

COMMITTEE REPORT
BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL **ITEM NO. 14**
PLANNING APPLICATIONS COMMITTEE: 11th January 2017

Ward: Out of Borough

App No.: 162174 ADJ (South Oxfordshire ref P16/S3630/O)

Address: Land at Peppard Road, Caversham,

Proposal: Residential development of up to 245 residential dwellings (including up to 40% affordable housing), structural planting and landscaping, informal public open space and children's play areas, vehicular access from Peppard Road and Kiln Road and associated ancillary works. All matters reserved with the exception of the main vehicular access

Applicant: Gladman Development Ltd

Date received: 2/11/2016 (by South Oxfordshire District Council)

Major Application: South Oxfordshire District Council 13 week target decision date: 1/02/2017

RECOMMENDATION:

1. That South Oxfordshire District Council be informed that Reading Borough Council OBJECTS to the application on the following grounds:
 - a) The proposal would have a significant impact on the surrounding infrastructure in Reading Borough including highways, education, open space/leisure facilities (encompassing the use of Clayfield Copse and Blackhouse Wood) and the provision of affordable housing. No clear plan or mechanism to secure appropriate mitigation to these impacts has been secured without which the scheme is considered unsustainable and contrary to para 203 of the National Planning Policy Framework.
 - b) The proposed development would result in the increased use of substandard road junctions, which would have an adverse effect on road safety and the flow of traffic.
 - c) The proposed development is unlikely to function or operate in a sustainable manner, taking account of the site's relatively remote location, which is poorly served by public transport links and pedestrian/cycle routes.
2. If South Oxfordshire District Council is minded to approve the application, it should jointly work with Reading Borough Council to identify infrastructure pressures in the local area and direct new provision accordingly.

South Oxfordshire District Council is sent a copy of this report and all comments received for their information and use.

1. INTRODUCTION

- 1.1 Reading Borough Council (RBC) has been consulted on the above planning application by South Oxfordshire District Council (SODC). The application site is wholly within South Oxfordshire District, but sited directly adjacent to the administrative boundary to the north of the residential development within Emmer Green. The site is located to the north of Phillimore Road and is bound

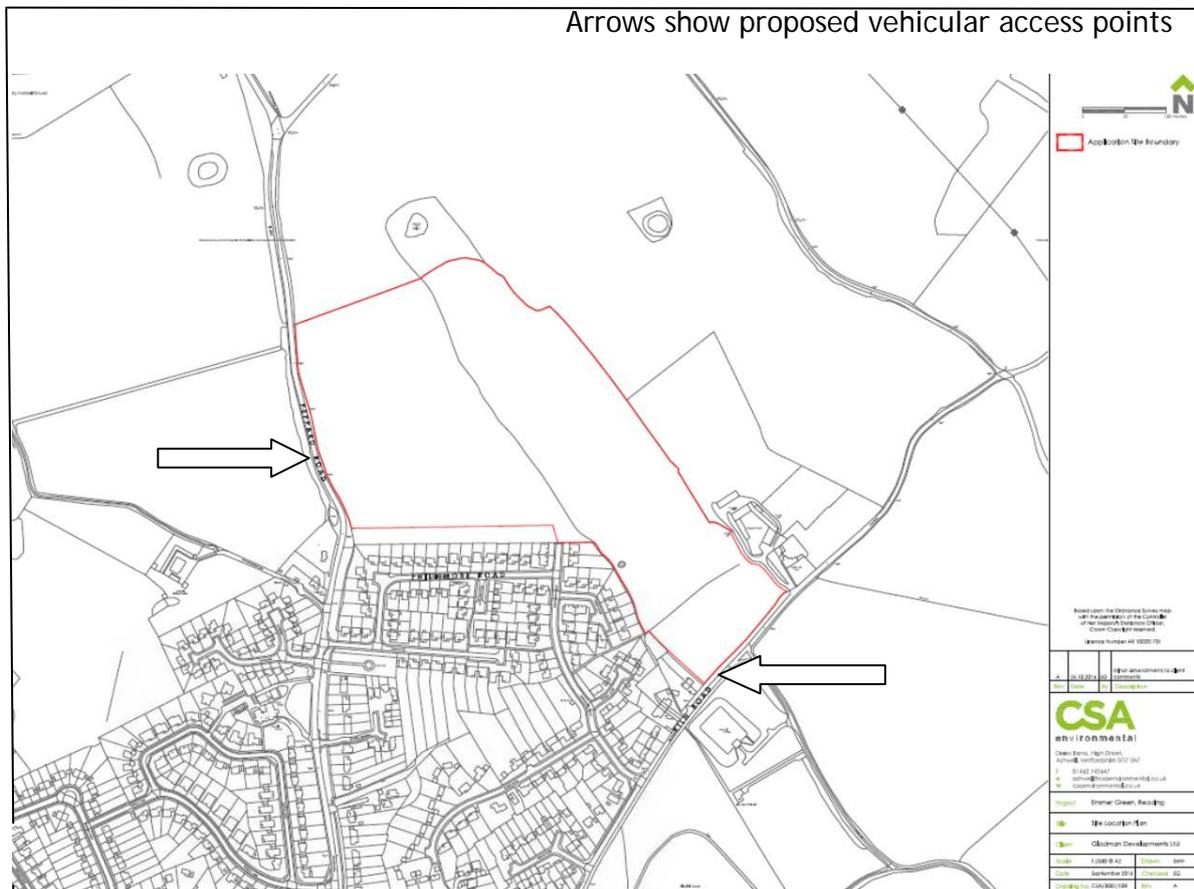
by Kiln Road to the east, Peppard Road to the west and Bryants Farm to the north.

