SOUTHPORT U.K Tel 0704-26866 Fax 0704-25814
LONDON OFFICE Tel 071-377-1777 Fax 071-247-6181

SYSTEMS LTD

APPLICATION NO:
O/2000/2527

LOCATION:
University Of Reading Horticultural Station Cutbush Lane, Shinfield Reading.

APPLICANT:
University Of Reading C/O Haslams (JHS/18477)

PROPOSAL:
Outline application for the proposed erection of 24 dwellings (Duplicate Application).

EARLIEST DATE FOR DECISION: **12/11/2000**

APPLICATION WILL HAVE EXPIRED ON:
29/11/2000

CASE OFFICER: **Angela Odell**

Amended

WOKINGHAM DISTRICT COUNCIL

TOWN AND COUNTRY PLANNING ACTS

Notification of Refusal of Permission

University Of Reading
C/O Haslams (JHS/18477)
156 Friar Street
Reading
Berkshire
RG1 1HH

Application Number: O/2000/2527

Parish: **SHINFIELD**

Location: **University of Reading Horticultural Station, Cutbush Lane, Shinfield, Reading.**

Proposal: **Outline application for the proposed erection of 24 dwellings (Duplicate Application).**

The Wokingham District Council in pursuance of their powers under the above Acts and Regulations hereby **Refuse Permission** for carrying out the above development in accordance with the application and the accompanying plans submitted to the Council, the reason for which is specified hereunder.

Reason

1. The proposal would be inappropriate development outside a settlement boundary in a gap between settlements and on a site not allocated for residential development. The proposal is therefore contrary to Berkshire Structure Plan Policies C2 and C6, Loddon Area Local Plan Policies LTV2 and LC1, Wokingham District Local Plan Policies WOS2, WCC1 and WCC2 and to Planning Policy Guidance Note No. 7.

John Mitchell
Development Control Manager
Date: 29/11/2000

If this notice grants permission to proceed with the proposal the applicant is reminded that it relates to planning permission only and does not constitute approval under any other legislation including Building Regulations.

Our Ref. **5433**
Your Ref. 0/2000/2527
Date. 12 November 2000

Thames Water
Customer Field Services
Rose Kiln Court Rose Kiln Lane
Reading RG2 0HP
Telephone 0118 925 1515 Telefax 0118 925 1516
DX 132045 Reading 11
www.thames-water.com

R. F. Wilson, DipArch, DipTP, RIBA, MRTPI
Wokingham District Council
DX33506
WOKINGHAM

This matter is being dealt with by -
cleighton

PLANNING SERVICES	HPT 365.4
POL	TLS
DC AO	ENF
APP	
CS	
14 NOV 2000	
COPIES TO:	ACK:
	FILE:

Dear Sir / Madam

TOWN AND COUNTRY PLANNING ACT 1990
Residential Development (21-100)

University of Reading Horticultural Station
Reading
Berks

I refer to your consultation received in this office on 19/10/00

SEWERAGE

Where disposal of surface water to soakaways is specified, it will be necessary for the Applicant to demonstrate, by means of soakage tests, that the surface water flows from the development can be satisfactorily disposed of by this method. The Applicant should be required to submit a revised application detailing an alternative means of disposal, where tests do not give the required results. Development shall not commence until drainage strategy, including in and off-site works, have been submitted to and approved by the Local Planning Authority in writing.

If planning permission is granted, the Applicant should contact the Company at the earliest opportunity in order to discuss drainage of the site.

It is Thames Water's policy that no trees or shrubs shall be planted over or adjacent to any of its sewers in such a position that damage may be caused to the fabric of the sewer by their root action or by any other means, hence no trees should be planted within 15 metres of the sewers and no shrubs within 3 metres.

Should you require further information please contact the Field Service Manager at Tel:- .0845 9200 800

WATER

Reinforcement mains to this site may/will be necessary, subject to the Company's normal financial terms and conditions.

The existing reticulation is fully committed to serving existing customers. This development

would prejudice the supply to those customers and therefore, Thames Water Utilities Ltd., would object to this proposal.

The area already suffers from very poor flow and pressure and any extra development will compromise an already fragile siuation. Flow and preesure tests should be carried out to confirm the situation.

Yours faithfully,

trawlings
(For Technical Information Manager

Clarks
Solicitors
Great Western House Station Road Reading RG1 1LX
Telephone 0118 958 8321
Facsimile 0118 960 4611 DX 54680 Reading 2
e-mail: inmail@clarks-solicitors.co.uk
website: www.clarks-solicitors.co.uk

PLANNING SERVICES HPT TLS
01 DEC 2000
COMPLETE ACK: FILE: 0/2000/2242, 0/2000/2527
0/2000/2527

FAX TRANSMISSION

To:	Mr John Mitchell – Development Control Manager	From:	Simon Dimmick
	Wokingham District Council	Local Fax No:	0118 953 3967
Fax No:	0118 974 6103	Direct Dial No	0118 960 4633
		Date:	29 November 2000
		No of Pages:	6
		Hard copy to follow:	No

IF ALL PAGES ARE NOT RECEIVED SATISFACTORILY PLEASE TELEPHONE OR FAX IMMEDIATELY

SUBJECT: **THE UNIVERSITY OF READING - APPLICATIONS LAND AT LANE END FARM AND THE HORTICULTURAL STATION CUTBUSH LANE SHINFIELD**

Please see the attached formal letter to you. I am very sorry that Angela is not well. I hope she recovers very soon. Please pass on my best wishes.

You I gather have the task of presenting the two items on Lane End Farm and the Horticultural Station tonight. Attached is a letter to Angela Odell confirming our position. If you have any queries please contact me/John Short direct. His number is 0118 960 1031.

Simon Dimmick

IMPORTANT NOTICE

This communication (including any attached documents) is intended solely for the addressee named above. It may contain confidential and/or privileged information. If you are not the intended recipient (or his or her agent responsible for its delivery), any disclosure, dissemination, distribution or copying of this communication is strictly prohibited and you must not act in reliance on its contents. If you have received this facsimile communication by mistake, please notify us immediately by telephone or facsimile and destroy this communication.

Partners: Christopher Ward, Michael Sippitt, Peter Clark, Thomas Howell, Richard Lee, David Few, Peter James, Simon Dimmick, David Clark, Jane Gunnell, Antony Morris, David Rintoul, Helen Beech, Jolyon Barton, Derek Ching, David Corsellis Kirstin Wells
Associates: Rachel Booth, Rachel Clayfield, Jonathan Pawlowski, Kathryn Taylor, Rebecca Ireland.

Clarks is a member of the TAGLaw worldwide network of law firms.

Clarks
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e-mail: inmail@clarks-solicitors.co.uk
website: www.clarks-solicitors.co.uk

Mr J Mitchell
Development Control Manager
Environmental Services Department
Wokingham District Council

DX 33506
WOKINGHAM

Our Ref SMD/JRA/826
Direct Line 0118 960 4633
Direct Fax 0118 953 3967
Direct e-mail simondimmick@clarks-solicitors.co.uk
Date 29 November 2000

BY FAX

Dear Mr Mitchell

THE UNIVERSITY OF READING – APPLICATIONS 0/2000/2242, 0/2000/2526 AND 0/2000/2527
LAND AT LANE END FARM AND THE HORTICULTURAL STATION CUTBUSH LANE SHINFIELD

I have spoken a few times yesterday and today with Angela Odell with the purpose of clarifying the University's position on the terms which you are proposing for the section 106 agreements relating to the above two applications. I thought it would be sensible to confirm the position in writing. Hence this fax to you.

There are four categories in respect of which you are seeking a planning obligation from the University namely, affordable housing, education, open space and transportation. This letter refers to both applications.

Affordable Housing

Position as stated in the Committee Report is correct and accepted. The proposed terms for the section 106 agreement will be the same as those which have been agreed between the Council and the University in respect of other sites.

There will therefore be 28 affordable houses in respect of Lane End Farm and 5 in respect of the Horticultural Station.

Education

The University has offered a contribution of £5,000 and in respect of each application as reported in the Committee Report for the reasons stated.

Partners: Christopher Ward, Michael Sippitt, Peter Clark, Thomas Howell, Richard Lee, David Few, Peter James, Simon Dimmick, David Clark, Jane Gunnell, Antony Morris, David Rintoul, Helen Beech, Jolyon Barton, Derek Ching, David Corsellis, Kirstin Wells
Associates: Rachel Booth, Rachel Clayfield, Jonathan Pawlowski, Kathryn Taylor, Rebecca Ireland

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Clarks
Solicitors

I was very concerned to learn from you this morning that some of the Council's Members appeared "unhappy" with what was being provided. If that is indeed the case then it must arise from a misunderstanding. As has been explained in relation to both applications, the education "case" for any contributions at all has not been made out by the education department. The University has made it absolutely clear that it will contribute properly to infrastructure costs in accordance with the principles contained in Circular 1/97. That has been and continues to be the University's position. Strictly speaking, since no case for any contribution has been made out, there is no need for a contribution to be offered. Nevertheless the contributions have been put forward as a gesture in line with the approach which has been agreed with your Council in respect of other sites.

Such contributions will be withdrawn if either or both applications have to proceed to appeal.

If the point arises in discussion at the Committee Meeting it may be sensible for whoever is presenting the application to explain the position and clear up what could be a serious misunderstanding.

Open Space

The position as set out in Lisa Jarvis's note to dated 28 November is acceptable in principle to the University although the actual sums of money quoted cannot be agreed for the reasons given by Mrs Jarvis.

In relation to the Horticultural Station (paragraph F on page 1607 of the agenda) to the extent that the open space requirement is met on-site the proposed off-site provision of 0.25 hectares will of course be reduced.

Transportation

The University's position is as set out in TPK's letter to Tom Callaghan, a copy of which is attached. The position is therefore agreed between the University and the District Council. In particular the University has taken on board the concerns of local residents regarding "bus running".

I hope that clarifies the point.

Yours sincerely

Simon Dimmick

SIMON DIMMICK

Enclosure

Education and Cultural Services Memorandum

To: Angela Odell
CC:
Re: Lane End Farm
Shinfield

From: Lisa Jarvis
Date: 28 November 2000
Ref: O/2000/2292

Further to your recent request, please find below Leisure's requirements for the Lane End Farm site outlined in my memo dated 20th November 2000 along with the required financial contributions. These should be incorporated into a Section 106 agreement for this site.

- 0.92 ha of on site open space transferred to the District Council
- A 10 year commuted sum for the future maintenance of this area, 0.92ha. With the lack of a detailed landscape plan the grounds maintenance team have estimated the amounts of grass, shrubs, trees to be included the area of the play area has been removed from this calculation. Total figure £32,000.00
- Provision of a large play area, this would be in accordance of our standards and would be at least 700m² in size with 10 items of equipment. Total figure £67,000.00
- A 10 year commuted sum for the future maintenance of the play area. Total figure £20,750.00
- 0.56ha of open space to be provided off site for the purposes of pitches.
- Off-site open space to be laid out in accordance with WBC specifications or capital sum provided,
- A 10 year commuted sum for future maintenance of off site open space/pitches

The off site provision is also related to other sites within the Shinfield area and costs have not yet been established relating to this particular development.

I would be grateful if you would pass the above onto the University of Reading for their information.

Lisa

effective transport solutions

Our Ref: MRK/DJM/jr/13196/13197

24 November 2000

Director of Environmental Services
Wokingham District Council
Council Offices
Shute End
Wokingham
Berkshire RG14 5LD

For the attention of T Callaghan Esq

Dear Sir

PROPOSED RESIDENTIAL DEVELOPMENTS AT LANE END FARM AND HORTICULTURAL STATION,

Further to the meeting held at your offices on 8 November 2000 between Mr Callaghan and the writer and to subsequent telephone conversations, we are pleased to confirm that the following contributions are offered in respect of the development proposals for the purposes specified:

Lane End Farm Site (142 dwellings)

A contribution of £111,425 towards either improvements at the A327/B3030 junction or transportation measures between the junction and Wokingham. This is a pro rata calculation based upon £92,592 contribution agreed for the previous 118 dwelling development on the site. The calculation is as follows:

$$142 \div 118 \times £92,592 = £111,425$$

In addition, a contribution of £13,000 towards the investigation, consultation and implementation procedures for traffic management measures on the Lyndhurst Gardens to Wycheim Road route to prohibit/restrict through traffic. This contribution was requested by Mr Callaghan to deal with the local concern that has been expressed on this matter.

Continued.../

3 London Road • Newbury • Berkshire RG14 1JL
Tel: 01635 279000 • Fax: 01635 279050 • DX 30840 Newbury
Email: inmail@tpk.co.uk • www.tpk.co.uk
Also at Manchester and Leeds

Partners: Philip Parry MSc CEng MICE MCIT MIHT • Michael Knowles BSc CEng MICE MIHT MCIS • Stephen Walsh BSc CEng MICE FIHT • Colin Abernethy BSc CEng MICE FCIT
Regional Director: Stephen Appleyard BSc CEng MICE MIHT
Associates: Simon Wallis BSc CEng MICE MIHT • Neil Appleton
Mike Hibbert MSc MCIT MIHT FIHE • Richard Storey MSc MCIT

tpk consulting

.../2
Our ref: MRK/DIM/jr/13196/13197
T Callaghan Esq
24 November 2000

As with the permitted 118 dwelling development, the following aspects are proposed to be included in a legal agreement:

i) Improvement of the Hollow Lane/Cutbush Lane junction as shown on drawing number 11006/03B.
ii) Provision of a footway/cycleway along the [illegible] on drawing number 11006/[illegible].

Horticultural Station (24 dwellings)

A contribution of £18,833 towards either improvements at the [illegible] junction or transportation measures which could, if you wish, [illegible] the Leyland Gardens to Wychelm [illegible]. The calculation for this based on the same approach adopted for the [illegible] as follows:

24 ÷ 118 x £92,592 = £18,833

In addition, a contribution of £2,198 towards traffic management measures on the Leyland Gardens to Wychelm Road route. This is calculated pro rata to the Lane End Farm site contribution as follows:

24 ÷ 142 x £13,000 = £2,198

We would be pleased if you would confirm your acceptance of the above package of proposals and contributions in order that the appropriate legal agreements can be drafted.

Yours faithfully

M R Knowles
TPK CONSULTING

(direct email: mknowles@tpk.co.uk)

JJm telephoned
His view to say
Tom C had accepted
the position as set
out & will report
accordingly to Angela
Odell. Rmd 29/11

MINUTES OF A MEETING OF THE DEVELOPMENT CONTROL COMMITTEE HELD ON WEDNESDAY 29 NOVEMBER 2000 FROM 7.00 PM TO 10.10 PM

Present: Mr KA Malvern (Chairman), Mrs JA Lissaman (Vice-Chairman), Mrs DC Beatty Mr MJ. Bryant, Mr SR Conway, Mr TP Dredge, Mr RFN Eke, Fiona Rolls, Mrs MA Long, and Mrs M Robertson.

Also present under Standing Order 39: Mr EC Preston, Mr ND Rose, Mr AJ Ross, Mrs ELM Siggery and Mr D Swindells.

162. MINUTES

The Minutes of the meeting of the Committee held on 8 November 2000 were confirmed as a correct record and signed by the Chairman.

163. APOLOGIES FOR ABSENCE

An apology for absence was received from Mr. JL Earnshaw.

defined settlement, and represented inappropriate development.

(Note: Fiona Rolls asked to be recorded as voting in favour of the decision).

175. APPLICATIONS NOD: 2000/2526 & 2527, OUTLINE APPLICATIONS FOR THE ERECTION OF 24 DWELLINGS (DUPLICATE APPLICATIONS), HORTICULTURAL STATION CUTBUSH LANE SHINFIELD, FOR THE UNIVERSITY OF READING

The Committee considered a report about this application set out on Agenda pages 1603 to 1611.

Mr. Bulcock, a representative of Shinfield Parish Council attended the meeting and spoke against the proposal.

During the debate on the proposal, Members raised a number of concerns regarding the status of the site as a possible greenfield site on the edge of a settlement, the appropriateness of the proposed development and highways issues.

RESOLVED: That Applications Nod: 2000/2526 & 2527 be refused on the grounds that the proposal was outside the

Application Nos. O/2000/2526 & O/2000/2527 **Received 04.10.00** **Shinfield**

Applicant: **University of Reading**
Location : **Horticultural Station, Cutbush Lane, Shinfield**
Proposal : **Outline applications for the proposed erection of 24 dwellings (duplicate applications)**

1. **Planning History** - On this 0.99 ha. site are a vacant greenhouse and packing shed at the north end, with scrubland and part of a cultivated field to the south. There is undeveloped field to the north and east, and existing residential properties on the south side of Cutbush Lane. There is a row of leylandii along the north boundary of the site. To the west is the rest of the Horticultural Station and Lane End Farm.

   On the adjacent site to the west, outline application 99/69109/O for 118 dwellings was refused permission but allowed on appeal on 21 January 2000. Only the means of access was not a reserved matter. Subsequently outline application no. O/2000/2292 was submitted for 142 dwelling on the site. This application has not yet been determined but is also on the agenda for this committee.

2. **Proposal** - Is in outline with no reserved matters to be determined, and no indicative layout plan has been submitted. The application proposes 45% x 2 bedroom, 25% x 3 bedroom and 30% x 4 bedroom dwellings. Twenty per cent of the proposed dwellings (5 dwellings) are proposed as social housing.

3. **Consultations** -
   - ***Shinfield Parish Council*** *:* 'We express concern that consideration of this site has been separated for planning purposes from the adjoining site (Lane End Farm). Its impact regarding traffic should be considered cumulatively on the already congested A327 Hollow Lane, Shinfield.'
   - ***Neighbouring properties*** *- 7 letters of objection/concerns :* Will exacerbate existing traffic congestion problems. Installation of refuges will not alleviate the problems – roundabouts or traffic lights at the junctions of Shinfield Road with Cutbush Lane and Brookers Hill would be necessary. Proposal is contrary to the plan for the area, the site should not be developed for housing and would set a precedent for further development. Will join up Shinfield with Lower Earley and breach the M4 barrier. It is not a brownfield site. Overdevelopment. Will exacerbate strain on services and infrastructure including schools.
   - ***Policy & Plans*** *:* Although it would normally be considered premature to support an application for development on a site outside the settlement at this stage of the local plan process, the absence of any sustainable site-specific objections to the development of the site (now that site SH37 has received consent) suggest that an exception should be made in this case and that the proposal is acceptable in principle."
   - ***Council's Consultant Archaeologist*** *:* Recommends a condition requiring archaeological investigation and evaluation after any planning permission is granted and before development commences.

- ***Landscape Officer :*** Acknowledges that part of the site is brownfield, but part is in agricultural production. Considers that housing development on the site is inappropriate in this instance as the countryside between the north of Shinfield and the M4 should be retained intact.
- ***Highway Officer*** : The signalised junction forming part of the larger scheme would be sufficient to accommodate the proposed additional 24 units. Providing the access to the 24 dwellings is taken from the larger site of 142 dwellings, it is considered acceptable. However, there is some concern that if all the university sites are developed, requiring a number of junctions along the A327 corridor to be signalised, it may encourage rat running via Leyland Gardens and Oatlands Road. He therefore considers it would be appropriate to seek additional financial contributions from this development that would full/part fund a road closure/traffic calming scheme. He understands that the applicants' agent is currently investigating what the likely effect the developments and signalised junctions will have on rat running. Therefore, subject to a legal agreement securing financial contributions towards the A327/EOPR (Earley Outer Peripheral Road) junction and/or other related highway and transportation measures and traffic calming/road closure to discourage rat running, he recommends conditional approval as per the Planning Inspector decision letter with additional conditions covering construction vehicles and mud. He also recommends an informative covering haul routes for construction traffic.
- ***Environment Agency*** : No objection subject to conditions.
- ***Environmental Health Officer*** : Recommends conditions covering hours of construction work, contaminated land and protection of the proposed dwellings from road traffic noise.
- ***Leisure & Recreation Officer*** : Requirements for a development of this size depend on the existing/planned facilities that are available to serve the development. The large LEAP (Locally Equipped Play Area) required for the adjacent development would be able to serve both sites. Recommends a 'no requirement for play area' on the current site to be linked to the play provision going ahead on the adjacent site. The proposed use of the field adjacent to Church Farm as public open space could also satisfy the public open space requirement for this application. Considers this would be an appropriate form of provision as it is difficult for open space to be provided on a development of the currently proposed size in a usable form. (0.25 ha of open space would need to be provided as part of the off-site contribution for this development.)

4. **Appraisal** - Main issues are:

   A. Principle of residential development [Berkshire Structure Plan Policies H2 and H3; Loddon Area Local Plan Policy LS3; Wokingham District Local Plan (Deposit Draft) Policies WRE3 and WOS2 ; Planning Policy Guidance Note No. 3 (PPG3)].

   B. Density and Housing Mix [Berkshire Structure Plan Policy H9; Loddon Area Local Plan Policy LH8; Wokingham District Local Plan (Deposit Draft) Policy WH6; Planning Policy Guidance Note No. 3 (PPG3)].

   C. Effect on the character and appearance of the area and neighbouring properties [Berkshire Structure Plan Policy EN1; Loddon Area Local

Plan Policies LBE1, LBE2 and LBE8; Wokingham District Local Plan (Deposit Draft) Policies WBE1 and WLL7].

D. Traffic, access and parking [Berkshire Structure Plan Policy LD5; Loddon Area Local Plan Policies LT5 and LT6; Wokingham District Local Plan (Deposit Draft) Policies WT6 and WT7; Planning Policy Guidance Note No. 13 (PPG13)].

E. Other technical issues: archaeology [Berkshire Structure Plan Policy EN6; Loddon Area Local Plan Policies LBE21 and LBE22; Wokingham District Local Plan (Deposit Draft) Policies WHE15 and WHE16B; Planning Policy Guidance Note No. 16 (PPG16)] and potential contamination of the land.

F. Services and Infrastructure [Berkshire Structure Plan Policy LD6, Loddon Area Local Plan Policy LPS1; Wokingham District Local Plan (Deposit Draft) Policy WOS4].

G. Concerns of the Parish Council and local residents.

A. Principle of Proposal

The site is outside a settlement boundary and in a gap between settlements in the Wokingham District Local Plan, and has not been put forward as a proposed housing site through the local plan process. However, the site is a partly 'brownfield' site of similar characteristics to the adjoining Lane End Farm site to the west, which has permission for housing development. Redevelopment of this 'previously developed' land for residential use would comply in principle with policies LS3 and WRE3, which cover redevelopment of research establishments outside settlements. The site therefore appears to be a strong candidate for residential development and the Council is unable to show that it is currently meeting its obligations under Policy H3.

The site also needs to be considered under Planning Policy Guidance Note No. 3 (PPG3). Para. 38 of PPG3 explains that where local plans have not yet been revised to take account of PPG3, then local authorities should have regard to the policy contained in the PPG as amaterial consideration which may supersede the policies in the plans. The Authority is currently in this position. As the site is partly 'previously developed' land in a relatively accessible location adjoining an existing site for housing development, it is considered that it would broadly comply with the criteria for site assessment in paragraphs 31 and 32 of PPG3. The location of the 'previously developed' land at the northern end of the site means that it would not be logical to expect to develop this part of the site without the southern part also which is opposite existing housing within the Shinfield settlement boundary in Cutbush Lane. Therefore, on balance, it is considered that the proposal is acceptable in principle.

B. Density and Housing Mix

The proposed gross density would be 24.24 dwellings per ha. To accord with PPG3 the 'net site density' should be between 30 and 50 dwellings per ha. Annex C explains that the 'net site density' excludes various elements such as buffer landscaping strips and public open space serving the wider area. As the site is on the edge of the settlement, planting strips would be required on

the north and east boundaries, and a strip along Cutbush Lane. It is therefore likely that a net site density of at least 30 dwellings per ha. could be achieved at the reserved matters stage. It is therefore considered that the proposal could potentially accord with the minimum density requirements of PPG3.

As the proposed housing mix is as that sought by Policy WH6, this is considered acceptable.

C. Effect on the character and appearance of the area and neighbouring properties

As explained in section 2 above, the application is in outline and no indicative layout plan has been submitted. However, buffer landscaping strips can be expected to be planted around the northern and eastern boundaries of the site which should in time provide screening.

The dwellings on the opposite side of Cutbush Lane are at least 15m. from the south side boundary of the site. There is existing hedging along this boundary and additional planting could be expected. The effect on neighbouring properties of the additional 24 dwellings in principle would not be expected to have an unacceptably greater effect than the consented housing site to the west would have on the existing dwellings in Cutbush Lane to the west. A condition restricting hours of construction work should be included. The effect on the character and appearance of the area and on neighbouring properties is therefore considered acceptable.

D. Traffic, access and parking

The proposal is considered acceptable in highway terms subject to contributions towards junction improvements on the A327/OEPR and/or other related highway and transportation measures and to conditions.

E. Other technical issues

Archaeology: A condition covering archaeological investigation and evaluation was included in the conditions attached by the Inspector to the extant permission on the adjacent site. It is therefore considered that this should be included on the current application site.

Environmental Health: Conditions covering hours of construction work, contaminated land and protection of the proposed dwellings from road traffic noise should be included.

F. Services and Infrastructure

The following have been offered by the applicants:-

20% of dwellings are to be social housing.
£5,000 towards capital education provision.

The proposed contribution towards capital education provision is significantly below the amount normally requested. However, when he allowed the extant permission for 118 dwellings on the site, the Inspector decided that no contribution would be appropriate in this particular case. The proposed £5,000 for the additional 24 dwellings now proposed would be at about the same rate pro rata as that recently agreed for Hollow Lane and Church Farm. The amount is therefore considered acceptable in this particular case.

The contribution towards junction improvements on the A327/OEPR and/or other related highway and transportation measures will be reported verbally to the Committee. The proposed legal agreement should also cover access through the adjoining site only, a 'no requirement for play area' on the current site to be linked to the play provision going ahead on the adjacent site and require provision for 0.25 ha. of public open space off-site.

G. Concerns of the Parish Council and local residents
The concerns of the Parish Council and local residents are noted. The issues of principle of development, increased density/number of dwellings and traffic have been addressed above.

5. Conclusion – Although the site is outside a settlement boundary and not allocated for housing development in the local plan, it is a part brownfield site adjacent to existing and committed development in a relatively sustainable location. Therefore, on balance, the proposal is considered acceptable in principle. The proposed housing mix is satisfactory and density can be so at the reserved matter stage. Providing buffer landscaping is planted, the proposal could have an acceptable effect on the character and appearance of the area and on existing residential properties. The effects on local roads and travelling are also considered acceptable in principle subject to satisfactory highway contribution. The proposed 20% of dwellings to be social housing and contribution towards education are considered acceptable. The legal agreement should also cover access to be through the adjacent site, a 'no requirement for play area' on the current site to be linked to the play provision going ahead on the adjacent site and require provision of 0.25 ha. of public open space off-site.

6. **Recommendation** - GRANT planning permission subject to a legal agreement for provisions and contributions as set out in paragraph 4(F) above and to the following conditions:-

1. a) Approval of the details of the siting, design, slab levels and external appearance of the building(s), the means of access, the landscaping treatment of the site (hereinafter called "the reserved matters") and haul routes for construction vehicles shall be obtained from the Local Planning Authority in writing before any development is commenced.
   b) Application for approval of the reserved matters referred to in a) above shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.
   c) The development hereby permitted shall be begun either before the expiration of five years from the date of this permission or before the expiration of two years from the date of approval of the last of the reserved matters to be approved whichever is the later.
2. No development shall take place until a programme of archaeological work has been implemented in accordance with a written scheme for investigation which has been submitted to and approved in writing by the Local Planning Authority. The development shall only take place in accordance with the detailed scheme approved pursuant to this condition. The archaeological works shall be carried out by a suitably qualified investigating body approved in writing by the Local Planning Authority.

3. Works related to the construction of the development hereby granted, including works of demolition or preparation prior to building operations, shall not take place other than between the hours of 8 am and 7 pm Monday to Friday and 8 am to 1.30 pm Saturdays and at no time on Sundays or Bank or National Holidays.
4. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping, including landscape buffers, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection in the course of development; the approved landscaping scheme (with the exception of planting, seeding and turfing) shall be implemented prior to the occupation of any of the building(s) hereby approved and retained.
5. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which within a period of 5 years from the completion of the landscaping die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.
6. No dwelling shall be occupied until related parking and/or garaging and turning areas as shown pursuant to condition one has been provided. The parking and turning areas shall not thereafter be used for any purpose other than the parking or turning of vehicles.
7. None of the dwellings shall be occupied until such time as junction improvements at Cutbush Lane/Hollow Lane and the provision of a shared cycleway/footway along Cutbush Lane as indicated on TPK drawing number 1106/02C have been constructed in accordance with details to be submitted to and approved in writing by the Local Planning Authority.
8. No dwelling shall be occupied until access has been secured through one of the proposed road junctions with Cutbush Lane through the adjoining proposed residential estate in accordance with details to be submitted to and approved in writing by the Local Planning Authority.
9. Surface water drainage works shall be carried out in accordance with details which shall have been submitted to and approved in writing by the Local Planning Authority before development commences.
10. Surface water source control measures shall be carried out in accordance with details which shall have been submitted to and approved in wrting by the Local Planning Authority before development commences.
11. Development shall not begin until, if required, a scheme for protecting the proposed dwellings from noise from road traffic adjacent to the proposed development has been submitted to and approved in writing by the Local Planning Authority. All works which form part of the approved scheme shall be completed before any dwelling hereby approved is occupied, unless an alternative period is agreed in writing by the Local Planning Authority.
12. Before any development is commenced, the results of a detailed investigation to ascertain whether the site is contaminated, together with any remediation scheme required as a result, shall be submitted to and approved in writing by the Local Planning Authority. This shall include a historical investigation, sampling and analysis of current soils, and a scheme of works to address any contamination. The remediation scheme shall thereafter be carried out as approved before any of the dwellings are first occupied.

13. Prior to commencing work on site, provision shall be made to accommodate all site operatives' visitors and construction vehicles loading, off-loading, parking and turning within the site during the construction period, in accordance with details to be submitted to and agreed in writing by the Local Planning Authority. The provision should be maintained and used at all times.
14. Precautions shall be taken for the duration of the construction period to prevent the deposit of mud and similar debris on the adjacent public highways, in accordance with details to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

REASONS

1. a) No such details have been submitted.
   b) & c) In pursuance of Section 92(2) of the Town and Country Planning Act 1990.
2. To allow adequate archaeological investigation before any archaeological remains are disturbed by the approved development.
3. To protect the occupiers of neighbouring properties from noise and disturbance outside the permitted hours during the construction period.

4,5 In the interests of visual amenity.

6. To ensure a satisfactory form of development and to avoid adverse impact on the public highway in the interests of highway safety.

7, 8, 14 In the interests of highway safety and convenience.

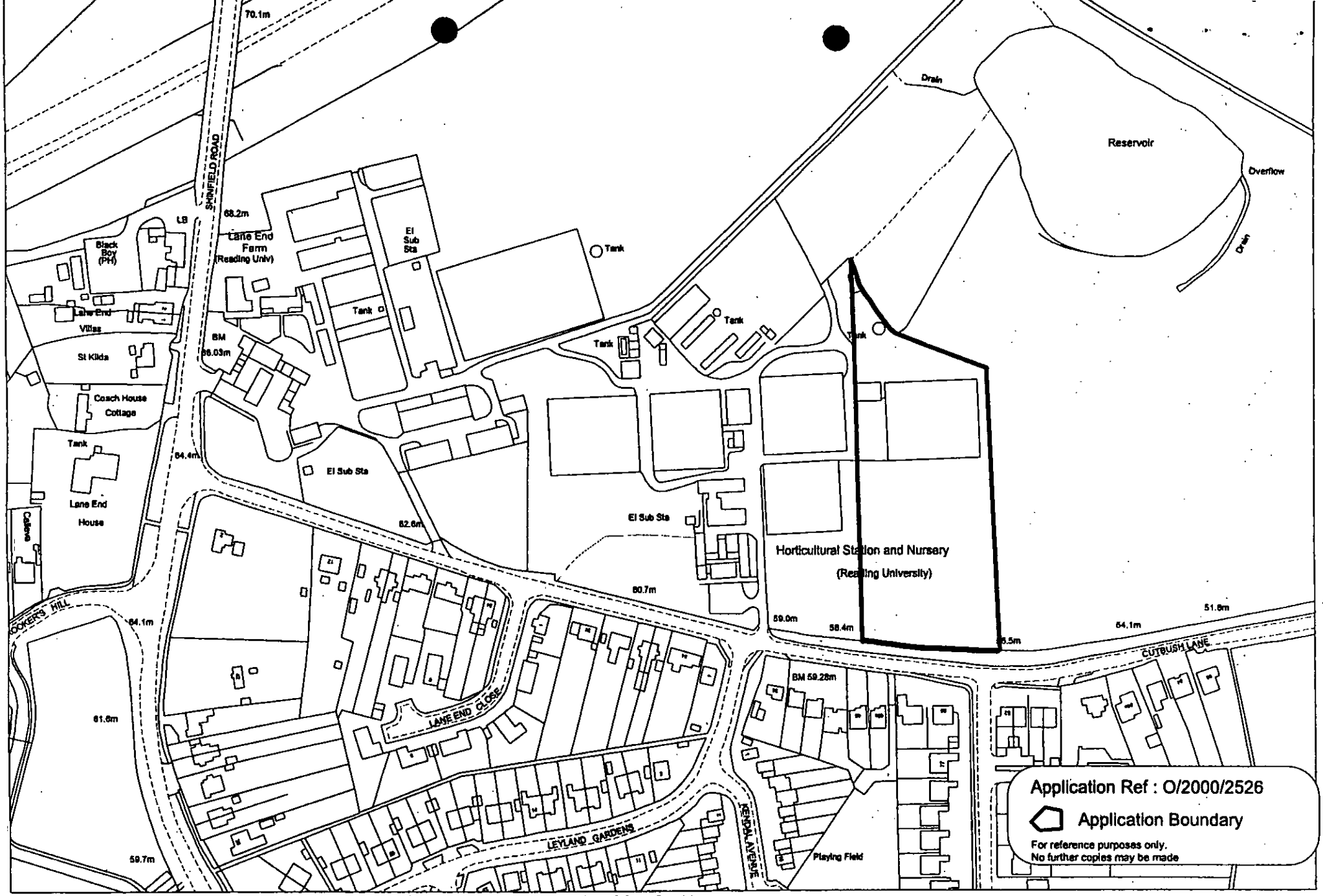
9. To prevent the increased risk of flooding.
10. To prevent the increased risk of flooding and to improve water quality.
11. To ensure that the occupants do not suffer from unacceptable high noise levels within the proposed dwellings.
12. To ensure any contamination of the site is remedied and to protect existing/proposed occupants of the application site and/or adjacent land.
13. To prevent queuing and parking off site, in the interests of highway safety and convenience.

Informatives:

1. The developer is advised that the Local Planning Authority would expect the reserved matters application to accord with the advice on density in paragraph 58 of PPG3.

2. You are advised, in compliance with *The Town and Country Planning (General Development Procedure) (England) (Amendment) Order 2000*, that the following policies and/or proposals in the development plan are relevant to this decision:

   Berkshire Structure Plan Policies H2, H9, EN1, EN6, LD5 and LD6
   Loddon Area Local Plan Policies LH8, LBE1, LBE2, LBE21, LBE22, LBE8, LT5, LT6 and LPS7
   Deposit Draft Wokingham District Local Plan Policies WOS2, WH2, WH6, WBE1, WLL7, LT5, LT6, WHE15, WHE16B and WOS4



1510

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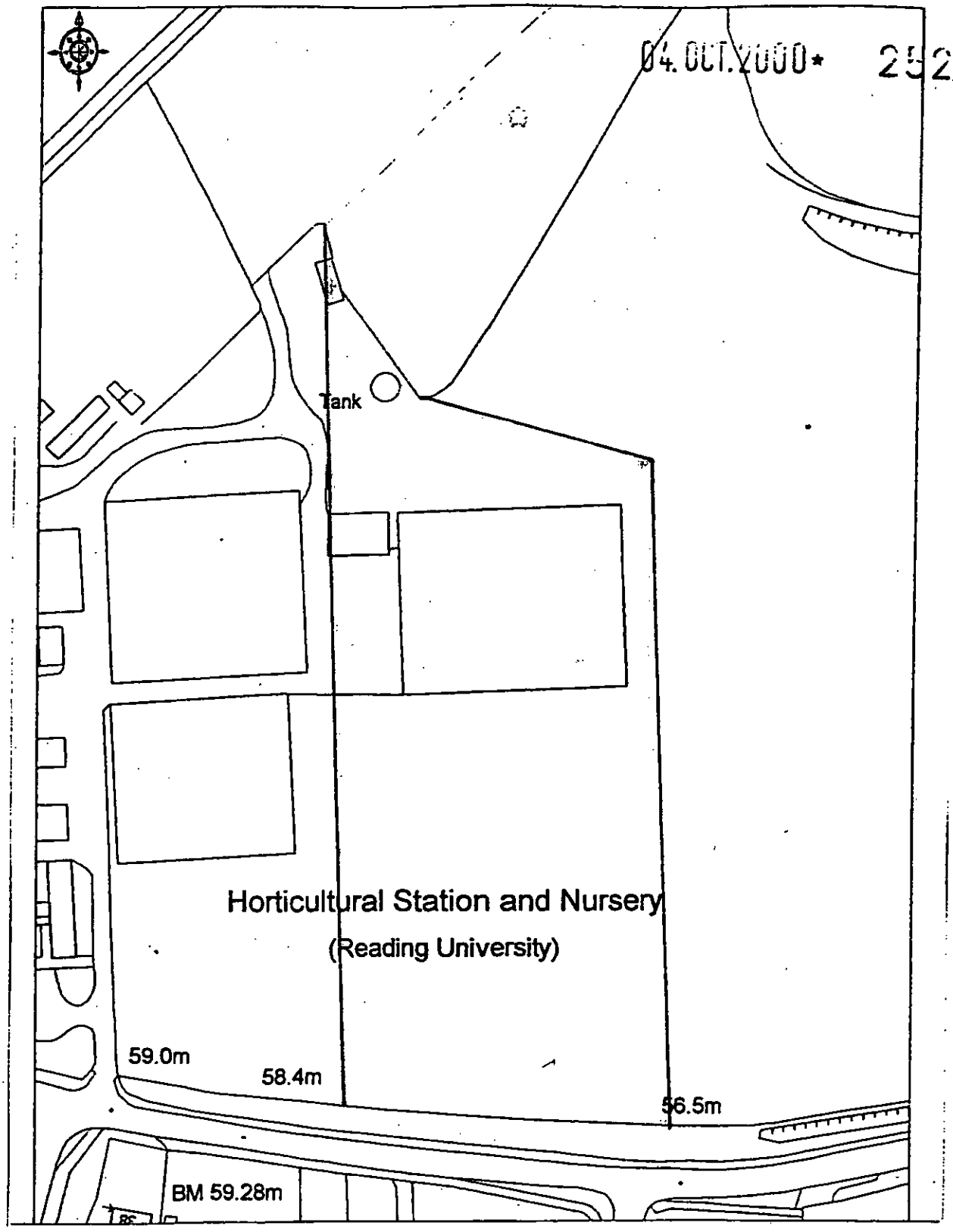
Development Control Section, Environmental Services, Wokingham District Council.

29 November 2000

Scale: 1 : 2500

N W E S



HASLAMS
0118 960 1010
Email: info@haslams-surveyors.co.uk Fax: 0118 960 1022
156 Friar Street Reading Berkshire RG1 1HH

UNIVERSITY OF READING
LAND AT THE HORTICULTURAL STATION, CUTBUSH LANE,
SHINFIELD, READING, BERKSHIRE

Scale: 1:1250

Ref: JHS/18477 Date: OCTOBER 2000

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WORK SHEET FOR : Angela Odell

Application Number : O/2000/2527

Applicant : University Of Reading C/O Haslams (JHS/18477).

Location : University Of Reading Horticultural Station, Cutbush Lane, Shinfield, Reading.
Proposal : Outline application for the proposed erection of 24 dwellings (Duplicate Application).

Site Notice Displayed ? : YES [ ] NO [ ] DATE [ ]

Date of Neighbour Notifications : .....

Date of Site Visit : .....

Date Registered : 04/10/2000

Earliest Date for Decision : 12/11/2000

Latest Consultation Date/Site Notice Expiry Date : 12/11/2000

This application <u>will have expired on</u>: <u>29/11/2000.</u> You need to make a decision 1 day prior to this date for this application to count as determined in less than 8 weeks.

Consultation Responses :

Also 2526.

Planning Issues :

Application Number: O/2000/2527

Appraisal :

The proposal would be inappropriate development outside a settlement boundary in a gap between settlements and on a site not allocated for residential development and would adversely affect the character and appearance of the area. The proposal is therefore contrary to Berkshire Structure Plan Policies C2 and C6, Loddon Area Local Plan Policies LTV2 and LC1, WokinghamDistrict Local Plan Policies WOS2, WCC1 and WCC2 and to PPG7.

Recomendation : Approval: ☐ **Refusal:** ☑ at Committee 29/11/00.
(tick appropriate box)

Application Number O/2000/2527
Conditions/Reasons for Refusal

No	Std Con	Std Reas	Non Std Conditions / Reasons for Refusal

RECORD OF SITE VISIT

Ref 2526.

SITE ADDRESS: University Of Reading
Horticultural Station Cutbush Lane
Shinfield Reading.

APPLICATION NUMBER: O/2000/2527

OFFICER: Angela Odell

DATE OF SITE VISIT:.....

1 SITE/STATUTORY NOTICE DISPLAYED ?

2. DESCRIPTION OF SURROUNDINGS

3. DESCRIPTION OF SITE/BUILDING

4. RELATIONSHIP TO ADJOINING PROPERTIES

5. SITE CONSTRAINTS

TREES

ACCESS/PARKING

LEVELS

BOUNDARY TREATMENT

OTHERS

Applicationo	Name & Address
O/2000/2527	Dr J D Selman IFIS Publishing Lane End House Shinfield Road RG2 9BB
O/2000/2527	P Emery 18 Cutbush Lane Shinfield RG2 9AH
O/2000/2527	Mr & Mrs G Goodwin Little Beeches 80a Oatlands Road Shinfield Rg2 9DN

App. refused
Letter sent 11/12/00

0/2000/2527
Location: University of Reading Horticultural Station, Cutbush lane, Shinfield
Proposal: Outline application for the proposed erection of 24 dwellings (Duplicate Application)
Case Officer: Mrs A Odell
Observations: We express concern that consideration of this site has been separated for planning purposes from the adjoining site (Land End Farm). Its impact regarding traffic should be considered cumulatively on the already congested A327 Hollow Lane Shinfield.

0/2000/2590
Location: The Manor Site, Brookers Hill, Shinfield
Proposal: Outline application for B1 redevelopment (duplicate application)
Case Officer: Mrs A Odell
Observations: In the context of local planning requirements we recognise the need for the redevelopment of this brown field site. We feel that there is no need for further employment opportunities as demonstrated by the failure to find a developer over the last eight years. Also 20,000 new jobs are being provided within 3KM of this site the clear need is for housing.

F/2000/2309
Location: 6 Great Lea, Three Mile Cross
The new plans show: parking layout
Case Officer: Emy Circuit
Observations: No comment

F/2000/2661
Location: Weston, Basingstoke Road, Spencers Wood
Proposal: Proposed two storey side extension to dwelling
Case Officer: Andrew Thorley
Observations: No comment

F/2000/2659
Location; Cobwebs, Lambs Lane, Spencers Wood
Proposal; Proposed single storey side and rear extension to dwelling
Case Officer: Natalie Brown
Observations; No comment

Adjoining parish Consultation
TL/2000/2518
Location: Transco Compound, Lower Earley Way, Shinfield
Proposal: Proposed erection of 15-metre telecommunications tower with antennae, transmission dishes, equipment cabinets and fenced compound
No comment; No comment

F/2000/2283
Location: 84 Oatlands Road, Shinfield
The new plans show: Plot 1 set back
Case Officer: Elaine Connor
Observations: No comment

F/2000/2726
Location: 3 Askew drive, Spencers Wood
Proposal; Proposed two storey side extension to dwelling
Case Officer; Andrew Thorley
Observations: No comment

TO: **DEVELOPMENT CONTROL**
Angela Odell

FROM: Environmental Design

DATE: 1 November 2000

Location:	University of Reading Horticultural Station, Cutbush Lane, Shinfield, Reading
Proposal:	Outline application for the proposed erection of 24 dwellings (Duplicate Application)
Application Number:	O/2000/2527

In response to your consultation dated 19 October 2000 for the above application, the landscape comments are as follows:

The site has not been included in the amendments to the Local Plan as a proposed housing site and is therefore still designated as countryside and included within the green gap. Although part of the site has been correctly identified as brownfield land the southern half adjacent to Cutbush Lane is still in agricultural production. I therefore consider that housing development on the site is inappropriate in this instance, as the countryside between the north of Shinfield and the M4 should be retained intact.

Catherine Brimble

Catherine Brimble
Landscape Architect

Wokingham District Council
Planning Application

Town and Country Planning (General Development Procedure) Order 1995 – Notice under Article 8

AND/OR

Planning (Listed Buildings and Conservation Areas) Regulations 1990 and Planning (Listed Buildings and Conservation Areas) Act 1990

Application No: O/2000/2527

Proposal:
Outline application for the proposed erection of 24 dwellings (Duplicate Application).

Location:
University Of Reading Horticultural Station Cutbush Lane Shinfield Reading

This application is being advertised in the Reading Chronicle newspaper on the 26/10/2000 for the following reason(s);

PROPOSAL IS A MAJOR DEVELOPMENT AND IS CONTRARY TO THE DEVELOPMENT PLAN

The application can be inspected at Wokingham District Council's offices during the following times:

PLANNING DEPARTMENT, SHUTE END, WOKINGHAM TEL (0118) 974 6428
8.30 - 5.00 Monday - Thursday & 8.30 - 4.00 Friday

WOODLEY LIBRARY HEADLEY ROAD WOODLEY (9.30am - 7.00pm Mon, Thurs & Fri. 9.30am - 5.00pm Tues, 9.30am - 1.00pm Saturday. closed all day Wednesday)

Comments should be sent in writing QUOTING THE APPLICATION NUMBER to the Case Officer Angela Odell P.O. Box 157 Council Offices, Shute End, Wokingham, Berkshire, RG40 1WR to arrive before **16/11/2000**. Written comments submitted will become available for public inspection.

In view of the very large number of planning applications and letters of comment received, it will not be possible for an individual reply to observations made. However any comments will be taken into account when the application is determined and you will be notified of the decision.

Date: 26/10/2000

Received by Wokingham District Council

Application No: O/2000/2527

Proposal:
Outline application for the proposed erection of 24 dwellings (Duplicate Application).

Location:
University Of Reading Horticultural Station, Cutbush Lane, Shinfield, Reading.

The application is available for inspection at Wokingham District Council's offices during the following times:

PLANNING DEPARTMENT, SHUTE END, WOKINGHAM TEL (0118) 974 6428
8.30 - 5.00 Monday - Thursday & 8.30 - 4.00 Friday

WOODLEY LIBRARY HEADLEY ROAD WOODLEY (9.30am - 7.00pm Mon, Thurs & Fri. 9.30am - 5.00pm Tues, 9.30am - 1.00pm Saturday. closed all day Wednesday). If you intend to view this application at Woodley Library (see details above) please allow 4 days from the date of this notice for delivery of plans.

Comments should be sent in writing QUOTING THE APPLICATION NUMBER to the Case Officer Angela Odell P.O. Box 157 Council Offices, Shute End, Wokingham Berkshire, RG40 1WR to arrive on or before 12/11/2000. Written comments submitted will become available for public inspection.

In view of the very large number of planning applications and letters of comment received, it will not normally be possible for an individual reply to observations made. However any comments will be taken into account when the application is determined and you will be notified of the decision.

Head Planning and Transportation

19 October 2000

AG

1792

I have today displayed the site notice(s) in a prominent position on the land/ buildings to which the application number 01/2000/1252 relates.

Address of site HORTICULTURAL STATION, CUTBUSH LANE,

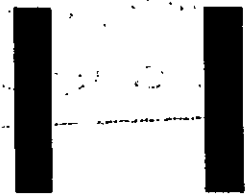
SHINFIELD, READING, BERKSHIRE

Signed

Date 26-10-00

Postage will be paid by licensee

Do not affix Postage Stamps if posted in Gt. Britian, Channel Islands, N Ireland or the Isle of Man



Business reply service
License no. RG147

Planning Services
Environmental Services Department
Wokingham District Council
Council Offices
Shute End
Wokingham
Berkshire RG40 1BR

1.

WOKINGHAM D.C. DEVELOPMENT CONTROL

Start date:	04 OCT 2000
Officer: AO	Application No. 0 | 2000 | 2527

Map No. 72 Site 1.10

Easting: ..... Flood Pln .....

Northing: ..... Mineral .....

Level: ☑ Sub Committee ☐ Delegated ☐ Sec. State

☐ Incorrect Fee ☐ Invalid ☐ PD

Description: (a) Outline application for the proposed erection of 24 dwellings (Duplicate application)

Location: Land at Horticultural Station Cutbush Lane

Parish: Shinfield Ward: .....

Applicant: University of Reading

Fee (16) Received 1,900.00 Required ..... Additional ..... Refund .....

Enforcement Section to be notified ☐ tick if required

Additional information required for validation

		Reason	Requested	Received
1	1:2500 OS location plan showing property edged in blue/red			
2	1:500 block plan showing existing & proposed dev. + adj. Properties			
3	Forms unsigned	Q 10 – matters for approval?		
4	Correct S 66 certificate			
5	Elevation plans			
6	Floor plans			
7	Metric scale disclaimer			
8	Encroachment letter			
9	Miscellaneous			

APPLN NO. _____

ACTION REQUIRED BY DEVELOPMENT CONTROL

Conservation Area .....

Listed Building 1 2 2*

Advertisement Required Major Development
Contrary to Development Plan

Date Site Notice Sent 19.10.2000 Parish Council Informed - YES / NO

INTERNAL CONSULTATIONS

Building Control .....
Landscape ✓
Trees ✓
Conservation Officer .....
Environmental Health ✓
Housing .....
Leisure & Cultural services .....
Public Rights of Way .....
Property .....
District Secretary (only if called in by SOS) .....
Policy & Plans ✓
Strategic Planning (JSPU) .....
Minerals (BABTIE) .....
Archaeological Site (BABTIE) ✓
Education ✓
Social Services .....
Highways .....

