notwithstanding any provisions in the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or in any provision equivalent to that Class

in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: As part of a wider residential development the building is to provide for the community and not as offices or an industrial process – those uses are directed by the Development Plan Policies to employment areas. This condition is applied in accordance with the National Planning Policy Framework, Policies ADPP1, CS9, CS11 and CS14 of the West Berkshire Core Strategy (2006-2026), and Policies OVS.5, OVS.6 of the West Berkshire District Local Plan (Saved Policies 2007).

43. **Operating hours (use/activity – community hub)**

The use of the community hub building hereby permitted shall not take place outside of the following hours:

Mondays to Fridays: 07:00 to 22:00

Saturdays: 07:00 to 23:00

Sundays and public holidays: 09:00 to 18:00

Unless otherwise agreed in writing by the Local Planning Authority.

Reason: To safeguard the living conditions of surrounding occupiers. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Policy OVS.6 of the West Berkshire District Local Plan (Saved Policies 2007).

44. **Music (community hub)**

No amplified or other music shall be played on the premises of the community hub building outside of the following hours:

Mondays to Fridays: 08:00 to 22:00

Saturdays: 08:00 to 23:00

Sundays and public holidays: 09:00 to 18:00

Reason: To safeguard the living conditions of surrounding occupiers. This condition is applied in accordance with the National Planning Policy Framework, Policy CS14 of the West Berkshire Core Strategy (2006-2026) and Policy OVS.6 of the West Berkshire District Local Plan (Saved Policies 2007).

### ***Heads of Terms for Section 106 Agreement***

1. **Affordable housing**

40% of the overall number of homes to be provided as affordable housing through a registered provider with triggers during construction: for 50% to be provided by the time 50% market housing is substantially completed, and 100% by the time 85% of market housing is substantially completed, with the exception of the custom and self-build housing. Except for any provided under the First Homes initiative.

2. **Housing for older people**

Provision arrangements to be agreed. At least 18 homes built to at least Part M4(2) of the Building Regulations 2010 as purpose designed for housing older people and restricted in tenure in perpetuity to occupation by 55+ age group.

At least 7 market homes the remainder affordable and managed by registered provider. Scope for some to be Part M4(3) – specifically for wheel chair users rather than adaptable depending on the registered provider requirements and developer priorities for the market housing.

3. **Custom-build and self-build**  
Provision arrangements to be agreed. At least 15% of market units delivered through a custom-build or self-build scheme. Plots to be marketed for a minimum of 18 months and first made available to those on the Council's register for 6 months. To be delivered to close to Passivhaus standards.
4. **Community Hub**  
Purpose designed ground floor unit of no less than 450m<sup>2</sup> gross to be made available for community health facilities within use class E. Time triggers on when the unit will be completed – 2 years from material start on site, and on how it will be offered – first to NHS CCG, then other health care providers, then other community facilities, and finally as a general (restricted) class E use after 48 months.
5. **Emergency vehicles access**  
To be used by emergency vehicles only and kept locked with a master key held by emergency services.
6. **Parkland**  
Provision and governance arrangements. To be protected in perpetuity from development and a commuted sum for management and transfer on a cascade to a long-term owner such as a Trust, Charitable body, Parish Council or District Council.
7. **Committed sum for off-site footpath upgrades**  
Contribution of £20,000 for off-site footpath improvements to be paid prior to first occupation of the site.
8. **Travel Plan**  
Contribution of £7,000 for monitoring, travel information packs for all new residents including cycle purchase discounts, up to 2 free 30 day bus season tickets per dwelling for the first occupier covering the greater Reading area.
9. **Climate change and resilience Strategy**  
To be submitted at reserved matters to demonstrate net zero ready, environmental enhancement and circular economy on resources used in the development, and at least 35% reduction in carbon emissions compared to current building regulations standards and energy efficiency savings measures. The custom and self build will achieve at least 75% of the Passivhaus Standard.
10. **Highways**  
Contribution of £5,000 towards future year traffic surveys at the nearby traffic signal junctions including the A4 and Dorking Way to enable any necessary adjustment to traffic signals.
11. **Drainage Strategy**  
Provision and maintenance to be agreed along with provisions for potential land transfer to a management company.
12. **Biodiversity**  
Provision and governance arrangements should off site mitigation be required.

***Refusal Reasons (if S106 legal agreement not completed)***

**1. Planning obligation**

The application fails to provide an appropriate planning obligation to mitigate the impact of the development with regard to affordable housing, housing for older people, custom and self-build housing, community building, emergency vehicle access, public open space, public rights of way, sustainable travel, climate change and resilience measures. The District has a high affordable housing need and an affordability ratio above the national average as well as a high number of individuals seeking self-build plots. Public open space and upgrades to the public rights of way and increase in sustainable travel options are all required from the development, and there is a statutory duty on climate change. Without these planning obligations the proposed development conflicts with policies CS5, CS6, CS13, CS15, and CS18 of the West Berkshire Core Strategy 2006-2026, the Planning Obligations SPD and the National Planning Policy Framework.