1.2 As a consultee rather than the determining authority, RBC were given 14 days to comment on this application. SODC have agreed to extend this deadline for comment in order that the application can be considered by this Planning Committee and its comments forwarded.

2. PROPOSAL

2.1 The proposal is outline with all matters reserved except for vehicular access from Peppard Road and Kiln Road. The proposal seeks residential development of up to 245 residential dwellings (including up to 40% affordable housing), structural planting and landscaping, informal public open space and children's play areas and associated ancillary works.

SITE LOCATION PLAN





Aerial Photograph from DAS.

3. RELEVANT PLANNING HISTORY
N/A

4. CONSULTATIONS

South Oxfordshire District Council has carried out its own consultations including residential properties within Reading Borough.

RBC's consultation responses are outlined below:

RBC Transport Strategy: Object

A Transport Assessment has been submitted with further additional information in relation to junction assessments submitted on 14.12.16.

Trip rate Data

In relation to Trip Rate data officers consider that the assessment undertaken is acceptable.

Junction Assessments

In relation to Junction Assessments numerous junctions have been assessed with only those that result in an increase of 30 vehicles or more, and an increase of 2.5% or greater of the total 2022 Base junction flow being fully

assessed and officers are satisfied with this approach. The junctions that have been fully assessed include the following:

SITE/PEPPARD ROAD
SITE/KILN ROAD
PEPPARD ROAD/TOWER CLOSE
KILN ROAD/MARCHWOOD AVENUE
KILN ROAD/CAVERSHAM PARK ROAD
PEPPARD ROAD/KILN ROAD
BUCKINGHAM DRIVE/PEPPARD ROAD
BUCKINGHAM DRIVE/EVESHAM ROAD

Peppard Rd/Kiln Rd (SJ5)

The assessment of the junction has identified that the junction exceeds capacity in both the AM and PM peaks. The delays presented are significant and the queue lengths for vehicles turning left out of Kiln Road are in excess of the flare length at the junction. As a result mitigation to this junction would be required and forms an objection at this time.

Peppard Rd/Buckingham Drive (SJ6)

The junction mitigation for the above junction has been reviewed and officers are content that there is an improvement to the Buckingham Drive arm which is considered acceptable. As has been confirmed there is a 'knock-on' effect as a result with a slight increase in RFC values on the Peppard Rd arms. However, as the junction remains with a RFC value of less than 1.00 and the queue increases are very modest officers are content the proposed mitigation is acceptable. Any works to this junction would be subject to a S278 Agreement with Reading Borough Council.