EXTERNAL CONSULTATIONS

Adjacent D P A .....
Adjacent Parish .....
Southern Electricity Board .....
British Gas .....
PSA Oil Pipeline .....
Transco .....
Environment Agency ✓
Thames water ✓
Rail Track .....
Police Arch. Liaison Officer .....

HERITAGE BODIES

The Georgian Group .....
Ancient Monuments Society .....
Council for British Arch. .....
RCHME .....
Telecommunications (NRPB) .....
Sport England .....

OTHERS: (Rural Area)

- Andy Glencross, Dilton Pastures (re Ecology) ✓
- CPRE ✓

NEIGHBOURS:

2 x S/N +
Oak House, 114 Cutbush Lane, Shinfield
14, 18, 42, 46a, 62 Cutbush Lane, Shinfield
Flat 19, Liberty of Earley House, Strand way, Lower Earley
Dr. J. Selman, IFIS, Lane End House, Shinfield
77 Oatlands Road, Shinfield ✓
7 Rosecroft Way, Shinfield
36-62 (evens), 46a, 60a Cutbush Lane
1, 3, 5, Kendall Avenue
75, 77, 80a, 82 Oatlands Road

SUPPORTING STATEMENT

04.OCT.2000* 2527

APPLICANT: UNIVERSITY OF READING

PROPERTY: LAND AT THE HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD, READING, BERKSHIRE

PROPOSAL: ERECTION OF 30 DWELLINGS

BACKGROUND

The application site forms part of the University's Horticultural Station which has been redundant and out of use for over 10 years.

The Horticultural Station before its use ceased was used inter alia for research and teaching purposes.

Located on the site are the following buildings:-

- Disused greenhouse – approx 1,770 m² (approx 19,000 sq.ft).
- Packing shed – approx 110 m² (approx 1,200 sq.ft).

PLANNING CONTEXT

The major part of the Horticultural Station to the west together with Lane End Farm further to the west was the subject of a planning appeal and Inspector's decision dated 21st January 2000 (copy attached for ease of reference). The appeal was allowed for 118 dwellings and the policy issues were considered and set out in that decision.

Since the date of that decision, the final version of PPG3 has been published. That guidance emphasised the desirability of reuse of previously used or brownfield land and established a density range with a minimum of 30 dwellings per hectare net.

The proposed development that is the subject of these applications complies with Government policy and is in accordance with the Development Plan – in particular Policy LS3 of the Loddon Area Local Plan and draft Policy WRE3 of the Emerging Districtwide Local Plan that is now approaching the end of the Public Inquiry stage. Both policies were considered to be relevant by the Inspector in his decision dated 21st January 2000 in respect of adjoining land.

AFFORDABLE HOUSING

The application site could contribute 6 dwellings to the District's affordable housing requirement (i.e. 20%).

Affordable housing would be achieved by means of a Section 106 Obligation.

ACCESS

The main access to the adjoining Horticultural Station/Lane End Farm site will be taken from Cutbush Lane and it would be sensible for access to this application site to be taken via the adjoining Horticultural Station/Lane End Farm site or separately from Cutbush Lane, or a combination of both including possibly direct frontage access on to Cutbush Lane from a number of houses along the Cutbush Lane frontage. Cutbush Lane is a cul-de-sac.

TRANSPORTATION AND OTHER INFRASTRUCTURE

The University will undertake by way of a Section 106 Obligation either to provide or contribute towards such infrastructure provision as is reasonable required by and arising from the proposed development that is the subject of this application.

SUMMARY

The proposed development that is the subject of this application is in accordance with both national policy/guidance and development plan policies.

JHS/HM/18477
2nd October 2000

04.OCT.2000 2627

Appeal Decision

The Planning Inspectorate
Tollgate House,
Houlton Street
Bristol BS2 9DJ
☎ 0117 987 8927

inquiry commenced on Tuesday, November 29, 1999

by K E B Holland BA (Hons) DipTP MRTPI ARICS

an Inspector appointed by the Secretary of State for the Environment, Transport and the Regions

21 JAN 2000

Appeal : T/APP/X0360/A/99/1026621/P4

- The appeal is made under Section 78 of the Town and Country Planning Act 1990 against a failure to determine within the prescribed period an application for planning permission.
- The appeal is brought by University of Reading against Wokingham District Council.
- The site is located at Hollow Lane/Cutbush Lane, Shinfield
- The application (ref: 99/69109/O), is dated 5 February 1999
- The development proposed is the erection of 118 dwellings (29 x two-bedroom; 66 x three-bedroom and 23 x four-bedroom).

Decision: The appeal is allowed and planning permission granted subject to conditions set out in the attached schedule.

Procedural matters

1. Although the application refers to a specific number of dwellings and the size of the dwellings, only means of access is not reserved for subsequent approval.

2. The Council has resolved that had an appeal not been lodged on non-determination grounds the application would have been refused for the following reasons.

   a) It would be premature for planning permission to be granted in advance of the local plan inquiry which is due to consider proposed housing sites in 2000, with the Inspector's report due in mid-2001, as the purpose of the local plan inquiry is to consider the merits of alternative housing sites. This is particularly important in this case as objections have been made to the proposed designation of this site for residential purposes in the local plan.

   b) The proposed density of housing is significantly below that in the proposed local plan designation; as such, the proposal fails to make optimum use of the site, and an adequate contribution to housing needs.

   c) The proposal does not adequately address service, amenity and infrastructure requirements as set out in Supplementary Planning Guidance A9 adopted by the Local Planning Authority. As such, the proposal does not meet the requirements of Policy LD6 of the Berkshire Structure Plan, Policy LPS1 of the Loddon Area Local Plan and Policies WOS4, WH7 and WR7 of the Wokingham District Local Plan (Deposit Draft) as amended.

3. The inquiry commenced on 30 November 1999 and was completed on 2 December 1999.

4. At the inquiry an application was made on behalf of the University of Reading for a full award of costs against the Wokingham Borough Council. This is the subject of a separate decision.

5. A Unilateral Undertaking and a Supplemental Deed has been submitted.

Policy background

6. The development plan for the area comprises the Berkshire Structure Plan 1991 – 2006 (SP) and the Loddon Area Local Plan (LP) adopted in 1995. Under the terms of policy H2 the SP requires the provision of 7,750 dwellings in the District between 1991 and 2006. Policy C2 of the SP seeks to protect the countryside outside built-up areas and settlements and policy C5 aims to maintain the rural character of the countryside adjoining built-up areas. These policy requirements are reflected in policy LTV2 of the LP while policy LTV4 aims to retain and strengthen natural boundary features around settlements. SP policy C6 and LP policy LC1 seek to maintain a clear separation between settlements. The appeal site is outside the identified settlement boundary of Shinfield on the LP and is shown as part of a wide area of countryside that is subject to policy LC1. However, there is also a specific policy in the LP that deals with university and research institute land at Shinfield. This policy, LS3, states that where research establishments are no longer required, a change of use of land and buildings to residential, educational, health and community uses will generally be acceptable subject to the provisions of other policies in the LP.

7. The Wokingham District Local Plan is the emerging local plan (ELP) that will have district-wide coverage. Chapter 6 and policy WSM1 of the ELP deals with the question of a new settlement of up to 2,500 dwellings south of the M4 motorway. The origin of this requirement is policy H3 of the SP that requires between 2,000 and 2,500 of the total dwellings for Wokingham for the period 1991 – 2006 to be provided in the area in Wokingham District south of the M4 motorway at Reading. The reason for policy H3 is to provide for the needs of the Reading area that cannot be met within Reading Borough. The question of the local plan treatment of the requirement arising from SP policy H3 was considered in Part 1 of the local plan inquiry. This part has been completed and the Inspector's report is anticipated in mid 2000. The inquiry into the other elements of the ELP is due to start in February 2000. The intention is to deal with housing matters, other than the new settlement issue, at the end of the inquiry by which time the report on Part 1 should be available.

8. In response to the need for up to 2,500 dwellings to meet the requirement of SP policy H3, three planning applications have been made. The University of Reading has made one of these applications for 2,500 dwellings on land that includes the appeal site. In the application the appeal site is allocated not for housing but for other uses including employment and a park and ride proposal. Two alternative applications by others have been made at Spencers Wood and Grazeley. The three applications have been recovered for determination by the Secretary of State and the inquiry into these proposals was linked to Part 1 of the local plan inquiry. The Council favours the proposal at Grazeley and has reflected this preference in policy WSM1 in the ELP which provides for 1,850 dwellings at Grazeley in the period up to 2006. The Council accepts that for practical reasons 2,500 dwellings cannot realistically be expected to be built at Grazeley by 2006 and hence the figure of 1,850 in policy WSM1. To make up the shortfall provision is made in the ELP for 867 dwellings between 1996 and 2006 on a number of smaller sites identified in Policy WH2. The appeal site is included in this list as site SH37 with an assumed capacity of 142 dwellings.

9. The ELP also contains policy WOS4 that states that permission will not be given, where development gives rise to the need for the provision of services, until the council is satisfied that an appropriate level of infrastructure, services and amenities will be provided. The

policy states that these requirements must be directly related to, and a consequence of, the development. Guidance is given to developers in the form of Supplementary Planning Guidance A9 (SPG) that refers to various services and facilities including education provision, libraries and transport. The inquiry was told that the SPG has not been subject to a public consultation exercise. In relation to affordable housing, policy WH7 seeks the provision of up to 25% affordable housing in developments of over 40 dwellings. Policy WR7 seeks the provision of a minimum of 4.3hectares of public open space per thousand population. The space should be of a size, shape and location suitable for recreational use.

10. In relation to research establishments, policy LS3 of the LP is carried forward as policy WRE3 of the ELP. The adopted policy deals with new uses for research establishments outside settlements and the explanatory text refers to the agricultural research units owned by the University of Reading outside Shinfield. Amendments in the emerging policy include reference to Shinfield in the policy heading, the phrase "redevelopment of land" and the substitution of "be encouraged" for "acceptable". The first sentence of the proposed policy reads "where existing research establishments outside settlements are no longer required, a change of use or redevelopment of land and buildings to educational, residential, health or community uses will generally be encouraged". As is the case with the adopted policy, this encouragement is qualified by reference to other policies in the plan and several specific criteria.

The main issues

11. The main issues in this appeal are first, whether the proposal complies with the development plan policies and, if so, whether prematurity or other material considerations outweigh this compliance. Second, whether the density of the development is acceptable and third, whether the proposal includes adequate infrastructure having regard to the scale of the scheme.

Inspector's reasons

Development plan and the emerging local plan

12. In my view the starting point is the development plan and, in particular, policy LS3 that is specifically applicable to the appeal site. On behalf of objectors, Mr Huntley argued that while this policy is relevant it does not weigh in favour of the appeal to any significant degree. This opinion is based on the provisos in the policy and on the argument that the policy may not apply to the appeal site because it is not the only university research establishment in Shinfield. I do not accept that it is unclear whether the policy applies to this site. The explanatory text explicitly refers to glasshouses. At an appeal in 1989, when arguing in favour of development on part of the appeal site on the basis of emerging policy LS3, Mr Huntley pointed out that the appeal site is the only example of a university research use in Shinfield with substantial glasshouses. At the inquiry the Council agreed that the policy does apply to this site. Moreover, in the ELP the suggested amended wording, through the inclusion of the phrase "redevelopment of land", seems to me to clarify the situation in the appellant's favour. I am satisfied that development plan policy LS3 is directly applicable to this appeal.

13. Turning to the qualifications in the policy, general reference is made to the need to have regard to other policies in the LP and more specific reference is made to the need to contain development, improve the appearance of the site and have regard to the amenity of the area. Given that there is a specific policy for this site, the conventional policies restricting

development in rural areas cannot be applied in an unqualified way. For this reason the fact that the site is outside the settlement boundary does not, in my view, count heavily against the development. Rather, I consider that the matter needs to be considered in the light of the present character and appearance of the site and how the proposal would relate to the specific criteria in the policy. It is also relevant to bear in mind that the Council has carried out a detailed environmental appraisal of a large number of possible housing sites and has concluded that the appeal site is one of the least inappropriate sites for development during the period of the ELP.

14. The appeal site extends to some 5.77 hectares and is occupied by a range of buildings and structures. Adjacent to the appeal site Lane End Farmhouse is a substantial traditional red brick house with a tiled roof. It is a listed building that dates from the 16th century but has been extensively altered and extended. On the appeal site there is a range of red brick agricultural-style outbuildings that were clearly at some stage associated with the farmhouse. These are currently commercially occupied, principally by an antiques dealer. Other buildings, mostly unoccupied, are spread around the appeal site. These are utilitarian structures constructed from a variety of materials including timber, brick, concrete blocks, corrugated iron and asbestos sheeting. Many of these buildings are now in a poor state of repair and the site has a generally untidy appearance. A motorcycle dealer including a workshop and sales office occupies one of the utilitarian buildings. There are relatively extensive areas of concrete hardstanding and a number of glasshouses, five of which are very substantial. In total the buildings extend to about 5,400 square metres and the glasshouses to about 10,300 square metres.

15. Although a number of the structures on the site, particularly the glasshouses, have agricultural connotations I do not consider that the site has an agricultural character. Given the scale of building on the site, its overall appearance and the obvious commercial activity that is readily visible, the site can reasonably be described as a "brownfield" site. This is consistent with the view taken by the Council's officers in the appraisal of possible housing sites reported to committee in July 1998. The development would, in my opinion, have the benefit of removing existing unattractive buildings and structures from the site and it would not extend beyond the existing "brownfield" site. I acknowledge that the proposal would involve the removal of a substantial section of hedge along Cutbush Lane and that this would be detrimental to the appearance of this section of the Lane. However, the illustrative layout demonstrates that it would be feasible to retain the significant groups of trees on the site, including those close to Cutbush Lane. Also there would be considerable scope for replanting and/or re-positioning hedgerows after the proposed road widening and provision of visibility splays. Within a relatively short time therefore I believe that the detrimental impact could be countered.

16. In the wider context both the Council and Mr Huntley sought to argue that the proposal would conflict with SP policy C6 and LP policy LC1 because it would reduce the gap between Reading and Shinfield. In the case of the Council this seems to me to be inconsistent with LP policy LS3 and emerging policy WRE3. As far as Mr Huntley is concerned, I note that in the 1989 appeal he contended that the site, because of the extensive buildings on it and adjacent land, would be perceived as part of the built up area of Shinfield. At that stage he argued that the M4 motorway and the land on either side of it ensure the physical separation. I agree and believe that assessment remains valid. I do not believe that the aims of policies C6 and LC1 would be compromised by the scheme.

17. I conclude that the scheme would meet the requirements of the LP policy LS3 and the advice in Planning Policy Guidance: Housing (PPG3) regarding development related to settlements in rural areas.

Material considerations

18. I come now to consider whether there are any material considerations that indicate that the conformity with development plan policy LS3 should not form the basis for allowing this appeal. The Council's principal argument against the proposal, based on prematurity, falls within this category. In relation to prematurity the Council has altered its stance. In June 1998 the Environmental Services Committee considered a report recommending that in order to meet a shortfall in housing land, sites identified in policy WH2 of the ELP that did not have permission, should be released as soon as possible. Another recommendation was to confirm the principle that to further help the shortfall, any priority sites to be identified at a later meeting should, in addition, be released as soon as possible. At the later meeting referred to, held in July 1998, the appeal site was identified and accepted by the Council as a priority site. The reason for the early release of the priority sites is carefully explained in the report and it is clear that the question of the five-year supply of housing land was critical. The early release recommended represented the action that the Council was recommended to take in the light of the advice in paragraphs 49 and 53 of PPG3. Regretfully, the minutes of the meeting are far from clear and record that the "the site at Lane End Farm, Cutbush Lane, Shinfield, (SH37) be released for inclusion in the Wokingham District Local Plan Deposit Draft". The Council's contention at the inquiry was that at the July committee meeting the officer's recommendation was rejected and the decision was taken to release the appeal site, not so as to be available to meet the five year housing requirement, but only for inclusion in the ELP.

19. Apparently this was not appreciated by the officers who, in September 1998, took a further report to the same committee, again referring to the need to consider how to achieve a five-year supply of housing land. The report deals with four sites, one of which was the appeal site. It draws a distinction between the appeal site and the other three sites in that it follows up a resolution from the July committee that "the other three sites be not released at this stage but that they be re-evaluated in the light of the criteria and the concerns raised". The report includes a consultation document that was sent to parish councils and other interested parties after the July committee meeting. The leaflet spelt out in unequivocal terms that the appeal site was to be distinguished from the other three sites and would be the only one subject to early release. It is specifically stated that this meant "ahead of the local plan process" and the leaflet again refers to the need to improve the Council's five-year housing land supply position. A table accompanying the report confuses the position as it is headed "Sites Identified to make-up the Shortfall in the 5-year Housing Land Supply" but in it the status of the appeal site is described as "agreed for inclusion in WDLPDD (ELP) at E.S. Committee 20/07/98".

20. At the inquiry the Council claimed that the officers had prepared the September report and the consultation leaflet on the basis of an incorrect understanding of the decision taken in July. The officers responsible had not appreciated that the committee did not in fact want to see the release of the appeal site ahead of the local plan process. Surprisingly, the minutes of the September committee meeting make no reference to this apparent misunderstanding. In addition the minutes are unhelpful in that it is difficult to tell whether or not the appeal site is caught by the embargo that the Council is apparently seeking to place on the release of all sites ahead of the local plan inquiry.

21. Whatever the position may be, one matter is clear. The appeal site has been included on the supply side of the Council's latest five-year housing land availability figures. This implies that the Council regards the site as free of legal or other constraints that are likely to prevent its development within the five-year period. In the light of this, the position taken by the Council regarding prematurity is untenable. If the site is to be subject to a comparative analysis at the local plan inquiry, in competition with over 120 other sites, whether or not it will be developed must be uncertain. This uncertainty represents a constraint and in these circumstances the Council should not, in my view, rely on the site as one that will contribute to the District's five-year land supply. As the Council do rely on the site it cannot also reasonably seek to argue that the site may not be accepted for development because other sites may be preferable. Even with the site included there is a less than five-year supply of land. The Council's April 1999 figures are that the supply is just over 4.5 years.

22. In relation to the emerging local plan I have also given consideration to the scale of the proposal. The advice in Planning Policy Guidance: General Policy and Principles (PPG1) is that normally planning applications should be considered in the light of current policies unless individually or cumulatively the scale of development would prejudice the outcome of the development plan process. In terms of the remaining SP housing requirement to 2006, the scheme represents some 3% of the total. I do not regard this as large enough to constitute a danger to the overall strategy.

23. As regards the first main issue, I conclude that the scheme would comply with the requirements of the development plan. There is no indication that the polices in the emerging local plan relevant to the site will be fundamentally different to the adopted policies and, in any event, the scale of the scheme is not large enough to threaten the overall strategy. The fact that the site is part of the Council's five-year land supply counts in favour of the scheme. There are no material considerations of sufficient weight to outweigh the presumption in favour of the proposal that flows from its compliance with the development plan.

24. On behalf of objectors it was argued that even if the appeal is allowed, development would not start until close to the time that the Inspector's report into the Part 2 local plan inquiry is available. This is because the appellant will not implement this scheme before knowing the Secretary of States decision on the larger proposal for 2,500 dwellings and that decision will probably roughly coincide with the Part 2 report. In these circumstances it was contended that no advantage would be gained in terms of housing land availability by allowing this appeal now and that the appeal site should properly be subject to a comparative analysis. I do not accept that point because it ignores the fact that the appeal site has the benefit of being subject to a specific policy in the development plan that favours its development. Also land availability considerations extend to 5 years, which is well beyond the anticipated time scale of the Secretary of State's decision.

Density

25. For the purposes of the five-year housing land supply calculations the Council assumes that the site can accommodate 142 dwellings. This is calculated on the basis of applying a density factor to the site area. Originally the Council considered that the site could accommodate 105 dwellings but this figure was increased having regard to the need to increase the supply of housing land. The Council has also referred to the advice in the draft PPG3 regarding density. The draft PPG3 carries relatively little weight at this stage and although I appreciate the need to make optimum use of housing land, the Council has not

carried out any detailed appraisal of the capacity of the site. On the other hand the appellant has undertaken such an appraisal. This takes the form of a comprehensive illustrative site layout. Taking into account the Council's open space requirements, the desirability of retaining existing groups of trees and allowing space for adequate boundary treatment I consider that the density proposed is reasonable.

Infrastructure

26. The Council is seeking the provision of open space to the standard detailed in policy WR7 of the ELP, landscaping to a depth of 20 metres along the northern and eastern boundaries of the site, a contribution towards youth and community service provision (£20,000 over 10 years) and a contribution towards the purchase of two additional items of library stock per person (£5,900). As regards education provision, the October report to the Planning Committee on the application states that a contribution may be required. Only the briefest reference is made to an educational contribution in the evidence presented by Mr Lewis. This contrasts with other infrastructure requirements that are dealt with much more fully. For the appellant Mr Short sought clarification through correspondence and the Council's position is that £172,310 is required for primary education and £175,360 for secondary education. In general terms I note that the Council is basing its demands on SPG. Such guidance does not carry the weight of adopted policies. Further, in this instance the SPG has not been subject to public consultation and this further reduces the weight that I attach to it. In my view demands of this type need full and rigorous justification along the lines of the tests set out in Circular 1/97.

27. The appellant is prepared to meet the Council's requirements regarding open space on the basis of a reasonable application of the Council's current policy. This matter is adequately covered in the Unilateral Undertaking. The Council has not carried out any detailed assessment to justify a request for 20 metre landscape belts along the northern and eastern boundaries. I am not prepared to accept that such an extensive area is reasonable in the absence of a thorough analysis and consider that this matter is best dealt with as part of the site layout. In relation to education, at the inquiry the Council accepted that there is spare capacity in secondary schools serving the area. As regards junior schools, the appellant contended that there is spare capacity in nearby Reading schools because pupils from Reading are using schools local to Shinfield. Consequently, it was argued that it is possible that over time places in local primary schools would become available for local pupils through displacement. The Council was unable to effectively counter this argument. In my judgement the Council failed to provide the sort of rigorous analysis required to justify the demand made for an educational contribution. The same applies to the demands for contributions for library, youth and community services.

28. In relation to access, at the end of the first day of the inquiry the Council raised an objection to the level of contribution proposed in relation to highways and related matters. The appellant is proposing a substantial junction improvement at Cutbush Lane/Hollow Lane, the provision of a foot way/cycle path along part of Cutbush Lane and new bus shelters in the vicinity of the appeal site. In addition, by way of a Supplemental Deed the proposed highway contribution for improvements to the A327/EOPR junction has been increased from £44,835 to £92,592. No highway evidence was called at the inquiry and the deemed reasons for refusal do not refer to highway matters. From the correspondence placed before me, which is relied on by both main parties, I am satisfied that the highway and related matters are adequately and reasonably dealt with by in the Unilateral Undertaking, the Supplemental Deed and the complementary highway conditions that are acceptable to the appellant.

Other matters

29. The Unilateral Undertaking satisfactorily provides for affordable housing in accordance with the requirements of the Council. The illustrative mix of dwellings satisfies the Council and demonstrates that the site can be developed in a way that would allow the emphasis to be placed on the provision of a high percentage of two and three bedroom dwellings.

30. I have taken into account all of the other matters raised in the representations and at the inquiry, including the impact of the scheme on the listed building. The Council do not consider that the proposal would have an adverse impact on the setting of Lane End Farmhouse. Although the layout is illustrative, I consider that it demonstrates that adequate space can be left around the listed building which, as a residential building, will in any event be complemented by the proposed scheme. I do not consider that the loss of the outbuildings would be significant as the contribution made by these buildings to the setting of Lane End Farmhouse has, in my view, already been compromised by the utilitarian buildings that have been erected close to the outbuildings. None of the other matters are of sufficient weight to override my conclusion that this appeal should be allowed.

Conditions

31. I have considered the conditions suggested by the officers when they prepared a report in September 1999 recommending that the proposal be allowed. Bearing in mind the guidance in paragraphs 86 – 88 of Circular 11/95 I do not consider that a condition withdrawing permitted development rights has been justified. The site is close to other residential properties and restrictions on operating hours during construction are appropriate. I do not consider that a condition relating to slab levels is required as this can reasonably be expected to be included in the submission of details of the site layout. A condition requiring the provision and retention of parking is reasonable but I shall simplify the wording used by the Council. I do not consider that conditions relating to operatives vehicles, mud and debris are essential as these matters can be dealt with more effectively under other legislation should the need arise. Boundary treatment should be covered by a condition in the interests of the appearance of the development. I accept the need for an archaeological condition and propose to use the model form. In the interests of pollution control I agree with restrictions on the storage of materials near the drainage ditch.

Conclusions

32. For the reasons given above I conclude that the appeal should, on balance, succeed and I shall exercise the powers transferred to me accordingly.

33. An applicant for any consent, agreement or approval required by a condition of this permission has a statutory right of appeal to the Secretary of State if consent, agreement or approval is refused or granted conditionally, or if the authority fails to give notice of its decision within the prescribed period.

34. This letter does not convey any approval or consent which may be required under any enactment, byelaw, order or regulation other than Section 57 of the Town and Country Planning Act 1990.



Schedule:

Appeal: T/APP/X0360/A/99/1026621/P4

The appeal is allowed and planning permission granted for the erection of 118 dwellings (29 x two-bedroom; 66 x three-bedroom; 23 x four-bedroom) in accordance with the terms of the application No: 99/701990/O dated 5 February 1999, and the plans submitted therewith, subject to the following conditions:

i. Approval of the details of the siting, design and external appearance of the buildings and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the local planning authority in writing before any development is commenced.

ii. Plans and particulars of the reserved matters referred to in condition [i] above, shall be submitted in writing to the local planning authority and shall be carried out as approved.

iii. Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.

iv. The development hereby permitted shall be begun either before the expiration of five years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

v. The developer shall afford access at all reasonable times to any archaeologist nominated by the local planning authority, and shall allow him or her to observe the excavations and record items of interest and finds.

vi. No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected or planted. The boundary treatment shall be completed in accordance with a timetable agreed in writing with the local planning authority. Development shall be carried out in accordance with the approved details.

vii. No dwelling shall be occupied until related parking and/or garaging and turning areas as shown pursuant to condition one has been provided. The parking and turning areas shall not thereafter be used for any purpose other than the parking or turning of vehicles.

viii. No more than 30 dwellings shall be occupied until such time as junction improvements at Cutbush Lane/Hollow Lane and the provision of a shared cycle way/foot way along Cutbush Lane as indicated on TPK drawing number 1106/02C have been constructed to the satisfaction of the local planning authority

ix. No dwelling shall be occupied until one of the proposed residential estate road junctions with Cutbush Lane has been constructed in accordance with details to be submitted to and approved in writing by the local planning authority.

x. During construction no solid matter shall be stored within 10 metres of the banks of the drainage ditch and thereafter no storage of materials shall be permitted in this area.

xi. No construction work of any sort shall take place on the site other than between the hours of 0800 and 1800 Mondays to Fridays and 0800 and 1330 hours on Saturdays and not at any time on Sundays or Bank holidays

T/APP/X3060/A/99/1026621/P4

APPEARANCES

FOR THE APPELLANT

Mr A Anderson QC	instructed by Mr S Dimmock, Clarks Solicitors
He called:	
Mr J Short BSc (Est Man) FRICS	Senior Partner, Haslams, Chartered Surveyors
Mrs M Hankinson BSc(Hons) DipLD FLI	Chairman, Hankinson Duckett Associates

FOR THE LOCAL AUTHORITY

Mr P Miller	of Counsel, instructed by the Solicitor to the Wokingham D. C.
He called:	
Mr S Lewis BA(Hons) DipTP MRTPI	Senior Planning Officer, Wokingham D.C.
Mr R Ford BA(Hons) MRTPI	Senior Planning Officer, Wokingham D.C.

FOR GRAZELEY CONSORTIUM HICKS PERSIMMON, BANNER HOMES AND GLEESON

Mr R Douglas-White	of Counsel, instructed by C.A. Lennon Associates
He called:	
Mr R Huntley BSc DipTP MRTPI	Senior Associate, C. A. Lennon Associates
Mr J Eardley BA BLA FLI	Principal, Eardley Landscape Associates

DOCUMENTS

Document 1	List of persons present at the inquiry
Document 2	Letter of notification and circulation list
Document 3	Representations received in response to notification
Document 4	Erratum sheet submitted by Mr Short
Document 5	Correspondence regarding infrastructure requirements
Document 6	Minutes – Environmental Services Committee 20/7/98
Document 7	Correspondence regarding 20/7/98 Environmental Services Committee decision

Document 8	Position Statement – Development proposals at Shinfield
Document 9	Shinfield Village – Development Brief
Document 10	Assessment of hedgerow loss agreed by Mrs Hankinson and Mr Eardley
Document 11	Planning Guideline A9 Wokingham D.C. November 1999
Document 12	Correspondence regarding highway contribution and related matters
Document 13	Residential sites within SP "Area of Search" submitted by Mr Huntley
Document 14	Copy of evidence submitted by Mr Huntley – 1989 appeal by Rochford Homes Ltd.
Document 15	Additional highway conditions suggested by the Council
Document 16	Wokingham D.C. response to CRAG
Document 17	Unilateral Undertaking dated 30 November 1999
Document 18	Supplemental Deed dated 2 December 1999
Document 19	Berkshire Structure Plan 1991 – 2006
Document 20	Appendices to Mr Short's evidence (two volumes)
Document 21	Appendices to Mrs Hankinson's rebuttal evidence
Document 22	Appendices to evidence by Mr Lewis and Mr Frost
Document 23	Appendices to Mr Huntley's evidence
Document 24	Illustrations to Mr Eardley's evidence
PLANS	
Plans 1 –2	Application plans JHS/16292 and 1299/2C (latter showing access detail)
Plan 3	Illustrative site layout
Plan 4	Plan showing building heights submitted by Mrs Hankinson
AERIAL PHOTOGRAPHS	
Photograph 1	HDA 17 Existing situation submitted by Mrs Hankinson
Photograph 2	HAD 17 B Proposed structural planting for major development site.

The Planning Inspectorate
Tollgate House,
Houlton Street
Bristol BS2 9DJ
☎ 0117 987 8927

Costs Decision

inquiry commenced on Tuesday 30 November 1999

by K E B Holland BA (Hons) DipTP MRTPI ARICS

an Inspector appointed by the Secretary of State for the Environment, Transport and the Regions

21 JAN 2000

Application : T/APP/X0360/A/99/1026621/P4

- The application is made under the Town and Country Planning Act 1990, Section 78 and the Local Government Act 1972, Section 250(5)
- The application is made for a full award of costs by the University of Reading against Wokingham District Council.
- The site is located at Cutbush Lane/Hollow Lane, Shinfield.
- The inquiry was in connection with an appeal against the failure to determine an application for planning permission for the erection of 118 dwellings.

Decision: The application is allowed in the terms set out in the attached Schedule.

The case for the University of Reading

1. In support of the application reference was made to paragraphs 1, 5, 6 and 7 of Annex 1 and paragraphs 7 and 12 of Annex 3 to Circular 8/93. The Council acted unreasonably and as a consequence the University of Reading was forced to undertake an appeal that should not have been necessary. On four counts the Council's approach was unreasonable.

2. First, the true construction of the committee minute of 20 July 1998 is that the site should be released for development ahead of the local plan process. The Council failed to take this into account. The density and infrastructure considerations are not substantial enough to justify an appeal by way of inquiry. These matters could have been resolved through negotiation had the Council placed the proper construction on the committee minute.

3. Second, if the committee decision was as the Council now claims, it acted unreasonably by failing to clarify the position. After the July meeting a public consultation leaflet was sent out specifically confirming that the appeal site would be released ahead of the local plan process. If this was incorrect, a report making the position clear and correcting the situation was not published nor was any other action taken to clarify the position. No attempt was made to inform the University of Reading that they had mis-interpreted the July committee minute even after the application had been submitted. It was unreasonable for the Council to decide to place an embargo on the release of all sites without taking into account the implications for the housing land availability situation.

4. Third, the Council failed to examine the application in the light of the development plan. Had it done so, it would have been clear that the proposal accords with the development plan. No evidence was brought to the inquiry regarding the relevant policies and there are no other material circumstances that can be relied upon to indicate that the development plan policies should not be followed.

5. Fourth, the Council failed to bring substantial evidence showing how granting permission in this instance would prejudice the development plan process. The Council's view that the

best place to consider the matter is the local plan inquiry falls well short of the requirements relating to prematurity detailed in Planning Policy Guidance 1.

The case for Wokingham District Council

6. There is no causal link between the actions of the Council and the bringing of the appeal. The documentation makes it clear what the Council's decision was in July 1998. The language of the documentation talks of "inclusion" in the emerging plan. The minutes provide information regarding the opposition to allowing development on any of the sites under consideration. Against this background it is clearly unlikely that the site was to be treated differently to others under consideration. In the table accompanying the September 1998 report there is reference to "inclusion" in Wokingham District Local Plan Deposit Draft. It is obvious from the documentation that the Environmental Services Committee did not accept the recommendation by the officers.

7. In correspondence Mr Short sought clarification regarding the precise site under consideration and whether the site had been released as a priority site for 105 dwellings. These matters were confirmed by the Council without any reference to release ahead of the local plan process. The appellant's agent was not misinformed or misled.

8. Prematurity is a consideration that has to be taken into account. The application is premature and thus the Council was correct in its application of planning policy.

9. It is clear from the evidence that other alternative sites may come forward. The correct forum for considering the matter is at the local plan inquiry where a comparative analysis can be carried out. Allowing the proposal will prejudice that analysis.

Inspector's reasoning

10. I have dealt with this application for costs in accordance with Circular 8/93. This advises that, irrespective of the outcome of the appeal, costs may only be awarded against a party who have behaved unreasonably and thereby caused another party to incur or waste expenditure unnecessarily.

11. In my view the minutes of the July 1998 Environmental Services Committee are not clear. Under cross-examination Mr Ford agreed that the use of the word "release" was confusing and that the minutes were open to varying interpretations. Taking into account the lack of clarity in the minutes and in the light of the background to this matter, particularly the emphasis in reports to the Environment Services Committee on the need to release sites to avoid problems at appeal in relation to the supply of housing land, I consider that Mr Short's interpretation was entirely understandable. The Council might reasonably have been expected to clarify the matter at the September meeting, particularly as a misleading public consultation document had been sent out in the interim. However, the situation was apparently not clarified at the meeting and the minutes do not record that the report to the September committee and the consultation document were based on a misinterpretation by the officers of the July 1998 decision of the committee.

12. Furthermore, I consider that the minutes of the September meeting and the report to the committee further confuses the situation regarding the release of the appeal site. I accept that a table in the report refers to the "inclusion of the site in WDLPDD". However, the heading to the table relates to the five-year land supply. I accept the appellant's contention that the site cannot be considered genuinely available to meet the five-year target if it is

subject to the constraint of having to be tested against over 120 other sites in the local plan process. In my view it is unreasonable for the Council to regard the site as falling under the embargo agreed at the September 1998 committee and yet also available to help meet the five-year land supply target.

13. I agree with the appellant that in the absence of clarification it was reasonable for the university to conclude that the site had been released for development ahead of the local plan process and to base its appeal on this assumption. If the assumption was wrong it would have been helpful for the Council to point this out at an early stage before expenditure in relation to the appeal was incurred. The Council took no such action.

14. In relation to the question of the release of the site I consider that the actions of the Council have been confusing, unhelpful and unreasonable.

15. I turn now to the application of the development plan policies. The proposal was not assessed against policy LS3 in the adopted local plan or policy WRE3 in the emerging local plan in either the report of the application to the Development Control Sub-Committee in October 1999 or in the Council's evidence to the inquiry. Under cross-examination Mr Lewis agreed that policy LS3 is relevant to the proposal. I not only concur with this view; I regard policy LS3 as the most directly relevant policy and therefore the starting point for any assessment of the proposal. The failure of the Council to consider this critical element of the development plan was unreasonable having regard to the advice in paragraphs 7 and 8 of Annex 3 to Circular 8/93.

16. I accept that the density and infrastructure considerations could have been resolved and at the inquiry the Council confirmed that its main concern related to the question of prematurity. I judge that if adequate consideration had been given to the development plan policies this appeal should not have been necessary.

17. Finally, I consider that the Council took insufficient account of the advice in Planning Policy Guidance 1 regarding the circumstances under which development may be considered as premature. Critically, there is little evidence of adequate consideration having been given to whether or not the scale of the development would be so substantial that it would prejudice decisions that should properly be taken in the local plan. Although this matter was briefly referred to in the evidence that Mr Lewis gave, no analysis of the scheme in these terms was included.

Conclusions

18. I find that unreasonable behaviour, as described in Circular 8/93, has been demonstrated and I therefore conclude that an award of full costs is justified. I shall exercise the powers transferred to me accordingly.

K A Ellam.

Schedule:

Application : T/APP/X0360/A/99/1026621/P4

In exercise of my powers under Section 250(5) of the Local Government Act 1972 and paragraph 6(4) of Schedule 6 to the Town and Country Planning Act 1990, and all other powers enabling me in that behalf, I HEREBY ORDER that Wokingham District Council shall pay to the University of Reading, the costs of the proceedings of this inquiry, such costs to be taxed in default of agreement as to the amount thereof. The subject of the proceedings was an appeal under Section 78 of the Town and Country Planning Act 1990 against the failure to determine an application for planning permission for the erection of 118 dwellings on land at Cutbush Lane/Hollow Lane Shinfield.

You are now invited to submit to Wokingham District Council, to whom a copy of this decision has been sent, details of those costs with a view to reaching agreement as to the amount thereof.

1789/a

SECTION 66 CERTIFICATE

Application No.

04.OCT.2000* 2527

Please fill in both Certificate A, B, C or D and the Agricultural Holdings Certificate. Delete sections not relevant.

(a) "Owner" means a person having a freehold interest or leasehold interest the unexpired term of which is not less than 7 years.

CERTIFICATE A

I certify that:

at the beginning of the period of 21 days ending with the date of the accompanying application, nobody, except the applicant, was the owner of (a) of any part of the land to which the application relates.

OR

CERTIFICATE B

I certify that:

I have/The applicant has* given the required notice to everyone else who, at the beginning of the period of 21 days ending with the date of the accompanying application was the owner (a) of any part of the land to which the application relates, as listed below.

Owner's(a) name	Address at which notice was served	Date on which notice was served

+ See Note (a) to Certificate A

OR

CERTIFICATE C

I certify that

- I/The applicant* cannot issued a certificate in accordance with either paragraph (a) or paragraph (b) of Section 66(1) of the Act in respect of the accompanying application.

- I have/The applicant has* given the required notice to the persons specified below, being persons who at the beginning of the period of 21 days ending with the date of the application were owners (a) of any part of the land to which the application relates.

Owner's(a) name	Address at which notice was served	Date on which notice was served

(b) Insert description of steps taken.

- I have/The applicant has* taken all reasonable steps open to me/him/her* to find out the names and addresses of the other owners (a) of the land, or of a part of it, but have/has* been unable to do so. These steps were as follows:

  (b) .....

  .....

(c) Name of local newspaper circulating in the area where the land is situated.

(d) Date of publication (which must be not earlier than the beginning of the period of 21 days ending with the date of the application).

- Notice of the application as attached to this Certificate, has been published in

  the (c) .....

  on (d) .....

1789/b

CERTIFICATE D

I certify that

● I/The applicant cannot issue a certificate in accordance with paragraph (a) of Section 66 of the Act in respect of the accompanying application.

OR

● I/The applicant have/has taken all reasonable steps open to me/him/her to find out the names and addresses of everyone else who, at the beginning of the period of 21 days beginning with the date of application was the owner (a) of any part of the land to which the application relates, but have/has been unable to do so. These steps were as follows:

(b) . . . . . .

. . . . . .

(b) Insert description of steps taken

(c) Insert name of local newspaper circulating in the area where the land is situated.

(d) Insert date of publication (which must not be earlier than the beginning of the period of 21 days ending with the date of the application).

● Notice of the application as attached to this Certificate, has been published in the (c) . . . . . .

on (d) . . . . . ●

ALL APPLICANTS MUST COMPLETE THIS SECTION

If any of the site is part of an area of land which is let or there is an agreement to let the land for agricultural purposes to a tenant, it may be an agricultural holding. Further advice may be obtained from the Department.

Agricultural Holdings Certificate

One or other section must be crossed through as not applicable.

If the applicant is the sole agricultural tenant he or she must delete the first alternative and insert "not applicable" as the information required by the second alternative.

● None of the land to which the application relates is, or is part of, an agricultural holding.

OR

● I have/The applicant has given the required notice to every person other than my/him/herself who, at the beginning of the period of 21 days ending with the date of the application, was a tenant of an agricultural holding on all or part of the land to which the application relates, as follows:

Tenant's name	Address at which notice was served	Date on which notice was served

Signed . . . . . .

On behalf of . . . UNIVERSITY OF READING . . . . . .

Date . . . . . 2ND OCTOBER 2000 . . . . . .

TOWN AND COUNTRY PLANNING ACT, 1990
TOWN & COUNTRY PLANNING GENERAL DEVELOPMENT ORDER 1988
Certificate under Section 66

1769a

WOKINGHAM DISTRICT COUNCIL
PLANNING APPLICATION

PART 1

APPLICATION FOR PERMISSION TO CARRY OUT DEVELOPMENT - TOWN AND COUNTRY PLANNING ACTS

Please answer **ALL QUESTIONS** in **BLOCK LETTERS.** If a question is not applicable, answer **N/A** in space. Please submit **SIX** copies of this form and plans to:-

THE DISTRICT PLANNING OFFICER
WOKINGHAM DISTRICT COUNCIL
PLANNING DEPARTMENT
P O Box No. 157
COUNCIL OFFICES
SHUTE END
WOKINGHAM
BERKSHIRE. RG40 1WR

FOR OFFICE USE ONLY

04.OCT.2000* 2527

1.	**APPLICANT'S NAME**	UNIVERSITY OF READING
	ADDRESS	WHITEKNIGHTS, PO BOX 217
		READING, BERKSHIRE
	POST CODE	RG6 6AH **PHONE** 0118 9875123
2. If the applicant has an agent, all correspondence will be sent to the agent	**AGENT'S NAME**	HASLAMS (JHS/18477)
	ADDRESS	156 FRIAR STREET
		READING, BERKSHIRE
	POST CODE	RG1 1HH **PHONE** 0118 9601010
3. On the plans show the SITE outlined in RED Show also OTHER land in the applicant's ownership or control in BLUE.	**SITE LOCATION**	LAND AT THE HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD, READING, BERKSHIRE
4. WHAT IS THE APPLICATION FOR ? Give brief details and state for what purpose this site and any buildings will be used.		ERECTION OF 24 DWELLINGS OF WHICH APPROX 25% SHALL BE 4 BEDROOMED DWELLINGS, APPROX 35% SHALL BE 3 BEDROOMED DWELLINGS AND APPROX 45% SHALL BE 2 BEDROOMED DWELLINGS
5. Give the area in hectares or part of a hectare	**AREA OF SITE**	0.99 HECTARE (2.4 ACRES)
6. State the applicant's interest in the land e.g. owner, prospective purchaser, lessee	**OWNERSHIP**	OWNER
7. List all the plans and drawings submitted with the application	**PLANS/DRAWINGS**	SEE COVERING LETTER

8. **DOES THE APPLICATION INVOLVE ANY OF THE FOLLOWING ?** Tick the boxes(x)

CHANGE OF USE	☑	**REDEVELOPMENT**	☑
ERECTION OF NEW BUILDING	☑	**ALTERATION or EXTENSION**	☐

9. **WHAT TYPE OF APPLICATION IS THIS ?** Tick one box only

OUTLINE PERMISSION	☑	**See question 10**
FULL PERMISSION	☐	
APPROVAL OF DETAILS/RESERVED MATTERS	☐	**State relevant outline permission number Also complete Question 10**
TEMPORARY PERMISSION	☐	**State period required**
RELAXATION OF CONDITIONS	☐	**State relevant application number Conditions to be relaxed**

10. **IF THIS IS AN OUTLINE APPLICATION OR AN APPROVAL OF RESERVED MATTERS, which details, if any, do you wish to be considered as part of this application ?**

		SITING	☐
EXTERNAL APPEARANCE	☐	**DESIGN**	☐
MEANS OF ACCESS	☐	**LANDSCAPING**	☐

11. WHAT IS THE EXISTING USE OF THE LAND AND/OR BUILDING(S) e.g. residential, industrial, etc. If the site is vacant say so, and also state its previous use and when that ceased.

PART OF THE UNIVERSITY'S REDUNDANT RESEARCH ESTABLISHMENT - CURRENTLY VACANT

12. DOES A PUBLIC RIGHT OF WAY CROSS OR ABUT THE SITE OR THE PROPOSED ACCESS? YES/NO — If yes, show existing route(s) and any proposed alternatives on the plans

13. ARE THERE ANY TREES ON THE SITE? IF YES, ARE ANY TO BE FELLED? NONE TO BE FELLED — YES/NO — If yes, please show their positions, spread and species on the plans and which, if any, are to be felled.

14. STATE EXTERNAL MATERIALS TO BE USED.

15. HOW WILL THE SITE BE ENCLOSED? Say whether walls, fences or hedges, and give height, colour and materials. If the site is divided into plots, say how each is to be enclosed.

TO BE DECIDED AT THE DETAILED APPLICATION STAGE

16. HOW WILL SURFACE WATER BE DISPOSED OF?

TO OFF SITE SURFACE WATER SEWER

17. HOW WILL FOUL SEWAGE BE DISPOSED OF?

To existing system YES/NO

If no, please give details

18. WHAT ARE THE ACCESS ARRANGEMENTS?
AS EXISTING
AS PROPOSED
Give details of pedestrian and vehicular access

EXISTING - VIA EXISTING ACCESS FROM CUTBUSH LANE
PROPOSED - VIA ACCESS FROM CUTBUSH LANE ACROSS ADJOINING SITE IN RESPECT OF WHICH PLANNING PERMISSION HAS BEEN GRANTED.

19. HAS PROVISION BEEN MADE FOR THE DISABLED? See notes for applicants

YES

20. IF THIS PROPOSAL INVOLVES RESIDENTIAL DEVELOPMENT OR THE LOSS OF RESIDENTIAL UNITS, COMPLETE THE FOLLOWING TABLE

	No. OF DWELLINGS/HABITABLE ROOMS PROPOSED	TO BE RETAINED	TO BE LOST
HOUSE	/ *	/ *	/ *
BUNGALOW	30 / 120 *	/ *	/ *
FLAT/MAISONETTE	/ *	/ *	/ *
OTHER	/ *	/ *	/ *

* STATE No. OF HABITABLE ROOMS

21. DOES THE PROPOSAL INVOLVE ANY NON-RESIDENTIAL BUILDING OR USE? YES/NO — If YES, complete Part 2 of the form

22. DOES THE PROPOSAL INVOLVE THE WINNING, WORKING OR PROCESSING OF MINERALS: THE DISPOSAL OF MINERAL WASTE, OR THE DEPOSIT OR PROCESSING OF REFUSE AND WASTE MATERIALS? YES/NO — If YES, please ask for and complete Part 3 of the form

23. STATE THE FEE ENCLOSED WITH THIS APPLICATION The current scale of fees is enclosed. If you believe a reduced fee or no fee is payable, say why.

£1,900 (ONE THOUSAND NINE HUNDRED POUNDS)

I hereby apply for permission in respect of the particulars described above and in the attached plans and drawings. If planning permission is granted, the development must be carried out strictly in accordance with the approved plans. Failure to do so could result in enforcement action being taken. Permission under the Town & Country Planning Acts does not obviate the possible need to apply for Building Regulations approval.

SIGNED [signature] ON BEHALF OF UNIVERSITY OF READING DATE 2ND OCTOBER 2000

Before submitting the application check that it is complete, that all questions have been answered and that the site boundary and the new work are clearly edged in red on the plans. Every application must be accompanied by the appropriate certificate and fee. See "NOTES TO HELP APPLICANTS".

1769c

PLANNING APPLICATION

PART 2

This part of the form need only be completed if the application involves non-residential development. Please answer all questions in print or block letters. If the answer is not applicable, write N/A in the space. You may wish to amplify your answers in a covering letter.

24. STATE THE GROSS FLOOR SPACE (by external measurement) OF ALL BUILDINGS TO WHICH THIS APPLICATION REFERS. Please give all floor areas in SQUARE METRES.

		Existing floor space		Proposed additional floorspace created by	
	USE CLASS	Retained in existing use	Lost by change of use or demolition	New building	Change of use
A1	SHOPS				
A2	FINANCIAL AND PROFESSIONAL SERVICES				
A3	FOOD AND DRINK				
B1(a)	OFFICE (other than A2)				
B1 (b)	RESEARCH AND DEVELOPMENT				
B1 (c)	LIGHT INDUSTRIAL				
B2	GENERAL INDUSTRIAL				
B3-7	SPECIAL INDUSTRIAL				
B8	STORAGE OR DISTRIBUTION				
C1	HOTELS AND HOSTELS				
C2	RESIDENTIAL INSTITUTIONS				
D1	NON-RESIDENTIAL INSTITUTIONS				
D2	ASSEMBLY AND LEISURE				
OTHER	Please Specify				
OTHER	Please Specify				
	TOTAL				

25. IF C1 OR C2 USE IS PROPOSED, PLEASE STATE NUMBER OF BED SPACES

26. WHAT PROVISION IS BEING MADE FOR PARKING?

	Cars	Lorries
Existing		
Proposed		

27. DESCRIBE THE ACTIVITY OR PROCESSES TO BE CARRIED ON
Please provide details of any equipment, plant or machinery to be installed and any end products. You may wish to amplify your answers in a covering letter.

28. WHO WILL OCCUPY THE PREMISES?
a) Give the name and current operating address of the proposed occupier
b) Will these premises be vacated?

29. IF KNOWN, HOW MANY PEOPLE ARE LIKELY TO BE EMPLOYED ON SITE AFTER COMPLETION OF THE DEVELOPMENT?

Existing Staff	Transferred Staff	New Staff	Total

30. DOES THE PROPOSAL INVOLVE THE USE OR STORAGE OF ANY OF THE HAZARDOUS SUBSTANCES LISTED IN THE NOTES?
If so, state this material, the quantity and method of storage.

Before submitting the application check that it is complete, that all questions have been answered and that the site boundary and the new work are clearly edged in red on the plans. Every application must be accompanied by the appropriate certificate and fee. See "NOTES TO HELP APPLICANTS".

1769d

YOUR PLANNING APPLICATION

WHY DO YOU NEED TO MAKE A PLANNING APPLICATION ?

New buildings, major alterations and enlargement of existing buildings, and many changes in the use of buildings and land need planning permission.
The Town and Country Planning Acts impose a duty on Local Authorities to control these changes, and this means that a balance has to be found between the need and pressure for change, and the desire to protect the character of settlements and the countryside.
The merits of each application are, therefore, carefully examined.

WHAT ELSE MAY YOU HAVE TO DO ?

Listed Building Consent:	for works to a Listed Building; or for demolition works on land within the curtilage of a Listed Building or within a Conservation Area.
Advertisement Consent:	for the display of advertisements or signs
Building Regulation Approval:	for most new building or construction work.

Special forms are available for these types of applications.

You should also check whether there are any other regulations with which you may need to comply.

WHAT HAPPENS TO THE APPLICATION ?

It will first be checked to see if it is complete and if it is, it will be registered.

Consultations will be carried out with public and other bodies, such as the Highway Authority, or Local Parish Councils.

Publicity may be given to allow local people the opportunity to comment on your proposals.

The application will be considered in relation to the Council's planning policies and guidelines, the past history of decisions on that site or in the locality, other standards (such as parking, or visibility at road junctions), and any other material considerations.

The site will be visited by a Planning Officer You may be asked to submit more information, or to amend your application.

The application will then be considered either by a Planning Committee or Sub Committee (made up of Councillors) or bythe Chief Officerresponsible for planning matters. Objections to an application will be taken into consideration by the Committee or the Chief Officer.

Shortly after the application has been determined, you will receive a Decision Notice.

HOW LONG WILL IT TAKE ?

An application will generally be determined within eight weeks although a longer period may sometimes be required for a complicated application.

WHAT SORT OF DECISION CAN BE MADE ?

Your application may be approved.

Your application may be approved subject to certain conditions. These could impose restictions on the use of land or buildings, or require further details to be approved at a later stage, (e.g. materials or landscaping).
You may appeal against the conditions, but this opens the entire permission to review by the Secretary of State.

Your application may be refused. The reason will be listed on the Decision Notice.

WHAT HAPPENS IF THE APPLICATION IS REFUSED ?

You have the right to appeal against the refusal to the Secretary of State, but you have to do that within six months.
Appeals can be dealt with by written representations by both sides, or by a Public Inquiry.
You may ask the Planning Officer whether an amended application would be more likely to receive planning permission.

DATA PROTECTION ACT 1984

'Information contained in this form is likely to be personal data within the terms of the Data Protection Act 1984, and as such will be held by the Council on computer (such as the PLANAPS applications processing system) and may be used by the Council only for purposes registered under the terms of the Data Protection Act.'

(1) HORTICULTURAL STATION & AGRICULTURAL BOTANIC GARDEN.

ADDRESS CUTBUSH LANE 10290059 PARISH SHINFIELD

04. OCT. 2000 ★ 3527

PLOT No. ORD. SHEET No. SU7328 (72)

BUILDER

Plan No.	Applicant	Description of Development	Date of Decision	Decision
22548	University of Reading	Steel Water Tower	13. 7 45	App App
9/49	"	Innovations. Research Lab Library Toilets	8. 9 49	App App
104/50	"	Hutting for Stores Offices Workshops Garages	11. 4. 50	App App
322/50	"	Five Glass Houses	12. 9. 50	App N/A
677/51	"	Bx Hse-Horticl Bldg	11 - 12 - 51	App App
PD/142/62	"	Stor Hse - "	19. 4. 62	App N.A.
PD/628/63	"	One 3 Bay Glasshse	31. 10 63	App N/A
PD/111/67	"	General Purpose Bldg	13. 4. 67	App N/A
PD/285/67	"	Glasshouse	15. 6. 67	App N/A
PD/258/68	"	Bx & Crate Packing Shed	8. 8. 68	App App

DATE OF COMPLETION

MINISTRY DECISION

SPECIAL ORDERS

DRAINAGE

(2) HORTICULTWRAL STATION & AGRICULTURAL BOTANIC GARDEN

ADDRESS CUTBUSH LANE. 10 2[illegible]0059 PARISH SHINFIELD.

PLOT No. ORD. SHEET No. SU7368 (72)

BUILDER

Plan No.	Applicant	Description of Development	Date of Decision	Decision
P/337/65	University-Reading	Potting Shed	30. 10. 65	App App
44/71	"	4 Glasshouses/Packing Sheds	15 2. 71	App C/A
2037/72	"	Hse to Asbestos Boundary for generator & pump.	21. 12. 72	App App
07675	"	4m. ill gl tower	16. 2. 78	N/A C/A
BR. 8947	"	erection of wooden pump Hse	6. 6. 78	App. N/A
BR 10398	"	New Glasshouse	9. 3. 79	App N/A
10302	"	"	12. 4. 79	N/A C/A
30515 APPEAL	Rockhome Homes	O/L 16 Dwellings	9. 6. 88	Ref
38895	Univ. of Reading	Barn to Res.	19. 8. 92	C/A
41462	"	2.2 m. high fencing	10. 11. 93	C/A

98/67378/0

DATE OF COMPLETION

MINISTRY DECISION 30515 - APPEAL DISMISSED - 12. 10 89

SPECIAL ORDERS

DRAINAGE

1933

③ HORTICULTURAL STATION + AGRICULTURAL BOTANIC GARDEN

ADDRESS CUTBUSH LANE PARISH SHINFIELD

PLOT No. ORD. SHEET No. SU7368 (72)

BUILDER

Plan No.	Applicant	Description of Development	Date of Decision	Decision
97/65800/F	UNIV. OF READING	BARN TO RES (38895)	25.7.97	C/A
98/68062/V	College of Est. Mngmt	VAR of COND No.3 of Outline Permis. No. 41820 to extend Period of Comment of Dev. for 5 years	17.11.98	C/A
99/69109/O	Univ. of Reading		NON-DETER	

MINISTRY DECISION 69109 - APPEAL ALLOWED - 21/1/00

SPECIAL ORDERS

SYSTEMS LTD

SOUTHPORT U.K. Te
LONDON OFFICE Te

0/2000/2527
University of
Reading
(CONTINUED)

UNIVERSITY OF READING

PLANNING APPEAL

PART 2A APPENDICES

(Appendices 1 – 13)

LAND AT

THE HORTICULTURAL STATION
CUTBUSH LANE
SHINFIELD
READING
BERKSHIRE

156 Friar Street Reading
Berkshire RG1 1HH
Telephone: 0118 960 1010
Fax: 0118 960 1022
Email: info@haslams-surveyors.co.uk
Web: www.haslams-online.co.uk

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APPENDIX 2B	-	Application dated 2nd October 2000
APPENDIX 2C	-	Planning Officer's Report to Development Control Committee Meeting on 29th November 2000
APPENDIX 2D	-	Minute of Development Control Committee Meeting on 29th November 2000
APPENDIX 2E	-	Note of Development Control Committee Meeting on 29th November 2000
APPENDIX 2F	-	Notice of Refusal dated 29th November 2000
APPENDIX 2G	-	Correspondence between the District's Solicitor and Clarks in December 2000
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APPENDIX 16	-	Extracts from Berkshire Structure Plan 1991-2006
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APPENDIX 1

APPENDIX 2A

Tel: (0118) 974 6454 (Direct Line)
Fax: (0118) 974 6484
Email: simon.lewis@wokingham.gov.uk
Date: 11 May 2000
My ref: SL/Shinfield – Pre App
Your ref: JHS/HM

Mr J.Short
Haslams
156 Friar Street
Reading
Berkshire
RG1 1HH

Environmental Services Department
Planning Services
P.O. Box 157
Shute End, Wokingham
Berkshire RG40 1WR
Tel: (0118) 974 6000
Fax: (0118) 974 6484
Minicom No: (0118) 974 6991
DX: 33506 – Wokingham

Dear Mr Short

PROPOSED RESIDENTIAL DEVELOPMENT FOR THE UNIVERSITY OF READING AT LANE END FARM/HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD

I refer to your letter dated 10 April 2000 in respect of the above, and I apologise for the delay in responding to your enquiry.

Having now had the opportunity to discuss this matter with Richard Ford we are of the opinion that in principle the additional area of land in question could be developed for residential purposes. It is obviously still part of the old Horticultural Station, the majority of which has outline permission for residential development, and therefore should be considered in the same policy context i.e. Policy LS3 of the Loddon Area Local Plan and Policy WRE3 of the Wokingham District Local Plan (Deposit Draft) as amended, which relate to the development of former University research establishments. In addition, its brownfield nature is considered to be the same as such land described as 'previously developed' in the revised PPG3, which the Government is encouraging Local Planning Authorities to consider more favourably for new housing sites.

As you are aware the Council increased the proposed level of density for the Local Plan Housing Site SH37 from 118 to 142 dwellings. This was the level of density which the Council argued at the appeal for Lane End Farm in December last year. At the time, the Inspector did not agree with the Council's position, particularly as no proper density study had been undertaken of the site, and even though Draft PPG3 was in existence felt there was no justification for asking for any more than 118 dwellings.

However, since then Revised PPG3 has been introduced and advice given in this document obviously has substantially more weight than the its draft format. Therefore, both Richard Ford and myself consider that a higher density, possibly of 40 dwellings per hectare, should be sought for this additional land you are proposing for housing. I

2

appreciate that outline planning permission has already been granted for 118 dwellings on Housing Site SH37, but a new planning application covering both sites could be submitted, encompassing a higher density of development. In my opinion this is more likely to be considered favourably by the Local Planning Authority than a separate application for 24 dwellings on this additional area of land.

If you wish to discuss any of the above then please contact Richard Ford or myself.

Yours sincerely

S. Lewis.

S LEWIS
Senior Planning Officer

Your Ref:

Our Ref: JHS/HM

Date: 04 April 2000

S Lewis Esq
Senior Planning Officer
Environmental Services Department
Wokingham District Council
PO Box 157, Shute End
WOKINGHAM
Berkshire RG40 1WR

Direct Line: 0118 960 1031
Mobile Telephone: 07879 600061
Direct Email: js@haslams-surveyors.co.uk

Dear Mr Lewis

RE: UNIVERSITY OF READING
LANE END FARM/HORTICULTURAL STATION, CUTBUSH LANE

I spoke to your colleague, Richard Ford, last Friday about the residue of the University site at Lane End Farm/Horticultural Station, Cutbush Lane, that lies outside the site that now has the benefit of planning permission for 118 dwellings.

I enclose herewith a plan on which I have shown the area in question. It has on it at the present time a large greenhouse and forms part of the old Horticultural Station site. As with the main part of this site, it comprises a brownfield site which in our view comes within the scope of Loddon Area Local Plan Policy LS3 and Emerging Local Plan Policy WRE3.

That being the case, there exists a policy framework for residential development as a windfall site outside the scope of the sites identified for the purposes of draft Policy WH2. Although I have not calculated the area exactly, itamounts to some 2 acres or so and could therefore be suitable for some 24 dwellings by way of a separate application.

You will recall that site SH37 was allocated for the purposes of Emerging Policy WH2 for 142 dwellings, but that planning permission was granted on appeal for 118 dwellings, i.e. a shortfall of 24 dwellings from your proposed Local Plan allocation arises here at the present time.

It seemed to me that a fresh application on this area for 24 dwellings would fit with policy and reinstate the number of dwellings upon which your Council is relying in this area in the Emerging Local Plan.

I should be grateful if you would please consider the position and let me know what you think.

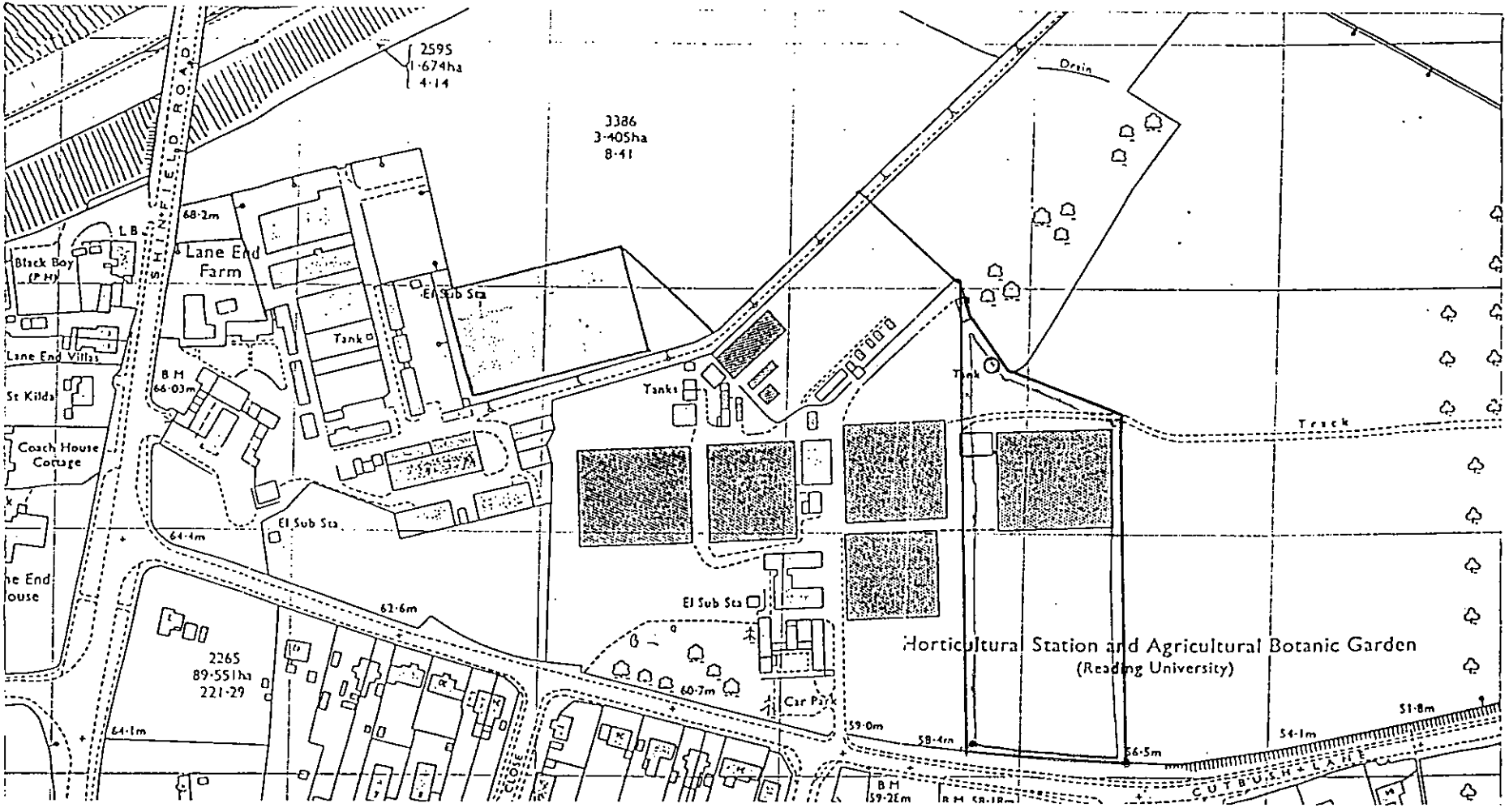
I am sending a copy of this letter to Richard Ford to whom I spoke about the matter last Friday.

Yours sincerely

J H Short
HASLAMS

cc R Ford Esq, Senior Planning Officer, Policy and Plans

bcc R H C Ascott Esq
S M Dimmick Esq
G E Davies Esq



HASLAMS
Chartered Surveyors
156 Friar Street Reading RG1 1HH
Fax: 0118 959 6197
E-mail: info@haslams-surveyors.co.uk
0118 958 5456

LANE END FARM/OLD HORTICULTURAL STATION
CUTBUSH LANE, SHINFIELD
READING, BERKSHIRE

N

Scale: 1:2500

Ref: JHS/16292

Date: Feb 1999

Reproduced from the Ordnance Survey map with the sanction of the Controller of H. M. Stationery Office.
Crown copyright reserved.

APPENDIX 2B

Your Ref:

Our Ref: JHS/HF

Date: 31 October 2000

Mrs A Odell
Senior Planner
Wokingham District Council
Environmental Services Department
PO Box 157, Shute End
WOKINGHAM
Berkshire RG40 1WR

Direct Line: 0118 960 1031
Mobile Telephone: 07879 600061
Direct Email: js@haslams-surveyors.co.uk

BY FAX AND POST (0118 9746484)

Dear Mrs Odell

RE: PLANNING APPLICATIONS 0/2000/2526 AND 2527
OUTLINE APPLICATIONS FOR THE ERECTION OF 24 DWELLINGS AT HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD

I refer to my letter of the 26th October enclosing revised application forms and your faxed return yesterday.

I note that you cannot accept the revised forms without constituting fresh applications. I do not agree, but in order to avoid complications, confirm the following:-

1. The application as submitted for 24 dwellings should stand.

2. Paragraph 4 of the application form to be amended to show the dwelling mix as follows:

   30% - 4 bedroom dwellings.
   25% - 3 bedroom dwellings.
   45% - 2 bedroom dwellings.

3. At paragraph 20 would you please amend the second line in the first set of proposal columns to:-

   24/120.

4. In addition, would you please amend the heading to the Supporting Statement to read:-

   PROPOSAL: ERECTION OF 24 DWELLINGS

5. Would you please also delete from the Supporting Statement the section relating to affordable housing.

I trust the foregoing is clear, but if not, do please give me a ring.

Yours sincerely

J H Short
HASLAMS

769a

WOKINGHAM DISTRICT COUNCIL
PLANNING APPLICATION

PART 1

APPLICATION FOR PERMISSION TO CARRY OUT DEVELOPMENT - TOWN AND COUNTRY PLANNING ACTS

Please answer ALL QUESTIONS in BLOCK LETTERS. If a question is not applicable, answer N/A in space. Please submit SIX copies of this form and plans to:-

THE DISTRICT PLANNING OFFICER
WOKINGHAM DISTRICT COUNCIL
PLANNING DEPARTMENT
P O Box No. 157
COUNCIL OFFICES
SHUTE END
WOKINGHAM
BERKSHIRE, RG40 1WR

FOR OFFICE USE ONLY

1. APPLICANT'S NAME: UNIVERSITY OF READING
ADDRESS: WHITEKNIGHTS, PO BOX 217
READING, BERKSHIRE
POST CODE: RG6 6AH PHONE: 0118 9875123

2. If the applicant has an agent, all correspondence will be sent to the agent
AGENT'S NAME: HASLAMS (JHS/18477)
ADDRESS: 156 FRIAR STREET
READING, BERKSHIRE
POST CODE: RG1 1HH PHONE: 0118 9601010

3. On the plans show the SITE outlined in RED. Show also OTHER land in the applicant's ownership or control in BLUE.
SITE LOCATION: LAND AT THE HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD, READING, BERKSHIRE

4. WHAT IS THE APPLICATION FOR ? Give brief details and state for what purpose this site and any buildings will be used.
ERECTION OF 24 DWELLINGS OF WHICH APPROX 25% SHALL BE 4 BEDROOMED DWELLINGS, APPROX 35% SHALL BE 3 BEDROOMED DWELLINGS AND APPROX 45% SHALL BE 2 BEDROOMED DWELLINGS

5. Give the area in hectares or part of a hectare
AREA OF SITE: 0.99 HECTARE (2.4 ACRES)

6. State the applicant's interest in the land e.g. owner, prospective purchaser, lessee
OWNERSHIP: OWNER

7. List all the plans and drawings submitted with the application
PLANS/DRAWINGS: SEE COVERING LETTER

8. DOES THE APPLICATION INVOLVE ANY OF THE FOLLOWING ? Tick the boxes(x)

CHANGE OF USE	✓	REDEVELOPMENT	✓
ERECTION OF NEW BUILDING	✓	ALTERATION or EXTENSION	

9. WHAT TYPE OF APPLICATION IS THIS ? Tick one box only

OUTLINE PERMISSION	✓	See question 10
FULL PERMISSION		
APPROVAL OF DETAILS/RESERVED MATTERS		State relevant outline permission number. Also complete Question 10
TEMPORARY PERMISSION		State period required
RELAXATION OF CONDITIONS		State relevant application number. Conditions to be relaxed

10. IF THIS IS AN OUTLINE APPLICATION OR AN APPROVAL OF RESERVED MATTERS, which details, if any, do you wish to be considered as part of this application ?

EXTERNAL APPEARANCE		SITING	
MEANS OF ACCESS		DESIGN	
		LANDSCAPING	

9

11. WHAT IS THE EXISTING USE OF THE LAND AND/OR BUILDING(S) e.g. residential, industrial, etc. If the site is vacant say so, and also state its previous use and when that ceased.

PART OF THE UNIVERSITY'S REDUNDANT RESEARCH ESTABLISHMENT - CURRENTLY VACANT

12. DOES A PUBLIC RIGHT OF WAY CROSS OR ABUT THE SITE OR THE PROPOSED ACCESS? ~~YES~~/NO — If yes, show existing route(s) and any proposed alternatives on the plans

13. ARE THERE ANY TREES ON THE SITE? IF YES, ARE ANY TO BE FELLED? NONE TO BE FELLED — YES/NO — If yes, please show their positions, spread and species on the plans and which, if any, are to be felled.

14. STATE EXTERNAL MATERIALS TO BE USED.

TO BE DECIDED AT THE DETAILED APPLICATION STAGE

15. HOW WILL THE SITE BE ENCLOSED? Say whether walls, fences or hedges, and give height, colour and materials. If the site is divided into plots, say how each is to be enclosed.

16. HOW WILL SURFACE WATER BE DISPOSED OF?

TO OFF SITE SURFACE WATER SEWER

17. HOW WILL FOUL SEWAGE BE DISPOSED OF?

To existing system YES/~~NO~~

If no, please give details

18. WHAT ARE THE ACCESS ARRANGEMENTS?
AS EXISTING
AS PROPOSED
Give details of pedestrian and vehicular access

EXISTING - VIA EXISTING ACCESS FROM CUTBUSH LANE
PROPOSED - VIA ACCESS FROM CUTBUSH LANE ACROSS ADJOINING SITE IN RESPECT OF WHICH PLANNING PERMISSION HAS BEEN GRANTED.

19. HAS PROVISION BEEN MADE FOR THE DISABLED? See notes for applicants

YES

20. IF THIS PROPOSAL INVOLVES RESIDENTIAL DEVELOPMENT OR THE LOSS OF RESIDENTIAL UNITS, COMPLETE THE FOLLOWING TABLE

	No. OF DWELLINGS/HABITABLE ROOMS PROPOSED		TO BE RETAINED		TO BE LOST	
HOUSE	/	*	/	*	/	*
BUNGALOW	30 /	120 *	/	*	/	*
FLAT/MAISONETTE	/	*	/	*	/	*
OTHER	/	*	/	*	/	*

* STATE No. OF HABITABLE ROOMS

21. DOES THE PROPOSAL INVOLVE ANY NON-RESIDENTIAL BUILDING OR USE? ~~YES~~/NO — If YES, complete Part 2 of the form

22. DOES THE PROPOSAL INVOLVE THE WINNING, WORKING OR PROCESSING OF MINERALS: THE DISPOSAL OF MINERAL WASTE, OR THE DEPOSIT OR PROCESSING OF REFUSE AND WASTE MATERIALS? ~~YES~~/NO — If YES, please ask for and complete Part 3 of the form

23. STATE THE FEE ENCLOSED WITH THIS APPLICATION The current scale of fees is enclosed. If you believe a reduced fee or no fee is payable, say why.

£1,900 (ONE THOUSAND NINE HUNDRED POUNDS)

I hereby apply for permission in respect of the particulars described above and in the attached plans and drawings. If planning permission is granted, the development must be carried out strictly in accordance with the approved plans. Failure to do so could result in enforcement action being taken. Permission under the Town & Country Planning Acts does not obviate the possible need to apply for Building Regulations approval.

SIGNED [signature] ON BEHALF OF UNIVERSITY OF READING DATE 2ND OCTOBER 2000

Before submitting the application check that it is complete, that all questions have been answered and that the site boundary and the new work are clearly edged in red on the plans. Every application must be accompanied by the appropriate certificate and fee. See "NOTES TO HELP APPLICANTS".

1789/a

SECTION 66 CERTIFICATE

Application No.

Please fill in both Certificate A, B, C or D and the Agricultural Holdings Certificate. Delete sections not relevant.

(a) "Owner" means a person having a freehold interest or leasehold interest the unexpired term of which is not less than 7 years.

CERTIFICATE A

I certify that:

at the beginning of the period of 21 days ending with the date of the accompanying application, nobody, except the applicant, was the owner of (a) of any part of the land to which the application relates.

OR

CERTIFICATE B

I certify that:

I have/The applicant has* given the required notice to everyone else who, at the beginning of the period of 21 days ending with the date of the accompanying application was the owner (a) of any part of the land to which the application relates, as listed below.

Owner's(a) name	Address at which notice was served	Date on which notice was served

+ See Note (a) to Certificate A

OR

CERTIFICATE C

I certify that

- I/The applicant* cannot issued a certificate in accordance with either paragraph (a) or paragraph (b) of Section 66(1) of the Act in respect of the accompanying application.

- I have/The applicant has* given the required notice to the persons specified below, being persons who at the beginning of the period of 21 days ending with the date of the application were owners (a) of any part of the land to which the application relates.

Owner's(a) name	Address at which notice was served	Date on which notice was served

(b) Insert description of steps taken.

(c) Name of local newspaper circulating in the area where the land is situated.

(d) Date of publication (which must be not earlier than the beginning of the period of 21 days ending with the date of the application).

- I have/The applicant has* taken all reasonable steps open to me/him/her* to find out the names and addresses of the other owners (a) of the land, or of a part of it, but have/has* been unable to do so. These steps were as follows:

  (b) .....

  .....

- Notice of the application as attached to this Certificate, has been published in

  the (c) .....

  on (d) .....

11

1789/b

CERTIFICATE D

I certify that

● I/The applicant cannot issue a certificate in accordance with paragraph (a) of Section 66 of the Act in respect of the accompanying application.

OR

● I/The applicant have/has taken all reasonable steps open to me/him/he to find out the names and addresses of everyone else who, at the beginning of the period of 21 days beginning with the date of application was the owner (a) of any part of the land to which the application relates, but have/has been unable to do so. These steps were as follows:

(b) . . . . . .

. . . . . .

(b) Insert description of steps taken

(c) Insert name of local newspaper circulating in the area where the land is situated.

(d) Insert date of publication (which must not be earlier than the beginning of the period of 21 days ending with the date of the application).

● Notice of the application as attached to this Certificate, has been published i

the (c) . . . . . ●

on (d) . . . . . .

ALL APPLICANTS MUST COMPLETE THIS SECTION

If any of the site is part of an area of land which is let or there is an agreement to let the land for agricultural purposes to a tenant, it may be an agricultural holding. Further advice may be obtained from the Department.

Agricultural Holdings Certificate

One or other section must be crossed through as not applicable.

If the applicant is the sole agricultural tenant he or she must delete the firs alternative and insert "not applicable" as the information required by the secon alternative.

● None of the land to which the application relates is, or is part of, an agric ura holding.

OR

● I have/The applicant has given the required notice to every person other tha my/him/herself who, at the beginning of the period of 21 days ending with th date of the application, was a tenant of an agricultural holding on all or part o the land to which the application relates, as follows:

Tenant's name	Address at which notice was served	Date on which notice was served

Signed . . . . . .

On behalf of . . . UNIVERSITY OF READING . . . . . .

Date . . . . . 2ND OCTOBER 2000 . . . . . .

TOWN AND COUNTRY PLANNING ACT, 1990
TOWN & COUNTRY PLANNING GENERAL DEVELOPMENT ORDER 1988
Certificate under Section 66

12

SUPPORTING STATEMENT

APPLICANT: UNIVERSITY OF READING

PROPERTY: LAND AT THE HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD, READING, BERKSHIRE

PROPOSAL: ERECTION OF 30 DWELLINGS

BACKGROUND

The application site forms part of the University's Horticultural Station which has been redundant and out of use for over 10 years.

The Horticultural Station before its use ceased was used inter alia for research and teaching purposes.

Located on the site are the following buildings:-

- Disused greenhouse – approx 1,770 m² (approx 19,000 sq.ft).
- Packing shed – approx 110 m² (approx 1,200 sq.ft).

PLANNING CONTEXT

The major part of the Horticultural Station to the west together with Lane End Farm further to the west was the subject of a planning appeal and Inspector's decision dated 21st January 2000 (copy attached for ease of reference). The appeal was allowed for 118 dwellings and the policy issues were considered and set out in that decision.

Since the date of that decision, the final version of PPG3 has been published. That guidance emphasised the desirability of reuse of previously used or brownfield land and established a density range with a minimum of 30 dwellings per hectare net.

The proposed development that is the subject of these applications complies with Government policy and is in accordance with the Development Plan – in particular Policy LS3 of the Loddon Area Local Plan and draft Policy WRE3 of the Emerging Districtwide Local Plan that is now approaching the end of the Public Inquiry stage. Both policies were considered to be relevant by the Inspector in his decision dated 21st January 2000 in respect of adjoining land.

AFFORDABLE HOUSING

The application site could contribute 6 dwellings to the District's affordable housing requirement (i.e. 20%).

Affordable housing would be achieved by means of a Section 106 Obligation.

ACCESS

The main access to the adjoining Horticultural Station/Lane End Farm site will be taken from Cutbush Lane and it would be sensible for access to this application site to be taken via the adjoining Horticultural Station/Lane End Farm site or separately from Cutbush Lane, or a combination of both including possibly direct frontage access on to Cutbush Lane from a number of houses along the Cutbush Lane frontage. Cutbush Lane is a cul-de-sac.

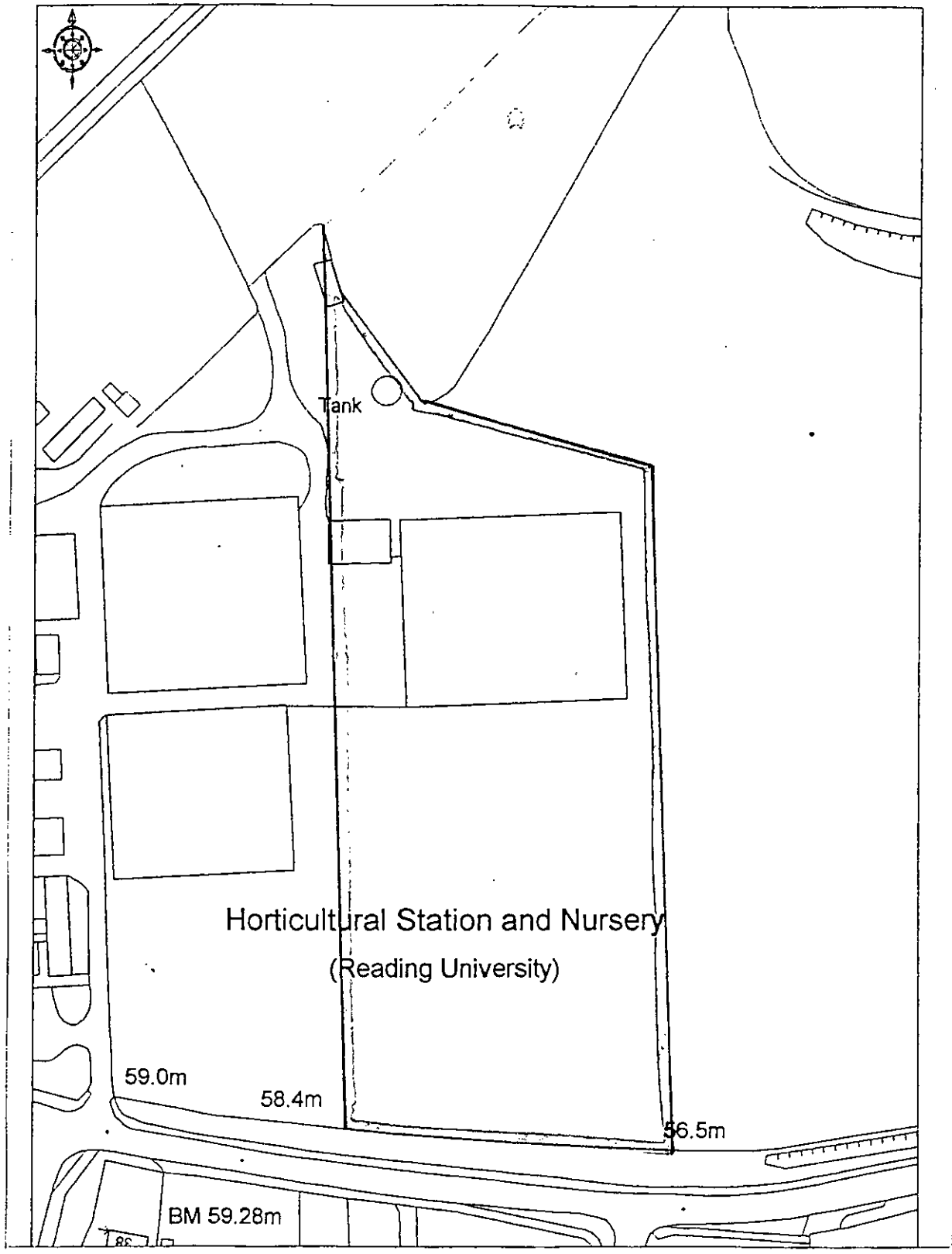
TRANSPORTATION AND OTHER INFRASTRUCTURE

The University will undertake by way of a Section 106 Obligation either to provide or contribute towards such infrastructure provision as is reasonable required by and arising from the proposed development that is the subject of this application.

SUMMARY

The proposed development that is the subject of this application is in accordance with both national policy/guidance and development plan policies.

JHS/HM/18477
2nd October 2000



HASLAMS
0118 960 1010
Email: info@haslams-surveyors.co.uk Fax: 0118 960 1022
156 Friar Street Reading Berkshire RG1 1HH

UNIVERSITY OF READING
LAND AT THE HORTICULTURAL STATION, CUTBUSH LANE,
SHINFIELD, READING, BERKSHIRE

Scale: 1:1250

Ref: JHS/18477 Date: OCTOBER 2000

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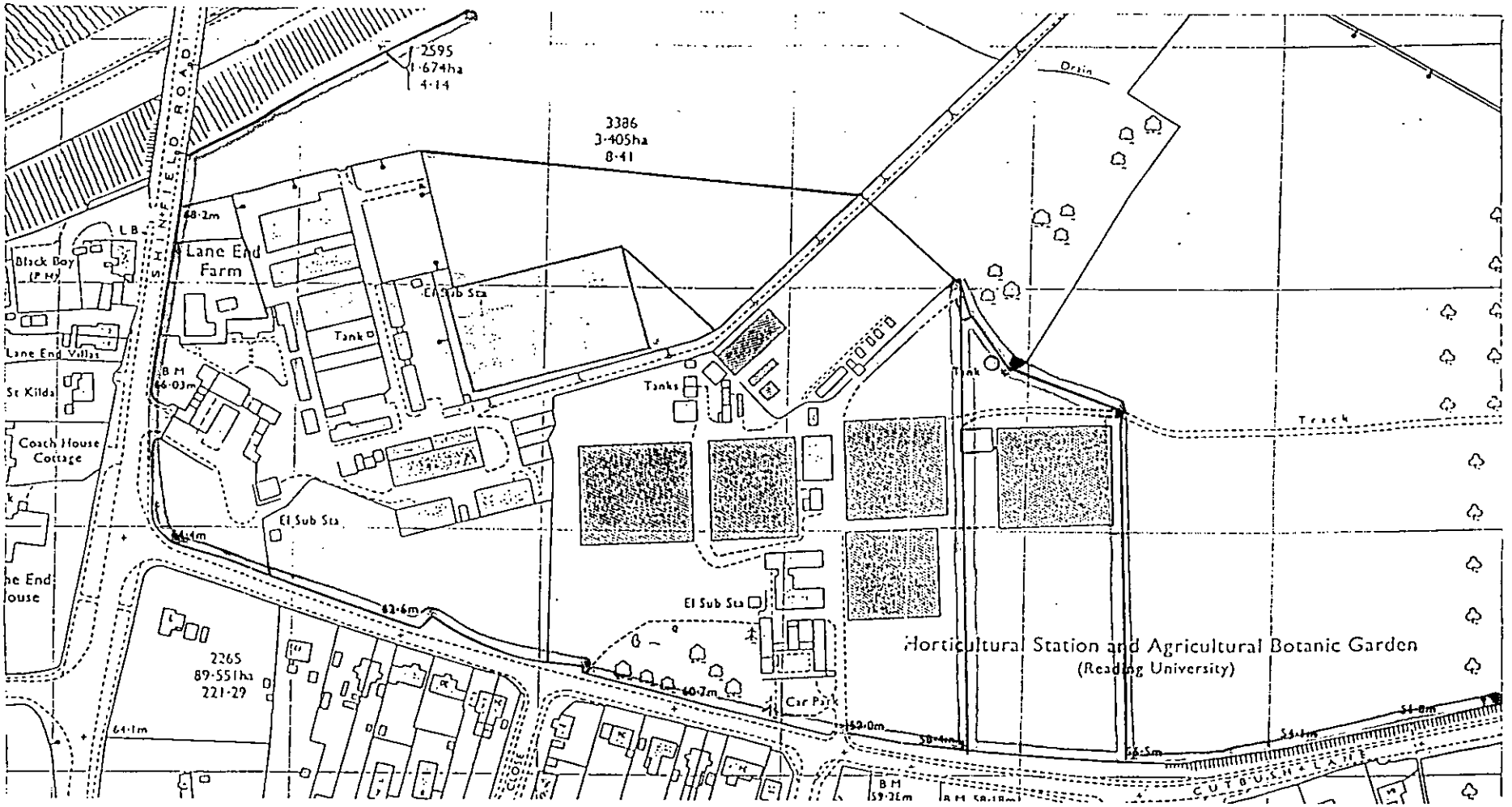

HASLAMS
Chartered Surveyors
156 Friar Street Reading RG1 1HH
Fax: 0118 959 6197
E-mail: info@haslams-surveyors.co.uk
0118 958 5456

LANE END FARM/OLD HORTICULTURAL STATION
CUTBUSH LANE, SHINFIELD
READING, BERKSHIRE

N

Scale: 1:2500

Ref: JHS/16292

Date: Feb 1999

PLAN A

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1769c

PLANNING APPLICATION

PART 2

...is part of the form need only be completed if the application involves non-residential development. Please answer all questions in print or ...ck letters. If the answer is not applicable, write N/A in the space. You may wish to amplify your answers in a covering letter.

24. STATE THE GROSS FLOOR SPACE (by external measurement) OF ALL BUILDINGS TO WHICH THIS APPLICATION REFERS. Please give all floor areas in SQUARE METRES.

	USE CLASS	Existing floor space		Proposed additional floorspace created by	
		Retained in existing use	Lost by change of use or demolition	New building	Change of use
	SHOPS				
...2	FINANCIAL AND PROFESSIONAL SERVICES				
...3	FOOD AND DRINK				
...1(a)	OFFICE (other than A2)				
	RESEARCH AND DEVELOPMENT				
...1 (c)	LIGHT INDUSTRIAL				
	GENERAL INDUSTRIAL				
B3-7	SPECIAL INDUSTRIAL				
	STORAGE OR DISTRIBUTION				
C1	HOTELS AND HOSTELS				
	RESIDENTIAL INSTITUTIONS				
D1	NON-RESIDENTIAL INSTITUTIONS				
	ASSEMBLY AND LEISURE				
...THER	Please Specify				
...HER	Please Specify				
	TOTAL				

25. IF C1 OR C2 USE IS PROPOSED, PLEASE STATE NUMBER OF BED SPACES

26. WHAT PROVISION IS BEING MADE FOR PARKING?

	Cars	Lorries
Existing		
Proposed		

DESCRIBE THE ACTIVITY OR PROCESSES TO BE CARRIED ON
Please provide details of any equipment, plant or machinery to be installed and any end products. You may wish to amplify your answers in a covering letter.

28. WHO WILL OCCUPY THE PREMISES?
a) Give the name and current operating address of the proposed occupier
b) Will these premises be vacated?

IF KNOWN, HOW MANY PEOPLE ARE LIKELY TO BE EMPLOYED ON SITE AFTER COMPLETION OF THE DEVELOPMENT?

Existing Staff	Transferred Staff	New Staff	Total

...

DOES THE PROPOSAL INVOLVE THE USE OR STORAGE OF ANY OF THE HAZARDOUS SUBSTANCES LISTED IN THE NOTES?
If so, state this material, the quantity and method of storage.

...fore submitting the application check that it is complete, that all questions have been answered and that the site boundary and the new work ...o clearly edged in red on the plans. Every application must be accompanied by the appropriate certificate and fee. See "NOTES TO HELP APPLICANTS'.

1769d

YOUR PLANNING APPLICATION

WHY DO YOU NEED TO MAKE A PLANNING APPLICATION ?

New buildings, major alterations and enlargement of existing buildings, and many changes in the use of buildings and land need planning permission.
The Town and Country Planning Acts impose a duty on Local Authorities to control these changes, and this means that a balance has to be found between the need and pressure for change, and the desire to protect the character of settlements and the countryside.
The merits of each application are, therefore, carefully examined.

WHAT ELSE MAY YOU HAVE TO DO ?

Listed Building Consent: for works to a Listed Building; or for demolition works on land within the curtilage of a Listed Building or within a Conservation Area.

Advertisement Consent: for the display of advertisements or signs

Building Regulation Approval: for most new building or construction work.

Special forms are available for these types of applications.

You should also check whether there are any other regulations with which you may need to comply.

WHAT HAPPENS TO THE APPLICATION ?

It will first be checked to see if it is complete and if it is, it will be registered.

Consultations will be carried out with public and other bodies, such as the Highway Authority, or Local Parish Councils.

Publicity may be given to allow local people the opportunity to comment on your proposals.

The application will be considered in relation to the Council's planning policies and guidelines, the past history of decisions on that site or in the locality, other standards (such as parking, or visibility at road junctions), and any other material considerations.

The site will be visited by a Planning Officer You may be asked to submit more information, or to amend your application.

The application will then be considered either by a Planning Committee or Sub Committee (made up of Councillors) or by the Chief Officer responsible for planning matters. Objections to an application will be taken into consideration by the Committee or the Chief Officer.

Shortly after the application has been determined, you will receive a Decision Notice.

HOW LONG WILL IT TAKE ?

An application will generally be determined within eight weeks although a longer period may sometimes be required for a complicated application.

WHAT SORT OF DECISION CAN BE MADE ?

Your application may be approved.

Your application may be approved subject to certain conditions. These could impose restictions on the use of land or buildings, or require further details to be approved at a later stage, (e.g. materials or landscaping).
You may appeal against the conditions, but this opens the entire permission to review by the Secretary of State.

Your application may be refused. The reason will be listed on the Decision Notice.

WHAT HAPPENS IF THE APPLICATION IS REFUSED ?

You have the right to appeal against the refusal to the Secretary of State, but you have to do that within six months. Appeals can be dealt with by written representations by both sides, or by a Public Inquiry.
You may ask the Planning Officer whether an amended application would be more likely to receive planning permission.

DATA PROTECTION ACT 1984

'Information contained in this form is likely to be personal data within the terms of the Data Protection Act 1984, and as such will be held by the Council on computer (such as the PLANAPS applications processing system) and may be used by the Council only for purposes registered under the terms of the Data Protection Act.'

APPENDIX 2C



MEETING OF THE DEVELOPMENT CONTROL COMMITTEE

WEDNESDAY 29 NOVEMBER 2000

AT

7.00 PM

AGENDA

Civic Offices
Shute End
Wokingham
Berkshire

Jane Earl
Chief Executive

Application Nos. O/2000/2526 & O/2000/2527 | **Received 04.10.00** | **Shinfield**

Applicant: University of Reading
Location : Horticultural Station, Cutbush Lane, Shinfield
Proposal : Outline applications for the proposed erection of 24 dwellings (duplicate applications)

1. Planning History - On this 0.99 ha. site are a vacant greenhouse and packing shed at the north end, with scrubland and part of a cultivated field to the south. There is undeveloped field to the north and east, and existing residential properties on the south side of Cutbush Lane. There is a row of leylandii along the north boundary of the site. To the west is the rest of the Horticultural Station and Lane End Farm.

   On the adjacent site to the west, outline application 99/69109/O for 118 dwellings was refused permission but allowed on appeal on 21 January 2000. Only the means of access was not a reserved matter. Subsequently outline application no. O/2000/2292 was submitted for 142 dwelling on the site. This application has not yet been determined but is also on the agenda for this committee.

2. Proposal - Is in outline with no reserved matters to be determined, and no indicative layout plan has been submitted. The application proposes 45% x 2 bedroom, 25% x 3 bedroom and 30% x 4 bedroom dwellings. Twenty per cent of the proposed dwellings (5 dwellings) are proposed as social housing.

3. Consultations -
   - ***Shinfield Parish Council*** *:* 'We express concern that consideration of this site has been separated for planning purposes from the adjoining site (Lane End Farm). Its impact regarding traffic should be considered cumulatively on the already congested A327 Hollow Lane, Shinfield.'
   - ***Neighbouring properties*** - *7 letters of objection/concerns :* Will exacerbate existing traffic congestion problems. Installation of refuges will not alleviate the problems – roundabouts or traffic lights at the junctions of Shinfield Road with Cutbush Lane and Brookers Hill would be necessary. Proposal is contrary to the plan for the area, the site should not be developed for housing and would set a precedent for further development. Will join up Shinfield with Lower Earley and breach the M4 barrier. It is not a brownfield site. Overdevelopment. Will exacerbate strain on services and infrastructure including schools.
   - ***Policy & Plans*** *:* Although it would normally be considered premature to support an application for development on a site outside the settlement at this stage of the local plan process, the absence of any sustainable site-specific objections to the development of the site (now that site SH37 has received consent) suggest that an exception should be made in this case and that the proposal is acceptable in principle."
   - ***Council's Consultant Archaeologist*** *:* Recommends a condition requiring archaeological investigation and evaluation after any planning permission is granted and before development commences.

- ***Landscape Officer :*** Acknowledges that part of the site is brownfield, but part is in agricultural production. Considers that housing development on the site is inappropriate in this instance as the countryside between the north of Shinfield and the M4 should be retained intact.
- ***Highway Officer*** : The signalised junction forming part of the larger scheme would be sufficient to accommodate the proposed additional 24 units. Providing the access to the 24 dwellings is taken from the larger site of 142 dwellings, it is considered acceptable. However, there is some concern that if all the university sites are developed, requiring a number of junctions along the A327 corridor to be signalised, it may encourage rat running via Leyland Gardens and Oatlands Road. He therefore considers it would be appropriate to seek additional financial contributions from this development that would full/part fund a road closure/traffic calming scheme. He understands that the applicants' agent is currently investigating what the likely effect the developments and signalised junctions will have on rat running. Therefore, subject to a legal agreement securing financial contributions towards the A327/EOPR (Earley Outer Peripheral Road) junction and/or other related highway and transportation measures and traffic calming/road closure to discourage rat running, he recommends conditional approval as per the Planning Inspector decision letter with additional conditions covering construction vehicles and mud. He also recommends an informative covering haul routes for construction traffic.
- ***Environment Agency*** : No objection subject to conditions.
- ***Environmental Health Officer*** : Recommends conditions covering hours of construction work, contaminated land and protection of the proposed dwellings from road traffic noise.
- ***Leisure & Recreation Officer*** : Requirements for a development of this size depend on the existing/planned facilities that are available to serve the development. The large LEAP (Locally Equipped Play Area) required for the adjacent development would be able to serve both sites. Recommends a 'no requirement for play area' on the current site to be linked to the play provision going ahead on the adjacent site. The proposed use of the field adjacent to Church Farm as public open space could also satisfy the public open space requirement for this application. Considers this would be an appropriate form of provision as it is difficult for open space to be provided on a development of the currently proposed size in a usable form. (0.25 ha of open space would need to be provided as part of the off-site contribution for this development.)

4. <u>Appraisal</u> - Main issues are:

   A. Principle of residential development [Berkshire Structure Plan Policies H2 and H3; Loddon Area Local Plan Policy LS3; Wokingham District Local Plan (Deposit Draft) Policies WRE3 and WOS2 ; Planning Policy Guidance Note No. 3 (PPG3)].

   B. Density and Housing Mix [Berkshire Structure Plan Policy H9; Loddon Area Local Plan Policy LH8; Wokingham District Local Plan (Deposit Draft) Policy WH6; Planning Policy Guidance Note No. 3 (PPG3)].

   C. Effect on the character and appearance of the area and neighbouring properties [Berkshire Structure Plan Policy EN1; Loddon Area Local

Plan Policies LBE1, LBE2 and LBE8; Wokingham District Local Plan (Deposit Draft) Policies WBE1 and WLL7].

D. Traffic, access and parking [Berkshire Structure Plan Policy LD5; Loddon Area Local Plan Policies LT5 and LT6; Wokingham District Local Plan (Deposit Draft) Policies WT6 and WT7; Planning Policy Guidance Note No. 13 (PPG13)].

E. Other technical issues: archaeology [Berkshire Structure Plan Policy EN6; Loddon Area Local Plan Policies LBE21 and LBE22; Wokingham District Local Plan (Deposit Draft) Policies WHE15 and WHE16B; Planning Policy Guidance Note No. 16 (PPG16)] and potential contamination of the land.

F. Services and Infrastructure [Berkshire Structure Plan Policy LD6, Loddon Area Local Plan Policy LPS1; Wokingham District Local Plan (Deposit Draft) Policy WOS4].

G. Concerns of the Parish Council and local residents.

A. Principle of Proposal

The site is outside a settlement boundary and in a gap between settlements in the Wokingham District Local Plan, and has not been put forward as a proposed housing site through the local plan process. However, the site is a partly 'brownfield' site of similar characteristics to the adjoining Lane End Farm site to the west, which has permission for housing development. Redevelopment of this 'previously developed' land for residential use would comply in principle with policies LS3 and WRE3, which cover redevelopment of research establishments outside settlements. The site therefore appears to be a strong candidate for residential development and the Council is unable to show that it is currently meeting its obligations under Policy H3.