Site Access

The proposal includes the provision of a new bus stop located opposite the site access along with a new pedestrian refuge to provide access to bus route 25. The hard standing area proposed for the new bus stop has been reviewed so as to accommodate sufficient children that would utilise the bus stop to travel to Chiltern Edge School and has therefore been deemed acceptable in principle. This is however within South Oxfordshire's Authority and would therefore also need to be agreed with their Highway Officer.

A bus stop has also been proposed on the southbound (inbound) side of Peppard Road to improve accessibility to an alternative mode of travel, this is essential to reduce car trips within Reading to and from the application site. The bus stop is in the form of a layby to the north of the proposed vehicular access to the site, given that this would be located within South Oxfordshire I have not reviewed the design of this facility but in principle it is acceptable.

It is noted that both of these stops are to be provided with bus shelters which will also help promote the use of the bus, although not illustrated on the submitted plans lighting will also be required along routes to and from the bus stops and at the shelters given the more secluded nature of the site. This would need to be secured with South Oxfordshire through the S278 Agreement for Highways works within their Authority.

Contribution

Bus route 25 is also already at capacity in the peak times and no evening service currently exists and as has been previously stated the Travel Plan highlights that 63% of Peppard Ward residents currently drive to work.

To promote alternative modes the development would be required to contribute towards improving capacity of route 25 and given the scale of development it is requested that £300,000 be payable towards this service.

RBC Environmental Health - To be updated at your meeting.

RBC Trees - The application indicates the old hedgerow trees within and around the site as being retained as part of the development layout, which is welcomed. Reading Borough Council considers the retention and protection of the original landscape features such as the trees and hedgerows to be extremely important within this rural development site (being located as it is on the edge of our settlement boundary) in order to retain the local landscape history and enhance biodiversity.

As such the trees within the development site should be retained and protected during the course of any building works in accordance with BS:5837 2012. It is requested that adequate provision is made for substantial new tree planting around the site to include larger growing specimens in sustainable locations where they will not come into conflict with the new dwellings if planning permission is granted.

RBC Ecology - The proposals are likely to result in a significant increase in recreational use of Clayfield Copse and Blackhouse wood which are 60m from the application site. As such, and as stated in the ecological report, a s106 agreement will need to be drawn up with monies provided to manage any impacts upon the woodland.

Dormouse appeared to have been scoped out of the assessment and it is suspected there may be a dormouse population in Clayfield Copse, and as such the hedgerows on the site may be of importance for this species.

RBC Housing - To be updated at your meeting.

RBC Education - The local schools in the immediate vicinity are at capacity therefore there would be an objection in principle to development that would increase demand on school places that cannot be mitigated.

RBC Leisure - There is insufficient information available on the amount and type of open space within this application. The nearest Reading Borough Council recreational space to this development is Clayfield Copse and Blackhouse Woods. As well as a Local Nature Reserve at Clayfield Copse there is a recreation ground comprising three adult grass football pitches and a changing pavilion. There is also a small skate park and a youth meeting shelter next to a large unmade car park. Beyond the skate park there are two large fields maintained as conservation grass areas. Blackhouse Woods, at just over 5 hectares, abuts the eastern corner of Clayfield Copse. The whole area is a much valued local amenity and many dog owners drive to the site to walk. Blackhouse Woods and part of Clayfield Copse are designated ancient woodlands and as such are of prime importance to nature conservation, having had an unbroken woodland history for over 400 years. If the use of these areas

is intensified we would require mitigation measures in the form of a financial contribution.