The site also needs to be considered under Planning Policy Guidance Note No. 3 (PPG3). Para. 38 of PPG3 explains that where local plans have not yet been revised to take account of PPG3, then local authorities should have regard to the policy contained in the PPG as amaterial consideration which may supersede the policies in the plans. The Authority is currently in this position. As the site is partly 'previously developed' land in a relatively accessible location adjoining an existing site for housing development, it is considered that it would broadly comply with the criteria for site assessment in paragraphs 31 and 32 of PPG3. The location of the 'previously developed' land at the northern end of the site means that it would not be logical to expect to develop this part of the site without the southern part also which is opposite existing housing within the Shinfield settlement boundary in Cutbush Lane. Therefore, on balance, it is considered that the proposal is acceptable in principle.

B. Density and Housing Mix

The proposed gross density would be 24.24 dwellings per ha. To accord with PPG3 the 'net site density' should be between 30 and 50 dwellings per ha. Annex C explains that the 'net site density' excludes various elements such as buffer landscaping strips and public open space serving the wider area. As the site is on the edge of the settlement, planting strips would be required on

the north and east boundaries, and a strip along Cutbush Lane. It is therefore likely that a net site density of at least 30 dwellings per ha. could be achieved at the reserved matters stage. It is therefore considered that the proposal could potentially accord with the minimum density requirements of PPG3.

As the proposed housing mix is as that sought by Policy WH6, this is considered acceptable.

C. Effect on the character and appearance of the area and neighbouring properties

As explained in section 2 above, the application is in outline and no indicative layout plan has been submitted. However, buffer landscaping strips can be expected to be planted around the northern and eastern boundaries of the site which should in time provide screening.

The dwellings on the opposite side of Cutbush Lane are at least 15m. from the south side boundary of the site. There is existing hedging along this boundary and additional planting could be expected. The effect on neighbouring properties of the additional 24 dwellings in principle would not be expected to have an unacceptably greater effect than the consented housing site to the west would have on the existing dwellings in Cutbush Lane to the west. A condition restricting hours of construction work should be included. The effect on the character and appearance of the area and on neighbouring properties is therefore considered acceptable.

D. Traffic, access and parking

The proposal is considered acceptable in highway terms subject to contributions towards junction improvements on the A327/OEPR and/or other related highway and transportation measures and to conditions.

E. Other technical issues

Archaeology: A condition covering archaeological investigation and evaluation was included in the conditions attached by the Inspector to the extant permission on the adjacent site. It is therefore considered that this should be included on the current application site.

Environmental Health: Conditions covering hours of construction work, contaminated land and protection of the proposed dwellings from road traffic noise should be included.

F. Services and Infrastructure

The following have been offered by the applicants:-

20% of dwellings are to be social housing.
£5,000 towards capital education provision.

The proposed contribution towards capital education provision is significantly below the amount normally requested. However, when he allowed the extant permission for 118 dwellings on the site, the Inspector decided that no contribution would be appropriate in this particular case. The proposed £5,000 for the additional 24 dwellings now proposed would be at about the same rate pro rata as that recently agreed for Hollow Lane and Church Farm. The amount is therefore considered acceptable in this particular case.

The contribution towards junction improvements on the A327/OEPR and/or other related highway and transportation measures will be reported verbally to the Committee. The proposed legal agreement should also cover access through the adjoining site only, a 'no requirement for play area' on the current site to be linked to the play provision going ahead on the adjacent site and require provision for 0.25 ha. of public open space off-site.

G. Concerns of the Parish Council and local residents
The concerns of the Parish Council and local residents are noted. The issues of principle of development, increased density/number of dwellings and traffic have been addressed above.

5. Conclusion – Although the site is outside a settlement boundary and not allocated for housing development in the local plan, it is a part brownfield site adjacent to existing and committed development in a relatively sustainable location. Therefore, on balance, the proposal is considered acceptable in principle. The proposed housing mix is satisfactory and density can be so at the reserved matter stage. Providing buffer landscaping is planted, the proposal could have an acceptable effect on the character and appearance of the area and on existing residential properties. The effects on local roads and travelling are also considered acceptable in principle subject to satisfactory highway contribution. The proposed 20% of dwellings to be social housing and contribution towards education are considered acceptable. The legal agreement should also cover access to be through the adjacent site, a 'no requirement for play area' on the current site to be linked to the play provision going ahead on the adjacent site and require provision of 0.25 ha. of public open space off-site.

6. **Recommendation** - GRANT planning permission subject to a legal agreement for provisions and contributions as set out in paragraph 4(F) above and to the following conditions:-

1. a) Approval of the details of the siting, design, slab levels and external appearance of the building(s), the means of access, the landscaping treatment of the site (hereinafter called "the reserved matters") and haul routes for construction vehicles shall be obtained from the Local Planning Authority in writing before any development is commenced.
   b) Application for approval of the reserved matters referred to in a) above shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.
   c) The development hereby permitted shall be begun either before the expiration of five years from the date of this permission or before the expiration of two years from the date of approval of the last of the reserved matters to be approved whichever is the later.
2. No development shall take place until a programme of archaeological work has been implemented in accordance with a written scheme for investigation which has been submitted to and approved in writing by the Local Planning Authority. The development shall only take place in accordance with the detailed scheme approved pursuant to this condition. The archaeological works shall be carried out by a suitably qualified investigating body approved in writing by the Local Planning Authority.

3. Works related to the construction of the development hereby granted, including works of demolition or preparation prior to building operations, shall not take place other than between the hours of 8 am and 7 pm Monday to Friday and 8 am to 1.30 pm Saturdays and at no time on Sundays or Bank or National Holidays.
4. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping, including landscape buffers, which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection in the course of development; the approved landscaping scheme (with the exception of planting, seeding and turfing) shall be implemented prior to the occupation of any of the building(s) hereby approved and retained.
5. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner; and any trees or plants which within a period of 5 years from the completion of the landscaping die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.
6. No dwelling shall be occupied until related parking and/or garaging and turning areas as shown pursuant to condition one has been provided. The parking and turning areas shall not thereafter be used for any purpose other than the parking or turning of vehicles.
7. None of the dwellings shall be occupied until such time as junction improvements at Cutbush Lane/Hollow Lane and the provision of a shared cycleway/footway along Cutbush Lane as indicated on TPK drawing number 1106/02C have been constructed in accordance with details to be submitted to and approved in writing by the Local Planning Authority.
8. No dwelling shall be occupied until access has been secured through one of the proposed road junctions with Cutbush Lane through the adjoining proposed residential estate in accordance with details to be submitted to and approved in writing by the Local Planning Authority.
9. Surface water drainage works shall be carried out in accordance with details which shall have been submitted to and approved in writing by the Local Planning Authority before development commences.
10. Surface water source control measures shall be carried out in accordance with details which shall have been submitted to and approved in wrting by the Local Planning Authority before development commences.
11. Development shall not begin until, if required, a scheme for protecting the proposed dwellings from noise from road traffic adjacent to the proposed development has been submitted to and approved in writing by the Local Planning Authority. All works which form part of the approved scheme shall be completed before any dwelling hereby approved is occupied, unless an alternative period is agreed in writing by the Local Planning Authority.
12. Before any development is commenced, the results of a detailed investigation to ascertain whether the site is contaminated, together with any remediation scheme required as a result, shall be submitted to and approved in writing by the Local Planning Authority. This shall include a historical investigation, sampling and analysis of current soils, and a scheme of works to address any contamination. The remediation scheme shall thereafter be carried out as approved before any of the dwellings are first occupied.

13. Prior to commencing work on site, provision shall be made to accommodate all site operatives' visitors and construction vehicles loading, off-loading, parking and turning within the site during the construction period, in accordance with details to be submitted to and agreed in writing by the Local Planning Authority. The provision should be maintained and used at all times.
14. Precautions shall be taken for the duration of the construction period to prevent the deposit of mud and similar debris on the adjacent public highways, in accordance with details to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

REASONS

1. a) No such details have been submitted.
   b) & c) In pursuance of Section 92(2) of the Town and Country Planning Act 1990.
2. To allow adequate archaeological investigation before any archaeological remains are disturbed by the approved development.
3. To protect the occupiers of neighbouring properties from noise and disturbance outside the permitted hours during the construction period.

4,5 In the interests of visual amenity.

6. To ensure a satisfactory form of development and to avoid adverse impact on the public highway in the interests of highway safety.

7, 8, 14 In the interests of highway safety and convenience.

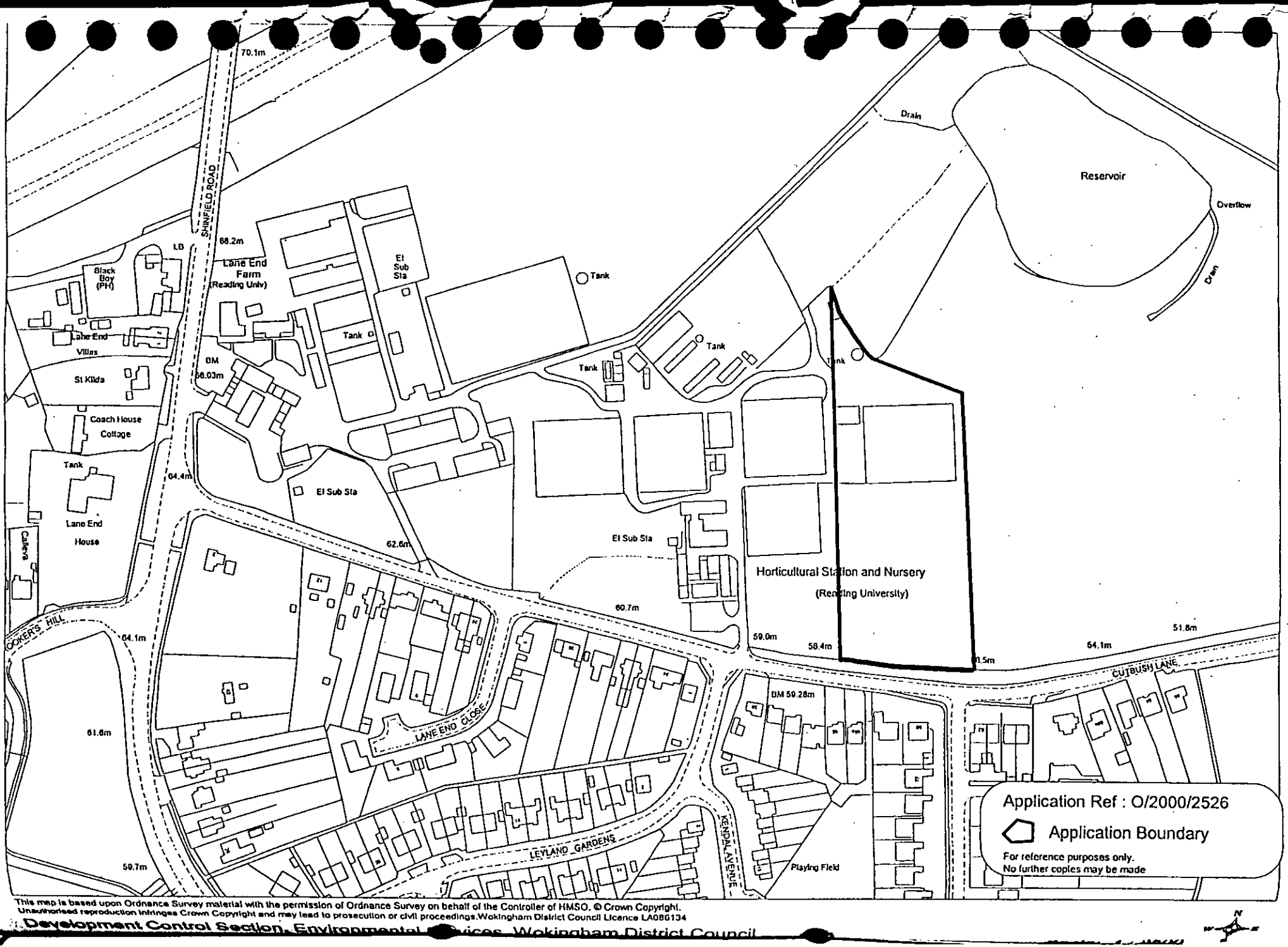
9. To prevent the increased risk of flooding.
10. To prevent the increased risk of flooding and to improve water quality.
11. To ensure that the occupants do not suffer from unacceptable high noise levels within the proposed dwellings.
12. To ensure any contamination of the site is remedied and to protect existing/proposed occupants of the application site and/or adjacent land.
13. To prevent queuing and parking off site, in the interests of highway safety and convenience.

Informatives:

1. The developer is advised that the Local Planning Authority would expect the reserved matters application to accord with the advice on density in paragraph 58 of PPG3.

2. You are advised, in compliance with *The Town and Country Planning (General Development Procedure) (England) (Amendment) Order 2000*, that the following policies and/or proposals in the development plan are relevant to this decision:

   Berkshire Structure Plan Policies H2, H9, EN1, EN6, LD5 and LD6
   Loddon Area Local Plan Policies LH8, LBE1, LBE2, LBE21, LBE22, LBE8, LT5, LT6 and LPS7
   Deposit Draft Wokingham District Local Plan Policies WOS2, WH2, WH6, WBE1, WLL7, LT5, LT6, WHE15, WHE16B and WOS4



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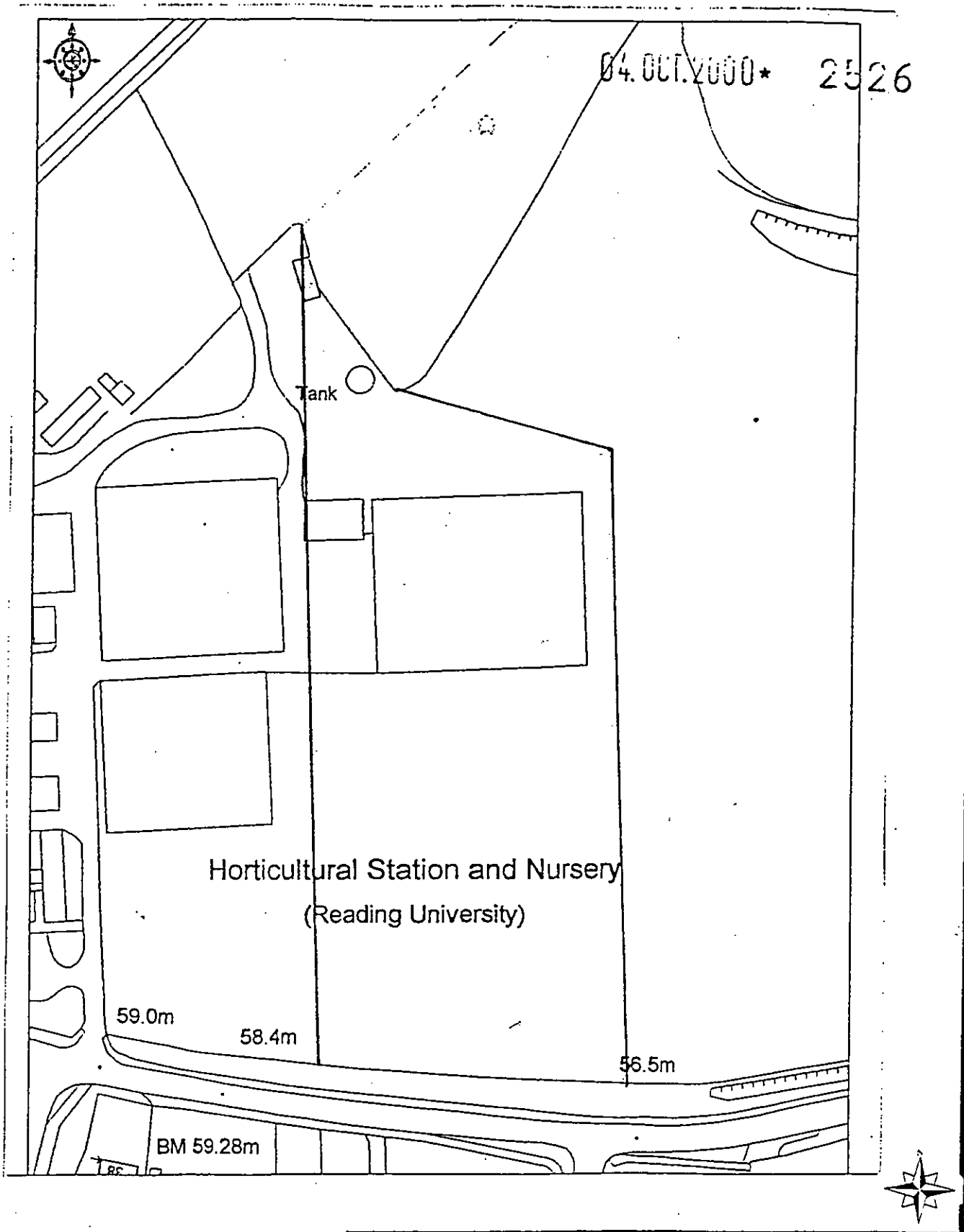
Development Control Section, Environmental Services, Wokingham District Council

Environment Control Section, Environmental Services, Wokingham District Council

04.OCT.2000* 2526



HASLAMS
0118 960 1010
Email: info@haslams-surveyors.co.uk Fax: 0118 960 1022
156 Friar Street Reading Berkshire RG1 1HH

UNIVERSITY OF READING
LAND AT THE HORTICULTURAL STATION, CUTBUSH LANE,
SHINFIELD, READING, BERKSHIRE

Scale: 1:1250

Ref: JHS/18477 Date: OCTOBER 2000

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APPENDIX 2D

') Provision of a play area, to the value of £67,000 with the sum of £20,750 commuted towards maintenance;

g) That 0.56 ha of open space be provided for the purposes of pitches and 10 year commuted maintenance sum in accordance with Wokingham District Council specification;

h) That 20% (28) dwellings are to be social housing;

i) That a financial contribution of £5,000 be made towards capital education provision.

2) That, subject to the execution and registration of the Agreement referred to in 1, above Application No: 2000/2292 be approved subject to the conditions set out on Agenda pages 1596 to 1599.

175. APPLICATIONS NOD: 2000/2526 & 2527, OUTLINE APPLICATIONS FOR THE ERECTION OF 24 DWELLINGS (DUPLICATE APPLICATIONS), HORTICULTURAL STATION CUTBUSH LANE SHINFIELD, FOR THE UNIVERSITY OF READING

The Committee considered a report about this application set out on Agenda pages 1603 to 1611.

Mr. Bulcock, a representative of Shinfield Parish Council attended the meeting and spoke against the proposal.

During the debate on the proposal, Members raised a number of concerns regarding the status of the site as a possible greenfield site on the edge of a settlement, the appropriateness of the proposed development and highways issues.

RESOLVED: That Applications Nod: 2000/2526 & 2527 be refused on the grounds that the proposal was outside the defined settlement, and represented inappropriate development.

(Note: Fiona Rolls asked to be recorded as voting in favour of the decision).

176. APPLICATION NO: 2000/2543, RESERVED MATTERS ON CONSENT 28578 FOR THE ERECTION OF B(1) OFFICE ACCOMMODATION AND ANCILLARY USE (AMENDMENT TO CONSENT 97/66464/RM), THAMES VALLEY BUSINESS PARK, THAMES VALLEY PARK DRIVE SONNING, FOR MICROSOFT LTD

The Committee considered a report about this application set out on Agenda pages 1612 to 1638.

Mr. ND Rose, a local Member attended the meeting and spoke in favour of the proposal.

RESOLVED: 1) That Application No: 2000/2543 be approved subject to the conditions set out on Agenda pages 1615 to 1617;

2) That a condition be added requiring the provision of porous parking surfaces;

2) That condition No: 13 Agenda page 1616 be deleted.

177. APPLICATION NO: 2000/1088, ERECTION OF HEALTH AND FITNESS CENTRE (D2) AND DECKED CAR PARKING, PLOT 13 GREEN PARK BASINGSTOKE ROAD SHINFIELD, PRUDENTIAL ASSURANCE CO LTD

The Committee considered a report about this application set out on Agenda pages 1639 to 1655.

RESOLVED: That Application No: 2000/1088 be approved subject to the conditions set out on Agenda pages 1640 to 1643.

APPENDIX 2E

THE UNIVERSITY OF READING
LAND AT LANE END FARM AND THE HORTICULTURAL STATION
CUTBUSH LANE SHINFIELD

Note of discussions at WDC Development Control Committee – 29th November 2000

Together with John Short I attended the planning meeting at WDC on Wednesday evening to listen to the debate in respect of the University's applications to develop Lane End Farm by the construction of 142 dwellings and the development of the adjoining site at the former Horticultural Station for 24 dwellings.

The Sub Committee resolved to approve the recommendation for granting planning permission in respect of the Lane End Farm proposal in the terms set out in the Committee Report. The vote was 8-0. The Sub Committee voted to refuse permission for the Horticultural Station on the basis that the land was in the Gap and outside the settlement boundary. The voting was 10-0.

Lane End Farm

The agenda item was introduced by **John Mitchell**. Angela Odell had been taken sick that day. He was therefore stepping into her shoes. He gave information additional to the Report covering open space and transportation. He referred to the figures set out in TPK's letter of 24th November. In respect of open space he referred by illustration to the figures set out in Lisa Jarvis's memorandum of 28th November. Specific reference was made to the £32,000 and other amounts as commuted maintenance sums as well as the areas of 0.92 and 0.56 hectares respectively in respect of on-site and off-site open space.

Malcolm Bryant commented that the recent appeal had been allowed. The Council couldn't do much about that. He was concerned about density but his main concern related to the A327 and the traffic. He said "that has reached saturation point". He acknowledged it was a Brownfield site and referred to the fact that other sites with a total of 500 dwellings were being permitted for development. He was concerned about the traffic and what should be done about it particularly the junctions which were saturated. He exclaimed that the Council were "only playing at it".

He asked who would acquire the social housing and where the open space was going to be but said there was no disagreement with the principle of the application.

John Mitchell responded by saying that the social housing would go to a nominated landlord either for low cost or rent. The landlord would be a registered housing association.

The open space would be located where it was determined as appropriate at the reserved matter stage (interestingly he did not refer expressly to the parcel of open space land to be located within the "W").

Fiona Rolls commented that the Council had lost the battle. Housing was however better than light industrial. She welcomed and praised the "good point" that the cycle crossing of the A327 would be provided which would assist the cycleway through to school.

Her real concerns related to access and education. The education contribution (£5,000) was referred to as "ludicrously small". Access to the school – the nearest school would be Hillside. The Council should look at access to the site not just for vehicular purposes but pedestrians and cyclists as well and also to the community woodland.

John Mitchell responded to say that the education amount was below what would normally be requested but the Council was "hamstrung by the appeal".

Malcolm Bryant explained that the £5,000 represented a contribution in respect of the additional housing (24) – additional to the 118 permitted on appeal.

Jenny Lissaman complained that if the University was public spirited it would put more into education and may get people who would then qualify to go to the University.

A vote was taken, all those voting (8) were in favour. No one voted against it.

Horticultural Station Application

John Mitchell introduced and explained the application referring to the transportation contributions in the terms set out in the TPK letter of 24th November. Apart from that he did not add anything to the Report.

Don Bulcock speaking on behalf of the Shinfield Parish Council exercising his audience rights said that there are a number of points arising from the agenda item. The site was not in the settlement boundary. It was within the badger foraging area. He however was concerned about the cumulative effect and referred to approximately 400 houses being permitted, all of which had to be accommodated. There would be 1500 extra jobs locally plus 25,000 at South Reading etc.

Don Bulcock was concerned specifically about the impact on the A327. He said that Shinfield Parish Council had tried for years to get a coherent response to the incremental impact of the various housing developments upon the transportation network but the Council had not addressed it and had failed to deal with the questions.

Malcolm Bryant said he was appalled at the recommendation. The site was virtually on the M4. It was a Greenfield site and it was beyond comprehension why the recommendation was being made. He referred again to approximately 400 houses feeding onto an already saturated road and its junctions (the A327). This was a development too far.

Fiona Rolls recommended refusal on the grounds of "prematurity if nothing else". The site was outside the settlement, there are no shops available to it, it was in a "rapidly disappearing Gap" The site is high and visible. It was "totally inappropriate for 6 houses let alone 24". The proposal was totally premature and "on the basis of the urban capacity study being undertaken this site would fail".

Mr Conway had second Mrs Rolls' recommendation but he wanted the first part of it deleted so that the refusal reason would be limited to the land being outside the settlement boundary.

John Mitchell was invited to comment. He said "we have looked at the application very carefully". He then commented that the recommendation "was the balanced view of the whole planning department and not just development control".

John Mitchell went on to say "when the University put forward the Lane End Farm site for inclusion within the settlement the University excluded the application site for reasons that escape us. It is a logical extension and boundary with the countryside". The development was on Brownfield land. He went on to say "had the site been put forward as part of Lane End Farm in the local plan it would have been included".

Mr Mulvern Chairman of the Committee invited comment on prematurity.

Colin Lawley responded that prematurity would not be a good reason for refusal.

Fiona Rolls asked whether sustainability should be substituted.

John Mitchell advised against that. He said it was not up to him having advised the Members to grant permission to advise them how to refuse it but they might wish to do so since it was outside the settlement and there is an element of Greenfield within it.

Malcolm Bryant commented "we must guard against appeal mania. We have a complex about losing appeals" and went on to say that they should do the right thing and not worry about losing appeals.

Fiona Rolls then suggested that he wanted to substitute unsustainable premature and said the site was outside the settlement boundary and in the Gap.

Mr Conway urged against reference to unsustainability.

Colin Lawley advised "it was unsafe to say the site was unsustainable. He warned the Committee about an application for costs which could be made on individual reasons for refusal.

Fiona Rolls then commented asking the question "what is the point of doing an urban capacity study?". She would have to however bow to legal advice. The site was not on a bus route and not sustainable.

When the Chairman put the matter to the vote 10 voted against the recommendation. There were not votes in favour of granting permission.

APPENDIX 2F

WOKINGHAM DISTRICT COUNCIL

TOWN AND COUNTRY PLANNING ACTS

Notification of Refusal of Permission

University Of Reading
C/O Haslams
156 Friar Street
Reading
Berkshire
RG1 1HH

13 DEC

Application Number: O/2000/2526

Parish: **SHINFIELD**

Location: **University Of Reading Horticultural Station, Cutbush Lane, Shinfield, Reading.**

Proposal: **Outline application for the proposed erection of 24 dwellings (Duplicate Application).**

The Wokingham District Council in pursuance of their powers under the above Acts and Regulations hereby **Refuse Permission** for carrying out the above development in accordance with the application and the accompanying plans submitted to the Council, the reason for which is specified hereunder.

Reason

1. The proposal would be inappropriate development outside a settlement boundary in a gap between settlements and on a site not allocated for residential development and would adversely affect the character and appearance of the area. The proposal is therefore contrary to Berkshire Structure Plan Policies C2 and C6, Loddon Area Local Plan Policies LTV2 and LC1, Wokingham District Local Plan Policies WOS2, WCC1 and WCC2 and to Planning Policy Guidance Note No. 7.

John Mitchell

John Mitchell
Development Control Manager
Date: 29/11/2000

If this notice grants permission to proceed with the proposal the applicant is reminded that it relates to planning permission only and does not constitute approval under any other legislation including Building Regulations.

APPENDIX 2G

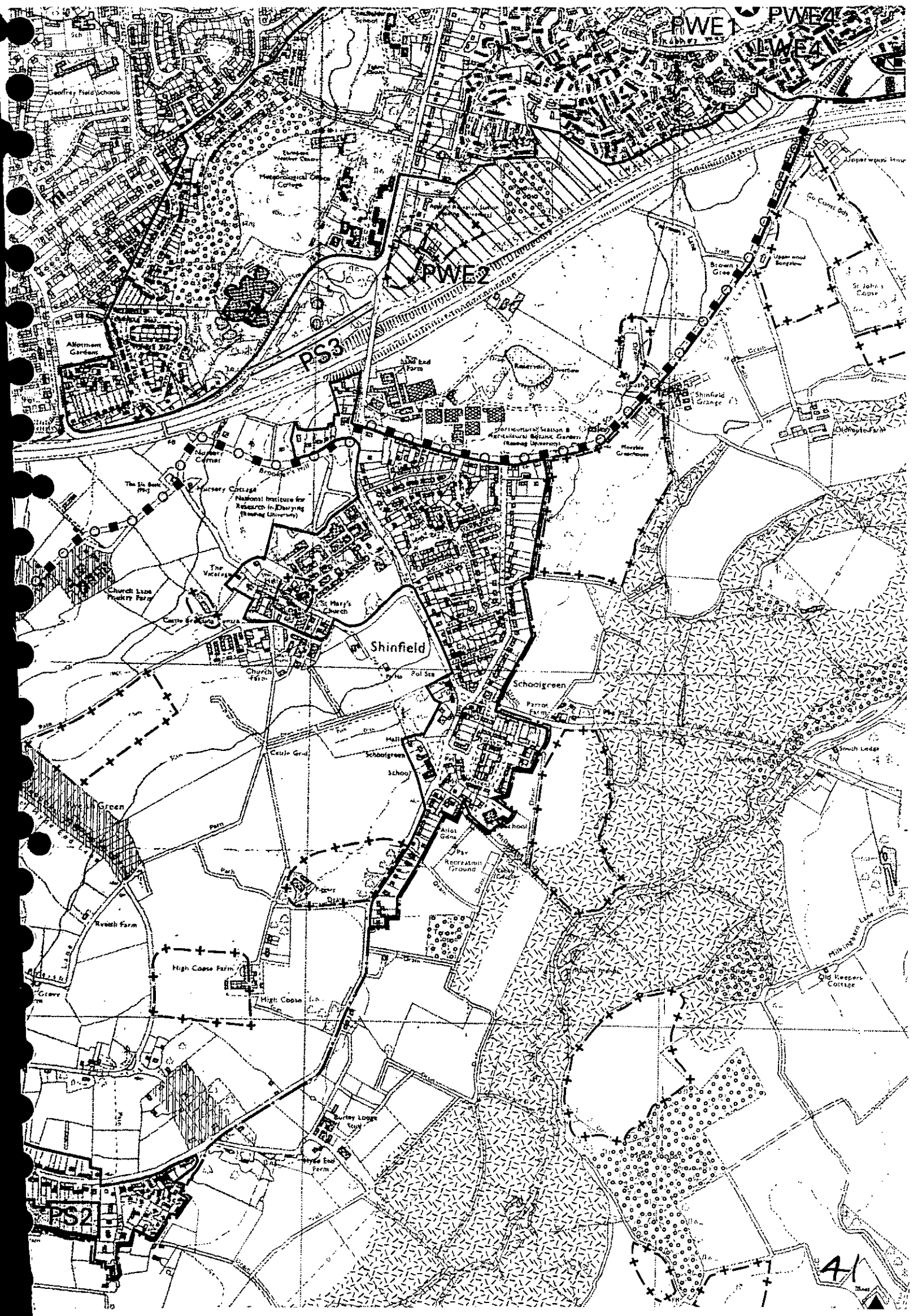
APPENDIX 4

LODDON AREA LOCAL PLAN

PROPOSALS MAP (SOUTH) MAY 1995

LEGEND

	Policy/Proposal Nos.
Local Plan Boundary	
Identified Settlement	LTV1
Proposed Housing Site	LH2,PWE10,PW1, PW2,PW3,PW4, PW5,PS2,PS4
Existing Housing Commitment	PWE1
Low Density Development	LS2
Transitional Area	LTV5
Site of Urban Landscape Value	LWE4
New Employment Site	PE1,PE2,PS3
Recognised Employment Area	LE1
General Industrial Area	LE3
Rural Area	LTV2
Separation of Settlements	LC1


PWE1
PWE2
PWE4
PS3
PS2
Shinfield
Schoolgreen
41

APPENDIX 5

Direct Line: 0118 974 6524

Date: 15th January 2001

Your Ref: SMD/JRA/888

My Ref: CJL/pf

Clarks
Solicitors

CLARKS
15 JAN 2001
SOLICITORS

DX No. 54700 Reading 2

Legal Services
Support Services Department
P.O. Box 151
Civic Offices
Shute End
Wokingham, Berkshire
RG40 1WH
Tel: (0118) 974 6000
Fax: (0118) 9746542
DX: 33506 Wokingham

Dear Simon

The University of Reading - Land at the Former Horticultural Station Cutbush Lane Shinfield - Application 0/2000/2526

Thank you for your letter dated 10th January.

I have consulted with the planners regarding this matter.

I confirm that the words "and would adversely affect the character and appearance of the area" should not have appeared on the Notice of Refusal and a correct Notice of Refusal will be issued.

Yours sincerely,

C.J. Lawley

Colin Lawley
Principal Solicitor

Copy : John Mitchell - Development Control

Clarks

Solicitors

Great Western House Station Road Reading RG1 1JX

Telephone 0118 958 5321

Facsimile 0118 960 4611 DX 54700 Reading 2

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Mr C J Lawley
Principal Solicitor
Legal Services
Wokingham District Council

DX 33506
WOKINGHAM

Our Ref	SMD/JRA/888
Account No	UN001/888
Direct Line	0118 960 4633
Direct Fax	0118 953 3967
Direct e-mail	simondimmick@clarks-solicitors.co.uk
Date	10 January 2001

Dear Mr Lawley

THE UNIVERSITY OF READING - LAND AT THE FORMER HORTICULTURAL STATION CUTBUSH LANE SHINFIELD - APPLICATION 0/2000/2526

I refer to the above application and the refusal notice issued by the District Council under John Mitchell's signature as Development Control Manager on 29 November 2000.

I was most surprised to read the words in the sole reason for refusal "and would adversely affect the character and appearance of the area". In the Minutes of the Committee Meeting, which were presented to the subsequent meeting on 20 December 2000, there was nothing recorded to the effect that the proposal would adversely affect the character and appearance of the area.

Both John Short and I were present at the meeting on 29 November and recall very clearly what was said in the discussion between Members, and in particular regarding the resolution which was passed. There was no mention in that resolution of any adverse affect on the character and appearance of the area. The Minute recording the Committee's decision is correct. The additional words have therefore been added by the Planning Officer without any authority and are therefore ultra vires.

Bearing in mind the recommendation of the Council's Planning Officer and the relevant local plan policies which support the application, the Council will not be surprised to know that the University have decided to submit an appeal. In dealing with the appeal it will have to deal with the whole of the reason for refusal as stated in the Council's notice dated 29 November 2000. If the additional wording stands the University will be obliged to produce evidence dealing with the character and appearance of the area, even though there is no authority for the additional wording. The Council will be vulnerable to a costs application in respect of at least the evidence to deal with the unauthorised part of the reason for refusal.

Partners: Michael Sippitt, Peter Clark, Thomas Howell, Richard Lee, Peter James, Simon Dimmick, David Clark, Jane Gunnell, Antony Morris, David Rintoul, Helen Beech, Jolyon Barton, Derek Ching, David Corsellis, Kirstin Wells.
Associates: Rachel Booth, Rachel Clayfield, Jonathan Pawlowski, Kathryn Taylor, Rebecca Ireland.

Clarks is a member of the **TAGLaw** worldwide network of law firms.

We have already commenced preparations for the appeal. The purpose of this letter is to draw your attention specifically to the point, which no doubt you will not have been able to consider before the decision notice was issued since the notice appears on the face of it to have been drafted, typed up and issued very late on the evening of 29 November after the Committee finished its deliberations on all matters on its agenda.

Before we embark on any further unnecessary costs please can you confirm that the words "and would adversely affect the character and appearance of the area" should not form part of the reason for refusal and arrange for a correct notice of refusal to be reissued.

I appreciate that you will need to consider the matter with your colleagues in the Planning Department but as I have mentioned, and as I know you will appreciate, we have commenced preparations for the appeal. A swift response is therefore needed.

Yours sincerely

SIMON DIMMICK

Copy to: Mr R H C Ascott
Mr J H Short

APPENDIX 2H

WOKINGHAM DISTRICT COUNCIL

TOWN AND COUNTRY PLANNING ACTS

Notification of Refusal of Permission

13 JAN 2001

University Of Reading
C/O Haslams
156 Friar Street
Reading
Berkshire
RG1 1HH

Application Number: O/2000/2526

Parish: **SHINFIELD**

Location: **University Of Reading Horticultural Station, Cutbush Lane, Shinfield, Reading.**

Proposal: **Outline application for the proposed erection of 24 dwellings (Duplicate Application).**

The Wokingham District Council in pursuance of their powers under the above Acts and Regulations hereby **Refuse Permission** for carrying out the above development in accordance with the application and the accompanying plans submitted to the Council, the reason for which is specified hereunder.

Reason
1. The proposal would be inappropriate development outside a settlement boundary in a gap between settlements and on a site not allocated for residential development. The proposal is therefore contrary to Berkshire Structure Plan Policies C2 and C6, Loddon Area Local Plan Policies LTV2 and LC1, Wokingham District Local Plan Policies WOS2, WCC1 and WCC2 and to Planning Policy Guidance Note No. 7.

John Mitchell

John Mitchell
Development Control Manager
Date: 29/11/2000

If this notice grants permission to proceed with the proposal the applicant is reminded that it relates to planning permission only and does not constitute approval under any other legislation including Building Regulations.

APPENDIX 3

Wokingham District Local Plan 1996-2006 Deposit Draft 1997

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PROPOSALS MAP (SOUTH-EAST)

Please refer to reverse of this sheet for Proposals Map (South-West)

LEGEND

	Policy/Proposal
District Boundary	
Identified Settlement	WOS2
Proposed Priority Housing Site	WH2
Proposed Reserve Housing Site	WH2
Low Density Development	WBE20
Public Open Space	WR2
Site of Urban Landscape Value	WLL9
Proposed Employment Site	WEM1
Core Employment Site	WEM2
Employment: University of Reading	WEM5, WEM6
Employment: Uses Causing Detrimental Impact	WEM9
Employment: General Industrial/Storage Area	WEM12
Proposed Site for Mixed Use	WSH20, WSH21, WSH27, WSH28, WSH32
Proposed Site for Office Use	WSH22, WSH24, WSH32
Proposed Site for Education Use	WSH23

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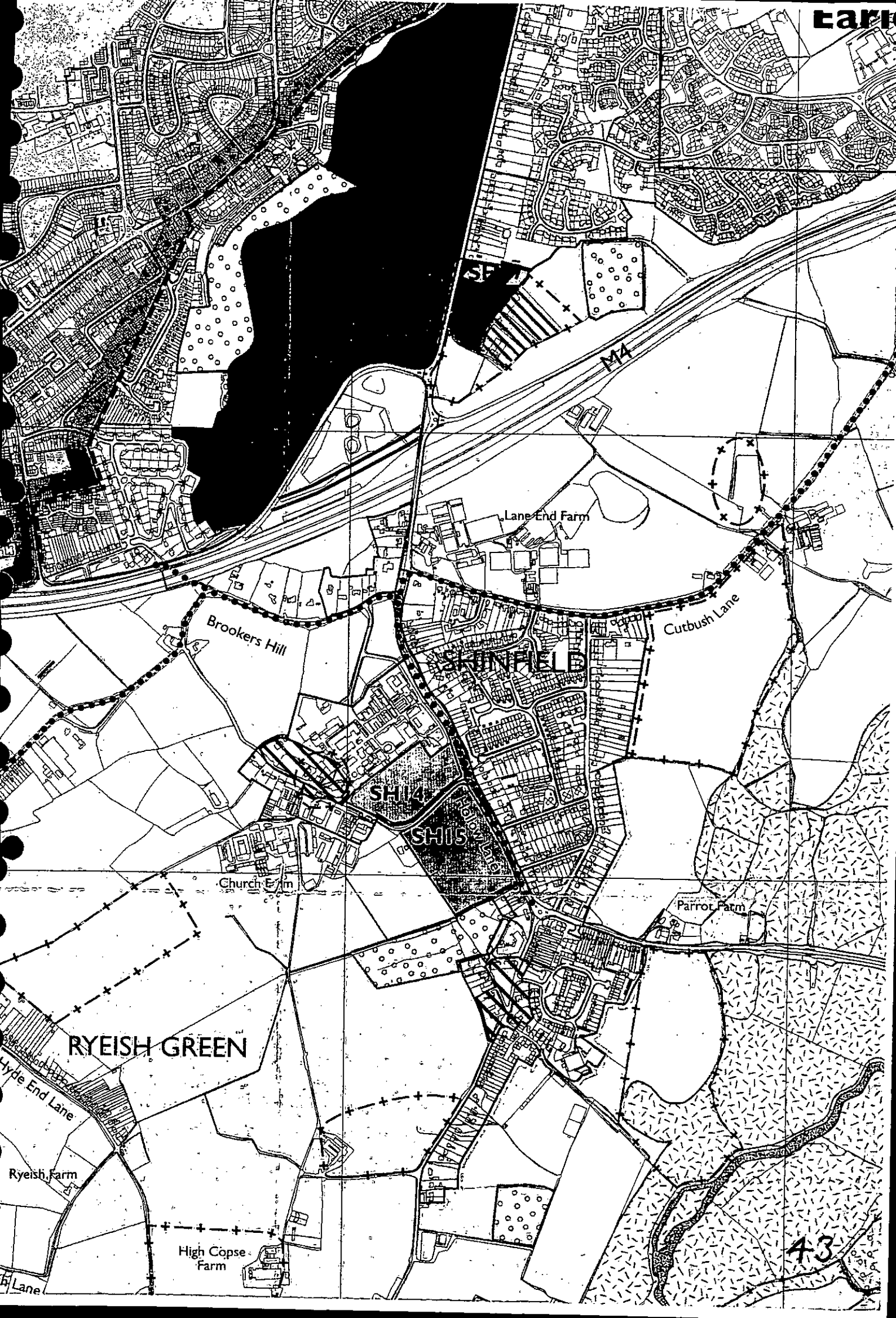
M4
Lane End Farm
Brookers Hill
Cutbush Lane
SHINFIELD
SHI4
SHI5
Church Farm
Parrot Farm
RYEISH GREEN
Hyde End Lane
Ryeish Farm
High Copse Farm
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APPENDIX 6

APPENDIX 7

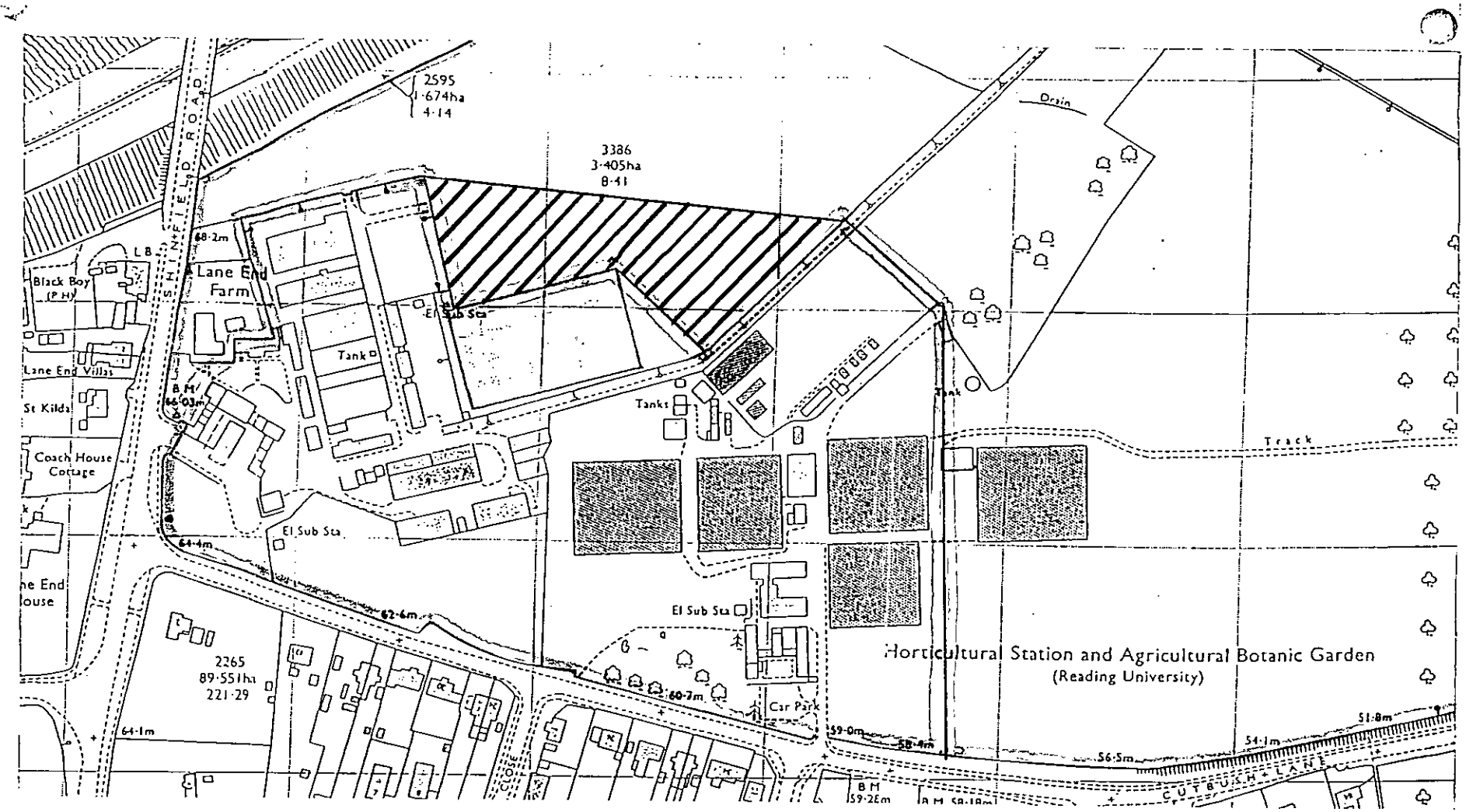
SCHEDULE
UNIVERSITY OF READING
RESEARCH/OTHER ESTABLISHMENTS AT SHINFIELD

NO	ADDRESS	SITE AREA	BUILDINGS AREA	PLANNING STATUS	REDUNDANT/ IN USE
1	The Manor, Church Lane	5.9 hectares (14.5 acres)	18,766 m² (approx 202,000 sq ft)	B1 redevelopment - appeal decision dated 27 May 1992. Renewed 10 June 1997	Redundant
2	Church Farm, Church Lane,	4.01 hectares (9.91 acres)	12,585 m² (135,485 sq ft)	B1 use of existing buildings - appeal decision dated 31 July 1996	Redundant
3	The Cattle Breeding Centre, Church Lane	0.91 hectares (2.26 acres)	2,132 m² (22,920 sq ft)	B1 use of existing buildings - appeal decision dated 31 July 1996	Redundant
4	Applied Research Station, Shinfield Road (North of the M4)	3.1 hectares (7.7 acres)	7,895 m² (84,992 sq ft)	B1 - appeal decision dated 24 July 1989. Subsequently extended. Reserved matters consent granted on 6 April 1998.	Redundant
5a	Lane End Farm, Hollow Lane	2.95 hectares (7.3 acres)	3,592 m² (38,650 sq ft)	B1 use of existing buildings (Certificate of Lawfulness of Use) dated 30th July 1998	Redundant
5b	Lane End Farm, Hollow Lane	0.2 hectares (0.5 acres)	588 m² (6,338 sq ft)	i) Retail - permission granted 4 August 1994 ii) Retail - permission granted in 1995 iii) Retail, repairs and servicing - permission granted 13 June 1997	Redundant to University

FIGURE SD2

NO	ADDRESS	SITE AREA	BUILDINGS AREA	PLANNING STATUS	REDUNDANT/ IN USE
6	The Horticultural Station, Cutbush Lane	3.2 hectares (7.9 acres)	12,911 m² (138,981 sq ft)	Commercial/ research horticultural station with laboratories and residential accommodation. Part of this site together with sites 5a and 5b above and site 7 below is now allocated as a residential development site for 105 dwellings in proposed alterations to the Local Plan	Redundant
7	Agricultural Botany Research Station	0.5 hectares (1.2 acres)	572 m² (6,156 sq ft)	Research/horticultural use.	In use.
8	Plant and Environmental Laboratories and Field Station, Cutbush Lane	3.1 hectares (7.7 acres)	1,791 m² (19,279 sq ft)	Research laboratories	In use.
9	Wyverley Boar Stud, Hyde End Road	0.2 hectares (0.5 acres)	393 m² (4,227 sq ft)	Research farm buildings.	Redundant for research purposes
10	High Copse Farm, Hyde End Road	1.2 hectares (2.9 acres)	4,485 m² (48,264 sq ft)	Research Farm buildings	Redundant for research purposes
	TOTAL SITE AREA	25.27 hectares (62.4 acres)	65,710 m² (707,322 sq ft)		

APPENDIX 8A



HASLAMS
Chartered Surveyors
156 Friar Street Reading RG1 1HH
Fax: 0118 959 6197
E-mail: info@haslams-surveyors.co.uk
0118 958 5456

LANE END FARM/OLD HORTICULTURAL STATION
CUTBUSH LANE, SHINFIELD
READING, BERKSHIRE

N

Scale: 1:2500

Ref: JHS/16292

Date: Feb 1999

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APPENDIX 8B

WOKINGHAM DISTRICT COUNCIL
AGENDA INDEX

PART I

Committee: DEVELOPMENT CONTROLSUB-COMMITTEE
WEDNESDAY 22 SEPTEMBER,1999

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5 .00 **LAND AT HOLLOW LANE/CUTBUSH LANE, SHINFIELD (INCORPORATING PART OF LANE END FARM HORTICULTURAL RESEARCH STATION) OUTLINE APPLICATION FOR THE PROPOSED ERECTION OF 118 DWELLINGS**

Purpose of Report

5 .01 To inform Members of an appeal against non-determination in respect of an outline application for a proposed residential development to provide 118 dwellings including 20% for affordable housing and open space.

Suggested Action

5 .02 The Committee is requested to endorse the resolution that had an appeal against non-determination not been lodged at the Planning Inspectorate, that the application would have been granted planning permission subject to a satisfactory Section 106 agreement and conditions, as set out in paragraph (.08) below.

Background Information

5 .03 Planning History - This 5.77ha site lies at the junction of Cutbush Lane and Hollow Lane, Shinfield and comprises a number of uses, which form the Reading University Horticultural Research Station. There is 16856sq.m of existing floorspace including B1(a), B1(b), B1(c) and B8. There is currently an outline planning application on part of the site for 40 dwellings (ref: 98/67378/O). The application site has been brought forward as a housing site in the proposed amendments to the Wokingham District Local Plan (Deposit Draft) (Environmental Services Committee February 1999).

.04 Proposal - is for an outline development of a 5.77ha site for residential purposes. The applicant has indicated that this would provide 118 dwellings of which 20% would be for affordable housing. Only means of access is to be considered at this stage. An indicative layout has been provided showing the proposed development with the formation of the two access points onto Cutbush Lane. The Traffic Impact Assessment (T.I.A) was received was received by the Highway Authority on 17th August 1999.

5 .05 Consultations -

- ***Babtie (ecology) :*** Mitigation measures required including tree survey and site evaluation.
- ***Babtie (archaeology) :*** No objection subject to condition.
- ***Highways :*** No objection is raised subject to the applicant funding all the appropriate highway improvements required to cater for the additional traffic generated by the proposed development.
- ***Environment Agency :*** No objection subject to conditions.
- ***Policy and Plans :*** The site is now included as a priority housing site in Policy WH2 as proposed to be amended.

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- ***Environmental Health :*** No objection subject to conditions to protect dwellings from noise from road traffic and a detailed investigation of ground conditions.
- ***Trees and Landscape :*** No objection subject to substantial structure planting.
- ***Open Space/Recreation :*** A Local Equipped Activity Play (LEAP) area will be required (shown on indicative plan), with a commuted sum for maintenance for a 10-year period. Open space provision for the site should be 0.43ha which has not been met on the indicative plan. A contribution will be required towards improvements to the existing public buildings in Shinfield over a 10-year period plus a contribution for one year's use of these facilities. A contribution will also be required to enhance the existing library provision.
- ***Shinfield Parish Council :*** object on the grounds of piecemeal development, overdevelopment in a rural area, impact upon listed building, harm to bat and badger colonies and impact upon existing road infrastructure.
- ***10 Letters of Objection :*** premature application before outcome of Local Plan inquiry, loss green gap, impact on ecology of the site, will cause traffic congestion.

5.06 Appraisal - The main issues are:

A. Principle of Development (Berkshire Structure Plan Policies H3, H4; Loddon Area Local Plan Policy LC1; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS1, WOS3 and WH2)
B. Mix of Dwellings and Affordable Housing Provision (Berkshire Structure Plan Policies H7 and H9; Loddon Area Local Plan Policies LH7 and LH9; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to WH6 and WH7)
C. Highway Issues (Berkshire Structure Plan LD5; Loddon Area Local Plan Policies LT5 and LT6; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS3, WT1, WT2 and WT7)
D. Impact on Residential Amenity Loddon Area Local Plan Policy LBE2; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS3 and WOS7)
E. Service, Amenity and Infrastructure Requirements (Berkshire Structure Plan Policy LD6; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS4, WH7 and WR7)
F. Concerns of the Parish Council and local residents

A. Principle of Development

The application site has been promoted for residential development through the local plan process and has now been included as a priority housing site within the proposed amendments to the Deposit Draft Local Plan. The applicant is seeking to formally establish the principle of residential development prior to the conclusion of the local plan inquiry.

At an Environmental Services Committee held on the 21st September 1998 a resolution was agreed by members which confirmed that this particular

housing site would not be released ahead of the second part of the local plan inquiry due early next year.

As a result of this Members may well consider that to determine the application at this stage would be premature. However, consideration should be given to the contribution the site makes to the five year housing supply, and that during the consultation period for the proposed amendments, no representations were received objecting to its inclusion as a priority site apart from the owners who were in support.

The adopted Structure Plan, in Policy H2, requires the Council to make provision for a total of 7,750 dwellings for the period from 1991 to 2006. The most recent date to which the calculation has been applied is 1st April 1999; this shows that the Council is in compliance with this policy requirement (there is an identified surplus of 215 dwellings). The application site is already included within the calculation, as District Local Plan housing site SH37, which represents a total of 142 dwellings.

PPG3 Housing (1999 Consultation Draft) states that local planning authorities should be able to demonstrate plans for sufficient land for housing and buildings for conversion and re-use, to accommodate probable levels of housing requirement for five years, as derived from the Structure Plan provision figure. Again, the most recent date to which the calculation has been applied is 1st April 1999. This shows there to be an identified shortfall of 231 dwellings, equivalent to six months supply. As with the Structure Plan requirement figure, the application site is already included within the calculation, for 142 dwellings.

B. Mix of Dwellings and Affordable Housing Provision

The scheme is in outline only with all matters apart from access details reserved. The proposed illustrative layout indicates 20% of affordable housing (10 two bedroom units and 14 three bedroom units), and 19 two bedroom units, 52 three bedroom units and 23 four bedroom units of general housing. Policy WH6 of the Wokingham District Local Plan (Deposit Draft) as amended states that where residential development is considered acceptable proposals will be expected to incorporate a mix and balance of densities, dwelling types and sizes. Particular emphasis should be given to the need for one, two and smaller three bed dwellings.

The illustrative layout indicates a mix of 24% of two bedroom units, 55% three bedroom units and 20% four bedroom units. The percentage of two and three bedroom units at 79% is deemed acceptable.

Amended Policy WH7 seeks to ensure that an element of affordable housing be provided on schemes of 25 dwellings or more. The Council may expect up to 25% of all new dwellings to be for affordable housing on particular sites depending on the site conditions and the results of the Housing Needs Survey 1997. It is considered that the site is of such a size and location that

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all the requirements set out in Circular 10/98 on Affordable Housing can be met.

C. Highway Issues

At its meeting on 21st September 1999 the Environmental Services Committee requested the Highway Authority provide a report on the cumulative impact of the proposed amendments to the Deposit Local Plan housing sites within Shinfield. This report was completed by Babtie, who carried out a TIA for various combinations of sites, and assessed existing traffic conditions along the A327 and the B3270 Lower Early Way – West (Earley Outer Peripheral Road). It identified that during peak hours, these major transport corridors were at or very near capacity, with extensive queuing at major junctions.

The TIA also considered levels of existing public transport south of the M4 and concluded that whilst most of the development sites were within 400 metres walking distance of an established bus route, the current levels of service would need to be increased to encourage any shift from the private car.

Whilst the applicants TIA acknowledges that appropriate contributions should be made towards the A327/EOPR (Earley Outer Peripheral Road) junction improvements, there are no proposals to improve frequency of public transport services.

The Highway Authority is still awaiting further information from the applicants agent regarding the proposed signalisation of the junction Cutbush Lane/Hollow Lane (A327) and discussions are continuing with regard to an appropriate level of financial contributions. The outcome of these negotiations may result in agreement with the applicant as to an appropriate package of measures that would mitigate the development traffic to an acceptable level.

D. Impact on Residential Amenity

The scheme is outline with only details of access to be considered at this stage. Therefore the relationship between the proposed development and the existing residential properties surrounding the site cannot be fully assessed until detailed plans are submitted at the approval of reserved matters stage.

The location of the application site close to the M4 motorway has the potential to impact upon the future occupiers of dwellings on the site. Environmental Health considers that any potential problem can be overcome by the imposition of a condition requiring a scheme of noise protection for the site.

E. Service, Amenity and Infrastructure Requirements

If the proposed development was considered acceptable in principle, Policy WOS4 of the Wokingham District Local Plan (Deposit Draft) states that proposals will be expected to have regard to existing levels of infrastructure,

services and amenities. This is expanded upon in planning guideline A9 which has been adopted as Supplementary Planning Guidance. Circular 1/97 requires that planning obligations meet a number of criteria, including being directly related to the development. An additional 118 dwellings would undoubtedly impact in terms of highways, education, community and recreation provision. WR7 in particular refers to minimum provision of open space on site.

The provision of school places in the vicinity of the application has not been fully addressed at this time and therefore a financial contribution may well be required. The size of the site is such that an LEAP would be required (shown on illustrative plan), plus more open space provision than has otherwise been indicated. The impact of the additional population is such that it is considered entirely appropriate to request contributions towards improvements to existing community buildings and library provision. These contributions have not been provided as part of the development. As such, the proposal does not meet the requirements of Berkshire Structure Plan Policy LD6; Loddon Area Local Plan Policy LPS1; Wokingham District Local Plan (Deposit Draft) as amended Policy WOS4.

F. The Concerns of the Parish Council and Local Residents

The concerns of the parish council and local residents have been noted. Consideration of whether the application is premature or not has been covered under issue A. The impact upon the local highway infrastructure and residential amenities have been considered under issues C and D.

5.07 Conclusion - The application site has been included as a housing site under amended Policy WH2 of the Wokingham District Local Plan (Deposit Draft), but has yet to be released ahead of the second part of the Local Plan Inquiry. Although this decision not to release any housing site was agreed by Members at the Environmental Services Committee meeting on the 21st September 1998, Members at this committee may want to give consideration to the particular circumstances applying in this case. These are that no adverse comments were received to the inclusion of this site for housing during the consultation period on the amendments to the Deposit Local Plan, and that the material planning considerations relating to the development which have been addressed in this report, indicate that it could be acceptable. For these reasons, on balance it is considered that this outline proposal could be granted planning permission. If the development should be considered to be acceptable at this stage, it would be necessary for the applicant to offer adequate contributions to the services, amenities and infrastructure of the Shinfield area.

5.08 Recommendation - To resolve that had an appeal against non-determination not been lodged at the Planning Inspectorate, that the application would have been granted planning permission subject to the following conditions and a satisfactory Section 106 contribution to include:

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A. The proposal would need to adequately address service, amenity and infrastructure requirements resulting from the development, in accordance with Supplementary Planning Guidance A9 adopted by the Local Planning Authority. As such, the proposal does not meet the requirements of Policy LD6 of the Berkshire Structure Plan; Policy LPS1 of the Loddon Area Local Plan and Policies WOS4, WH7 and WR7 of the Wokingham District Local Plan (Deposit Draft) as amended.

B. The applicant would need to fund all the appropriate highway improvements required to cater for the additional traffic generated by the proposed development which would also include improvements in public transport provision.

C. A landscape buffer would need to be provided on the land adjacent to the site.

List of Conditions -

1. a) Approval of the details of the siting, design and external appearance of the dwellings and the landscaping of the site (hereinafter called 'reserved matters') shall be obtained from the Local Planning Authority in writing before any development is commenced.

   b) Application for approval of the reserved matters referred to in a) above shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.

   c) The development hereby permitted shall be begun either before the expiration of five years from the date of this permission or before the expiration of two years from the date of approval of the last of the reserved matters to be approved whichever is the later.

2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development Order) 1995 (or any Order revoking and re-enacting that Order) no fences, gates, walls or other means of enclosure shall be erected within the curtilage of any dwellinghouse forward of any wall of that dwellinghouse which fronts onto a road.

3. No work of any sort shall take place other than between the hours of 0800 and 1800 Mondays to Fridays and 0830 to 1330 Saturdays and no work shall take place on Sundays or Bank Holidays.

4. Prior to the commencement of development details of the proposed slab levels of the proposed dwellings shall be submitted to and approved in writing by the Local Planning Authority. The constructed development shall not vary from the approved levels.

5. The details submitted in pursuance of Condition 01 above shall show details of land reserved for the parking, garaging and turning of motor vehicles. Upon approval of the details no development, whether permitted by the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order) or not, shall be carried out on the land so shown or in such a position as to preclude vehicular access to the reserved space(s).

6. Provision shall be made to accommodate all site operatives' visitors' and construction vehicles loading, off-loading, parking and turning within the site during the construction period in accordance with details to be submitted to and agreed in writing by the Local Planning Authority.

7. Adequate precautions shall be taken during the construction period to prevent the deposit of mud and similar debris on the adjacent public highways in accordance with details to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

8. The development shall not commence until details of all boundary treatment has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to the first occupation of the development or phased as agreed in writing by the Local Planning Authority and thereafter maintained as such.

9. No development shall take place within the application site until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the Local Planning Authority.

10. During construction no solid matter shall be stored within 10 metres of the banks of the drainage ditch and thereafter no storage of materials shall be permitted in this area.

Reasons

1. a) No such details have been submitted.

   b) & c) In pursuance of Section 92(2) of the Town and Country Planning Act 1990.

2. In the interests of visual amenity.

3. In the interests of residential amenity.

4. In the interests of visual amenity.

5. Development without adequate provision for vehicle parking would lead to parking inconvenient to other road users and detrimental to highway safety.

6. In the interests of highway safety.

7. In the interests of highway safety.

8. To ensure a satisfactory external appearance.

9. To ensure any archaeological history of the site is recorded.

10. To prevent solid material from entering the drainage ditch and causing pollution.

Equal Opportunities Implications

5.09 None

Financial Implications

5.10 None

Environmental Implications

5.11 None

Consultations with Parish and Town Councils/Voluntary Sector Organisations

5.12 See main body of report

Time Constraints

5.13 None

Background Papers	Department Where Held
Planning Application 99/69109/O	Planning

Simon Lewis
Senior Planning Officer
13.8.1999

APPENDIX 8C

4.00 LAND AT HOLLOW LANE/CUTBUSH LANE, SHINFIELD (INCORPORATING PART OF LANE END FARM HORTICULTURAL RESEARCH STATION) OUTLINE APPLICATIONS FOR THE PROPOSED ERECTION OF 118 DWELLINGS (99/69109/O & 99/70199/O)

Purpose of Report

4.01 To inform Members of an appeal against non-determination in respect of outline application ref: 99/69109/O for a proposed residential development to provide 118 dwellings including 20% for affordable housing and open space and to request determination of the current duplicate outline application ref: 99/70199/O.

Suggested Action

4.02 The Committee is requested to endorse the resolution that had an appeal against non-determination not been lodged at the Planning Inspectorate, that application ref: 99/69109/O would have refused been planning permission for the reasons set out in paragraph (4.08) below, and to refuse application ref: 99/70199/O for the same reasons.

Background Information

4.03 Planning History - This 5.77ha site lies at the junction of Cutbush Lane and Hollow Lane, Shinfield and comprises a number of uses, which form the Reading University Horticultural Research Station. There is 16856sq.m of existing floorspace including B1(a), B1(b), B1(c) and B8. There is currently an outline planning application on part of the site for 40 dwellings (ref: 98/67378/O). The application site has been brought forward as a housing site in the proposed amendments to the Wokingham District Local Plan (Deposit Draft) (Environmental Services Committee February 1999).

4.04 Proposal - is for an outline development of a 5.77ha site for residential purposes. The applicant has indicated that this would provide 118 dwellings of which 20% would be for affordable housing. Only means of access is to be considered at this stage. An indicative layout has been provided showing the proposed development with the formation of the two access points onto Cutbush Lane. The Traffic Impact Assessment (T.I.A) was received by the Highway Authority on 17th August 1999.

4.05 Consultations -

- ***Babtie (ecology) :*** Mitigation measures required including tree survey and site evaluation.
- ***Babtie (archaeology) :*** No objection subject to condition.

- ***Highways :*** No objection is raised subject to the applicant funding all the appropriate highway improvements required to cater for the additional traffic generated by the proposed development.
- ***Environment Agency :*** No objection subject to conditions.
- ***Policy and Plans :*** The site is now included as a priority housing site in Policy WH2 as proposed to be amended.
- ***Environmental Health :*** No objection subject to conditions to protect dwellings from noise from road traffic and a detailed investigation of ground conditions.
- ***Trees and Landscape :*** No objection subject to substantial structure planting.
- ***Open Space/Recreation :*** A Local Equipped Activity Play (LEAP) area will be required (shown on indicative plan), with a commuted sum for maintenance for a 10-year period. Open space provision for the site should be 0.43ha which has not been met on the indicative plan. A contribution will be required towards improvements to the existing public buildings in Shinfield over a 10-year period plus a contribution for one year's use of these facilities. A contribution will also be required to enhance the existing library provision.
- ***Shinfield Parish Council :*** object on the grounds of piecemeal development, overdevelopment in a rural area, impact upon listed building, harm to bat and badger colonies and impact upon existing road infrastructure.
- ***10 Letters of Objection :*** premature application before outcome of Local Plan inquiry, loss green gap, impact on ecology of the site, will cause traffic congestion.

4.06 Appraisal - The main issues are:

A. Principle of Development (Berkshire Structure Plan Policies H3, H4; Loddon Area Local Plan Policy LC1; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS1, WOS3 and WH2)
B. Mix of Dwellings and Affordable Housing Provision (Berkshire Structure Plan Policies H7 and H9; Loddon Area Local Plan Policies LH7 and LH9; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to WH6 and WH7)
C. Highway Issues (Berkshire Structure Plan LD5; Loddon Area Local Plan Policies LT5 and LT6; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS3, WT1, WT2 and WT7)
D. Impact on Residential Amenity Loddon Area Local Plan Policy LBE2; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS3 and WOS7)
E. Service, Amenity and Infrastructure Requirements (Berkshire Structure Plan Policy LD6; Wokingham District Local Plan (Deposit Draft) Proposed Amendments to 1999 Policies WOS4, WH7 and WR7)
F. Concerns of the Parish Council and local residents

A. Principle of Development

The application site has been promoted for residential development through the local plan process and has now been included as a priority housing site within the proposed amendments to the Deposit Draft Local Plan. There is a slight difference in size between this application site and the site shown in the proposed amendments which includes Lane End Farm (the application site is smaller by 2000 square metres). The applicant is seeking to formally establish the principle of residential development prior to the conclusion of the local plan inquiry.

At an Environmental Services Committee held on the 21st September 1998 a resolution was agreed by members which confirmed that this particular housing site would not be released ahead of the second part of the local plan inquiry due early next year.

Therefore, Members may well consider that to determine the application at this stage would be premature. Also during the consultation period for the proposed amendments, representations were received objecting to its inclusion as a priority site. These were from Shinfield Parish Council, Earley Town Council, one local resident, and four planning consultants. The basis of the objections from the parish/town councils and the local resident were that the development would result in the loss of the open gap between Shinfield and Earley, increased traffic congestion and the overall impact on the surrounding area. The other objections related to the preference of other sites and an amendment to the site boundary.

The adopted Structure Plan, in Policy H2, requires the Council to make provision for a total of 7,750 dwellings for the period from 1991 to 2006. The most recent date to which the calculation has been applied is 1st April 1999; this shows that the Council is in compliance with this policy requirement (there is an identified surplus of 215 dwellings). The application site is already included within the calculation, as District Local Plan housing site SH37, which represents a total of 142 dwellings.

PPG3 Housing (1999 Consultation Draft) states that local planning authorities should be able to demonstrate plans for sufficient land for housing and buildings for conversion and re-use, to accommodate probable levels of housing requirement for five years, as derived from the Structure Plan provision figure. Again, the most recent date to which the calculation has been applied is 1st April 1999. This shows there to be an identified shortfall of 231 dwellings, equivalent to six months supply. As with the Structure Plan requirement figure, the application site is already included within the calculation, for 142 dwellings.

However, the local plan inquiry is still due to consider proposed housing sites in 2000 with the purpose to consider the merits of alternative sites. The fact that there have been objections to the inclusion of this site which need to be considered at this inquiry adds significant weight to the argument that to determine this application prior to the inquiry's completion would be premature. It is considered that there is still adequate time to go through the

local plan process and to complete the development within the five year land supply period.

Although this is an outline application an illustrative layout has been provided showing 118 dwellings. This figure is 24 short of that calculated as part of the five year supply and no justification for this shortfall has been put forward by the applicant. The application site could accommodate additional residential units and for this reason it is considered that the proposed density of this development is inadequate.

B. Mix of Dwellings and Affordable Housing Provision

The scheme is in outline only with all matters apart from access details reserved. The proposed illustrative layout indicates 20% of affordable housing (10 two bedroom units and 14 three bedroom units), and 19 two bedroom units, 52 three bedroom units and 23 four bedroom units of general housing. Policy WH6 of the Wokingham District Local Plan (Deposit Draft) as amended states that where residential development is considered acceptable proposals will be expected to incorporate a mix and balance of densities, dwelling types and sizes. Particular emphasis should be given to the need for one, two and smaller three bed dwellings.

The illustrative layout indicates a mix of 24% of two bedroom units, 55% three bedroom units and 20% four bedroom units. The percentage of two and three bedroom units at 79% is deemed acceptable.

Amended Policy WH7 seeks to ensure that an element of affordable housing be provided on schemes of 25 dwellings or more. The Council may expect up to 25% of all new dwellings to be for affordable housing on particular sites depending on the site conditions and the results of the Housing Needs Survey 1997. It is considered that the site is of such a size and location that all the requirements set out in Circular 10/98 on Affordable Housing can be met.

C. Highway Issues

At its meeting on 21st September 1998 the Environmental Services Committee requested the Highway Authority provide a report on the cumulative impact of the proposed amendments to the Deposit Local Plan housing sites within Shinfield. This report was completed by Babtie, who carried out a TIA for various combinations of sites, and assessed existing traffic conditions along the A327 and the B3270 Lower Earley Way – West (Earley Outer Peripheral Road). It identified that during peak hours, these major transport corridors were at or very near capacity, with extensive queuing at major junctions.

The TIA also considered levels of existing public transport south of the M4 and concluded that whilst most of the development sites were within 400 metres walking distance of an established bus route, the current levels of

service would need to be increased to encourage any shift from the private car.

Whilst the applicants TIA acknowledges that appropriate contributions should be made towards the A327/EOPR (Earley Outer Peripheral Road) junction improvements, there are no proposals to improve frequency of public transport services.

The Highway Authority is still awaiting further information from the applicants agent regarding the proposed signalisation of the junction Cutbush Lane/Hollow Lane (A327) and discussions are continuing with regard to an appropriate level of financial contributions. The outcome of these negotiations may result in agreement with the applicant as to an appropriate package of measures that would mitigate the development traffic to an acceptable level.

D. Impact on Residential Amenity

The scheme is outline with only details of access to be considered at this stage. Therefore, the relationship between the proposed development and the existing residential properties surrounding the site cannot be fully assessed until detailed plans are submitted at the approval of reserved matters stage.

The location of the application site close to the M4 motorway has the potential to impact upon the future occupiers of dwellings on the site. Environmental Health considers that any potential problem can be overcome by the imposition of a condition requiring a scheme of noise protection for the site.

E. Service, Amenity and Infrastructure Requirements

If the proposed development was considered acceptable in principle, Policy WOS4 of the Wokingham District Local Plan (Deposit Draft) states that proposals will be expected to have regard to existing levels of infrastructure, services and amenities. This is expanded upon in planning guideline A9 which has been adopted as Supplementary Planning Guidance. Circular 1/97 requires that planning obligations meet a number of criteria, including being directly related to the development. An additional 118 dwellings would undoubtedly impact in terms of highways, education, community and recreation provision. WR7 in particular refers to minimum provision of open space on site.

The provision of school places in the vicinity of the application has not been fully addressed at this time and therefore a financial contribution may well be required. The size of the site is such that an LEAP would be required (shown on illustrative plan), plus more open space provision than has otherwise been indicated. The impact of the additional population is such that it is considered entirely appropriate to request contributions towards improvements to existing community buildings and library provision. These contributions have not been provided as part of the development. As such, the proposal does not meet the requirements of Berkshire Structure Plan Policy LD6; Loddon Area Local Plan

Policy LPS1; Wokingham District Local Plan (Deposit Draft) as amended Policy WOS4.

F. The Concerns of the Parish Council and Local Residents
The concerns of the parish council and local residents have been noted. Consideration of whether the application is premature or not has been covered under issue A. The impact upon the local highway infrastructure and residential amenities have been considered under Issues C and D. As the application is in outline, it is considered that the site is developable for housing purposes whilst safeguarding local badger colonies.

4.07 Conclusion - The application site has been included as a housing site under amended Policy WH2 of the Wokingham District Local Plan (Deposit Draft), but has yet to be released ahead of the second part of the Local Plan Inquiry. Therefore Members must decide whether they consider the proposal is premature especially in respect of the resolution agreed at the Environmental Services Committee meeting on the 21st September 1998. However, even if the development was considered to be acceptable at this stage, the scheme does not offer adequate contributions to the services, amenities and infrastructure of the Shinfield area.

4.08 Recommendations –
a) application ref:**99/69109/O** -To resolve that had an appeal against non-determination not been lodged at the Planning Inspectorate, it would have been refused planning permission for the following reasons:

1. It would be premature for planning permission to be granted in advance of the local plan inquiry, which is due to consider proposed housing sites in 2000, with the Inspector's report due in mid-2001, as the purpose of the local plan inquiry is to consider the merits of alternative housing sites. This is particularly important in this case as objections have been made to the proposed designation of this site for residential purposes in the local plan.

2. The proposed density of housing is significantly below that in the proposed local plan designation; as such, the proposal fails to make optimum use of the site, and an adequate contribution to housing needs.

3. The proposal does not adequately address service, amenity and infrastructure requirements as set out in Supplementary Planning Guidance A9 adopted by the Local Planning Authority. As such, the proposal does not meet the requirements of Policy LD6 of the Berkshire Structure Plan; Policy LPS1 of the Loddon Area Local Plan and Policies WOS4, WH7 and WR7 of the Wokingham District Local Plan (Deposit Draft) as amended.

b) application ref: 99/70199/O - to refuse outline planning permission for the following reasons:

1. It would be premature for planning permission to be granted in advance of the local plan inquiry, which is due to consider proposed housing sites in 2000, with the Inspector's report due in mid-2001, as the purpose of the local plan inquiry is to consider the merits of alternative housing sites. This is particularly important in this case as objections have been made to the proposed designation of this site for residential purposes in the local plan.

2. The proposed density of housing is significantly below that in the proposed local plan designation; as such, the proposal fails to make optimum use of the site, and an adequate contribution to housing needs.

3. The proposal does not adequately address service, amenity and infrastructure requirements as set out in Supplementary Planning Guidance A9 adopted by the Local Planning Authority. As such, the proposal does not meet the requirements of Policy LD6 of the Berkshire Structure Plan; Policy LPS1 of the Loddon Area Local Plan and Policies WOS4, WH7 and WR7 of the Wokingham District Local Plan (Deposit Draft) as amended.

Equal Opportunities Implications

4.09 Provision of affordable housing is offered by the applicant.

Financial Implications

4.10 Financial contributions would be expected towards service, amenity and infrastructure requirements.

Environmental Implications

4.11 Dealt with within development appraisal

Consultations with Parish and Town Councils/Voluntary Sector Organisations

4.12 See main body of report

Time Constraints

4.13 Public Inquiry due to start 14th December 1999

Background Papers	Department Where Held
Planning Application 99/69109/O	Planning

Simon Lewis
Senior Planning Officer
7.10.1999

APPENDIX 8D

Appeal Decision

The Planning Inspectorate
Tollgate House,
Houlton Street
Bristol BS2 9DJ
☎ 0117 987 8927

inquiry commenced on Tuesday, November 29, 1999

by K E B Holland BA (Hons) DipTP MRTPI ARICS

an Inspector appointed by the Secretary of State for the Environment, Transport and the Regions

21 JAN 2000

Appeal : T/APP/X0360/A/99/1026621/P4

- The appeal is made under Section 78 of the Town and Country Planning Act 1990 against a failure to determine within the prescribed period an application for planning permission.
- The appeal is brought by University of Reading against Wokingham District Council.
- The site is located at Hollow Lane/Cutbush Lane, Shinfield
- The application (ref: 99/69109/O), is dated 5 February 1999
- The development proposed is the erection of 118 dwellings (29 x two-bedroom; 66 x three-bedroom and 23 x four-bedroom).

Decision: The appeal is allowed and planning permission granted subject to conditions set out in the attached schedule.

Procedural matters

1. Although the application refers to a specific number of dwellings and the size of the dwellings, only means of access is not reserved for subsequent approval.

2. The Council has resolved that had an appeal not been lodged on non-determination grounds the application would have been refused for the following reasons.

   a) It would be premature for planning permission to be granted in advance of the local plan inquiry which is due to consider proposed housing sites in 2000, with the Inspector's report due in mid-2001, as the purpose of the local plan inquiry is to consider the merits of alternative housing sites. This is particularly important in this case as objections have been made to the proposed designation of this site for residential purposes in the local plan.

   b) The proposed density of housing is significantly below that in the proposed local plan designation; as such, the proposal fails to make optimum use of the site, and an adequate contribution to housing needs.

   c) The proposal does not adequately address service, amenity and infrastructure requirements as set out in Supplementary Planning Guidance A9 adopted by the Local Planning Authority. As such, the proposal does not meet the requirements of Policy LD6 of the Berkshire Structure Plan, Policy LPS1 of the Loddon Area Local Plan and Policies WOS4, WH7 and WR7 of the Wokingham District Local Plan (Deposit Draft) as amended.

3. The inquiry commenced on 30 November 1999 and was completed on 2 December 1999.

4. At the inquiry an application was made on behalf of the University of Reading for a full award of costs against the Wokingham Borough Council. This is the subject of a separate decision.

5. A Unilateral Undertaking and a Supplemental Deed has been submitted.

Policy background

6. The development plan for the area comprises the Berkshire Structure Plan 1991 – 2006 (SP) and the Loddon Area Local Plan (LP) adopted in 1995. Under the terms of policy H2 the SP requires the provision of 7,750 dwellings in the District between 1991 and 2006. Policy C2 of the SP seeks to protect the countryside outside built-up areas and settlements and policy C5 aims to maintain the rural character of the countryside adjoining built-up areas. These policy requirements are reflected in policy LTV2 of the LP while policy LTV4 aims to retain and strengthen natural boundary features around settlements. SP policy C6 and LP policy LC1 seek to maintain a clear separation between settlements. The appeal site is outside the identified settlement boundary of Shinfield on the LP and is shown as part of a wide area of countryside that is subject to policy LC1. However, there is also a specific policy in the LP that deals with university and research institute land at Shinfield. This policy, LS3, states that where research establishments are no longer required, a change of use of land and buildings to residential, educational, health and community uses will generally be acceptable subject to the provisions of other policies in the LP.

7. The Wokingham District Local Plan is the emerging local plan (ELP) that will have district-wide coverage. Chapter 6 and policy WSM1 of the ELP deals with the question of a new settlement of up to 2,500 dwellings south of the M4 motorway. The origin of this requirement is policy H3 of the SP that requires between 2,000 and 2,500 of the total dwellings for Wokingham for the period 1991 – 2006 to be provided in the area in Wokingham District south of the M4 motorway at Reading. The reason for policy H3 is to provide for the needs of the Reading area that cannot be met within Reading Borough. The question of the local plan treatment of the requirement arising from SP policy H3 was considered in Part 1 of the local plan inquiry. This part has been completed and the Inspector's report is anticipated in mid 2000. The inquiry into the other elements of the ELP is due to start in February 2000. The intention is to deal with housing matters, other than the new settlement issue, at the end of the inquiry by which time the report on Part 1 should be available.

8. In response to the need for up to 2,500 dwellings to meet the requirement of SP policy H3, three planning applications have been made. The University of Reading has made one of these applications for 2,500 dwellings on land that includes the appeal site. In the application, the appeal site is allocated not for housing but for other uses including employment and a park and ride proposal. Two alternative applications by others have been made at Spencers Wood and Grazeley. The three applications have been recovered for determination by the Secretary of State and the inquiry into these proposals was linked to Part 1 of the local plan inquiry. The Council favours the proposal at Grazeley and has reflected this preference in policy WSM1 in the ELP which provides for 1,850 dwellings at Grazeley in the period up to 2006. The Council accepts that for practical reasons 2,500 dwellings cannot realistically be expected to be built at Grazeley by 2006 and hence the figure of 1,850 in policy WSM1. To make up the shortfall provision is made in the ELP for 867 dwellings between 1996 and 2006 on a number of smaller sites identified in Policy WH2. The appeal site is included in this list as site SH37 with an assumed capacity of 142 dwellings.

9. The ELP also contains policy WOS4 that states that permission will not be given, where development gives rise to the need for the provision of services, until the council is satisfied that an appropriate level of infrastructure, services and amenities will be provided. The

policy states that these requirements must be directly related to, and a consequence of, the development. Guidance is given to developers in the form of Supplementary Planning Guidance A9 (SPG) that refers to various services and facilities including education provision, libraries and transport. The inquiry was told that the SPG has not been subject to a public consultation exercise. In relation to affordable housing, policy WH7 seeks the provision of up to 25% affordable housing in developments of over 40 dwellings. Policy WR7 seeks the provision of a minimum of 4.3hectares of public open space per thousand population. The space should be of a size, shape and location suitable for recreational use.

10. In relation to research establishments, policy LS3 of the LP is carried forward as policy WRE3 of the ELP. The adopted policy deals with new uses for research establishments outside settlements and the explanatory text refers to the agricultural research units owned by the University of Reading outside Shinfield. Amendments in the emerging policy include reference to Shinfield in the policy heading, the phrase "redevelopment of land" and the substitution of "be encouraged" for "acceptable". The first sentence of the proposed policy reads "where existing research establishments outside settlements are no longer required, a change of use or redevelopment of land and buildings to educational, residential, health or community uses will generally be encouraged". As is the case with the adopted policy, this encouragement is qualified by reference to other policies in the plan and several specific criteria.

The main issues

11. The main issues in this appeal are first, whether the proposal complies with the development plan policies and, if so, whether prematurity or other material considerations outweigh this compliance. Second, whether the density of the development is acceptable and third, whether the proposal includes adequate infrastructure having regard to the scale of the scheme.

Inspector's reasons

Development plan and the emerging local plan

12. In my view the starting point is the development plan and, in particular, policy LS3 that is specifically applicable to the appeal site. On behalf of objectors, Mr Huntley argued that while this policy is relevant it does not weigh in favour of the appeal to any significant degree. This opinion is based on the provisos in the policy and on the argument that the policy may not apply to the appeal site because it is not the only university research establishment in Shinfield. I do not accept that it is unclear whether the policy applies to this site. The explanatory text explicitly refers to glasshouses. At an appeal in 1989, when arguing in favour of development on part of the appeal site on the basis of emerging policy LS3, Mr Huntley pointed out that the appeal site is the only example of a university research use in Shinfield with substantial glasshouses. At the inquiry the Council agreed that the policy does apply to this site. Moreover, in the ELP the suggested amended wording, through the inclusion of the phrase "redevelopment of land", seems to me to clarify the situation in the appellant's favour. I am satisfied that development plan policy LS3 is directly applicable to this appeal.

13. Turning to the qualifications in the policy, general reference is made to the need to have regard to other policies in the LP and more specific reference is made to the need to contain development, improve the appearance of the site and have regard to the amenity of the area. Given that there is a specific policy for this site, the conventional policies restricting

development in rural areas cannot be applied in an unqualified way. For this reason the fact that the site is outside the settlement boundary does not, in my view, count heavily against the development. Rather, I consider that the matter needs to be considered in the light of the present character and appearance of the site and how the proposal would relate to the specific criteria in the policy. It is also relevant to bear in mind that the Council has carried out a detailed environmental appraisal of a large number of possible housing sites and has concluded that the appeal site is one of the least inappropriate sites for development during the period of the ELP.

14. The appeal site extends to some 5.77 hectares and is occupied by a range of buildings and structures. Adjacent to the appeal site Lane End Farmhouse is a substantial traditional red brick house with a tiled roof. It is a listed building that dates from the 16th century but has been extensively altered and extended. On the appeal site there is a range of red brick agricultural-style outbuildings that were clearly at some stage associated with the farmhouse. These are currently commercially occupied, principally by an antiques dealer. Other buildings, mostly unoccupied, are spread around the appeal site. These are utilitarian structures constructed from a variety of materials including timber, brick, concrete blocks, corrugated iron and asbestos sheeting. Many of these buildings are now in a poor state of repair and the site has a generally untidy appearance. A motorcycle dealer including a workshop and sales office occupies one of the utilitarian buildings. There are relatively extensive areas of concrete hardstanding and a number of glasshouses, five of which are very substantial. In total the buildings extend to about 5,400 square metres and the glasshouses to about 10,300 square metres.

15. Although a number of the structures on the site, particularly the glasshouses, have agricultural connotations I do not consider that the site has an agricultural character. Given the scale of building on the site, its overall appearance and the obvious commercial activity that is readily visible, the site can reasonably be described as a "brownfield" site. This is consistent with the view taken by the Council's officers in the appraisal of possible housing sites reported to committee in July 1998. The development would, in my opinion, have the benefit of removing existing unattractive buildings and structures from the site and it would not extend beyond the existing "brownfield" site. I acknowledge that the proposal would involve the removal of a substantial section of hedge along Cutbush Lane and that this would be detrimental to the appearance of this section of the Lane. However, the illustrative layout demonstrates that it would be feasible to retain the significant groups of trees on the site, including those close to Cutbush Lane. Also there would be considerable scope for replanting and/or re-positioning hedgerows after the proposed road widening and provision of visibility splays. Within a relatively short time therefore I believe that the detrimental impact could be countered.

16. In the wider context both the Council and Mr Huntley sought to argue that the proposal would conflict with SP policy C6 and LP policy LC1 because it would reduce the gap between Reading and Shinfield. In the case of the Council this seems to me to be inconsistent with LP policy LS3 and emerging policy WRE3. As far as Mr Huntley is concerned, I note that in the 1989 appeal he contended that the site, because of the extensive buildings on it and adjacent land, would be perceived as part of the built up area of Shinfield. At that stage he argued that the M4 motorway and the land on either side of it ensure the physical separation. I agree and believe that assessment remains valid. I do not believe that the aims of policies C6 and LC1 would be compromised by the scheme.

17. I conclude that the scheme would meet the requirements of the LP policy LS3 and the advice in Planning Policy Guidance: Housing (PPG3) regarding development related to settlements in rural areas.

Material considerations

18. I come now to consider whether there are any material considerations that indicate that the conformity with development plan policy LS3 should not form the basis for allowing this appeal. The Council's principal argument against the proposal, based on prematurity, falls within this category. In relation to prematurity the Council has altered its stance. In June 1998 the Environmental Services Committee considered a report recommending that in order to meet a shortfall in housing land, sites identified in policy WH2 of the ELP that did not have permission, should be released as soon as possible. Another recommendation was to confirm the principle that to further help the shortfall, any priority sites to be identified at a later meeting should, in addition, be released as soon as possible. At the later meeting referred to, held in July 1998, the appeal site was identified and accepted by the Council as a priority site. The reason for the early release of the priority sites is carefully explained in the report and it is clear that the question of the five-year supply of housing land was critical. The early release recommended represented the action that the Council was recommended to take in the light of the advice in paragraphs 49 and 53 of PPG3. Regretfully, the minutes of the meeting are far from clear and record that the "the site at Lane End Farm, Cutbush Lane, Shinfield, (SH37) be released for inclusion in the Wokingham District Local Plan Deposit Draft". The Council's contention at the inquiry was that at the July committee meeting the officer's recommendation was rejected and the decision was taken to release the appeal site, not so as to be available to meet the five year housing requirement, but only for inclusion in the ELP.

19. Apparently this was not appreciated by the officers who, in September 1998, took a further report to the same committee, again referring to the need to consider how to achieve a five-year supply of housing land. The report deals with four sites, one of which was the appeal site. It draws a distinction between the appeal site and the other three sites in that it follows up a resolution from the July committee that "the other three sites be not released at this stage but that they be re-evaluated in the light of the criteria and the concerns raised". The report includes a consultation document that was sent to parish councils and other interested parties after the July committee meeting. The leaflet spelt out in unequivocal terms that the appeal site was to be distinguished from the other three sites and would be the only one subject to early release. It is specifically stated that this meant "ahead of the local plan process" and the leaflet again refers to the need to improve the Council's five-year housing land supply position. A table accompanying the report confuses the position as it is headed "Sites Identified to make-up the Shortfall in the 5-year Housing Land Supply" but in it the status of the appeal site is described as "agreed for inclusion in WDLPDD (ELP) at E.S. Committee 20/07/98".

20. At the inquiry the Council claimed that the officers had prepared the September report and the consultation leaflet on the basis of an incorrect understanding of the decision taken in July. The officers responsible had not appreciated that the committee did not in fact want to see the release of the appeal site ahead of the local plan process. Surprisingly, the minutes of the September committee meeting make no reference to this apparent misunderstanding. In addition the minutes are unhelpful in that it is difficult to tell whether or not the appeal site is caught by the embargo that the Council is apparently seeking to place on the release of all sites ahead of the local plan inquiry.

21. Whatever the position may be, one matter is clear. The appeal site has been included on the supply side of the Council's latest five-year housing land availability figures. This implies that the Council regards the site as free of legal or other constraints that are likely to prevent its development within the five-year period. In the light of this, the position taken by the Council regarding prematurity is untenable. If the site is to be subject to a comparative analysis at the local plan inquiry, in competition with over 120 other sites, whether or not it will be developed must be uncertain. This uncertainty represents a constraint and in these circumstances the Council should not, in my view, rely on the site as one that will contribute to the District's five-year land supply. As the Council do rely on the site it cannot also reasonably seek to argue that the site may not be accepted for development because other sites may be preferable. Even with the site included there is a less than five-year supply of land. The Council's April 1999 figures are that the supply is just over 4.5 years.

22. In relation to the emerging local plan I have also given consideration to the scale of the proposal. The advice in Planning Policy Guidance: General Policy and Principles (PPG1) is that normally planning applications should be considered in the light of current policies unless individually or cumulatively the scale of development would prejudice the outcome of the development plan process. In terms of the remaining SP housing requirement to 2006, the scheme represents some 3% of the total. I do not regard this as large enough to constitute a danger to the overall strategy.

23. As regards the first main issue, I conclude that the scheme would comply with the requirements of the development plan. There is no indication that the polices in the emerging local plan relevant to the site will be fundamentally different to the adopted policies and, in any event, the scale of the scheme is not large enough to threaten the overall strategy. The fact that the site is part of the Council's five-year land supply counts in favour of the scheme. There are no material considerations of sufficient weight to outweigh the presumption in favour of the proposal that flows from its compliance with the development plan.

24. On behalf of objectors it was argued that even if the appeal is allowed, development would not start until close to the time that the Inspector's report into the Part 2 local plan inquiry is available. This is because the appellant will not implement this scheme before knowing the Secretary of States decision on the larger proposal for 2,500 dwellings and that decision will probably roughly coincide with the Part 2 report. In these circumstances it was contended that no advantage would be gained in terms of housing land availability by allowing this appeal now and that the appeal site should properly be subject to a comparative analysis. I do not accept that point because it ignores the fact that the appeal site has the benefit of being subject to a specific policy in the development plan that favours its development. Also land availability considerations extend to 5 years, which is well beyond the anticipated time scale of the Secretary of State's decision.

Density

25. For the purposes of the five-year housing land supply calculations the Council assumes that the site can accommodate 142 dwellings. This is calculated on the basis of applying a density factor to the site area. Originally the Council considered that the site could accommodate 105 dwellings but this figure was increased having regard to the need to increase the supply of housing land. The Council has also referred to the advice in the draft PPG3 regarding density. The draft PPG3 carries relatively little weight at this stage and although I appreciate the need to make optimum use of housing land, the Council has not

carried out any detailed appraisal of the capacity of the site. On the other hand the appellant has undertaken such an appraisal. This takes the form of a comprehensive illustrative site layout. Taking into account the Council's open space requirements, the desirability of retaining existing groups of trees and allowing space for adequate boundary treatment I consider that the density proposed is reasonable.

Infrastructure

26. The Council is seeking the provision of open space to the standard detailed in policy WR7 of the ELP, landscaping to a depth of 20 metres along the northern and eastern boundaries of the site, a contribution towards youth and community service provision (£20,000 over 10 years) and a contribution towards the purchase of two additional items of library stock per person (£5,900). As regards education provision, the October report to the Planning Committee on the application states that a contribution may be required. Only the briefest reference is made to an educational contribution in the evidence presented by Mr Lewis. This contrasts with other infrastructure requirements that are dealt with much more fully. For the appellant Mr Short sought clarification through correspondence and the Council's position is that £172,310 is required for primary education and £175,360 for secondary education. In general terms I note that the Council is basing its demands on SPG. Such guidance does not carry the weight of adopted policies. Further, in this instance the SPG has not been subject to public consultation and this further reduces the weight that I attach to it. In my view demands of this type need full and rigorous justification along the lines of the tests set out in Circular 1/97.

27. The appellant is prepared to meet the Council's requirements regarding open space on the basis of a reasonable application of the Council's current policy. This matter is adequately covered in the Unilateral Undertaking. The Council has not carried out any detailed assessment to justify a request for 20 metre landscape belts along the northern and eastern boundaries. I am not prepared to accept that such an extensive area is reasonable in the absence of a thorough analysis and consider that this matter is best dealt with as part of the site layout. In relation to education, at the inquiry the Council accepted that there is spare capacity in secondary schools serving the area. As regards junior schools, the appellant contended that there is spare capacity in nearby Reading schools because pupils from Reading are using schools local to Shinfield. Consequently, it was argued that it is possible that over time places in local primary schools would become available for local pupils through displacement. The Council was unable to effectively counter this argument. In my judgement the Council failed to provide the sort of rigorous analysis required to justify the demand made for an educational contribution. The same applies to the demands for contributions for library, youth and community services.

28. In relation to access, at the end of the first day of the inquiry the Council raised an objection to the level of contribution proposed in relation to highways and related matters. The appellant is proposing a substantial junction improvement at Cutbush Lane/Hollow Lane, the provision of a foot way/cycle path along part of Cutbush Lane and new bus shelters in the vicinity of the appeal site. In addition, by way of a Supplemental Deed the proposed highway contribution for improvements to the A327/EOPR junction has been increased from £44,835 to £92,592. No highway evidence was called at the inquiry and the deemed reasons for refusal do not refer to highway matters. From the correspondence placed before me, which is relied on by both main parties, I am satisfied that the highway and related matters are adequately and reasonably dealt with by in the Unilateral Undertaking, the Supplemental Deed and the complementary highway conditions that are acceptable to the appellant.

Other matters

29. The Unilateral Undertaking satisfactorily provides for affordable housing in accordance with the requirements of the Council. The illustrative mix of dwellings satisfies the Council and demonstrates that the site can be developed in a way that would allow the emphasis to be placed on the provision of a high percentage of two and three bedroom dwellings.

30. I have taken into account all of the other matters raised in the representations and at the inquiry, including the impact of the scheme on the listed building. The Council do not consider that the proposal would have an adverse impact on the setting of Lane End Farmhouse. Although the layout is illustrative, I consider that it demonstrates that adequate space can be left around the listed building which, as a residential building, will in any event be complemented by the proposed scheme. I do not consider that the loss of the outbuildings would be significant as the contribution made by these buildings to the setting of Lane End Farmhouse has, in my view, already been compromised by the utilitarian buildings that have been erected close to the outbuildings. None of the other matters are of sufficient weight to override my conclusion that this appeal should be allowed.

Conditions

31. I have considered the conditions suggested by the officers when they prepared a report in September 1999 recommending that the proposal be allowed. Bearing in mind the guidance in paragraphs 86 – 88 of Circular 11/95 I do not consider that a condition withdrawing permitted development rights has been justified. The site is close to other residential properties and restrictions on operating hours during construction are appropriate. I do not consider that a condition relating to slab levels is required as this can reasonably be expected to be included in the submission of details of the site layout. A condition requiring the provision and retention of parking is reasonable but I shall simplify the wording used by the Council. I do not consider that conditions relating to operatives vehicles, mud and debris are essential as these matters can be dealt with more effectively under other legislation should the need arise. Boundary treatment should be covered by a condition in the interests of the appearance of the development. I accept the need for an archaeological condition and propose to use the model form. In the interests of pollution control I agree with restrictions on the storage of materials near the drainage ditch.

Conclusions

32. For the reasons given above I conclude that the appeal should, on balance, succeed and I shall exercise the powers transferred to me accordingly.

33. An applicant for any consent, agreement or approval required by a condition of this permission has a statutory right of appeal to the Secretary of State if consent, agreement or approval is refused or granted conditionally, or if the authority fails to give notice of its decision within the prescribed period.

34. This letter does not convey any approval or consent which may be required under any enactment, byelaw, order or regulation other than Section 57 of the Town and Country Planning Act 1990.

Schedule:

Appeal: T/APP/X0360/A/99/1026621/P4

The appeal is allowed and planning permission granted for the erection of 118 dwellings (29 x two-bedroom; 66 x three-bedroom; 23 x four-bedroom) in accordance with the terms of the application No: 99/701990/O dated 5 February 1999, and the plans submitted therewith, subject to the following conditions:

i. Approval of the details of the siting, design and external appearance of the buildings and the landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the local planning authority in writing before any development is commenced.

ii. Plans and particulars of the reserved matters referred to in condition [i] above, shall be submitted in writing to the local planning authority and shall be carried out as approved.

iii. Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.

iv. The development hereby permitted shall be begun either before the expiration of five years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

v. The developer shall afford access at all reasonable times to any archaeologist nominated by the local planning authority, and shall allow him or her to observe the excavations and record items of interest and finds.

vi. No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected or planted. The boundary treatment shall be completed in accordance with a timetable agreed in writing with the local planning authority. Development shall be carried out in accordance with the approved details.

vii. No dwelling shall be occupied until related parking and/or garaging and turning areas as shown pursuant to condition one has been provided. The parking and turning areas shall not thereafter be used for any purpose other than the parking or turning of vehicles.

viii. No more than 30 dwellings shall be occupied until such time as junction improvements at Cutbush Lane/Hollow Lane and the provision of a shared cycle way/foot way along Cutbush Lane as indicated on TPK drawing number 1106/02C have been constructed to the satisfaction of the local planning authority

ix. No dwelling shall be occupied until one of the proposed residential estate road junctions with Cutbush Lane has been constructed in accordance with details to be submitted to and approved in writing by the local planning authority.

x. During construction no solid matter shall be stored within 10 metres of the banks of the drainage ditch and thereafter no storage of materials shall be permitted in this area.

xi. No construction work of any sort shall take place on the site other than between the hours of 0800 and 1800 Mondays to Fridays and 0800 and 1330 hours on Saturdays and not at any time on Sundays or Bank holidays

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APPEARANCES

FOR THE APPELLANT

Mr A Anderson QC	instructed by Mr S Dimmock, Clarks Solicitors
He called:	
Mr J Short BSc (Est Man) FRICS	Senior Partner, Haslams, Chartered Surveyors
Mrs M Hankinson BSc(Hons) DipLD FLI	Chairman, Hankinson Duckett Associates

FOR THE LOCAL AUTHORITY

Mr P Miller	of Counsel, instructed by the Solicitor to the Wokingham D. C.
He called:	
Mr S Lewis BA(Hons) DipTP MRTPI	Senior Planning Officer, Wokingham D.C.
Mr R Ford BA(Hons) MRTPI	Senior Planning Officer, Wokingham D.C.