Public Consultation:

Reading Borough Council has received 16 letters of objection to the proposal at the time of writing. These letters will be passed to South Oxfordshire District Council. The following issues were raised:

- That the occupants of the proposed new development, based outside Reading Borough, will be utilising facilities within Reading Borough
- The proposal will result in a loss of amenity for existing residents
- Loss of open space and green space
- The proposal would lead to urban sprawl
- Detrimental impact on wildlife
- Pressure on school places when local schools are at capacity
- Detrimental impact of additional traffic and increased congestion
- Detrimental impact on air quality
- Increased traffic should not be allowed until there is a Third Thames Bridge
- Detrimental impact on community amenities

5. RELEVANT PLANNING POLICY AND GUIDANCE

5.1 National Planning Policy Framework (NPPF) (March 2012):
Promoting Sustainable Transport paragraph 31 and 35
Planning Conditions and Obligations paragraph 203

5.2 South Oxfordshire (SODC) will consider their respective planning application in relation to their adopted planning policies and supplementary planning guidance.

6. APPRAISAL

The main considerations are:

- Legal context
- Social and community infrastructure
- Transport considerations
- Visual Impact

6.1 Legal Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

6.2 Whilst it does not fall to RBC to determine this planning application, the Council may make comments as a consultee.

6.3 Infrastructure

It is acknowledged that due to the proximity of the development to the Borough boundary, that there will be use of social and community infrastructure within Reading Borough as a result of this development. Therefore appropriate measures should be secured to mitigate the impact on surrounding infrastructure. This infrastructure to include highways in terms of junction improvements and increased bus services; education as in terms of school places the as the proposal

would yield in excess of 120 primary/secondary school places and open space/leisure facilities in particular the use of Clayfield Copse and Blackhouse Wood which are 60m from the application site are considered to be essential.

6.4 In relation to the provision affordable housing within the scheme due to the proximity of the proposed development to the boundary with Reading an element of the affordable housing secured should go to meeting the local needs from the Reading Area. The quantum of development would be based on the current demand within Reading and will be updated at your meeting.

6.5 This mitigation must be secured by either a S106 Legal Agreement or the CIL mechanism which South Oxfordshire District Council currently operates. On this basis Reading Borough Council object to the proposal if appropriate mitigation measures are not secured fully in the areas affected.

6.6 Transport Considerations

As set out in the RBC Transport consultation response above, Transport officers have considered the proposal and consider at this time that there are still technical issues in relation to junctions; and that the site is not considered to be accessible due to limited bus service provision, and capacity on bus routes. There are therefore a transport objection to the proposal. Additionally the impact of the increase in traffic movements within Reading Borough would be required to be mitigated by a financial contribution.

6.7 Visual impact

The proposal will alter the existing rural nature of the site and setting of the edge of the settlement of Reading. There is no in principle objection to built form on the site subject to the retention and protection of the original landscape features within it. The proposal should therefore retain the local landscape history and enhance biodiversity with the site. It is also requested that adequate provision is made for substantial new tree planting around the site to include larger growing specimens in sustainable locations where they will not come into conflict with the new dwellings if planning permission were granted.

7. CONCLUSION

7.1 It is recommended that:

- South Oxfordshire District Council be informed that Reading Borough Council objects on the following grounds:
 - The proposal would have a significant impact on the surrounding infrastructure in Reading Borough including highways, education, open space/leisure facilities (encompassing the use of Clayfield Copse and Blackhouse Wood) and the provision of affordable housing. No clear plan or mechanism to secure appropriate mitigation to these impacts has been secured without which the schemes is considered unsustainable and contrary to para 203 of the National Planning Policy Framework.
 - The proposed development would result in the increased use of substandard road junctions, which would have an adverse effect on road safety and the flow of traffic.

- The proposed development is unlikely to function or operate in a sustainable manner, taking account of the site's relatively remote location, which is poorly served by public transport links and pedestrian/cycle routes.
- If South Oxfordshire District Council is minded to approve the application, it should jointly work with Reading Borough Council to identify infrastructure pressures in the local area and direct new provision accordingly through the transfer of an agreed level of CIL receipts and appropriate Section 106 contributions.
- South Oxfordshire District Council is sent a copy of this report and all comments received for their information and use.

Case Officer: Susanna Bedford

Plans:

Site Location Plan ref CSA/3001/108, as submitted to SODC

Development Framework Plan CSA/3001/102, as submitted to SODC