FOR GRAZELEY CONSORTIUM HICKS PERSIMMON, BANNER HOMES AND GLEESON

Mr R Douglas-White	of Counsel, instructed by C.A. Lennon Associates
He called:	
Mr R Huntley BSc DipTP MRTPI	Senior Associate, C. A. Lennon Associates
Mr J Eardley BA BLA FLI	Principal, Eardley Landscape Associates

DOCUMENTS

Document 1	List of persons present at the inquiry
Document 2	Letter of notification and circulation list
Document 3	Representations received in response to notification
Document 4	Erratum sheet submitted by Mr Short
Document 5	Correspondence regarding infrastructure requirements
Document 6	Minutes – Environmental Services Committee 20/7/98
Document 7	Correspondence regarding 20/7/98 Environmental Services Committee decision

Document 8	Position Statement – Development proposals at Shinfield
Document 9	Shinfield Village – Development Brief
Document 10	Assessment of hedgerow loss agreed by Mrs Hankinson and Mr Eardley
Document 11	Planning Guideline A9 Wokingham D.C. November 1999
Document 12	Correspondence regarding highway contribution and related matters
Document 13	Residential sites within SP "Area of Search" submitted by Mr Huntley
Document 14	Copy of evidence submitted by Mr Huntley – 1989 appeal by Rochford Homes Ltd.
Document 15	Additional highway conditions suggested by the Council
Document 16	Wokingham D.C. response to CRAG
Document 17	Unilateral Undertaking dated 30 November 1999
Document 18	Supplemental Deed dated 2 December 1999
Document 19	Berkshire Structure Plan 1991 – 2006
Document 20	Appendices to Mr Short's evidence (two volumes)
Document 21	Appendices to Mrs Hankinson's rebuttal evidence
Document 22	Appendices to evidence by Mr Lewis and Mr Frost
Document 23	Appendices to Mr Huntley's evidence
Document 24	Illustrations to Mr Eardley's evidence
PLANS	
Plans 1 –2	Application plans JHS/16292 and 1299/2C (latter showing access detail)
Plan 3	Illustrative site layout
Plan 4	Plan showing building heights submitted by Mrs Hankinson
AERIAL PHOTOGRAPHS	
Photograph 1	HDA 17 Existing situation submitted by Mrs Hankinson
Photograph 2	HAD 17 B Proposed structural planting for major development site.

The Planning Inspectorate
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Costs Decision

inquiry commenced on Tuesday 30 November 1999

by K E B Holland BA (Hons) DipTP MRTPI ARICS

an Inspector appointed by the Secretary of State for the Environment, Transport and the Regions

21 JAN 2000

Application : T/APP/X0360/A/99/1026621/P4

- The application is made under the Town and Country Planning Act 1990, Section 78 and the Local Government Act 1972, Section 250(5)
- The application is made for a full award of costs by the University of Reading against Wokingham District Council.
- The site is located at Cutbush Lane/Hollow Lane, Shinfield.
- The inquiry was in connection with an appeal against the failure to determine an application for planning permission for the erection of 118 dwellings.

Decision: The application is allowed in the terms set out in the attached Schedule.

The case for the University of Reading

1. In support of the application reference was made to paragraphs 1, 5, 6 and 7 of Annex 1 and paragraphs 7 and 12 of Annex 3 to Circular 8/93. The Council acted unreasonably and as a consequence the University of Reading was forced to undertake an appeal that should not have been necessary. On four counts the Council's approach was unreasonable.

2. First, the true construction of the committee minute of 20 July 1998 is that the site should be released for development ahead of the local plan process. The Council failed to take this into account. The density and infrastructure considerations are not substantial enough to justify an appeal by way of inquiry. These matters could have been resolved through negotiation had the Council placed the proper construction on the committee minute.

3. Second, if the committee decision was as the Council now claims, it acted unreasonably by failing to clarify the position. After the July meeting a public consultation leaflet was sent out specifically confirming that the appeal site would be released ahead of the local plan process. If this was incorrect, a report making the position clear and correcting the situation was not published nor was any other action taken to clarify the position. No attempt was made to inform the University of Reading that they had mis-interpreted the July committee minute even after the application had been submitted. It was unreasonable for the Council to decide to place an embargo on the release of all sites without taking into account the implications for the housing land availability situation.

4. Third, the Council failed to examine the application in the light of the development plan. Had it done so, it would have been clear that the proposal accords with the development plan. No evidence was brought to the inquiry regarding the relevant policies and there are no other material circumstances that can be relied upon to indicate that the development plan policies should not be followed.

5. Fourth, the Council failed to bring substantial evidence showing how granting permission in this instance would prejudice the development plan process. The Council's view that the

best place to consider the matter is the local plan inquiry falls well short of the requirements relating to prematurity detailed in Planning Policy Guidance 1.

The case for Wokingham District Council

6. There is no causal link between the actions of the Council and the bringing of the appeal. The documentation makes it clear what the Council's decision was in July 1998. The language of the documentation talks of "inclusion" in the emerging plan. The minutes provide information regarding the opposition to allowing development on any of the sites under consideration. Against this background it is clearly unlikely that the site was to be treated differently to others under consideration. In the table accompanying the September 1998 report there is reference to "inclusion" in Wokingham District Local Plan Deposit Draft. It is obvious from the documentation that the Environmental Services Committee did not accept the recommendation by the officers.

7. In correspondence Mr Short sought clarification regarding the precise site under consideration and whether the site had been released as a priority site for 105 dwellings. These matters were confirmed by the Council without any reference to release ahead of the local plan process. The appellant's agent was not misinformed or misled.

8. Prematurity is a consideration that has to be taken into account. The application is premature and thus the Council was correct in its application of planning policy.

9. It is clear from the evidence that other alternative sites may come forward. The correct forum for considering the matter is at the local plan inquiry where a comparative analysis can be carried out. Allowing the proposal will prejudice that analysis.

Inspector's reasoning

10. I have dealt with this application for costs in accordance with Circular 8/93. This advises that, irrespective of the outcome of the appeal, costs may only be awarded against a party who have behaved unreasonably and thereby caused another party to incur or waste expenditure unnecessarily.

11. In my view the minutes of the July 1998 Environmental Services Committee are not clear. Under cross-examination Mr Ford agreed that the use of the word "release" was confusing and that the minutes were open to varying interpretations. Taking into account the lack of clarity in the minutes and in the light of the background to this matter, particularly the emphasis in reports to the Environment Services Committee on the need to release sites to avoid problems at appeal in relation to the supply of housing land, I consider that Mr Short's interpretation was entirely understandable. The Council might reasonably have been expected to clarify the matter at the September meeting, particularly as a misleading public consultation document had been sent out in the interim. However, the situation was apparently not clarified at the meeting and the minutes do not record that the report to the September committee and the consultation document were based on a misinterpretation by the officers of the July 1998 decision of the committee.

12. Furthermore, I consider that the minutes of the September meeting and the report to the committee further confuses the situation regarding the release of the appeal site. I accept that a table in the report refers to the "inclusion of the site in WDLPDD". However, the heading to the table relates to the five-year land supply. I accept the appellant's contention that the site cannot be considered genuinely available to meet the five-year target if it is

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subject to the constraint of having to be tested against over 120 other sites in the local plan process. In my view it is unreasonable for the Council to regard the site as falling under the embargo agreed at the September 1998 committee and yet also available to help meet the five-year land supply target.

13. I agree with the appellant that in the absence of clarification it was reasonable for the university to conclude that the site had been released for development ahead of the local plan process and to base its appeal on this assumption. If the assumption was wrong it would have been helpful for the Council to point this out at an early stage before expenditure in relation to the appeal was incurred. The Council took no such action.

14. In relation to the question of the release of the site I consider that the actions of the Council have been confusing, unhelpful and unreasonable.

15. I turn now to the application of the development plan policies. The proposal was not assessed against policy LS3 in the adopted local plan or policy WRE3 in the emerging local plan in either the report of the application to the Development Control Sub-Committee in October 1999 or in the Council's evidence to the inquiry. Under cross-examination Mr Lewis agreed that policy LS3 is relevant to the proposal. I not only concur with this view; I regard policy LS3 as the most directly relevant policy and therefore the starting point for any assessment of the proposal. The failure of the Council to consider this critical element of the development plan was unreasonable having regard to the advice in paragraphs 7 and 8 of Annex 3 to Circular 8/93.

16. I accept that the density and infrastructure considerations could have been resolved and at the inquiry the Council confirmed that its main concern related to the question of prematurity. I judge that if adequate consideration had been given to the development plan policies this appeal should not have been necessary.

17. Finally, I consider that the Council took insufficient account of the advice in Planning Policy Guidance 1 regarding the circumstances under which development may be considered as premature. Critically, there is little evidence of adequate consideration having been given to whether or not the scale of the development would be so substantial that it would prejudice decisions that should properly be taken in the local plan. Although this matter was briefly referred to in the evidence that Mr Lewis gave, no analysis of the scheme in these terms was included.

Conclusions

18. I find that unreasonable behaviour, as described in Circular 8/93, has been demonstrated and I therefore conclude that an award of full costs is justified. I shall exercise the powers transferred to me accordingly.

K A Ellam.

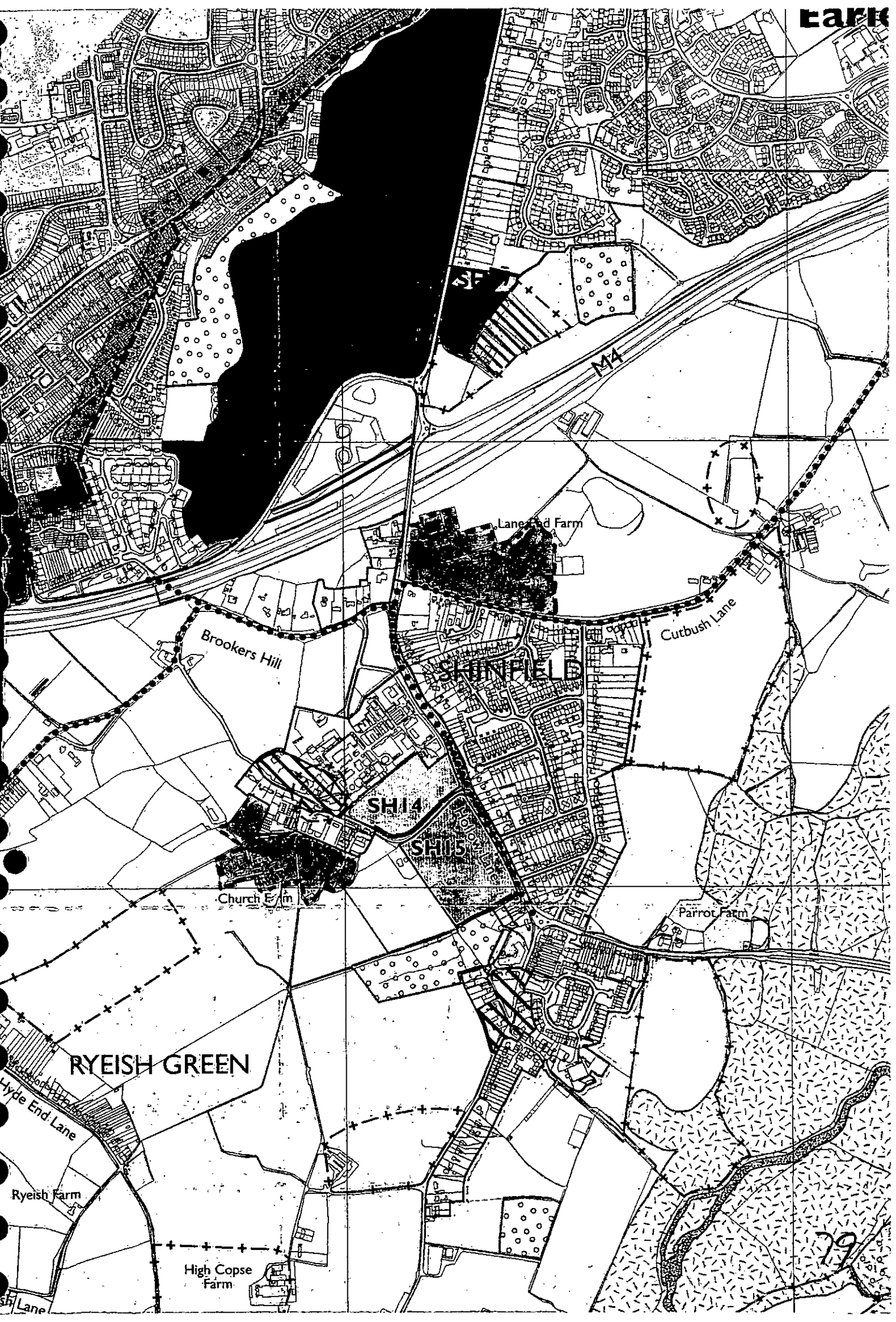
Schedule:

Application : T/APP/X0360/A/99/1026621/P4

In exercise of my powers under Section 250(5) of the Local Government Act 1972 and paragraph 6(4) of Schedule 6 to the Town and Country Planning Act 1990, and all other powers enabling me in that behalf, I HEREBY ORDER that Wokingham District Council shall pay to the University of Reading, the costs of the proceedings of this inquiry, such costs to be taxed in default of agreement as to the amount thereof. The subject of the proceedings was an appeal under Section 78 of the Town and Country Planning Act 1990 against the failure to determine an application for planning permission for the erection of 118 dwellings on land at Cutbush Lane/Hollow Lane Shinfield.

You are now invited to submit to Wokingham District Council, to whom a copy of this decision has been sent, details of those costs with a view to reaching agreement as to the amount thereof.

APPENDIX 9


M4
Lane End Farm
Brookers Hill
Cutbush Lane
SHINFIELD
SHI 4
SHI 5
Church Farm
Parrot Farm
RYEISH GREEN
Hyde End Lane
Ryeish Farm
High Copse Farm

APPENDIX 10

(1) HORTICULTURAL STATION & AGRICULTURAL BOTANIC GARDEN.

ADDRESS CUTBUSH LANE 10290059 PARISH SHINFIELD

PLOT No. ORD. SHEET No. SU7368 (72)

BUILDER

Plan No.	Applicant	Description of Development	Date of Decision	Decision
22548	University of Reading	Steel Water Tower	13.7.45	App. App
9/49	"	Laboratories, Research Lib. Library & Toilets	8.9.49	App App
104/50	"	Hutting for Tutors, Offices Workshops & Garages	11.4.50	App App
322/50	"	Five Glass Houses	12.9.50	App N/A
677/51	"	Re Hydro-Horticultural Block	11-12-51	App App
PD/142/62	"	Ben Nevis "	19.4.62	App N/A
PD/628/63	"	One 3 Bay Glasshouse	31.10.63	App N/A
PD/111/67	"	General Purpose Block	13.4.67	App N/A
PD/288/67	"	Glasshouse	15.6.67	App N/A
PR/258/68	"	Broccoli Packing Shed	8.8.68	App App

DATE OF COMPLETION

MINISTRY DECISION

SPECIAL ORDERS

DRAINAGE

80

27/10 '99 16:29 FAX 01189 588722 CLARKS 002

(2) HORTICULTURAL STATION & AGRICULTURAL BOTANIC GARDEN

ADDRESS CUTBUSH LANE. 10 240 059 PARISH SHINFIELD.

PLOT No. ORD. SHEET No. SU 7368 (72)

BUILDER

Plan No.	Applicant	Description of Development	Date of Decision	Decision
R/337/68	University – Reading	Potting Shed	30.10.65	App App
144/71	"	4 Green Houses & Packing Shed & Room to Rotovate & Building for generator & pump.	18.2.71	App C/A
2037/72	"	[illegible] 4 mill gl tank	21.12.72	App App
07675	"		16.2.78	N/A C/A
BR 8947.	" "	Erection of wooden H&S pump	6.6.78	App N/A
BR 10398	"	NEW GLASSHOUSE	9.3.79	App N/A
10302	"	"	12.4.79	N/A C/A
30515 APPEAL	ROCKBORE HOMES	O/L 16 DWELLINGS	9.6.88	Ref
38895	UNIV. OF READING	BARN TO RES.	19.5.92	C/A
41462	"	2.2 m HIGH FENCING	10.11.93	C/A

98/67378/0 DATE OF COMPLETION

MINISTRY DECISION 30515 – APPEAL DISMISSED - 12.10.89

SPECIAL ORDERS

DRAINAGE

18

27/10 '99 16:30 FAX 01189 588722 CLARKS 003

1998

③ HORTICULTURAL STATION + AGRICULTURAL BOTANIC GARDEN

ADDRESS CUTBUSH LANE PARISH SHINFIELD

PLOT No. ORD. SHEET No. SU7368 (72)

BUILDER

Plan No.	Applicant	Description of Development	Date of Decision	Decision
97/65800/F	UNIV. OF READING	BARN TO RES (38895)	25.7.97	C/D
98/68062/V	College of Est. Mngmt	VAR of COND No.3 of Outline Permis. No. 41820 to extend period of Comment of Dev. for 5 years	17.11.98	C/A

MINISTRY DECISION

SPECIAL ORDERS

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CLARKS 27.10.98 FAX 01189 886722 004

APPENDIX 11

Direct Line: 0118 9746539

Date: 29 March 2001

Your Ref: SMD/AK,/888

My Ref: MS/SR

Simon Dimmick
Clarks, Solicitors
DX 54700 Reading 2

Legal Services
Support Services
Department
P.O. Box 151
Civic Offices
Shute End
Wokingham, Berkshire
RG40 1WH
Tel: (0118) 974 6000
Fax: (0118) 9746542
DX: 33506 Wokingham



Dear Mr Dimmick

THE UNIVERSITY OF READING - LAND AT THE HORTICULTURAL STATION
PLANNING APPEAL - 30TH AND 31ST MAY 2001
PLANNING APPEAL REFERENCE APP/XO360/A/01/1057728

Thank you for your letter of 27 March 2001.

I have been instructed to write to you to let you know that sub-paragraph 3 of paragraph 4.24 of the Council's Rule 6 statement is now withdrawn. We do not, therefore, seek a sum of money for capital education provision.

A copy of this letter has been sent to The Planning Inspectorate.

Yours sincerely

Mary Severin

Mary Severin (Mrs)
Solicitor

Clarks

Solicitors

Great Western House Station Road Reading RG1 1JX
Telephone 0118 958 5321
Facsimile 0118 960 4611 DX 54700 Reading 2
e-mail: inmail@clarks-solicitors.co.uk
website: www.clarks-solicitors.co.uk

Mrs Mary Severin
Solicitor
Wokingham District Council

DX 33506
WOKINGHAM

Our Ref	SMD/AK/888
Your Ref	MS/SR
Direct Fax	0118 960 4617
Date	27 March 2001

Dear Mary

THE UNIVERSITY OF READING - LAND AT THE HORTICULTURAL STATION PLANNING APPEAL - 30 AND 31 MAY 2001

I refer to your telephone message regarding the unilateral undertaking that the University will be putting forward.

It will provide for the agreed highway/transportation contributions and for 20% of the dwellings to comprise affordable housing. It will not, however, include any education contribution.

I note from paragraph 4.24 of your Council's Rule 6 statement that the Council is to give evidence to justify the need for the service amenity and infrastructure requirements referred to in that paragraph. The undertaking will deal with points 1, 2 and 4 but not 3 (education).

So far, the District Council has not been able to justify any contribution towards education provision. I note, however, that the District Council nevertheless intends to produce evidence to support its claim. That means that the University will be obliged to produce evidence in respect of the District Council's contention.

In fairness to the Council, I ought to point out that if the Council does not in fact substantiate its claim, the University will be obliged to seek at least a partial award of costs. Since the preparation of the relevant evidence has commenced and we are already incurring costs, please could you advise me straight away whether the University does in fact intend to produce education evidence?

Yours sincerely

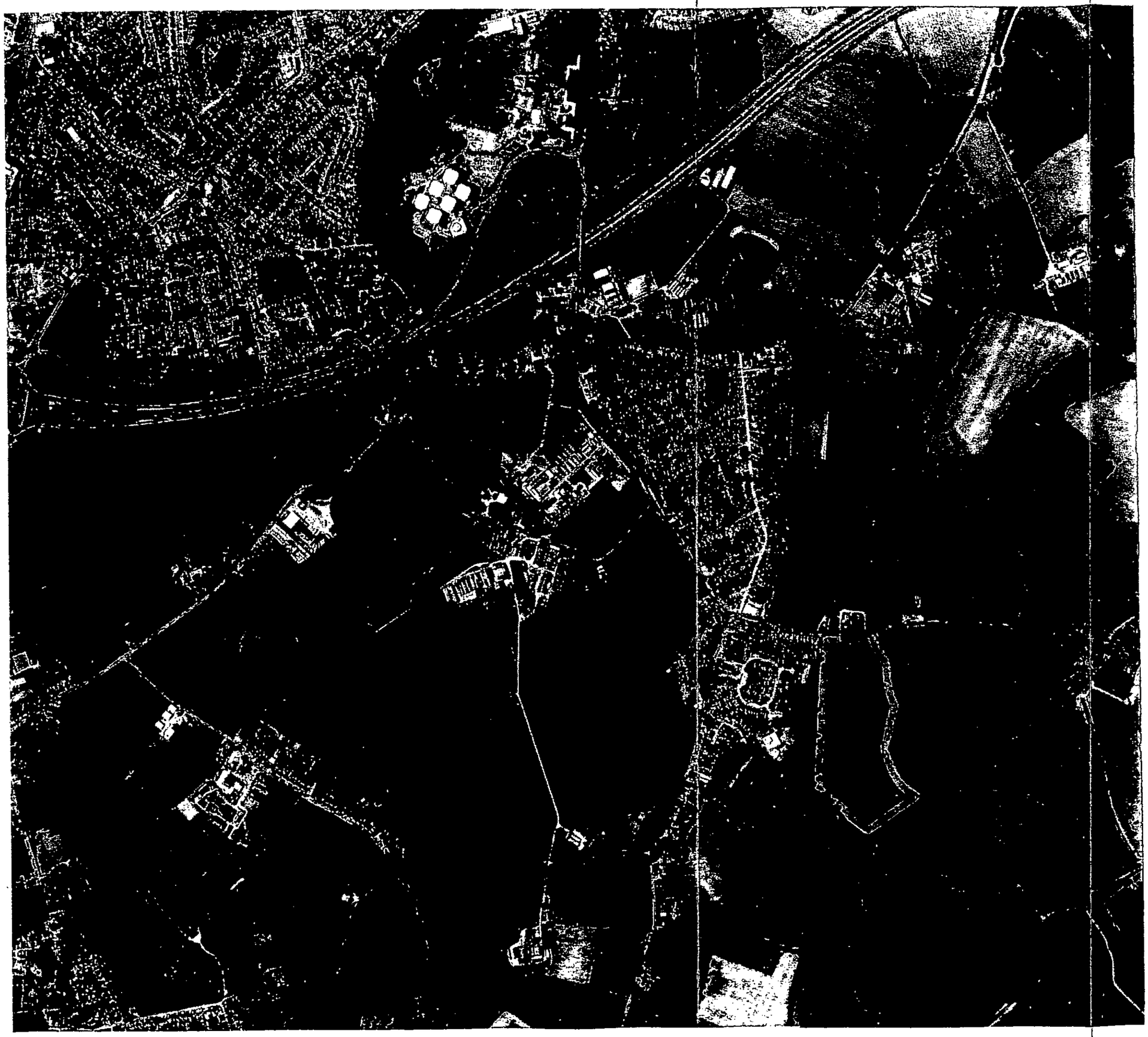
Simon Dimmick

SIMON DIMMICK

Partners: Michael Sippitt, Peter Clark, Thomas Howell, Richard Lee, Peter James, Simon Dimmick, David Clark, Jane Gunnell, Antony Morris, David Rintoul, Helen Beech, Jolyon Barton, Derek Ching, David Corsellis, Kirstin Wells.
Associates: Rachel Booth, Rachel Clayfield, Jonathan Pawlowski, Kathryn Taylor, Rebecca Ireland, Robert Lynch, Jonathon Roy, Jonathan Law, Mohammed Arif, Monica Atwal

Clarks is a member of the **TAGLaw** worldwide network of law firms.L27\SMDAK1009-27/03/01

APPENDIX 12



0 100 250 500m

Shinfield

AERIAL PHOTOGRAPH – EXISTING SITUATION

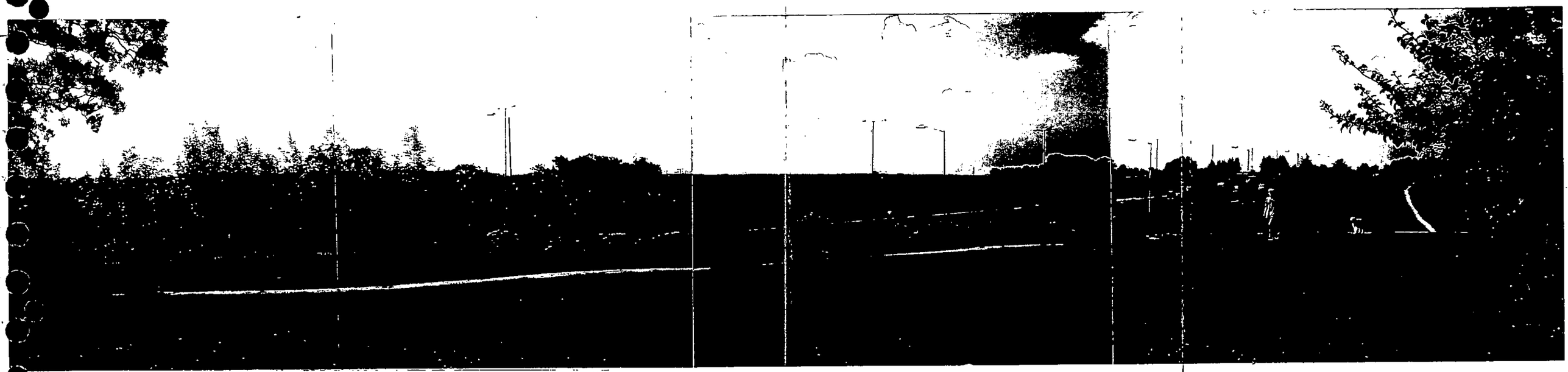
Scale	Date	Drawing No
As bar scale	January '99	300.14 / 37

Hankinson Duckett Associates

University of Reading

HDA 17

APPENDIX 13



Photograph 13 : From the southern edge of Lower Earley, looking south-west across the motorway to the rising ground and copses of the ridge. In the open stretch between skyline copses, the roofs of eastern Shinfield houses can be glimpsed. To the right of that are the woods east of the appeal site, then the conifers around the off-site building. The appeal site and its buildings are beyond and below the ridge and copses.

UNIVERSITY OF READING

PLANNING APPEAL

SUMMARY PROOF OF EVIDENCE

LAND AT

THE HORTICULTURAL STATION
CUTBUSH LANE
SHINFIELD
READING
BERKSHIRE

156 Friar Street Reading
Berkshire RG1 1HH
Telephone: 0118 960 1010
Fax: 0118 960 1022
Email: info@haslams-surveyors.co.uk
Web: www.haslams-online.co.uk

APPEAL BY

THE UNIVERSITY OF READING

In respect of the refusal by Wokingham District Council to grant planning permission

in respect of

Outline application for erection of 24 dwellings being
25% - 4 bedroomed dwellings
35% - 3 bedroomed dwellings
45% - 2 bedroomed dwellings

at

Land at
The Horticultural Station, Cutbush Lane
Shinfield, Nr Reading, Berkshire

Planning Authority Ref:	0/2000/2526
Planning Inspectorate Ref:	APP/X0360/A/01/1057728
Haslams Ref:	JHS/HF/
Planning Inquiry Date:	30th and 31st May 2001

J H SHORT BSc (Est Man) FRICS

of

HASLAMS CHARTERED SURVEYORS
156 Friar Street
READING RG1 1HH

on behalf of

THE UNIVERSITY OF READING

will say:-

1. INTRODUCTION

1.1. This summary should not be regarded as a substitute for my main Proof of Evidence and for reading the Appendices 1-24 attached. The need to summarise inevitably diminishes the development of a number of the points that I have made in my main Proof of Evidence.

1.2. My qualifications and experience relevant to this evidence on behalf of the University are set out in my main proof.

1.3. The scope of my evidence covers background circumstances concerning the University, a description of the location, surrounding area and appeal site and also the application/appeal proposals; the planning history of the surrounding area and appeal site; and identification and consideration of the planning issues – including land supply and sustainability.

2. THE APPEAL SITE

2.1. The appeal site comprises three distinct areas which together total approximately 0.99 hectare (approx. 2.4 acres) as follows:-

2.1.1. Area 1 – Part of the old Horticultural Station including glasshouse, packing shed, the water supply tank and footings (previously used land) comprising approximately 0.485 hectares (1.20 acres).

2.1.2. Area 2 – The triangular area of land to the rear (north and east) of the Horticultural Station – 0.099 hectares (0.24 acres).

2.1.3. Area 3 – Land in front of the Horticultural Station (south) fronting Cutbush Lane - .404 hectares (0.96 acres).

2.2. In percentage terms these are as follows:-

- Area 1 – 49% being previously used land.

- Area 2 – 10% being undeveloped land to the north and east of the previously used land which will remain undeveloped and be landscaped.

- Area 3 – 41% being undeveloped land between the previously developed land at Area 1 and Cutbush Lane.

2.3. The majority of the development area is a brownfield site located close to an existing public transport corridor.

2.4. Until closure in 1986, the Horticultural Station was used by the University for commercial/research/educational purposes.

3. BACKGROUND

3.1. The University since the mid/late 1980's has come under pressure to centralise functions to its main campuses or to close a number of outlying research and teaching stations – largely as a result of Government funding constraints.

3.2. The University as a charity is obliged to maximise its assets and dispose of redundant/surplus sites wherever possible.

4. APPLICATION/APPEAL PROPOSALS

4.1. The outline application provides for demolition of existing buildings of approximately 1,900 m² (approximately 20,000 sq.ft), and the erection of 24 dwellings with access through the adjoining site to the west which is shortly to have the benefit of planning permission for 142 dwellings.

4.2. The net developable area of the site will be 0.8 hectares and the net site density for the purposes of Annex C of PPG3 will be 30 dwellings per net developable hectare.

5. PLANNING HISTORY OF THE SURROUNDING AREA

5.1. An important part of the recent planning history of the surrounding area involves the Lane End Farm/part Horticultural Station site immediately to the west of the current appeal site where at appeal the Inspector granted planning permission for 118 dwellings about 15 months ago.

5.2. The Inspector Mr Holland issued his decision on the 21st January 2000 and it is worth drawing attention to his findings:-

Para 10

5.2.1. Policy LS3 from the LALP and also draft Policy WRE3 from the WDLP are specifically applicable to the appeal site.

Para 12

5.2.2. Policy LS3 is **"specifically applicable to the appeal site"** and that **"I am satisfied that Development Plan Policy LS3 is directly applicable to this appeal."**

Para 13

5.2.3. He indicated that **"...the conventional policies restricting development in rural areas cannot be applied in an unqualified way...the Council...has concluded that the appeal site is one of the least inappropriate sites for development during the period of the ELP."**

Para 16

5.2.4. On the gap point he concluded that **"I do not believe that the aims of Policy C6 and LC1 will be compromised by the scheme.**

6. THE PLANNING ISSUES

6.1. The planning issues of concern to the Planning Authority are to be identified from the single reason for refusal, dated 29th November 2000 are identified as:-

6.1.1. First, the development would be outside a settlement boundary.

6.1.2. Second, the development would be in a gap between settlements.

6.1.3. Third, the development would be on a site not allocated for residential development.

6.2. The Planning Officer in her report to Development Control Commttee on the 29th November 2000 identified seven issues. Having reviewed each of these issues A-G, the Planning Officer concluded that the scheme was acceptable, not only on balance overall, but in respect of each of them.

6.3. The Planning Authority has accepted that the proposed development would not **"adversely affect the character and appearance of the area."**

6.4. On the question of housing land supply, the Planning Officer clearly took account of the pressing housing need within the District and recognised that **"the Council is unable to show that it is currently meeting its obligations under (Structure Plan) Policy H3."**

6.5. The planning issues identified as appropriate for further consideration are therefore:-

- The acceptability in principle of housing development in this location.
- Housing need.

To which I have added comment on the subject of sustainability.

7. THE PLANNING AUTHORITY'S CONSIDERATION OF THE PLANNING ISSUES

7.1. The attitude of the Planning Authority's Planning Officers throughout as represented by the pre-application correspondence, the report to Development Control Committee on the 29th November 2000, and the debate at that Committee, has been consistently in favour of the proposed development.

7.2. At the meeting of the Development Control Committee on the 29th November, the Development Control Manager said that the appeal site **"...is a logical extension and boundary with the countryside"** and that **"had the site been put forward as part of Lane End Farm in the Local Plan it would have been included."** Further that the recommendation to grant planning permission **"was the balanced view of the whole Planning Department and not just Development Control."**

7.3. At that same meeting, the Council's Solicitor advised that prematurity would not be a good reason for refusal and also that **"it was unsafe to say the site was unsustainable"** – on the grounds that there would be a possibility of an award of costs.

8. ISSUE 1 – PRINCIPLE OF DEVELOPMENT OF THE APPEAL SITE FOR HOUSING

8.1. The proposed development is in accordance with national policy as per PPG's 1, 3 and 7.

8.2. Insofar as Section 54A and the Development Plan are concerned, the Development Plan provides by way of general policies that the proposed development should be allowed viz:-

8.2.1. BSP Policies H3, H5 and C2(ii) and BU3 provide the strategic framework for housing and the redevelopment of business premises to housing use.

8.2.2. LALP Policy LTV2 restricting development outside identified settlements allows for exception and refers to other relevant policies contained in this plan.

8.2.3. LALP Policy LC1 allows the possibility of development, provided the underlying purpose of the policy is not prejudiced.

8.3. LALP Policy LS3 provides the specific policy for development of a significant part of the appeal site.

8.4. As far as WDLP is concerned, specific draft Policy WRE3 as amended continues and reinforces LALP Policy LS3.

8.5. As a result of my representations, draft Policy WRE3 was amended to allow for redevelopment; residential uses; and that redevelopment to inter alia residential use will **"generally be encouraged."**

8.6. The supporting text at para 7.62 of the WDLP indicated that the reasons for the amendment to draft Policy WRE3 were:-

- That the University's research establishments at Shinfield (outside the settlement) **"perform well against the environmental criteria;"**
- That **"Central Government policy encourages the use of brownfield sites for alternative uses;"**
- And that **"some of the shortfall** (*at Grazeley*) **will need to be made up by completions on other sites in the area."**

8.7. I have analysed the existing and emerging Development Plan policies and concluded as follows.

8.8. There are general policies of restraint in both the LALP (Policies LTV2 and LC1) and in the WDLP (draft Policies WOS2, WCC1 and WCC2).

8.9. Against these general policies of restraint should be set BSP Policy BU3 and WDLP draft Policy WEM18, both of which encourage a change of use away from employment use.

8.10. These general policies, however, need to be read in the light of the specific policies relating to redundant research establishments at Shinfield, whether inside or outside the area designated as gap. These specific policies are; in the LALP Policy LS3; and in the WDLP draft Policy WRE3.

8.11. The Planning Officer in the report to Development Control Committee on the 29th November at paragraph 4(A) acknowledges that:-

> **"Redevelopment of this "previously developed" land for residential use would comply in principle with Policies LS3 and WRE3, which covers redevelopment of research establishments outside settlements..."**

8.12. Furthermore the Council's Rule 6 Statement at para 4.14 specifically indicates that BSP Policy C6, LALP Policy LC1 and WDLP draft Policy WCC2:-

> **"Are to be read in conjunction with Policies LS3 and WRE3 (northern part of the site)."**

8.13. Mr Holland, the Inspector in respect of the adjoining appeal site in his decision letter dated 21st January 2000 when considering the adjoining site indicated that:-

> **"In my view the starting point is the Development Plan and in particular Policy LS3 that is specifically applicable to the appeal site...I do not accept that it is unclear whether the Policy applies to this site...I am satisfied that Development Plan Policy LS3 is directly applicable to this appeal."**

8.14. LALP Policy LS3 is equally directly applicable to this current appeal site. Development of the major part of the land previously included as part of the Horticultural Station, is expressly provided for and acceptable in Development Plan principle terms.

8.15. Policy LS3 indicates that it is subject to the provisions of Policies LTV2 and LC1:-

8.15.1. Policy LTV2 indicates that **"development will not normally be allowed"** (my underlining). This wording is designed to permit inter alia the policy exception represented by development envisaged by Policy LS3.

8.15.2. Policy LTV2 goes on to indicate that **"the acceptability of all proposals will also be judged against the provisions of the other relevant policies contained in this plan."** This is implicit reference to Policy LS3. That specific policy was in mind when this part of Policy LTV2 was drafted.

8.16. WDLP draft Policies WCC1 and WRE3 are directly applicable to the current appeal site. In the case of draft Policy WCC1 there is provision at sub-para F for **"redevelopment proposals in the countryside,"** and in the case of draft Policy WRE3 this is an improvement upon, but represents the successor to LALP Policy LS3.

8.17. The general gap policies – LALP Policy LC1 and WDLP draft Policy WCC2 although not supported by a formal landscape assessment, both seek to avoid harm to areas designated as "gap."

8.18. LALP Policy LC1 indicates that **"development will not be permitted"** in the defined areas **"which would either detract from the undeveloped appearance or intensify existing sporadic development."**

8.19. The appeal site is neither in an area of sporadic development nor would detract from the undeveloped appearance of the area.

8.20. The proposed development of the adjoining appeal site at Lane End Farm/part Horticultural Station was not considered to prejudice the gap between Reading and Shinfield either physically or visually. This consideration is equally applicable to the appeal site. In fact, the change to the appeal site, by virtue of the removal of the existing very unsightly buildings on the site, is likely to be beneficial overall or at the worst have a neutral effect.

8.21. The Inspector, when dealing with the adjoining appeal decided that **"I do not believe that the aims of Policies C6 and LC1 would be compromised by the scheme."**

8.22. Draft LALP Policy WCC2 addresses the same objective as LALP Policy LC1. My evidence relating to LALP Policy LC1 similarly relates to WDLP draft Policy WCC2.

8.23. If, however, there is considered to be harm to the gap arising from the rounding off of the development area of the appeal site, this would be outweighed by two factors:-

- First, by the sustainability advantages of the appeal site.

- Second, by housing need.

8.24. Although the Reason for Refusal identifies the fact that the proposed development would be in a gap between settlements, it is clear that the Planning Authority has accepted that the proposed development would not **"adversely affect the character and appearance of the area."**

8.25. However, if the Inspector on balance considers that in policy terms there is harm caused by the proposed development, then housing need and sustainability should be looked at as material considerations which would outweigh that policy harm.

9. ISSUE 2 – HOUSING LAND SUPPLY

9.1. It is common ground between the parties that the Planning Authority does not currently have a 5 year housing land supply available in the District in PPG3 terms. Furthermore the Planning Authority does not currently have a housing policy in place to meet the BSP Policy H2 requirement for the end of March 2006. This was recognised in the Planning Officer's report to Committee (Appendix 2C).

9.2. Wokingham District Council as Planning Authority cannot demonstrate as it is required to do under PPG3 (para 34) that it can meet the housing requirement within either the Structure Plan or Emerging Local Plan period, i.e. to March 2006.

9.3. Currently the Planning Authority cannot demonstrate any more than 3 years land supply and is unlikely to be able to do so by way of modifications to the Emerging Local Plan until early in 2004. The supply will worsen before it improves from 2004 onwards.

9.4. That the Council cannot meet its current housing land supply obligations was recognised in the Planning Officer's report to Development Control Committee on the 29th November 2000 at para 4A when it was indicated that:-

> **"...The site therefore appears to be a strong candidate for residential development and the Council is unable to show that it is currently meeting its obligations under Policy H3."**

9.5. Not only is the Council currently unable to meet its obligations under BSP Policy H3, the Planning Authority cannot meet its obligation to provide housing under BSP Policy H2.

10. SUSTAINABILITY

10.1. If you apply the Council's methodology which was broadly accepted by me on behalf of the University at Part 2 of the Local Plan Inquiry, it can be noted at paragraphs 4.09 and 4.10 of the core proof (Appendix 21) that site SH40 (being part of site SH37 – Land End Farm/ part Horticultural Station – the adjoining appeal site to the west) came out top of the list with a score of 7 out of a maximum of 9; site SH12 (also being part of site SH37) came second equal with 6 points out of a maximum of 9 points; and the whole of site SH37 (being basically the adjoining appeal site to the west) came equal eleventh in the list, and has been granted planning permission.

10.2. Comparing the current appeal site with the assessment for site SH37 in accordance with the methodology for site assessment used in Part 2 of the WDLP Inquiry:-

10.2.1. Under the heading of Local Environmental Quality there would not be undesirable impact on a listed building. The nearest listed building would be more than 200 metres straight line distance and the appeal site would score a tick in this respect. That would produce a score of 2 in sift two.

10.2.2. Under the heading of Natural Resources, the appeal site would score 3 points under sift one (as did site SH37).

10.2.3. Under the heading of Global Sustainability the site would score a double cross against primary school distance (as did site SH37) and a double cross against existing access to public transport trains (as did site SH37). That would produce a score of 2 in sift two.

10.2.4. The total score for the site would therefore be 7 points (similar to site SH40 (part of site SH37).

10.3. With a site score of 7 points (out of a maximum score of 9 points), there is no site that scores better in the district (para 4.09 Appendix 22, and Table A 3.4 of app.3 of my Appendix 23). With the added bonus that this site is in significant part a brownfield site, the appeal site is as sustainable a site as can be found in the District.

10.4. In terms of sustainability therefore it is also useful to note Mr Holland's comments at para 14 of his appeal decision when he said that:-

> **"It is also relevant to bear in mind that the Council has carried out a detailed environmental appraisal of a large number of possible housing sites and has concluded that the appeal site (site SH37) is one of the least inappropriate sites for development during the period of the ELP."**

10.5. In sustainability terms the objective sought by PPG3 and in particular the sequential test at paragraphs 31 and 32 is met at the appeal site. This is recognised by Mrs O'Dell in her report to Committee on 29th November 2000 when she indicated that development of the appeal sites would **"broadly comply with the criteria for site assessment in paragraphs 31 and 32 of PPG3."**

10.6. It is also of interest to note again at this point, Colin Lawley's advice to the Development Control Committee that **"it was unsafe to say the site was unsustainable"** (page 4 of Appendix 2E).

11. CONCLUSION

11.1. It is for the foregoing reasons and those set out in my main Proof of Evidence, that the University requests that this appeal be allowed.

UNIVERSITY OF READING

PLANNING APPEAL

PART 1 PROOF OF EVIDENCE

LAND AT

THE HORTICULTURAL STATION
CUTBUSH LANE
SHINFIELD
READING
BERKSHIRE

156 Friar Street Reading
Berkshire RG1 1HH
Telephone: 0118 960 1010
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APPEAL BY

THE UNIVERSITY OF READING

In respect of the refusal by Wokingham District Council to grant planning permission

in respect of

Outline application for erection of 24 dwellings being
25% - 4 bedroomed dwellings
35% - 3 bedroomed dwellings
45% - 2 bedroomed dwellings

at

Land at
The Horticultural Station, Cutbush Lane
Shinfield, Nr Reading, Berkshire

Planning Authority Ref:	0/2000/2526
Planning Inspectorate Ref:	APP/X0360/A/01/1057728
Haslams Ref:	JHS/HF/
Planning Inquiry Date:	30th and 31st May 2001

J H SHORT BSc (Est Man) FRICS

of

HASLAMS CHARTERED SURVEYORS
156 Friar Street
READING RG1 1HH

on behalf of

THE UNIVERSITY OF READING

will say:-

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1. QUALIFICATIONS

1.1. My name is John Howard Short.

1.2. I am a Fellow of the Royal Institution of Chartered Surveyors.

1.3. I have been in general practice with Haslams since 1969; initially as an Assistant; from the end of 1971 to the end of 1989 as a full Partner; and since the end of 1989 as Senior Partner.

1.4. Since 1974 I have advised a number of substantial clients upon planning appraisals, planning applications and planning appeals, and since 1985, I have advised the University of Reading on planning matters particularly in respect of its substantial land holdings in Reading, Shinfield and Sonning.

1.5. I represented the University's interests extensively at the Loddon Area Local Plan Public Inquiry. I also represented the University's interests in respect of the review of the Berkshire Structure Plan 1991-2006 and was invited to take a seat at the two Examinations in Public to consider that Plan Review.

1.6. I have made extensive representations on behalf of a number of clients at both parts of the Public Local Plan Inquiry relating to the Emerging Wokingham District Local Plan 1996-2006 Deposit Draft as amended (WDLP). I attended virtually throughout the whole of Part 1 of the WDLP Inquiry from October 1998 to October 1999. I also represented the University's interests extensively in respect of Part 2 of the WDLP Inquiry which commenced on the 1st February 2000 and closed on the 13th November 2000.

1.7. I am very familiar with the Reading area – particularly the area south of the M4 at Shinfield. I am also very familiar with the Appeal Site, having visited it on many occasions.

1.8. I gave the planning evidence at the end of 1999 in respect of the successful appeal relating to 118 dwellings on the Lane End Farm/part Horticultural Station site immediately to the west of this current appeal site.

2. SCOPE OF EVIDENCE

2.1. My evidence will cover the following matters:-

2.2. Section 3 – Description of the location, surrounding area and appeal site.

2.3. Section 4 – Description of the application/appeal proposals.

2.4. Section 5 – Planning history of the surrounding area and appeal site.

2.5. Section 6 – Identification of the planning issues.

2.6. Section 7 – The District Council's detailed consideration of the planning issues.

2.7. Section 8 – Consideration of the principle of development on the appeal site being housing outside a settlement, in a designated gap and not allocated for residential development. Consideration will be against the background of existing and emerging Development Plan policies and other material considerations for the purposes of, and in accordance with, Section 54A of the Town & Country Planning Act 1990. The following matters will be taken into account:-

- The position of the District Council.
- National Policy.
- Development Plan Policies.
- The application and appeal in respect of the adjoining site.

2.8. Section 9 – Housing Land Supply.

2.9. Section 10 – Sustainability.

2.10. Section 11 – Summary and Conclusion.

3. DESCRIPTION OF THE LOCATION, SURROUNDING AREA AND APPEAL SITE

Location and Surrounding Area

3.1. The appeal site is located on the northern fringe of the village of Shinfield approximately 5 kilometres (approx. 3 miles) to the south of Reading town centre. Village amenities are located in the newer centre of Shinfield village approximately 750m to the south. The larger Lower Earley neighbourhood shopping and leisure centre lies approximately 1.5 kilometres to the north east. Both Shinfield Village Centre and Lower Earley Centre are easily accessible and within easy walking/cycling distance – to the south via Hollow Lane and to the north east via Cutbush Lane and the pedestrian/cycle bridge over the M4 to Lower Earley respectively.

3.2. The M4 London to South Wales motorway runs in a cutting approximately 225 metres (750 ft) to the north of the closest part of the site.

3.3. The appeal site and land to the north of the appeal site rise to a ridge beyond which lies the M4 and Reading to the north.

3.4. The M4 motorway is easily accessible by car at Junction 11, some 1.5 kilometres (approx. 1 mile) to the west.

3.5. To the west of the appeal site is the Lane End Farm/Horticultural Station site that has the benefit of planning permission for 118 dwellings, and will shortly have planning permission for 142 dwellings. Beyond that site is Lane End Farmhouse, a listed building in residential use (to be retained in the University's ownership), and beyond Lane End Farmhouse the A327 Hollow Lane. Beyond Hollow Lane to the north and adjoining the M4 motorway is the Black Boy Public House; beyond Hollow Lane to the south and at the junction with Brookers Hill is Lane End House in use as offices. Between the Black Boy Public House and Lane End House is residential development.

3.6. To the south of the appeal site is Cutbush Lane with extensive mature residential development within the defined settlement boundary of Shinfield Village to the south.

3.7. To the east of the appeal site is an arable field.

3.8. There is a bus route along the A327 Hollow Lane running from Reading town centre to the north, to the Blackwater towns to the south east.

The Appeal Site

3.9. The appeal site slopes gently to the south and comprises three distinct areas which together total approximately 0.99 hectare (approx. 2.4 acres) as follows:-

3.9.1. Area 1 – Part of the old Horticultural Station including glasshouse, packing shed, the water supply tank and footings (previously used land) comprising approximately 0.485 hectares (1.20 acres).

3.9.2. Area 2 – The triangular area of land to the rear (north and east) of the Horticultural Station – 0.099 hectares (0.24 acres).

3.9.3. Area 3 – Land in front of the Horticultural Station (south) fronting Cutbush Lane - .404 hectares (0.96 acres).

3.10. In percentage terms these are as follows:-

- Area 1 – 49%.
- Area 2 – 10%.
- Area 3 – 41%.

3.11. I have shown Areas 1, 2 and 3 on the OS extract 1:1000 plan attached as Appendix 1.

3.12. I now consider these three areas as follows:-

Area 1

3.12.1. Area 1 formed part of the Horticultural Station, but is now semi-derelict and very overgrown.

3.12.2. Located on this part of the site are the following buildings:-

- Disused greenhouse – approx 1,770 m² (approx 19,000 sq.ft).
- Packing shed – approx 110 m² (approx 1,200 sq.ft).
- Total buildings therefore 1,880 m² (approx 20,200 sq.ft).

3.12.3. In addition, there are footings and a water tank that served the Horticultural Station located within the northern spur of this area.

3.12.4. The buildings are in dilapidated condition.

3.12.5. On the north side of this part of the site is a mature cupressus screen.

3.12.6. Surrounding most of this part of the site (except the spur to the north) is a security fence on concrete posts cranked with chain link and barbed wire.

Area 2

3.12.7. This triangular part of the site to the north and east of Part 1 has now been fenced from the adjoining field. Although the proposals are in outline, it can be anticipated that Area 2 together with the northern spur of Area 1 are likely to be undeveloped as part of a landscaping scheme.

Area 3

3.12.8. Area 3 lies between the Horticultural Station and Cutbush Lane. It has recently been fenced from the adjoining field on its eastern side, although the boundary between this current appeal site and the previous appeal site to the west has not yet been fenced. It has a frontage to Cutbush Lane of some 65 metres (approx 215 ft) and is surrounded on three sides by development:-

- The Horticultural Station to the north.

- The Horticultural Station with the benefit of planning permission for 118 dwellings and (shortly) of planning permission for 142 dwellings to the west.

- Mature residential development to the south.

4. DESCRIPTION OF THE APPLICATION/APPEAL PROPOSALS

Introduction

4.1. The University of Reading was incorporated by Royal Charter on the 17th March 1926. In 1926 it occupied premises in London Road, Reading. In 1947 the University acquired the Whiteknights Estate on the then south eastern fringe of Reading. Whiteknights comprises approximately 300 acres, was occupied from 1957 onwards, and today constitutes the main campus of the University. In 1989 the University acquired the Bulmershe College of Higher Education, a substantial complex of modern buildings and playing fields which together comprise approximately 42 acres at Woodley.

4.2. From 1986 onwards, Government funding constraints required the University of Reading to have a policy of consolidating its activities to the main and comparatively new campuses at Whiteknights and later at Bulmershe. The economic pressure that gave rise to the need for this relocation resulted in a number of relevant implications arising for the University in respect of its land holdings:-

4.2.1. First, as many of the outlying University functions as possible needed to be centralised to Whiteknights or to Bulmershe College (now known as Bulmershe Court). A number of outlying former research establishments and teaching stations had either to be closed for lack of Government funding, or relocated to Whiteknights. The result has been that those outlying establishments have become redundant and vacant.

4.2.2. Second, the University as a charity has an obligation to manage its assets to the best possible effect in pursuance of its aims, and is therefore under a duty to maximise the value of any surplus, vacant or redundant sites. In particular, when considering its property holdings, it has an obligation to dispose of any surplus or redundant land at the best price reasonably obtainable within the context of any planning permission obtained.

4.2.3. Third, surplus or redundant sites for which suitable planning consents can be achieved will be disposed of as soon as it is practicable to do so. As a general rather than a planning point, by way of background the resultant capital receipts are and will continue to be applied locally to further the University's objectives of education and research, and therefore be applied 100% to the nation's educational infrastructure.

4.2.4. The Horticultural Station became redundant in about 1986. It closed at that time and has been vacant since then.

Application/Appeal Proposals

4.3. I attach a copy of the application and accompanying documents submitted on 2nd October 2000 as Appendix 2B.

4.4. The application provides for demolition of existing buildings of approximately 1,900 m² (approximately 20,000 sq.ft), and the erection of 24 dwellings with access through the adjoining site to the west which is shortly to have the benefit of planning permission for 142 dwellings.

4.5. The application is in outline only with all matters reserved.

4.6. The intended mix of dwellings is:-

25% - 4 bedroomed dwellings (6 dwellings).
35% - 3 bedroomed dwellings (8 dwellings).
45% - 2 bedroomed dwellings (10 dwellings).

4.7. The planning application is in outline but the intention is that where appropriate there will be landscape buffers inside the site as shown on the plan attached as Appendix 1. The three areas shown on this plan will be dealt with in the Section 106 Undertaking as follows:-

- Area 2 – Totally as landscape buffer.

- Area 1 – Part landscape buffer to the north of the cupressus screen and landscape buffer within and on the east side of the site with 0.43 ha developed for housing.

- Area 3 – Landscape buffer within the site with 0.37 ha developed for housing.

4.8. The net developable area of the site will therefore be 0.8 hectares and the net site density for the purposes of Annex C of PPG3 will be 30 dwellings per net developable hectare.

5. PLANNING HISTORY OF THE SURROUNDING AREA AND APPEAL SITE

The Surrounding Area

5.1. The recent planning history of the appeal site and the surrounding area has been dominated by the University's proposals for major development at Shinfield (being 2,500 dwellings, 40,500 m² of redeveloped/relocated B1 use, and other ancillary uses e.g. village centre, open space, playing fields, woodlands etc.).

5.2. This proposal was one of three similar-scale residential proposals – (the other two being at Spencers Wood and Grazeley) arising under Policy H3 of the Berkshire Structure Plan 1991-2006 which provides for such substantial development within an area of search defined in the Structure Plan. Policy H3 remains extant and unfulfilled, and I refer to this in greater detail later in my evidence.

5.3. These three major proposals formed the subject of respective applications and appeals (called-in in the case of Spencers Wood and Grazeley) conjoined with Part 1 of the Local Plan Inquiry which commenced on the 6th October 1998 and closed on the 8th October 1999.

5.4. I attach a copy of the Master Plan for the main Shinfield proposals as Appendix 3. The current appeal site was allocated for B1 development in that proposed Master Plan.

5.5. The Part 1 Local Plan Inspector reported to Wokingham District in July 2000 recommending that none of the three proposals be adopted, and that the District Council should carry out an urban capacity study in the district and review its Local Plan having in mind the sequential approach outlined in new PPG3. The Secretary of State issued his decisions in January earlier this year. He dismissed all three appeals for a number of reasons, but primarily on the grounds that the District Council's allocation and consideration of the alternatives had not followed the sequential approach set out under PPG3.

5.6. The Proposals Map being part of the adopted Local Plan for the area (the Loddon Area Local Plan) shows the identified settlement boundary for Shinfield running along the south side of Cutbush Lane with the whole of the area between Cutbush Lane and the M4 motorway designated as strategic gap for the purposes of Policy LC1. I attach a copy of the LALP Proposals Map extract as Appendix 4.

5.7. The Emerging Districtwide Local Plan (WDLP), however, as amended following representation, has now extended the identified settlement boundary for Shinfield to include the Lane End Farm/part Horticultural Station site to the west. The remainder of the land between Cutbush Land and the M4 motorway to the north remains designated as gap for the purposes of draft Policy WCC2. I attach a copy of the WDLP Proposals Map extract as Appendix 5.

5.8. Both the LALP and the WDLP contain specific exception policies that relate to the University's redundant research establishments at Shinfield. In the case of the LALP, this policy is LS3, and in the case of the WDLP, the equivalent policy is WRE3.

5.9. The development of this current appeal site is provided for in large part by these specific exception policies. As endorsed by the Inspector in his appeal decision on the Horticultural Station to the west, the general policies of constraint operate subject to these specific exception policies (see Section 8 below).

5.10. I attach as Appendix 6 a plan prepared by the University's landscape consultant showing:-

5.10.1. The existing employment areas shaded dark grey.

5.10.2. The various Local Plan sites allocated or considered for residential use – SH13, SH14, SH15, SH24, SH27 and SH37. The appeal site immediately adjoins site SH37 which lies to the west.

5.11. I attach as Appendix 7 a schedule of the research and other establishments at Shinfield in the University's ownership. This schedule indicates the address, the site area, the building area, the planning status and the occupation status. The current planning position relating to a number of the properties in this schedule is as follows:-

5.11.1. Site No.1 – The Manor, Church Lane. No change – the Planning Authority has recently resolved to renew planning permission for redevelopment.

5.11.2. Site No.2 – Church Farm, Church Lane. An application for redevelopment for B1 use was submitted, refused, and allowed at appeal.

5.11.3. Site No.3 – Cattle Breeding Centre, Church Lane. An application for redevelopment for B1 use was submitted, refused, and allowed at appeal.

5.11.4. Site Nos.2 and 3 – Church Farm and the Cattle Breeding Centre, Church Lane, taken together. An application for redevelopment for 140 dwellings has recently been granted planning permission.

5.11.5. Site No.4 – Applied Research Station, Shinfield Road. A detailed renewal application for redevelopment for B1 use was submitted on the 4th June 1998. The Planning Authority recently resolved to grant planning permission.

5.11.6. Site Nos.5, 6 and 7 – Lane End Farm, Horticultural Station, Agricultural Botany, taken together. An application for redevelopment for residential use was submitted, refused and the appeal allowed.

5.12. The Hollow Lane site referred to at the end of the schedule (Local Plan site SH15) was the subject of a planning application for 77 dwellings which the Planning Authority requested should be increased to 105 dwellings. Planning permission has been granted for 105 dwellings.

5.13. An important part of the recent planning history of the surrounding area involves the Lane End Farm/part Horticultural Station site immediately to the west of the current appeal site and I deal with this in some detail below.

5.14. First, I attach as Appendix 8A a plan showing the following:-

- The appeal site marked with a pink surround.

- A subsequent application site for enlargement of the appeal site by the addition of open space marked hatched blue.

5.15. It should be noted that part of the site marked with a pink surround to the south is part of the field referred to below at para 7.6.3.

5.16. Second, there were two applications submitted on 5th February 1999 in respect of Lane End Farm/part Horticultural Station; one was appealed on the basis of non-determination; the other remained for the Planning Authority to consider.

5.17. On the 22nd September 1999 the Development Control Sub-Committee considered a report from the Planning Officer that had an appeal on the basis of non-determination not been submitted, planning permission should be granted. I attach a copy of that report as Appendix 8B.

5.18. On the 13th October 1999 the Development Control Sub-Committee considered another report from the Planning Officer which recommended that both applications should be refused. I attach a copy of that report as Appendix 8C.

5.19. It is not clear why the Planning Officer changed his mind between these two reports – there was no explanation given for the change in his recommendation.

5.20. It should be noted from both reports that there was no consideration of Loddon Area Local Plan Policy LS3 or Emerging Districtwide Local Plan Policy WRE3.

5.21. Following the Public Inquiry at the end of 1999 the Inspector Mr Holland issued his decision on the 21st January 2000 and it is worth drawing attention to the following points:-

Para 6

5.21.1. Mr Holland reviewed the policy background including LALP Policy LS3.

Para 10

5.21.2. There is reference again to Policy LS3 from the LALP and also reference to Policy WRE3 from the Emerging Local Plan and amendments to the emerging policy are identified.

Para 11

5.21.3. The main issue is identified as to whether the proposal complies with the Development Plan policies and if so, are there any outweighing factors to the contrary.

Para 12

5.21.4. Mr Holland identifies that Policy LS3 is **"specifically applicable to the appeal site."** He then says **"I do not accept that it is unclear whether the policy applies to this site. The explanatory text explicitly refers to glasshouses...at the inquiry the Council agreed that the policy does apply to this site. Moreover in the ELP the suggested amended wording through the inclusion of the phrase "redevelopment of land" seems to me to clarify the situation in the appellant's favour. I am satisfied that Development Plan Policy LS3 is directly applicable to this appeal."**

Para 13

5.21.5. Mr Holland indicated that **"...given that there is a specific policy for this site, the conventional policies restricting development in rural areas cannot be applied in an unqualified way. For this reason the fact that the site is outside the development boundary does not, in my view, count heavily against the development...It is also relevant to bear in mind that the Council has carried out a detailed environmental appraisal of a large number of possible housing sites and has concluded that the appeal site is one of the least inappropriate sites for development during the period of the ELP."**

Para 15

5.21.6. **"Although a number of the structures on the site, particularly the glass houses, have agricultural connotations, I do not consider that the site has an agricultural character. Given the scale of building on the site, it's overall appearance and the obvious commercial activity that is readily visible, the site can reasonably described as a "brownfield" site. This is consistent with the view taken by the Council's officers in the appraisal of possible housing sites reported to Committee in July 1998. The development would, in my opinion, have the benefit of removing existing unattractive buildings and structures from the site and it would not extend beyond the existing "brownfield" site."**

5.21.7. I would point out that the appeal site did include part of the open field to the east (a further part of which is included in the current appeal site).

Para 16

5.21.8. The Inspector then specifically addressed the gap point:-

"In the wider context, both the Council and Mr Huntley (acting for a third party) **sought to argue that the proposal would conflict with Structure Plan Policy C6 and Local Plan Policy LC1 because it would reduce the gap between Reading and Shinfield. In the case of the Council, this seems to me to be inconsistent with Local Plan Policy LS3 and Emerging Policy WRE3.**

5.21.9. The Inspector then went on to agree with Mr Huntley's earlier position as stated in 1989 when he had then argued **"that the M4 motorway and the land on either side of it ensured the physical separation. I agree and believe that assessment remains valid. I do not believe that the aims of Policies C6 and LC1 would be compromised by the scheme."**

Para 17

5.21.10. The Inspector concluded that the scheme would meet the requirements of the Local Plan Policy LS3 and the advice set out in the then PPG3.

Para 18

5.21.11. The Inspector then considered whether there were reasons why Development Plan Policy LS3 should not stand. He considered prematurity, but decided at para 21 that the Council's position regarding prematurity is untenable, particularly since the Council was relying on the dwelling yield from this site in order to meet an already inadequate land supply position.

5.22. I attach a copy of Mr Holland's decision letter as Appendix 8D.

5.23. It will be clear from Mr Holland's decision in respect of the immediately adjoining site to the west that the following matters are of direct relevance to this appeal:-

- The applicability of LALP Policy LS3 and WDLP Policy WRE3.

- The relationship between these exception policies and the general countryside policies – LALP Policy LC1 and WDLP Policy WCC2.

- The effect of the development upon the gap.

- Contribution to the land supply.

- Prematurity in the context of the Emerging Local Plan.

5.24. Finally in this section dealing with the surrounding area, I attach a plan as Appendix 9 being an extract from the LALP Proposals Map on which I have shown, marked pink, extensions of the identified settlement boundary into the LALP designated gaps at Shinfield where these extensions have either been accepted by the Planning Authority or allowed at appeal.

5.25. If this current appeal were to be allowed, the settlement boundary would be extended where shown marked with a red dotted line.

The Appeal Site

5.26. I attach as Appendix 10 extracts from the Local Planning Register which as can be seen from the heading relate to the Horticultural Station and Agricultural Botanic Garden (known as the Department of Agricultural Botany Research Station). It will be seen from these extracts that there is a long history of planning approvals having been granted, a number of which refer to and include laboratories, research, workshops and other uses. The entries relate to the whole of the former Horticultural Station, (including the larger site to the west which will shortly have the benefit of planning permission for 142 dwellings, and a significant part of the current appeal site).

5.27. Until closure in 1986, the Horticultural Station was used by the University for commercial/research/educational purposes.

5.28. Apart from the University's major proposals for Shinfield Village (see paras 5.1 to 5.5 above) the recent planning history of the appeal site is as follows:-

5.28.1. I wrote to the District Council on 4th April 2000 asking for the Planning Officer's views upon an application in respect of the appeal site. I received a substantive reply on 11th May 2000. I took that reply as an encouragement to submit an application which was indeed followed by the Planning Officer recommending that planning permission be granted. I attach a copy of that early correspondence as Appendix 2A.

5.28.2. On the 2nd October 2000 an outline planning application for 24 dwellings was submitted on the appeal site (application no.0/2000/2526). That is the application that is the subject of this appeal, and a copy of that application and accompanying documents is attached as Appendix 2B.

5.28.3. On the same date, an identical duplicate application was submitted on the appeal site. I do not consider this application further in my evidence.

5.28.4. On the 29th November 2000, the Planning Officer submitted a report to the Planning Authority's Development Control Committee meeting. That report recommended that planning permission should be granted. A copy is attached as Appendix 2C.

5.28.5. At its meeting on the 29th November 2000, the Planning Authority's Development Control Committee resolved to refuse the application. I attach as Appendix 2D a copy of the minute relating to that agenda item.

5.28.6. I attended the relevant part of the Development Control Committee meeting on Wednesday 29th November 2000 together with Mr Simon Dimmick, the University's Solicitor. Mr Dimmick prepared a note of the debate concerning this and an adjoining application and I attach a copy of that note as Appendix 2E.

5.28.7. On the 29th November 2000, Wokingham District Council issued a notification of refusal of permission in respect of application no.02/2000/2526 and I attach a copy of that notification as Appendix 2F.

5.28.8. The reason for refusal attached to that notice did not reflect either the debate or the Committee minute, and I attach as Appendix 2G a copy of subsequent correspondence between Mr Dimmick of Clarks (the University's Solicitors), and Mr Lawley, the Solicitor for Wokingham District Council.

5.28.9. As a result of that correspondence, the wording of the Reason for Refusal was amended and I attach a copy of the "corrected" Notice of Refusal dated 29th November 2000 as Appendix 2H.

5.28.10. Quite clearly therefore the Planning Authority expressly does not allege that the proposed development of the appeal site "would adversely affect the character and appearance of the area."

6. IDENTIFICATION OF THE PLANNING ISSUES

6.1. The planning issues of concern to the Planning Authority are to be identified from the single reason for refusal, dated 29th November 2000 (Appendix 2H). There are three issues identified as making the development in its words "inappropriate":-

6.1.1. First, that the development would be outside a settlement boundary.

6.1.2. Second, that the development would be in a gap between settlements.

6.1.3. Third, that the development would be on a site not allocated for residential development.

6.2. It should be noted from paragraph 4 of the Planning Officer's report to Committee on the 29th November 2000 (Appendix 2C) that the Planning Officer identified the main issues as follows:-

A. Principle of residential development. All three issues identified in the Reason for Refusal are considered by the Planning Officer.

B. Density and housing mix.

C. Effect on the character and appearance of the area and neighbouring properties. It is important in the context of the Gap Policy and also Policies LS3 and WRE3 (draft) that the Planning Officer's professional view was that the effect on the character and appearance of the area is considered acceptable.

D. Traffic access and parking.

E. Other technical issues – archaeology and environmental health.

F. Services and infrastructure – social housing and contribution to education provision. Since the lodging of this appeal, the District Council has accepted that a contribution towards education provision is not required (I attach a copy of the relevant correspondence as Appendix 11).

G. Planning concerns of the Parish Council and the local residents were noted as being subsumed within issues A-F.

6.3. Having reviewed each of these issues A-F the Planning Officer concluded that the scheme was acceptable, not only on balance overall, but in respect of each of them.

6.4. It can be seen from comparing the Reason for Refusal with the Officer's issues A-F, that the Committee agreed with the Officer's conclusions on all issues other than the principle of residential development (Issue A). In this context, it is worth noting the consultation response of the Policy and Plans Section of the District Council's Planning Department:-

> **"Although it would normally be considered premature to support an application for development on a site outside the settlement at this stage of the Local Plan process, the absence of any sustainable site specific objections to the development of the site (now that site SH37** (the adjoining site to the west) **has received consent) suggest that an exception should be made in this case and that the proposal is acceptable in principle."**

6.5. It might be taken from the policies referred to in the Reason for Refusal (LALP Policy LC1 and WDLP draft Policy WCC2) that the Committee had, in addition to disagreeing with its Officers in relation to the acceptability of housing in principle, also disagreed with the assessment of the development's effect on the character and appearance of the area (Issue C). However, as noted above (para 5.28.8 and Appendix 2G) there was an exchange of correspondence following the Planning Committee's decision resulting in the issuing of a "corrected" decision notice (see Appendix 2H) which excised any reference to harm to the character and appearance of the area. I have assumed, therefore, that the District Council does not

dispute the Officers (and my own) opinion that the development proposed would not adversely affect the character and appearance of the area such as to warrant refusal.

6.6. I attach as Appendix 12 an aerial photograph of the area, and at Appendix 13 a photograph taken from Lower Earley. Both photographs amply demonstrate that the function of the gap between Reading and Shinfield will not be prejudiced by the proposed development of the appeal site.

6.7. As part of his consideration of the principle of residential development, the District Council's Planning Officer took account of the pressing housing need within the District. He properly recognised that:-

> **"The Council is unable to show that it is currently meeting its obligations under** (Structure Plan) **Policy H3."**

6.8. The District Council's pre-inquiry statement, however, is more equivocal in the way it treats the issue of housing need as relevant to the determination of this appeal. I have therefore considered housing need and PPG3 as an issue between the main parties.

6.9. It will also have been noted from the minutes of the Committee meeting that the Parish Council, through Mr Don Bulcock, raised the issue of impact on badgers in the vicinity. Although this is not part of the Reason for Refusal, and so must be taken to be considered as acceptable by the District Council, the University has considered the matter.

6.10. A plan was prepared by Ecological Planning & Research on behalf of the University at the Planning Appeal/Local Plan Inquiry Part 1, but for security reasons is not appended. That plan indicates the precise location of badger setts in the vicinity of the appeal site. The location of these badger setts on the plan was not disputed at Part 1 of the Local Plan Inquiry and indeed, formed the subject of a separate discreet site visit by the Local Plan Inspectors at the Shinfield stage of that Inquiry. There is not a badger sett either on the appeal site or close enough to the appeal site to be directly affected by the development of the appeal site.

6.11. This is recognised in the Planning Authority's questionnaire response to the Planning Inspectorate at paragraph 14(b) where the Planning Authority confirms that there is no protected species that is likely to be affected by the proposals.

6.12. The planning issues identified as appropriate for further consideration are therefore:-

- The acceptability in principle of housing development in this location.
- Housing need.

7. THE DISTRICT COUNCIL'S CONSIDERATION OF THE PLANNING ISSUES

Background

7.1. The views of the Planning Officers of the District Council can be discerned at three distinct points:-

7.1.1. First, in pre-application correspondence with Mr Lewis (a Senior Planning Officer in Development Control) and his colleague Richard Ford (a Senior Planning Officer in Policy and Plans) (Appendix 2A).

7.1.2. Second, the report prepared by Angela Odell (a Senior Planning Officer in Development Control) for consideration by the Development Control Committee meeting on the 29th November 2000 (Appendix 2C).

7.1.3. Third, comment made at the Development Control Committee Meeting on the 29th November 2000 by John Mitchell (the Development Control Manager). John Mitchell presented Angela Odell's report to the Development Control Sub-Committee on the 29th November because Angela Odell was not well that evening. I attended the Development Control Committee meeting on the 29th November with the University's Solicitor Mr Dimmick, and confirm that the note of the debate taken by Mr Dimmick is correct in every material respect (Appendix 2E).

7.2. I deal with each of these stages in turn below.

Pre-Application Correspondence

7.3. I wrote to Mr Lewis (with a copy to Mr Ford) on the 4th April 2000 enclosing a plan of the appeal site, pointing out that it comprises a brownfield site that would fall within the relevant adopted and emerging Local Plan policies.

7.4. I also made reference to the fact that the adjoining Lane End Farm/part Horticultural Station site in respect of which planning consent was granted at appeal for 118 dwellings was less than the Emerging Local Plan allocation by 24 dwellings. That shortfall is shortly to be made up by increasing the number of dwellings to 142. This was done by the enlargement of the site northwards to include open space within the gap, thus releasing land from within the main site for built development.

7.5. It is worth pointing out at this stage that the whole of this area to the north of Cutbush Lane, including the current appeal site and the land to the west that now is shortly to have the benefit of planning permission for 142 dwellings, was designated in the WDLP as "gap," but was subsequently amended upon representation by way of an allocation to residential use (site SH37).

7.6. On the 11th May Mr Lewis confirmed the following points:-

7.6.1. That having discussed the matter with Richard Ford:-

> **"We are of the opinion that in principle the additional area of land in question could be developed for residential purposes. It is obviously still part of the old Horticultural Station, the majority of which has outline permission for residential development, and therefore should be considered in the same policy context i.e. Policy LS3 of the Loddon Area Local Plan and Policy WRE3 of the Wokingham District Local Plan Deposit Draft as amended..."**

7.6.2. He then went on to say that:-

> **"In addition its brownfield nature is considered to be the same as such land described as "previously developed" in the revised PPG3 which the Government is encouraging Local Planning Authorities to consider more favourably for new housing sites."**

7.6.3. It should be noted at this point that the outline planning permission for residential development on the adjoining site did, in part, as with this current appeal, also include part of the adjoining field to the east that is in agricultural use.

7.6.4. Mr Lewis then went on to say that in view of PPG3 both he and Mr Ford:-

> **"Consider that a higher density possibly of 40 dwellings per hectare should be sought for this additional land you are proposing for housing..."**

7.6.5. He then went on to point out that it would be appropriate to submit an application covering both sites and pointed out that a single overall application:-

> **"...is more likely to be considered favourably by the Local Planning Authority than a separate application of 24 dwellings on this additional area of land."**

7.7. The clear view of Mr Lewis and Mr Ford at this point was that the site was suitable for development, and at a significantly higher density than is being proposed by way of this appeal. Also that development should take place in conjunction with the adjoining site to the east.

7.8. I have referred earlier in my evidence to this correspondence a copy of which is attached as Appendix 2A.

Report to Development Control Committee 29th November 2000

7.9. There are a number of points from the report that are of relevance:-

7.9.1. First at para 3 it is clear that when Policy and Plans Section were consulted, they took the view that:-

"Although it would normally be considered premature to support an application for development on a site outside the settlement at this stage of the Local Plan process, the absence of any sustainable site specific objections to the development of the site (now that site SH37 has received consent) suggests that an exception should be made in this case and that the proposal is acceptable in principle."

7.9.2. At para 3 the Landscape Officer was consulted and acknowledged:-

"That part of the site is brownfield but part is in agricultural production. Considers that housing development on the site is inappropriate in this instance as the countryside between the north of Shinfield and the M4 should be retained intact."

7.9.3. At para 4 the main issues for appraisal were considered to be:-

(A) Principle of residential development.

(B) Density and housing mix.

(C) Affect on the character and appearance of the area and neighbouring properties.

(D) Traffic access and parking.

(E) Other technical issues e.g. archaeology.

(F) Services and infrastructure.

(G) Concerns of the Parish Council and local residents.

7.10. When considering (A) (page 1605) Mrs Odell sets out the considerations that she took into account in her thinking:-

- The site is outside a settlement boundary.

- The site is in a gap between settlements.

- The site has not been put forward as a proposed housing site through the Local Plan process.

7.11. Those are the negative points that weigh in the equation.

7.12. The positive points that weigh in the equation were set out as being:-

- The site is a partly brownfield site.

- The site had similar characteristics to the adjoining Lane End Farm site to the west that has the benefit of permission (including undeveloped areas).

- Redevelopment of the previously developed land would comply with Policies LS3 and WRE3 (which cover redevelopment of research establishments outside settlements).

7.13. Furthermore, that the Council **"is unable to show that it is currently meeting its obligations under Policy H3."**

7.14. Mrs Odell then draws specific attention to PPG3 as a material consideration in this case. She came to the view that the development of the appeal site would **"broadly comply with the criteria for site assessment in paragraphs 31 and 32 of PPG3."**

7.15. Again, she specifically refers to the fact that only part of the site is **"previously developed"** but because this is at the northern part of the site (i.e. away from the Cutbush Lane frontage) **"it would not be logical to expect to develop this part of the site without the southern part also which is opposite existing housing within the Shinfield settlement boundary in Cutbush Lane."**

7.16. Mrs Odell's conclusion on the principle of the proposal is that:-

"Therefore on balance it is considered that the proposal is acceptable in principle."

7.17. When considering issue (C) Mrs Odell refers to the likelihood of buffer landscaping strips being provided around the northern and eastern boundaries and that the affect of the development on neighbouring properties would not have **"an unacceptably greater affect than the consented housing site to the west would have on the existing dwellings in Cutbush Lane to the west."**

7.18. Mrs Odell concluded on this point that:-

"The effect on the character and appearance of the area and on neighbouring properties is therefore considered acceptable."

7.19. Mrs Odell took all these matters into account and at paragraph 5 (page 1607) concluded that:-

"Although the site is outside a settlement boundary and not allocated for housing development in the Local Plan, it is a part brownfield site adjacent to existing and committed development in a relatively sustainable location. Therefore on balance, the proposal is considered acceptable in principle...providing buffer landscaping is planted, the proposal could have an acceptable affect on the character and appearance of the area and on existing residential properties..."

7.20. At para 6 the recommendation is to grant planning permission subject to a legal agreement and to conditions that were set out in the report.

John Mitchell's Comments at Development Control Committee Meeting on the 29th November 2000

7.21. John Mitchell is the Development Control Manager for Wokingham District Council and in Angela Odell's absence, introduced and spoke to the application that is now the subject of this appeal.

7.22. Mr Mitchell's two contributions at the top of page 4 of the meeting note (Appendix 2E) are of direct relevance.

7.23. When invited to comment upon earlier contributions, he said:-

"We have looked at the application very carefully."

7.24. He then commented that the recommendation **"was the balanced view of the whole Planning Department and not just Development Control."**

7.25. The second contribution by Mr Mitchell at the top of page 4 is also of interest. He expresses surprise that the appeal site was not put forward as part of the Lane End Farm site. He said that **"it is a logical extension and boundary with the countryside."** He then said that **"had the site been put forward as part of Lane End Farm in the Local Plan, it would have been included."**

7.26. I quite agree with John Mitchell that now that site SH37 has been included in the WDLP and now that it is shortly to have the benefit of planning permission for 142 dwellings, there is no logical reason why the appeal site should not form part of that larger site.

7.27. There are two further points of interest on page 4 of the meeting note:-

7.27.1. First, Colin Lawley (the Council's Solicitor) advised first that prematurity would not be a good reason for refusal.

7.27.2. Second, he advised that **"it was unsafe to say the site was unsustainable"** – this on the grounds that there would be a possibility of an award of costs.

7.28. It should be noted that John Mitchell also advised against turning the application down on grounds of sustainability. It is clear that the site is sustainable as will be seen in a later section of my evidence.

7.29. One final point relating to the debate at the Committee meeting and that is that although Angela Odell's report referred to Policies LS3 and WRE3, these policies being directly on point, neither policy was mentioned at all in the debate. Both policies are, of course, as will be seen again below, highly relevant in respect of a significant part of the site.

8. **ISSUE 1:-**

PRINCIPLE OF DEVELOPMENT ON THE APPEAL SITE FOR HOUSING

- **Outside a settlement**

- **In a designated gap**

- **Not allocated for residential development**

8.1. I turn now to consider whether the proposed development is objectionable in planning terms by virtue of the site's location outside a defined settlement boundary and within a designated gap between settlements.

8.2. I do not consider that the absence of an allocation per se is a determining factor in this appeal. Allocation for residential development would merely be a confirmation that the principle of residential development is acceptable, notwithstanding other policy designations on the site. With the exception of an argument based on prematurity, the absence of a specific allocation on a site is not a reason to withhold planning permission if the site is otherwise appropriate for the development in question. Such sites are recognised as "windfalls" and are, indeed, made use of in calculating the Local Planning Authority's ability to meet its housing targets. I deal with the "prematurity" point, such as it is, in Section 9 below that deals with housing land supply.

8.3. The relevant national policy concerning residential development outside settlement boundaries and the identification of "gaps" is to be found in PPG3 and PPG7. More general national guidance is found in PPG1.

8.4. The Development Plan for the purposes of Section 54A of the Town & Country Planning Act 1990 comprises the Berkshire Structure Plan 1991 – 2006 (BSP) adopted on the 4th November 1995, and the Loddon Area Local Plan (LALP) adopted on the 5th May 1995.

8.5. The relevant policies of the BSP are H2, H3, H5, BU3, C2, and C6.

8.6. The relevant policies of the LALP are LTV2, LC1 and LS3.

8.7. The Emerging Wokingham District Local Plan (WDLP) has reached the stage where Part 2 of the Local Plan Inquiry has been completed and the Inspector's report is awaited. The Inspector's report is expected in December this year.

8.8. Para 48 of PPG1 makes it clear that at this stage of the Local Plan process considerable weight may be attached to draft policies where no objections have been lodged, and that conversely little weight may be attached to draft policies if there have been objections to those policies.

8.9. The relevant policies of the Emerging WDLP are WOS2, WCC1, WCC2, WRE3 and WEM18.

8.10. I deal with national policy first, then the adopted Development Plan policies, and then the Emerging Local Plan policies.

National Policies

Planning Policy Guidance Note No.1 (February 1997)

8.11. Para 2 emphasises the importance of the Development Plan and that:-

> **"...where the Development Plan contains relevant policies, applications for development which are in accordance with the plan shall be allowed, unless material considerations indicate otherwise..."**

8.12. Paras 4 to 7 deal with sustainable development.

8.13. Para 5 indicates that:-

> **"...a sustainable framework should...use already developed areas in the most efficient way..."**

8.14. Para 7 indicates that:-

> **"Urban regeneration and reuse of previously developed land are important supporting objectives for creating a more sustainable pattern of development..."**

8.15. Para 24 dealing with planning for housing as a key policy objective indicates that:-

> **"...the allocation of land...to ensure that the planning system identifies an adequate and continuous supply of housing land to meet future requirements which is both available and sustainable."**

> **"To make effective use of land within urban areas by allocating the maximum amount of housing to previously developed sites..."**

8.16. Para 40 again emphasises the importance of the Development Plan indicating that:-

> **"...where an adopted or approved Development Plan contains relevant policies, Section 54A requires that an application for planning permission or an appeal shall be determined in accordance with the plan, unless material considerations indicate otherwise..."**

Planning Policy Guidance Note No.3 (March 2000)

8.17. Para 1 makes it clear that sufficient appropriate housing should be provided in a sustainable way making use of previously developed land, focused on existing settlements, to a good design standard.

8.18. Para 2 requires planning authorities to:-

> **"Provide sufficient housing land but give priority to reusing previously developed land...in preference to the development of greenfield sites.**
>
> **Create more sustainable patterns of development.**
>
> **Make more efficient use of land..."**

8.19. Para 3 aims to provide a choice of sites suitable and available for house building:-

> **"...to ensure that everyone has the opportunity of a decent home but also to main the momentum of economic growth."**

8.20. Para 22 indicates that:-

> **"The Government is committed to maximising the reuse of previously developed land...in order both to promote regeneration and minimise the amount of greenfield land being taken for development."**

8.21. Para 23:-

> **"The national target is that by 2008 60% of additional housing should be provided on previously developed land and through conversions of existing buildings...The definition of previously developed land is given at Annex C to this guidance."**

8.22. The consequence of a target of 60% of additional housing being provided on previously developed land is that 40% of additional housing will be provided on greenfield land. This national target of 60% in a district like Wokingham is going to be very difficult to meet by virtue of:-

8.22.1. First the lack of previously used sites;

8.22.2. Secondly, the fact that any previously used sites may be more valuable in that previous use than in an alternative residential use. The economics of previously used site redevelopment will be a significant factor in areas such as the Thames Valley corridor where employment use land values are frequently if not invariably higher than residential land values.

8.23. Para 24 indicates that planning authorities should undertake urban housing capacity studies to ascertain how much greenfield land may be needed for development. As the department recognises however in its good practice guidance, crude housing capacity when identified needs to be modified by the application of a realistic yield factor to identify practical capacity.

8.24. In my own opinion, the urban housing capacity study for Wokingham District is unlikely to produce a yield that is significantly in excess of the supply of land that historically has come within the district from small sites and windfall sites. These figures are already taken into account and projected forward in the District Council's residential land supply calculations. I refer to this in greater detail later in my evidence (Section 9).

8.25. In the case of this appeal, the proposed development of the appeal site will comply with the 60% previously developed land target set out in para 23, the corollary being 40% of development being on greenfield land. That target can be met in respect of the appeal site, irrespective of the impact of any urban housing capacity study whenever carried out.

8.26. Para 28 makes it clear that:-

"...Development Plans should provide clear guidance as to the location of new development so that it meets housing requirements in the most sustainable way..."

8.27. Para 29 requires that planning authorities:-

"Should adopt a systematic approach to assessing the development potential of sites and the redevelopment potential of existing buildings, deciding which are most suitable for housing development and the sequence in which development should take place."

8.28. Para 30 requires planning authorities:-

"...follow a search sequence starting with the reuse of previously developed land and buildings within urban areas...then urban extensions, and finally new developments around nodes in good public transport corridors..."

8.29. Para 31 gives guidance upon allocation for housing in Local Plans and requires local authorities to:-

"Assess their potential and suitability for development against each of the following criteria:-

The availability of previously developed sites and under-used buildings and their suitability for housing use.

The location and accessibility of potential development sites to jobs, shops and services by modes other than the car and the potential for improving such accessibility.

..."

8.30. Para 32 makes it clear that:-

"...the presumption will be that previously developed sites...should be developed before greenfield sites.

8.31. Except where they perform poorly in sustainability terms by comparison with a particular greenfield site.

8.32. Para 34 requires planning authorities to show sufficient sites on the plan's proposals map:-

> **"To accommodate at least the first 5 years (or the first two phases) of housing development proposed in the plan..."**

8.33. There are four main points arising from the foregoing paragraphs:-

8.33.1. First, that priority should be given to reuse of previously developed land.

8.33.2. Second, that the target for brownfield/greenfield site development is 60/40.

8.33.3. Third, that the purpose behind the sequential approach is to secure maximum sustainability in relation to new development.

8.33.4. Fourth, that there should be a sufficient supply of sites to accommodate either the first 5 years or the first two phases of housing development proposed in the plan, i.e. there should be a sufficient supply available to meet at least the first 5 year requirement.

8.34. With the end date of the Emerging Local Plan being March 2006, there is a clear requirement on the Planning Authority to demonstrate that sufficient sites will come forward for residential development to meet the BSP housing requirement as set out in BSP Policy H2, i.e. 7,750 dwellings by March 2006.

8.35. I deal with this land supply issue later in my evidence (Section 9).

8.36. Para 58 requires planning authorities to:-

> **"Avoid developments which make inefficient use of land (those of less than 30 dwellings per hectare net – see definition at Annex C).**

8.37. The proposed development that is the subject of this appeal will be in accordance with this requirement.

Planning Policy Guidance Note No.7 (February 1997)

8.38. Para 4.16 indicates that:-

> **"Over the years Local Authorities have introduced a multiplicity of local countryside designations, such as Areas of Great Landscape Value. These local designations carry less weight than national designations, and development plans should not apply the same policies to them. They may unduly restrict acceptable development and economic activity without identifying the particular features of the local countryside which need to be respected or enhanced. Local planning authorities should only maintain or extend local countryside designations where there is good reason to believe that normal planning policies cannot provide the necessary protection...When they review their Development Plans, they should rigorously consider the function and justification of existing local countryside designations. They should ensure that they are soundly based on a formal assessment of the qualities of the countryside, or the contribution of such sites as "strategic gaps" or "green wedges" to urban form and urban areas..."**

8.39. Para 4.16 of PPG7 therefore seeks to distinguish the protection to be accorded to national designations from the degree of protection to be accorded to local designations where, as in this case with BSP Policy C6, LALP Policy LC1 and WDLP Policy WCC2, those local designations might be considered to **"unduly restrict acceptable development."**

8.40. Furthermore, any designations should be **"soundly based on a formal assessment of the qualities of the countryside, or the contribution of sites such as "strategic gaps" or "green wedges" to urban form and urban areas."** It is my understanding that although at Part 2 of the Local Plan Inquiry, which finished towards the end of last year, the Planning

Authority indicated that the landscape assessment had been commissioned, it is now clear that no such report has been commissioned. I attach as Appendix 14 an extract from a recent Committee meeting agenda confirming this to be the case.

8.41. There is therefore no formal assessment that has been made upon which these local designations have been based.

8.42. I attach relevant extracts from the various PPG's as Appendix 15.

The Development Plan

Berkshire Structure Plan 1991-2006

8.43. The Berkshire Structure Plan 1991-2006 was adopted by Berkshire County Council on the 4th November 1995.

8.44. Relevant policies to set the strategic context for this appeal are dealt with in the following paragraphs:-

8.45. **Policy H2**

"Distribution and phasing of the overall position."

The overall housing provision will be distributed and phased as follows:

District	1991-1996	1996-2001	2001-2006	Total
Newbury	.....			
Reading	.....			
Wokingham	2,550	2,250	2,950	7,750
Bracknell Forest	.....			
Windsor & Maidenhead	.....			
Slough	.....			
Berkshire	.....			

8.46. **Policy H3**

"Development south of the M4 at Reading."

"Within the provisions of Policy H2, between 2,000 and 2,500 of the total dwellings in Wokingham District for the period 1991-2006 should be in the area to the south of the M4 motorway at Reading."

8.47. It is interesting to note that at para 7.28 of the supporting text the Council concluded:-

> **"That no areas could be found for major housing development without incurring environmental damage, the County Council decided that development south of the M4 at Reading in Wokingham District was the least damaging broad location which would enable relatively close access by public and private transport into Reading."**

8.48. The area of search for the satisfaction of Policy H3 dealing with development south of the M4 at Reading is identified on the key diagram attached to the BSP.

8.49. Further policies:-

> **Policy H5**
>
> **"Development Within Settlements and Redevelopment/ Change of Use:-**
>
> **Part of the provision for housing development specified in Policy H1 will be achieved by:-**
>
> **.....**
>
> **...(ii) redevelopment or adaption of an existing building or set of buildings;**
>
> **....."**
>
> and

Policy BU3

"Development Proposals Involving Other Uses for Business, Industrial, Distribution and Storage Land and Premises.

"Proposals for the redevelopment or change of use of business, industrial, distribution or storage premises or sites proposed for such uses, to other uses will be encouraged in appropriate circumstances as defined in Local Plans, providing there is no unacceptable adverse impact on the availability of industrial and warehousing land and premises and on the locally available range of job opportunities. Permissions for business, industrial, distribution or storage uses will not be automatically renewed without a review of the continued justification for the development proposed, having regard to the considerations listed in Policy BU1, and other material considerations, including the sustainability of the site for alternative uses."

8.50. The Structure Plan in its supporting text at para 8.26 indicates that:-

"In order to achieve other desirable planning objectives such as the provision of low cost housing, or to seek sustainable locations for development, the County Council will, where appropriate, support the reuse or redevelopment of business, industrial, distribution or storage premises or sites to other uses such as housing..."

8.51. The Structure Plan also sets out two relevant countryside policies:-

Policy C2

"Development Outside Built Up Areas and Settlements"

"Development outside built up areas and settlement boundaries defined in Local Plans (and not within the metropolitan greenbelt – see Policy C4) will be strictly controlled, and permitted only:

(i) Where it is required for agriculture or forestry; or

(ii) **For the reuse, adaptation or redevelopment of existing buildings, particularly to assist the diversification of the rural economy and to maintain or enhance the rural environment; or**

(iii) **Other development for which a rural location is essential;**

provided it is both appropriate in scale, form, impact, character and siting to its location in the countryside and is acceptable in terms of other policies in the Structure Plan."

And

Policy C6
"Green Wedges and Gaps"
"The setting and separate identity of settlements and communities will be conserved and protected. Development will not be permitted where it would threaten important open areas which are of special significance as "green wedges" or "gaps" because they provide physical or visual separation of settlements or communities which are close together. "Green wedges" and "gaps" will be identified in Local Plans where there is a risk of:

(i) **Coalescence, loss of community identity or increased urbanised character;**

(ii) **Loss of access to open countryside or extensive open space with their associated environmental benefits."**

8.52. The Structure Plan context for the development that is the subject of this appeal is therefore:-

8.52.1. That 7,750 dwellings should be provided in Wokingham District in the period 1991-2006.

8.52.2. That between 2,000 and 2,500 dwellings should be provided south of the M4 in the identified area of search within which the appeal site is located (Policy H3).

8.52.3. That fulfilment of Policy H3 is bound to cause environmental damage, but that the area of search was the least damaging broad location close to Reading (para 7.28).

8.52.4. That part of housing development will be achieved by way of redevelopment of existing buildings – not necessarily limited to within settlements (Policy H5 (ii)).

8.52.5. That there is encouragement for the reuse of redevelopment of business premises to housing (para 8.26 and Policy BU3).

8.52.6. That there is encouragement for the redevelopment of existing buildings outside built up areas and settlements (Policy C2 (ii)).

8.52.7. That development will not be permitted where it would threaten important open areas which are designated as gap (Policy C6). The question is whether in the case of this appeal the proposed development would **"threaten important open areas..."** In my view this appeal proposal does not threaten any such important areas.

8.52.8. The proposed development of at least a major part of the appeal site is therefore positively consistent with the Berkshire Structure Plan element of the Development Plan. It is consistent with:-

- Policy H3 requirement and area of search;
- Policy H5 (ii) for redeveloping existing buildings;
- BU3 Policy for redevelopment of business premises to housing;
- Policy C2 (ii) for redevelopment of existing buildings.

8.53. The proposed development would not be inconsistent with Policy C6 since it would not threaten an important open area of special significance as gap.

8.54. Finally under this sub-section of my evidence, it is worth noting the supporting text at para 7.33 concerning the fulfilment of Policy H3 and states that:-

8.54.1. **"Long lead times associated with starting major development are likely to apply in a number of cases across the County, in particular with the proposal identified in Policy H3. In this case, little development is expected until the later years of the second phase of the plan** (1996-2001). **Account should be taken of this when land availability studies are undertaken."** (my underlining).

8.55. This comment is particularly relevant in the context of Section 9 of my evidence later dealing with housing land supply availability as a material consideration.

8.56. I attach copies of relevant extracts from the BSP including the Policy H3 area of search key diagram as Appendix 16.

Loddon Area Local Plan

8.57. The Loddon Area Local Plan (LALP) was adopted on the 5th May 1995. Although the Local Plan has a stated end date of 1996 (extended to 1998 in respect of housing development), it remains part of the Development Plan until such time as the Emerging Districtwide Local Plan is adopted.

8.58. The LALP (with one very important and specific exception) adopts a broadly restrictive approach to development outside identified settlement boundaries.

8.59. Policy LTV2 dealing with development in rural areas:-

> **"ALL LAND OUTSIDE THE IDENTIFIED SETTLEMENTS AS SHOWN ON THE PROPOSALS MAP IS CONSIDERED TO BE RURAL AREA WITHIN WHICH DEVELOPMENT WILL NOT NORMALLY BE ALLOWED. IN ACCORDANCE WITH THE REPLACEMENT STRUCTURE PLAN, EXCEPTIONS MAY BE MADE FOR DEVELOPMENT IN THE FOLLOWING CATEGORIES WHICH ARE NOT SPECIFICALLY DEALT WITH BY OTHER POLICIES IN THIS LOCAL PLAN..."** (my underlining).

8.60. Sub-para A of this Policy LTV2 provides for rounding off of housing development sites on the edge of settlements provided those did not exceed 0.4 hectare (1 acre) in area. Sub-para A, which reflected previous Structure Plan provisions, is not in conformity with the current BSP.

8.61. Policy LC1 dealing with separation of settlements:-

> **"IN SEEKING TO MAINTAIN A CLEAR SEPARATION OF SETTLEMENTS WITHIN THE PLAN AREA, DEVELOPMENT WILL NOT BE PERMITTED IN THE AREAS DEFINED ON THE PROPOSALS MAP WHICH WOULD EITHER DETRACT FROM THE UNDEVELOPED APPEARANCE OR INTENSIFY EXISTING SPORADIC DEVELOPMENT. THESE AREAS ARE OF SPECIAL SIGNIFICANCE BECAUSE THEY ARE ESSENTIAL TO THE MAINTENANCE OF A PHYSICAL AND VISUAL SEPARATION BETWEEN DISTINCT SETTLEMENTS. WHERE THE VISUAL OR PHYSICAL SEPARATION BETWEEN SETTLEMENTS IS NOT FULLY EFFECTIVE AT THE PRESENT TIME, THE DISTRICT COUNCIL WILL SEEK TO ENHANCE VISUAL SEPARATION BY THE ENCOURAGEMENT OF TREE PLANTING OR OTHER APPROPRIATE MEANS."** (my underlining).

8.62. At paragraphs 8.38-8.41 above I set the requirements of PPG7 in relation to the necessary work to be undertaken before identifying "green wedges and gaps." It is my understanding that this work was not carried out for the purposes of the LALP.

8.63. Therefore in terms of PPG7 no such formal assessment of countryside quality or gap/wedge contribution has been made by the Planning Authority.

8.64. The important and specific exception to those general policies that restrain development outside identified settlements (Policies LTV2 and LC1) is to be found at Policy LS3:-

"NEW USES FOR RESEARCH ESTABLISHMENTS OUTSIDE SETTLEMENTS."

"WHERE EXISTING RESEARCH ESTABLISHMENTS OUTSIDE SETTLEMENTS ARE NO LONGER REQUIRED, A CHANGE OF USE OF LAND AND BUILDINGS TO RESIDENTIAL, EDUCATIONAL, HEALTH OR COMMUNITY USES WILL GENERALLY BE ACCEPTABLE SUBJECT TO THE PROVISIONS OF THE OTHER POLICIES OF THIS PLAN. PROPOSALS FOR MORE COMMERCIAL USES SUCH AS HOTELS, RECREATION ACTIVITIES OR BUSINESS USE MAY BE ACCEPTABLE PROVIDING:-

(A) THE USES CAN BE ACCOMMODATED WITHIN EXISTING PERMANENT BUILDINGS OR BY REDEVELOPMENT WITHIN THE AREA OF EXISTING PERMANENT BUILDINGS.

(B) THE PROPOSALS PROVIDE FOR THE REMOVAL OF EXISTING TEMPORARY BUILDINGS OR UNSIGHTLY ADDITIONS FROM THE SITE.

(C) THE USES DO NOT HAVE A DETRIMENTAL AFFECT ON THE AMENITY OF THE AREA BY REASON OF VISUAL INTRUSION, THE GENERATION OF NOISE OR OTHER DISTURBANCE, OR EXCESSIVE TRAFFIC GENERATION.

8.65. Policy LS3 and the supporting text at paragraphs 2.5.25 and 2.5.26 fall under the heading:-

"University and Research Institute land at Shinfield."

8.66. Thus although the text of the policy itself might be phrased as of general application within the Local Plan area, it is quite clearly directed towards the University and Research Institute land at Shinfield.

8.67. Para 2.5.25 of the supporting text sets out the rationale for the policy. It specifically refers to **"a number of agricultural research units at Reading University;"** that these units might **"become surplus to requirements;"** and that they **"consist of varying numbers of substantial buildings of permanent construction, together with additions, temporary buildings or glass houses"** (my underlining).

8.68. Para 2.5.26 qualifies the position to an extent; **"the District Council will take into account the impact of such changes on the general strategy of the plan and on the environment, particularly where the unit is situated in a rural area."**

8.69. It is of interest to note that there is no reflection in the LALP of Policy BU3 or para 8.26 from the BSP relating to the redevelopment of business premises to housing use.

8.70. I attach relevant extracts from the LALP as Appendix 17.

S54A Development Plan

Conclusion to this Sub-Section

8.71. It is my opinion that the Development Plan specifically provides by way of specifically directed policy that the proposed development that is the subject of this appeal should be allowed viz:-

8.71.1. BSP Policies H3, H5 and C2(ii) and BU3 provides the strategic framework for housing and the redevelopment of business premises to housing use.

8.71.2. Policy LS3 of the LALP provides the specific policy for development of a significant part of the appeal site.

8.71.3. Policy LTV2 restricting development outside identified settlements allows for exception and refers to other relevant policies contained in this plan.

8.71.4. Policy LC1 allows the possibility of development, provided the underlying purpose of the policy is not prejudiced.

8.72. Development of the appeal site would constitute a windfall residential site under the policies of the current Development Plan.

Emerging Development Plan

Wokingham District Local Plan 1996-2006 Deposit Draft 1997 (WDLP)

8.73. In the following section of my evidence, I look at relevant emerging WDLP draft policies and how those draft policies vary from the LALP.

8.74. The WDLP was placed on deposit on 21st October 1998.

8.75. Draft policies WOS2, WCC1, WCC2, WRE3, and WEM18 are relevant to this appeal. They are set out below.

8.76. **POLICY WOS2: GENERAL DEVELOPMENT PRINCIPLES**

SUBJECT TO THE DETAILED PROVISIONS OF OTHER POLICIES CONTAINED IN THIS PLAN, DEVELOPMENT WILL BE ALLOWED WITHIN THE BOUNDARIES OF THE IDENTIFIED SETTLEMENTS SHOWN ON THE PROPOSALS MAP AND LISTED IN THE TEXT.

OUTSIDE THESE SETTLEMENTS DEVELOPMENT WILL ONLY BE ALLOWED IN EXCEPTIONAL CIRCUMSTANCES AND WILL BE STRICTLY CONTROLLED THROUGH THE APPLICATION OF THE DETAILED POLICIES AND PROVISIONS OF THIS PLAN AND STRUCTURE PLAN POLICIES C2 (DEVELOPMENT OUTSIDE BUILT

UP AREAS AND SETTLEMENTS) AND C4 (CONTROL OF DEVELOPMENT IN THE GREENBELT) (my underlining).

8.76.1. This policy is equivalent to LALP Policies LTV1 and LTV2. It allows for exceptional circumstances outside settlement boundaries and continues the exception set out in BSP Policy C2(ii) (redevelopment of existing buildings).

8.76.2. Policy WOS2 therefore provides the WDLP draft policy context for redevelopment of a significant part of the site and allows for exception in respect of the remainder of the appeal site – as considered to be the case at paragraphs 4A and 5 of the Planning Officer's report to Development Control Committee on the 29th November 2000.

8.76.3. **POLICY WCC1: DEVELOPMENT IN THE COUNTRYSIDE (OUTSIDE THE METROPOLITAN GREENBELT)**

DEVELOPMENT OUTSIDE SETTLEMENT BOUNDARIES DEFINED IN THIS PLAN (AND NOT WITHIN THE METROPOLITAN GREENBELT) WILL ONLY BE ALLOWED IN EXCEPTIONAL CIRCUMSTANCES AND WILL BE STRICTLY CONTROLLED THROUGH THE APPLICATION OF DETAILED POLICIES AND PROVISIONS IN THIS PLAN.

DEVELOPMENT WILL ONLY BE ACCEPTABLE IN PRINCIPLE WHERE THE PROPOSAL FALLS WITHIN AT LEAST ONE OF THE FOLLOWING CATEGORIES:...

F. REDEVELOPMENT PROPOSALS IN THE COUNTRYSIDE.

WHERE DEVELOPMENT IS ACCEPTABLE IN PRINCIPLE, IT WILL ONLY BE PERMITTED IF IT IS APPROPRIATE IN SCALE, FORM, MATERIALS, DESIGN, CHARACTER TO ITS LOCATION IN THE COUNTRYSIDE AND BE CONSISTENT WITH OTHER POLICIES IN THIS PLAN (SUCH AS THOSE RELATING TO GREEN GAPS, LANDSCAPE AND NATURE

CONSERVATION) AND ANY SUPPLEMENTARY PLANNING GUIDANCE.

THE CLOSING OF GAPS OR THE ENCLOSURE OF OPEN AREAS THAT ARE IMPORTANT COMPONENTS IN THE CHARACTER OF AN AREA WILL NOT BE PERMITTED (my underlining).

8.77. This draft policy was subject to significant objection (including on behalf of the University) at part 2 of the local plan inquiry and again in my view, the weight to be attached to this draft policy in accordance with PPG1 paragraph 48 is limited.

8.78. This policy broadly reflects LALP Policy LTV2 but omits rounding off or redevelopment on sites not exceeding 0.4 hectares on the edge of settlements. It does, however, introduce at sub-para F reference to redevelopment proposal in the countryside – reflecting BSP Policy C2(ii).

8.79. **POLICY WCC2: GREEN GAPS AND WEDGES (OUTSIDE THE METROPOLITAN GREEN BELT)**

IN SEEKING TO MAINTAIN A CLEAR SEPARATION OF SETTLEMENTS WITHIN THE PLAN AREA, DEVELOPMENT WILL NOT BE PERMITTED IN THE GREEN GAPS AND WEDGES THAT WOULD AFFECT OR DETRACT FROM THEIR OPEN OR COUNTRYSIDE APPEARANCE AND CHARACTER. THESE AREAS ARE OF SPECIAL SIGNIFICANCE BECAUSE THEY ARE ESSENTIAL TO THE MAINTENANCE OF A PHYSICAL AND VISUAL SEPARATION BETWEEN DISTINCT SETTLEMENTS AND THE COUNTRYSIDE SETTING THEY PROVIDE FOR THEM (my underlining).

8.80. This draft policy was subject to significant objection (including on behalf of the University) at part 2 of the local plan inquiry and again in my view, the weight to be attached to this draft policy in accordance with PPG1 paragraph 48 is limited.

8.81. At paragraphs 8.38-8.41 above I set the requirements of PPG7 in relation to the necessary work to be undertaken before identifying "green wedges and gaps." It is my understanding that this work was not carried out for the purposes of the WDLP.

8.82. Therefore in terms of PPG7 no such formal assessment of countryside quality or gap/wedge contribution has been made by the Planning Authority.

8.83. This draft policy WCC2 does, however, broadly reflect LALP Policy LC1.

8.84. **PROPOSAL WRE3: NEW USES FOR RESEARCH ESTABLISHMENTS OUTSIDE THE SETTLEMENT OF SHINFIELD.**

WHERE EXISTING RESEARCH ESTABLISHMENTS OUTSIDE SETTLEMENTS ARE NO LONGER REQUIRED A CHANGE OF USE OR REDEVELOPMENT OF LAND AND BUILDINGS TO EDUCATIONAL, RESIDENTIAL, HEALTH OR COMMUNITY USES WILL GENERALLY BE ENCOURAGED. PROPOSALS FOR MORE COMMERCIAL USES SUCH AS HOTELS, RECREATIONAL ACTIVITIES OR BUSINESS USE MAY BE ACCEPTABLE, SUBJECT TO THE PROVISIONS OF ALL OTHER RELEVANT POLICIES AND PROVISIONS OF THIS PLAN, AND POLICY BU1 OF THE STRUCTURE PLAN PROVIDING:-...

8.85. This draft policy as currently drafted reflects LALP Policy LS3 but following pre-Local Plan Inquiry representations that I made to the Planning Authority, it has been improved by the following agreed amendments:-

- The policy now allows for redevelopment.
- The policy now allows for redevelopment to residential uses.
- Redevelopment to inter alia residential use will **"generally be encouraged"** rather than **"be acceptable."**

- The reference to other policy provisions in relation to redevelopment for residential, health, or community use is not (unlike for "more commercial uses") subject to all other relevant policy provisions of the plan and the four express provisos.

- The possible development of existing developed areas of any site has been relaxed to a degree.

8.86. It is also useful to recall that the supporting text at para 7.62, as originally drafted, provided a rationale for exclusion of a change of use to residential as originally set out in Proposal WRE3. The last sentence of para 7.62 originally stated:-

> **"...the range of suitable alternative uses for the remainder does not include residential use, as any allocation for housing on these extensive sites would be detrimental to the aims of Plan Policies WH2 and WSM1 and the achievement of a sustainable settlement south of the M4 and the designation of the area as countryside."**

8.87. This paragraph of the supporting text has now been amended to delete the last sentence as drafted above and replaces it with:-

> **"This policy applies to sites that are not allocated for either housing or employment use under Policies WH2 or WEM2 of this plan. The intention of the policy is to prevent major urbanisation of the rural area. It seeks to balance reasonable development which takes account of the planning history of the former research establishments with protection of the countryside in which they are set."**

8.88. It is also of interest to consider the reason for the above proposed amendment which is that:-

> **"...some of the shortfall** *(from Grazeley)* **will need to be made up by completions on other sites in the area. Central Government policy encourages the use of brownfield sites for**

alternative uses. The Research Establishments in Shinfield have performed well against the environment criteria used in the selection of housing sites. Accordingly, some sites have been identified for housing in Policy WH2..." (my underlining).

8.89. It is quite clear from the amendment to para 7.62 of the supporting text and the reason for that amendment:-

- that the University's research establishments at Shinfield (outside the settlement) **"perform well against the environmental criteria;"**

- that **"Central Government policy encourages the use of brownfield sites for alternative uses;"**

- and that **"some of the shortfall** *(at Grazeley)* **will need to be made up by completions on other sites in the area."**

All these factors relate to sites at Shinfield that either have or have not been allocated to residential use under draft Policy WH2 or employment use under draft Policy WEM2. Draft Policy WRE3 therefore can be seen to continue and reinforce LALP Policy LS3 within the Emerging Local Plan.

8.90. Furthermore, the shortfall referred to at Grazeley that will need to be made up by completions on other sites in the area was expressed as 650 (i.e. 2,500 less 1,850). This has been exacerbated to a high degree comparatively recently following the Inspector's report by the proposed allocation at Grazeley having to be removed in its entirety from the land supply equation. As I will demonstrate later in my evidence, the land supply position as far as the Planning Authority is concerned has considerably worsened within the last few months. The rationale therefore given in the supporting text at para 7.62 now applies a fortiori to development that falls within the ambit of draft Policy WRE3.

8.91. **POLICY WEM 18: ALTERNATIVE USES FOR LAND AND PREMISES WITH A COMMITMENT FOR OR IN EXISTING B1 TO B8 USE.**

THE COUNCIL WILL ACCEPT THE PRINCIPLE OF CHANGE AWAY FROM BUSINESS EMPLOYMENT GENERATING USE (CLASSES B1 TO B8) TO MEET RESIDENTIAL OR COMMUNITY NEEDS EXCEPT:

8.92. This policy contrasts with LALP Policy LE5 which provides that **"THE REDEVELOPMENT/SUB-DIVISION OF LARGE OBSOLETE BUILDINGS INTO SMALL UNITS WILL NORMALLY RECEIVE PARTICULARLY FAVOURABLE CONSIDERATION."**

8.93. Draft Policy WEM18 reflects BSP Policy BU3 which encourages a change of use away from employment uses (see Appendix 16).

8.94. I attach a copy of the relevant extracts from the WDLP as Appendix 18.

Analysis

8.95. It can be seen from the foregoing that there are general policies of restraint in both the LALP (Policies LTV2 and LC1) and in the WDLP (draft Policies WCC1 and WCC2).

8.96. Against these general policies of restraint should be set BSP Policy BU3 and WDLP draft Policy WEM18, both of which provide encouragement in general policy terms for a change of use away from employment use.

8.97. In addition, these general policies need to be read in the light of the specific policies relating to redundant research establishments at Shinfield, whether inside or outside the area designated as gap. These specific policies are; in the LALP Policy LS3; and in the WDLP draft Policy WRE3.

8.98. The Planning Officer in the report to Development Control Committee on the 29th November at paragraph 4(A) acknowledges that:-

"Redevelopment of this "previously developed" land for residential use would comply in principle with Policies LS3 and WRE3, which covers redevelopment of research establishments outside settlements..."

8.99. Furthermore the Council's Rule 6 Statement at para 4.14 specifically indicates that BSP Policy C6, LALP Policy LC1 and WDLP draft Policy WCC2:-

"Are to be read in conjunction with Policies LS3 and WRE3 (northern part of the site)."

8.100. In case there remains any doubt about the position, Mr Holland in his appeal decision letter dated 21st January 2000 at para 12 when considering the adjoining site indicated that:-

"In my view the starting point is the Development Plan and in particular Policy LS3 that is specifically applicable to the appeal site...I do not accept that it is unclear whether the policy applies to this site. The explanatory text explicitly refers to glass houses...at the inquiry the Council agreed that the policy does apply to this site. Moreover in the ELP (WDLP) **the suggested amended wording through the inclusion of the phrase "redevelopment of land" seems to me to clarify the situation in the appellant's favour. I am satisfied that Development Plan Policy LS3 is directly applicable to this appeal."**

8.101. In my opinion LALP Policy LS3 is equally directly applicable to this current appeal site, and therefore development of at least the land previously included as part of the Horticultural Station being Area 1 (para 3.9.1 above) is expressly provided for and acceptable in Development Plan principle terms.

8.102. Policy LS3 provides the policy framework for a change of use of a significant part of the appeal site to residential use, subject to the provisions of Policies LTV2 and LC1. It is therefore necessary to look at Policies LTV2 and LC1 in turn to see if they affect the specific policy:-

8.102.1. Policy LTV2 indicates that **"development will not normally be allowed"** (my underlining). Clearly the qualification of this policy by the word "normally" is designed to permit inter alia the policy exception represented by development envisaged by Policy LS3.

8.102.2. Policy LTV2 goes on to indicate that **"the acceptability of all proposals will also be judged against the provisions of the other relevant policies contained in this plan."** I take this also to include implicit reference to Policy LS3, and that that specific policy was in mind when this part of Policy LTV2 was drafted.

8.103. In my opinion, WDLP draft Policies WCC1 and WRE3 are also directly applicable to the current appeal site. In the case of draft Policy WCC1 there is provision at sub-para F for **"redevelopment proposals in the countryside,"** and in the case of draft Policy WRE3 this is an improvement upon, but represents the successor to LALP Policy LS3. Again, therefore, development of at least the land previously included as part of the Horticultural Station being Area 1 is expressly provided for and acceptable in Development Plan principle terms – and the Emerging Local Plan.

8.104. The general gap policies – LALP Policy LC1 and WDLP draft Policy WCC2 although not supported by a formal landscape assessment, both seek to avoid harm to areas designated as "gap."

8.105. Turning now to LALP Policy LC1 **"development will not be permitted"** in the defined areas **"which would either detract from the undeveloped appearance or intensify existing sporadic development."**

8.106. The appeal site is not located within an area of "sporadic development" which is defined and annotated on the LALP Proposals Map.

8.107. Further it is quite clear, and a site visit will show, that a significant part of the appeal site does not have an undeveloped appearance.

8.108. Policy LC1 goes on to identify the importance of this policy designation being to maintain physical and visual separation between distinct settlements (i.e. in this case Shinfield and Reading). I demonstrate below that that physical and visual separation as it currently exists will not be prejudiced by the proposed development of the appeal site.

8.109. It is, in fact, likely that the change will be beneficial overall, particularly with the removal of the existing very unsightly buildings on the site.

8.110. It is important to note in the context of LALP Policy LC1 that by way of amendment to the WDLP the Planning Authority proposed an allocation of the adjoining Lane End Farm/Horticultural Station site for 142 dwellings.

8.111. It is clear therefore that the proposed development of the adjoining Land End Farm site was not considered to prejudice the gap between Reading and Shinfield at this point either physically or visually. This is an important factor which is, in my view, equally applicable to the current appeal site – namely that the Emerging Development Plan in practical terms supports the current Development Plan policy context within which development of the appeal site can take place.

8.112. The Inspector, Mr Holland, when dealing with the appeal in respect of the adjoining site indicated that **"I do not believe that the aims of Policies C6 and LC1 would be compromised by the scheme"** (para 16 Appendix 8D).

8.113. Draft LALP Policy WCC2 addresses the same objective as LALP Policy LC1. My evidence relating to LALP Policy LC1 similarly relates to WDLP draft Policy WCC2. In my view, the proposed development of the appeal site would not affect or detract from the open or countryside appearance and character of the land designated as gap within which this appeal site is located.

8.114. In the case of the northern part of the appeal site (Area 2 which also includes part of the site that was previously developed) there is no development proposed in this part of the gap. Neither LALP Policy LC1 nor WDLP draft Policy WCC2 are contravened in respect of Area 2.

8.115. In the case of Area 3, although designated as gap, it does not function as gap since it is already developed on three sides and it's development would not have the effect of bringing either Shinfield closer to the development of Reading, or Reading to Shinfield.

8.116. Area 3 is a classic rounding off site. By virtue of the rounding off nature of the site with development on three sides, there is minimal harm to the countryside – indeed a positive benefit arising by virtue of the removal of existing unsightly buildings on Area 1.

8.117. If there is considered to be harm arising from the rounding off, this would be outweighed by two factors:-

- First, by the sustainability advantages of the appeal site.

- Second, by housing need.

I deal with these two factors in the next two sections of my evidence.

8.118. It is, however, useful to consider what Mr Holland said in his decision dated 21st January when looking at the same **"gap"** point in respect of the adjoining appeal site. He indicated at paragraph 16 that in the wider context of BSP Policy C6 and LALP Policy LC1 that not only would this seem **"to me to be inconsistent with LALP Policy LS3 and WDLP Policy WRE3...because of the extensive buildings on it and adjacent land would be perceived as part of the built up area of Shinfield...I agree and believe that assessment remains valid. I do not believe that the aims of Policies C6 and LC1 would be compromised by the scheme."**

8.119. It should also be recalled that the adjoining appeal site included undeveloped open areas between the previously developed parts of the site and Cutbush Lane.

8.120. Although the Reason for Refusal identifies the fact that the proposed development would be in a gap between settlements, it is clear that the Planning Authority has accepted that the proposed development would not **"adversely affect the character and appearance of the area."**

8.121. To summarise:-

- Both the LALP and the WDLP encourage in principle and specifically the redevelopment of that part of the site which was formerly the Horticultural Station, i.e. Area 1 notwithstanding that it is not within a settlement boundary and is in a "gap."

- Area 2 is not intended for development.

- It seems to me therefore that the only possible objection to the proposed development can be in respect of Area 3 of the site immediately fronting the north side of Cutbush Lane.

- Area 3 however constitutes a logical rounding off of Shinfield Village at this point:-

  - it is developed on three sides;

  - there is no harm to the designated gap;

  - the site is recognised by the Planning Authority to be in a highly sustainable location in terms of PPG3;

  - all as supported by the Planning Officer in her report to Committee.

8.122. However, if the Inspector on balance considers that in policy terms there is harm caused by the proposed development, then housing need should be looked at as a material consideration which would outweigh that policy harm. I consider this issue in the next section of my evidence.

8.123. There is an opportunity here with this appeal site to meet PPG3's overall range whereby a significant part of the site comprising previously used development (approximately 49%) would be redeveloped to residential use; 19% of the site area would be retained as open space/strategic landscaping, therefore not developed; and the remaining 32% being the area of field between the previously used part of the site and Cutbush Lane would be within the 40% greenfield development limit set by PPG3.

9. ISSUE 2 – HOUSING LAND SUPPLY

9.1. The context for the Council's current housing land supply position is the draft housing policies set out in chapters 5 and 6 of the WDLP. Those policies as originally drafted provided for 2,500 dwellings to be at Grazeley in a single location (Chapter 6) and after making allowance for completions, existing commitments and small sites contribution, individual priority sites amounting to 240 dwellings were allocated in Draft Policy WH2 to make up the balance of the housing requirement (chapter 5). Neither the appeal site nor the adjoining site at Lane End Farm to the west was included in draft Policy WH2.

9.2. Policy WH2 as originally drafted also contemplated that if the priority sites identified in Policy WH2 (or indeed the main allocation at Grazeley of 2,500 dwellings) cannot be achieved by 2006 **"and alternative sites have not come forward sufficient to maintain a 5 year supply of housing land"** a further list of reserve sites should be identified. The reserve sites lists was subsequently amalgamated with the priority sites list – resulting in the final WH2 list, and as I understand it, all now have the benefit of planning permission.

9.3. The recent history of the District Council's land supply position is that there has been a persistent and significant shortfall over a considerable period of time, and that comparatively recently the District Council's land supply position has been heavily reliant upon the major allocation at Grazeley. This was originally for 2,500 dwellings but was later reduced to 1,850 dwellings in the plan period.

9.4. I attach as Appendix 19 and Appendix 20 copies of the reports to the Environmental Services Committee meetings on the 22nd June 1998 and 13th September 1999.

9.5. As to the Planning Officer's report to Environmental Services Committee Meeting on the 22nd June 1998, the following points from that report are worth noting:-

9.5.1. At para 7.18 on page 91:-

> **"The proposed reduction of 650 dwellings (i.e. 2,500 minus 1,850) from the anticipated contribution from Grazeley has implications for meeting the Structure Plan requirement figure. The Structure Plan is part of the Development Plan and the District Council must be guided by what it contains when formulating the content of its District Local Plan. There is no way of avoiding making provision for the total requirement specified in the Structure Plan; the shortfall of 650 will have to be made up from another source or sources."**

9.5.2. Table 2 attached to that report identified a shortfall of 750 dwellings i.e. 1.34 years supply.

9.5.3. At para 7.22 on page 91:-

> **"The Council has not had a 5 year supply of housing land for <u>many years</u>, and has suffered adverse consequences as a result...if it (the Council) is seen to continue to deliberately fail to identify a 5 year supply Section 78 Appeal Inspectors will continue to grant consents on sites outside the Council's Local Plan housing strategy...the current shortfall...is still considerable..."**

9.6. The Planning Officer's report to Environmental Services Committee meeting on the 13th September 1999 indicates that:-

9.6.1. At para 4.11 on page 289 there is reference to Table 2 and how that table **"shows how well** (or how badly) **the district is meeting the 5 year supply requirement; there is seen to be an identified shortfall of 284 dwellings equivalent to 6 months supply. This is a significant improvement over recent years..."**

9.6.2. It will be seen from Table 2 that as at 1st April 1999 the contribution from the major development at Grazeley within the 5 year period was assessed at 400 dwellings.

9.6.3. It should be noted that the overall provision from the development at Grazeley until March 2006 was to be 1,850 dwellings.

9.7. Towards the middle of 1998, it was becoming increasingly clear, even to Wokingham District Council, that its major WDLP draft Policy WSM1 allocation of 2,500 dwellings (amended to 1,850 dwellings) at Grazeley had hit heavy weather. The alternative major proposal at Shinfield had been appealed, and applications for the other alternative major proposals at Spencers Wood and Grazeley had been called in by the Secretary of State to be considered at a Planning Inquiry conjoined with Part 1 of the Local Plan Inquiry dealing solely with chapter 6 of the WDLP.

9.8. As I have previously indicated in this evidence, the major allocation of 2,500 dwellings at Grazeley is no longer to be included in chapter 6 of the WDLP. Chapter 6 of the WDLP has effectively been deleted and the Planning Authority has yet to reformulate its housing strategy at chapter 5 of the WDLP.

9.9. The Grazeley provision assumed in the 13th September 1999 Committee report is clearly no longer available following the Secretary of State's decisions earlier this year and the Local Plan Inspector's report to the Planning Authority in July last year.

9.10. It is therefore common ground between the parties that the Planning Authority does not currently have a 5 year housing land supply available in the District in PPG3 terms. Furthermore it is equally clear that the Planning Authority does not currently have a housing policy in place to meet the BSP Policy H2 requirement for the end of March 2006. This was recognised in the Planning Officer's report to Committee (Appendix 2C).

9.11. I am aware that the Planning Authority is currently undertaking an Urban Capacity Study in the District, and will review housing allocations in the District in accordance with the sequential process set out in PPG3. That

process will take a considerable time before modifications to the Emerging Districtwide Local Plan are published. Those proposed modifications are likely to be substantial and to have to go to a modifications inquiry. The likely timetable is as follows:-

- December 2001 – Part 2 Local Plan Inspector's report.
- June 2002 – Modifications published for consultation.
- November–March 2003 – Modifications Inquiry.
- September 2003 – Modifications report.
- January 2004 – Adoption of Local Plan.

9.12. Wokingham District Council as Planning Authority cannot demonstrate as it is required to do under PPG3 (para 34) that it can meet the housing requirement within either the Structure Plan or Emerging Local Plan period, i.e. to March 2006.

9.13. In the meantime, if reasons for refusal such as those being considered at this appeal are going to be upheld, there will be no development of greenfield sites in the District for at least the next 3 years. PPG3 envisages a national target of not more than 40% greenfield site development. PPG3 does not however impose a moratorium on greenfield site development, which is a factor recognised by the District Council. However, a target of not more than 40% will be difficult, if not impossible, to achieve in districts such as Wokingham where brownfield site redevelopment potential is extremely limited, either for reasons of opportunity or economic circumstance.

9.14. I have requested detailed information about the District Council's current land supply requirement and provision and attach as Appendix 21 a copy of my recent correspondence with the District Council.

9.15. It will be seen from Table 1 attached to Mr Ford's letter dated 19th April 2001 that it relies at E upon 1,850 dwellings from Grazeley. I appreciate, as does Mr Ford via his notes to Table 1 that the Local Plan Inspector's Report post-dated Table 1. However, Table 1 appears to be represented as the base position for the purposes of this appeal since **"...the figures for 1st April 2001 will not be available by the time of the Public Inquiry..."**

9.16. Taking Table 1, however, as the base line position, it is quite clear that leaving aside completions to March 2000 and the surplus of 247, there needs to be provided from B, C, D, E and F a total of 3,600 dwellings (i.e. 7,750 minus 4,397 equals 3,600) over the period of 6 years from the 1st April 2000 to the 31st March 2006. That is 600 dwellings per annum.

9.17. Half of this requirement was intended to be provided by E the major development south of the M4 at Grazeley which was to contribute 1,850 dwellings by March 2006. This will not now occur.

9.18. Currently, therefore, the Planning Authority cannot demonstrate any more than 3 years land supply and is unlikely to be able to do so by way of modifications to the Emerging Local Plan until early in 2004. Clearly the supply will worsen before it improves from 2004 onwards.

9.19. The Council, therefore, cannot meet its current housing land supply obligations and as was recognised in the Planning Officer's report to Development Control Committee on the 29th November 2000 at para 4(a) when it was indicated that:-

> **"...The site therefore appears to be a strong candidate for residential development and the Council is unable to show that it is currently meeting its obligations under Policy H3."**

9.20. In my view, not only is the Council currently unable to meet its obligations under BSP Policy H3, there must be severe doubt about whether the Planning Authority can meet its obligation to provide housing under BSP Policy H2.

9.21. The Planning Authority is unlikely to be able to demonstrate that itcan meet either the Structure Plan or Local Plan requirements to March 2006 for at least 3 years, and by then there will be no more than 2 years of the Local Plan period remaining. It is totally unrealistic to think that the whole of the current shortfall and most of the next 5 years supply can be implemented in the last 2 years of the Plan period.

9.22. There is, therefore, an opportunity here with this appeal site for planning permission to be granted on a basis that is consistent with both national and local policies, and to assist with the severe housing land supply shortfall currently existing in the District. All as recognised by the Planning Officer in her report to Committee (para 7.13 above).

10. SUSTAINABILITY

10.1. We have seen that, through national policy (PPG1 and PPG3) and the Development Plan policies as represented by the Berkshire Structure Plan and the Emerging Wokingham District Local Plan, sustainability is a key planning principle running through these documents.

10.2. Much of PPG3 including the 60% previously used land target, the sequential approach, and the efficient use of sites is directed towards sustainability, and it comes as no surprise to know that when the Planning Authority assessed potential housing sites for allocation in the WDLP, the assessment of sustainability was a key element in the methodology of site selection.

10.3. The methodology of site appraisal was the subject of considerable debate at Part 2 of the Local Plan Inquiry, and I attach the Planning Authority's core proof on Housing Locations Strategy: Methodology (document WDC/Core/6) as Appendix 22, and appendices to that core proof (WDC/Core/6A) as Appendix 23.

10.4. Quite apart from the methodology which was broadly accepted by me on behalf of the University at Part 2 of the Local Plan Inquiry, it is of considerable interest to note at paragraphs 4.09 and 4.10 of the core proof (Appendix 21) that site SH40 (being part of site SH37 – Land End Farm/ part Horticultural Station – the adjoining appeal site to the west) came out top of the list with a score of 7 out of a maximum of 9; site SH12 (also being part of site SH37) came second equal with 6 points out of a maximum of 9 points; and the whole of site SH37 (being basically the adjoining appeal site to the west) came equal eleventh in the list (equal ninth if sites SH12 and SH40 which form part of SH37 are ignored).

10.5. This it should be recalled is in respect of all the sites considered for development in the District.

10.6. I attach as Appendix 24 a copy of the District Council's site appraisal for the whole of adjoining site SH37.

10.7. It is useful to compare the current appeal site with the assessment for site SH37:-

10.7.1. Under the heading at local environmental quality there would not be undesirable impact on a listed building. The nearest listed building would be more than 200 metres straight line distance and the appeal site would score a tick in this respect. That would produce a score of 2 in sift two.

10.7.2. Under the heading of natural resources, the appeal site would score 3 points under sift one (as did site SH37).

10.7.3. Under the heading of global sustainability the site would score a double cross against primary school distance (as did site SH37) and a double cross against existing access to public transport trains (as did site SH37). That would produce a score of 2 in sift two.

10.7.4. The total score for the site would therefore be 7 points (similar to site SH40 (part of site SH37).

10.8. It can be seen from the foregoing that with a maximum site score of 7 points, on a districtwide basis there is no site that scores better in the district (para 4.09 Appendix 22, and Table A 3.4 of app.3 of my Appendix 23). With the added bonus that this site is in significant part a brownfield site, this appeal site is as sustainable a site as can be found in the District.

10.9. In terms of sustainability therefore it is also useful to note Mr Holland's comments at para 14 of his decision dated 21st January 2000 relating to Lane End Farm/part Horticultural Station (site SH37) when he said that:-

> **"It is also relevant to bear in mind that the Council has carried out a detailed environmental appraisal of a large number of possible housing sites and has concluded that the appeal site (site SH37) is one of the least inappropriate sites for development during the period of the ELP."**

10.10. The same applies a fortiori to the current appeal site which in terms of sustainability scores 7 points compared with site SH37 which scored 5 points.

10.11. In sustainability terms, therefore, the objective sought by PPG3 and in particular the sequential test at paragraphs 31 and 32 is met at the appeal site. This is recognised by Mrs O'Dell in her report to Committee on 29th November 2000 when she indicated that development of the appeal sites would **"broadly comply with the criteria for site assessment in paragraphs 31 and 32 of PPG3."**

10.12. It is also of interest to note again at this point, Colin Lawley's advice to the Development Control Committee that **"it was unsafe to say the site was unsustainable"** (page 4 of Appendix 2E).

11. SUMMARY AND CONCLUSION

Summary

11.1. The appeal site falls into three distinct areas:-

- Area 1 – 49% being previously used land.
- Area 2 – 10% being undeveloped land to the north and east of the previously used land which will remain undeveloped and be landscaped.
- Area 3 – 41% being undeveloped land between the previously developed land at Area 1 and Cutbush Lane.

11.2. National policy and Development Plan policies provide a policy context which allows for Area 1 to be redeveloped as previously used land.

11.3. The whole of the appeal site currently lies outside the settlement of Shinfield and within an area designated as gap, the adopted and emerging policies for which are generally ones of constraint.

11.4. However, there are specific exception policies that relate to Area 1 being Policy LS3 of the LALP and Policy WRE3 of the WDLP. These specifically provide for the development/redevelopment of the University's redundant research establishments at Shinfield – whether inside or outside land designated as countryside or gap.

11.5. Area 3 is undeveloped (similar to part of the adjoining site to the west where an appeal was allowed for 118 dwellings). The development of Area 3 is provided for in LALP Policy LTV2 and WDLP draft Policy WCC1 as exceptions.

11.6. The development of Area 3 would not harm the objective of gap policy as set out in LALP Policy LC1 or WDLP draft Policy WCC2. Area 3 is currently developed on three sides and is a classic rounding off site. The development of Area 3 would not bring Reading closer to Shinfield or Shinfield closer to Reading.

11.7. Moreover, redevelopment of the appeal site as proposed would not harm the gap; development would be no closer to Reading than it is at present; and the proposed planting would produce a benefit to the visual separation aspects of the gap.

11.8. The appeal site is a very appropriate site for development/redevelopment. By the Planning Authority's own criteria for site selection the site is in a highly sustainable location.

11.9. It has been the consistent view of the various Planning Officers dealing with this matter as exemplified in the Planning Officer's report to Development Control Committee on the 29th November 2000 that the appeal site is suitable for residential development/redevelopment.

11.10. The Inspector, Mr Holland, in January 2000 when issuing his appeal decision in respect of the site immediately adjoining to the west for 118 dwellings considered the Development Plan policies, and found that LALP Policy LS3 and WDLP Policy WRE3 were directly relevant; that the whole of the adjoining site including the Horticultural Station constituted a "brownfield" or previously used site; that there would be no adverse affect upon the gap between Shinfield and Reading; and he did not demur from the Planning Authority's position that the adjoining site was one of the least inappropriate sites in the District for development during the period of the WDLP.

11.11. There is a significant housing land supply shortfall in the District which is likely to worsen over the next 3 years, and is likely to lead to BSP Policies H2 and H3 being unfulfilled before the end of the BSP and WDLP plan periods, i.e. March 2006.

Conclusion

11.12. In view of the foregoing, the Inspector is requested to allow this appeal.

UNIVERSITY OF READING

PLANNING APPEAL

PART 2B APPENDICES

(Appendices 14 – 24)

LAND AT

THE HORTICULTURAL STATION
CUTBUSH LANE
SHINFIELD
READING
BERKSHIRE

156 Friar Street Reading
Berkshire RG1 1HH
Telephone: 0118 960 1010
Fax: 0118 960 1022
Email: info@haslams-surveyors.co.uk
Web: www.haslams-online.co.uk

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APPENDIX 14



MEETING OF THE ENVIRONMENTAL SERVICES COMMITTEE

MONDAY 19 MARCH 2001

AT

7.30 PM

AGENDA

Civic Offices
Shute End
Wokingham
Berkshire

JANE EARL
Chief Executive

8.00 **AIR QUALITY REVIEW AND ASSESSMENT** 836

This item affects all Wards

To consider a report about the outcome eof the consultation exercise and the agree the next steps.

9.00 **THAMES VALLEY WASTE FORUM** 843

This item affects all Wards

To appoint a representative to this outside body.

10.00 **HIGHWAYS AND TRANSPORTATION WORKS 1998 - 2001-03-12** 845
This item affects all Wards

To consider a report about extending the existing Standing List of contractors for these works until 31 March 2005.

11.00 **LOCAL AUTHORITY FOOD LAW ENFORCEMENT** 848

This item affects all Wards

To consider a report about the adoption of a Food Service Plan.

12.00 **REVENUE BUDGET MONITORING 2000/2001** 866

This item affects all Wards

To consider the revenue budget monitoring report

13.00 **CAPITAL BUDGET MONITORING 2000/2001** 868

This item affects all Wards

To consider the capital budget monitoring report.

14.00 **THE RURAL WHITE PAPER** 873

This item affects all Wards

To consider a report about the Rural White Paper and the implications for the District.

15.00 **JUNCTION 11 OF THE M4** 890

This item affects Shinfield Ward

To consider a report about the current position with regard to proposals for a major improvement scheme for this junction.

However the Berkshire County is considered to be urban on the April 2000 Countryside Agency Map (with the exception of West Berkshire). The implication is that many of the rural policies and measures proposed in the White Paper may not apply to the Wokingham District. However there are parts of this District that have a clear countryside character and exhibit many of the specific rural problems identified in paragraph .05 of this report. The Rural Development Commission criteria and map appear to be an over-simplification and could result in resources not being available to the rural areas of this District. The Rural White Paper acknowledges the importance of urban fringe areas and the role of the countryside in the quality of life of people.

Market Towns

14.24 Wokingham Town can be considered a "market town" (identified in the Rural White Paper) as it has an important commercial and leisure focus that serves a rural hinterland. Whilst the population is greater than the indicated size of 2,000 to 20,000 for a market town, it clearly serves a rural hinterland. The White Paper stresses the use of PPG 6 *Town Centres and Retail Development* to ensure that new retail and other key town centre uses locate in the centre of market towns. The important role of town centre management is acknowledged. Wokingham Town has a town centre manager. The role of Market Towns is seen as fundamental to achieving sustainable patterns of development with their focussed range of private and public services that people need to access. Market Towns will need to complement neighbouring large town roles. Twyford as a large village, with a focus of commercial, leisure and service activities with good transport links may also have a similar "Market Town" role for the northern part of the District, (using paragraph .13 above). The Council has encouraged village/town centre management in the District. The Council has agreed to allocate resources to assist the set up of a Twyford Village centre management initiative (with other sources of funding being investigated). Other initiatives may be required in the District in the future, as our villages and towns expand.

Landscape Character

14.25 The Landscape Character Assessment initiative was developed by the Countryside Commission in the 1980's and involves the mapping and classifying of the character of different rural landscapes. It outlines the physical, cultural and historical aspects of a landscape by describing the features and characteristics that influence and contribute towards the distinctive identity and sense of place and its contribution to the diversity of a wider area. The Countryside Agency (as the Commission) produced the Landscape Character Map of England in 1998, which characterises the landscape at a national scale. This has been developed to encourage Local Authorities to assess their landscape character in more detail, firstly at a county level and then at a district level with each one tying in with the tier above. Character Assessments are descriptive and not an additional layer of countryside protection or designation.

14.26 The Council was criticised by objectors at the Local Plan Inquiry for not carrying out a Landscape Character Assessment in accordance with *PPG7 (1997) "The Countryside – Environmental Quality and Economic and Social Development"*. The Rural White Paper places even more emphasis on the importance of this work in assessing development sites and potential impacts. Landscape Character Assessment is envisaged to be a foundation to future work such as the Town and Village Plans that are to be used as Supplementary Planning Guidance.

14.27 The Joint Strategic Planning Unit (J.S.P.U.) are currently reviewing policies in the existing Structure Plan, for landscape, as part of the progression to the next Structure Plan. The Joint Strategic Planning Unit in accordance with *Planning Policy Guidance Note 7 (Feb. 1997)*, will do a Countywide assessment to a consistent methodology using guidance produced by the Countryside Agency. Tenders for this work will be invited shortly by the Joint Strategic Planning Unit (J.S.P.U.). It would be premature for this District to commence a detailed landscape character assessment that may be out of step and inconsistent with the J.S.P.U.Study and its Methodology. The Council stance may have to be reviewed in the light of any Local Plan Inspectors recommendations.

Community, Housing and Development

14.28 The Rural White Paper reinforces the need to maximise the potential of urban areas. The White Paper clearly supports the principal of safeguarding the countryside for its own sake but acknowledges the sequential approach to housing location in PPG3 *Housing*. The Council's Urban Capacity Study is already underway to investigate the potential of settlements in the District to accommodate development, as noted in the Local Plan update report on this Agenda. However, the Council should note the need to ensure that this potential is maximised through a design led approach, promoting higher densities where appropriate and re-justifying previously accepted planning standards. At the same time this must not compromise the quality of the residential environment or detract from the character of the individual settlements.

14.29 The Council will need to consider promoting the role of the local community in rural areas as a result of the White Paper including working in partnership and forming stronger links with local people. The "quality parish" is encouraged (see paragraph .20 above) and will be subject to future consultation. The first requirement of a quality parish council is that it is representative of its community and actively engages all its residents, businesses and landowners in its work through meetings, events, newsletters etc. This will identify the needs of its community and set out its priorities for action in a parish plan. A key part of this is working in partnership with principal local authorities and other agencies (including the voluntary and community sector) affecting its village. The quality parish working with these partners, it is envisaged, will undertake services funded from its own resources - looking after the village environment. It will promote inclusive communities. The quality parish council will be an access point for information about local services and for further advice. These aspects are described on page 147 of the Rural White Paper.

- An urban capacity study should be completed and the sequential approach followed in selecting housing sites to accommodate the Structure Plan Policy H3 requirement."

16.06 The Local Plan Inspector's report is made to the Council and contains recommendations rather than directions. As such, the Council is not required to follow them. However, the Council is required to give reasons for not accepting the Inspector's recommendations. No decision was made by the committee in September 2000 on whether to accept first three of the Inspector's recommendations set out above, or otherwise, pending the decision of the Secretary of State on the applications for development at Grazeley, Shinfield and Spencers Wood. Had the Secretary of State later refused or approved one or more schemes it would have effectively pre-empted the Council's decision on the Local Plan.

16.07 The Council can now take a decision whether to accept the first three recommendations or not. Given that they are in accordance with the latest government guidance in PPG3 of March 2000, and have in effect been endorsed by the Secretary of State, it would be extremely difficult for the council to do otherwise than accept the Inspector's recommendation. The Secretary of State has the power to direct that the Council cannot formally adopt the Local Plan if he feels it contains major contradictions with government policy.

16.08 However, the Council cannot resolve at the present time how to include new housing sites in the Local Plan which would make up for the loss of provision in a new settlement. Work is still being carried out on the Urban Capacity Study which the Committee approved in September 2000. The study will indicate what the potential of settlements is to accommodate the shortfall in the provision of the Structure Plan requirement for housing caused by the removal of Grazeley from the District Plan.

16.09 In considering the route forward for the Council the Secretary of State writes that; 'He thinks the Council need urgently to undertake an urban capacity study in order to establish whether more sustainable provision can be made within the District, after which they can consider how best to make up any deficit....He does not rule out the possibility that it may be necessary to release some greenfield sites if the study shows that there is not the capacity in the urban areas.'

16.10 Decisions on new greenfield sites await the receipt of the Inspector's report into Part 2 of the Local Plan Inquiry. This is because at Part Two of the inquiry representations were made on many greenfield sites, including land to the south of the M4 at Reading. The Council cannot make any decisions as to the relative merits of these sites to meet any shortfall without the views of the Inspector on the evidence put before him being known. The Inspectorate have advised that this is not likely to be until December of this year.

16.11 Planning applications will be received prior to the receipt of the Inspectors report. The Committee has already resolved that the Deposit Draft District Plan should be used for development control purposes subject to the proposed amendments agreed on 9th November 1998, 15th February 1999 and 22nd March 1999, the proposed additional amendments agreed on 13th September 1999 and the transport changes agreed on 1st February 2000. Subsequently the committee

APPENDIX 15

Part 5

PLANNING POLICY GUIDANCE NOTES

PPG1: GENERAL POLICY AND PRINCIPLES 5–001

PPG No.:	PPG1
Date issued:	February 1997
Extent:	England only.
Superseding:	PPG1, *General Policy and Principles* (1992).
Background:	This is the third edition of PPG1. The original edition was published in 1988 as an introduction to the new series of Planning Guidance Notes that was launched that year. It provided an overview and general statement of the objectives of the planning system. The consolidation of the planning legislation in 1990 and, more importantly, the enactment of the Planning and Compensation Act 1991, prompted a second edition which was published in 1992. That edition took a different approach from its predecessor. It stressed the significance of sustainable development as the basis for planning policy, and it attempted to juggle the former presumption in favour of development ("[the planning system] should operate on the basis that applications for development should be allowed, having regard to the development plan and all material considerations, unless the proposed development would cause demonstrable harm to interests of acknowledged importance": para. 5) with the plan-led system introduced by the 1991 Act ("In effect, this introduces a presumption in favour of development proposals which are in accordance with the development plan. An applicant who proposes development which is clearly in conflict with the development plan would need to produce convincing reasons why the plan should not prevail": para. 25). In the 1997 edition the emphasis is even more strongly on the concept of sustainable development, to which there are over 12 references. There is also fresh emphasis on mixed-use development and design, and new material on the Citizens Charter and propriety. In tone and character, the new PPG1 is more oriented to the specifying of objectives than the 1992 edition, whose approach was more descriptive.
Subsequent revision:	None.

Introduction

Policy Planning Guidance notes (PPGs) set out the Government's policies on different aspects of planning. Local planning authorities must take their content into account in preparing their development plans. The guidance 5–002

may also be material to decisions on individual planning applications and appeals.

5–002 This Planning Policy Guidance Note is a revision of PPG1 published in March 1992 that it supersedes. Its content has been refocused to provide a more strategic commentary on planning policy. It does not attempt to summarise policies set out elsewhere in regional planning guidance, other PPGs, mineral planning guidance and circulars. A full list of such guidance was published in the index of Planning Guidance in June.[1] This PPG:

- reaffirms the role of the planning system in meeting the needs of a growing and competitive economy, providing for new development such as housing, and in protecting the natural and built environment;
- emphasises the contribution of the planning system to achieving sustainable development;
- identifies ways in which mixed use development can be promoted;
- updates the guidance on the role of design considerations in planning particularly in the light of the Government's Quality in Town and Country Initiative;
- restates the limited circumstances in which it is appropriate to use planning obligations to secure development;
- gives guidance on the operation of the plan-led system; and
- contains new sections on the Citizens Charter and propriety.

References throughout this document to "the 1990 Act" are to the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991.

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INTRODUCTION

5–003 1. A key role of the planning system is to enable the provision of homes and buildings, investment and jobs in a way which is consistent with the principles of sustainable development. It needs to be positive in promoting competitiveness while being protective towards the environment and amenity. The policies which underpin the system, summarised in the Note, seek to balance these aims. It will frequently be the case, in relation to a particular development proposal, that several economic, environmental, social or other factors need to be taken into account. This requires a framework which promotes consistent, predictable and prompt decision-making.

2. At the heart of this framework are development plans which aim to give a measure of certainty and predictability to the system. Section 54A requires

[1] Editorial Note: reproduced in the *Encyclopedia* at the front of Volume 5.

that, where the development plan contains relevant policies, applications for development which are in accordance with the plan shall be allowed unless material considerations indicate otherwise. For the planning system to be effective, comprehensive coverage of up-to-date development plans is essential. **5–003**

3. This Note begins by discussing sustainable development, mixed use and design, three themes which underpin the Government's approach to the planning system. It then provides a number of policy messages in relation to various particular land uses. More detailed guidance is given in the other Government planning policy notes and good practice guides listed in Annex B. Finally, it sets out the operational principles to be observed in the planning system.

THE GOVERNMENT'S APPROACH TO PLANNING

Sustainable development

4. Sustainable development seeks to deliver the objective of achieving, now and in the future, economic development to secure higher living standards while protecting and enhancing the environment. The most commonly used definition is "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (World Commission on Environment and Development, 1987). The Government is committed to the principles of sustainable development set out in *Sustainable Development: The UK Strategy* (1994). **5–004**

5. The *Strategy* recognises the important role of the planning system in regulating the development and use of land in the public interest. A sustainable framework should:

- provide for the nation's needs for commercial and industrial development, food production, minerals extraction, new homes and other buildings, while respecting environmental objectives;
- use already developed areas in the most efficient way, while making them more attractive places in which to live and work;
- conserve both the cultural heritage and natural resources (including wildlife, landscape, water, soil and air quality) taking particular care to safeguard designations of national and international importance;
- shape new development patterns in a way which minimises the need to travel.

6. The Government's planning guidance notes set out the planning framework within which local planning authorities are required to draw up their development plans and take decisions on individual applications to secure these objectives.

7. Urban regeneration and re-use of previously-developed land are important supporting objectives for creating a more sustainable pattern of development. The Government is committed to:

- concentrating development for uses which generate a large number of trips in places well served by public transport, especially in town centres, rather than in out of centre locations[2]; and
- preferring the development of land within urban areas, particularly on previously-developed sites, provided that this creates or maintains a good living environment, before considering the development of greenfield sites.[3]

[2] Editorial Note: policy on this theme is developed in PPG6, *Town Centres and Retail Developments* (1996).

[3] Editorial Note: this paragraph extends the sequential test, currently applied in PPG6 to retail development, to all development proposed for out-of-town sites; the theme is developed further in para. 27 below.

circumstances. Design policies and guidance should focus on encouraging good design and should avoid stifling responsible innovation, originality or
5–006 initiative. Such policies and guidance should recognise that the qualities of an outstanding scheme may exceptionally justify departing from them.

20. Further guidance on the expression of design policies in development plans and supplementary design guidance, and on the information relating to design which should be submitted with planning applications, is contained in Annex A.

KEY POLICY OBJECTIVES

Planning for industry and commerce

5–007 21. One of the Government's key aims is to encourage continued economic development in a way which is compatible with its stated environmental objectives. Industry and commerce have always sought locational advantage in response to various external factors. It is therefore important that the locational demands of businesses are taken into account in the preparation of development plans. In defining suitable locations for development, plan policies should take into account:

- the contribution to regenerating existing urban areas;
- access to customers;
- access to raw materials and suppliers;
- links with other businesses and the special needs of small businesses;
- the workforce catchment area;
- the availability of adequate infrastructure; and
- various transport considerations including the particular needs of the freight industry.

22. Development plans should also:

- encourage new enterprise and investment by setting out clear land-use policies for industrial and commercial development;
- provide for new development which will be consistent with the goals for transport policy outlined below; and
- ensure that new development is compatible with the objectives of sustainable development including the re-use of previously developed land and clean air.

Land use and transport

5–008 23. In order to achieve sustainable patterns of development and to help reduce the environmental impacts of transport, local authorities should integrate their transport programmes and land-use policies in ways which help to:

- reduce growth in the length and number of motorised journeys;
- encourage alternative means of travel which have less environmental impact; and hence
- reduce reliance on the private car.

The key objectives for the planning system are to:

- influence the location of different types of development relative to transport (and vice versa); and
- foster forms of development which encourage walking, cycling and public transport use.

Planning for housing

5–009 24. In preparing their development plans, local planning authorities should consider the land-use requirements of various types of social provision. For housing, the key objectives for the location of development and the allocation of land are:

- to ensure that the planning system identifies an adequate and continuous supply of housing land to meet future requirements which is both available and sustainable;
- to make effective use of land within urban areas, by allocating the maximum amount of housing to previously developed sites within existing larger urban areas, which have access to a range of transport and other facilities, whilst protecting open space, playing fields and green spaces in cities and towns;
- outside urban or village areas, to promote land for housing in locations which are or will be well served by public transport and with good access to employment and a range of services including leisure, shopping, education and health facilities;
- to provide a mixture and range of types of housing to meet the increasingly varied types of housing requirements, including the need for affordable housing[1]; and
- to ensure that housing is available where jobs are created.

25. Regional planning guidance should provide clear guidance on the scale and distribution of provision by county and metropolitan district for new housing to be made in development plans over a 15 year period, and may give an indication of provision for a further 5 years. Structure plans should split this provision into district allocations for local plans. Local planning authorities should aim to ensure the availability of 5 years' supply of housing land in local plans and unitary development plans. This should relate to the scale and location of development provided for in structure plans. It should take into account allowances for unimplemented permissions and unexpected additional sites, as well as the scope for converting houses or non-residential buildings into flats. In London, a different approach is taken where housing requirements are based on an assessment of capacity.

The importance of town centres

26. Town centres, a term which includes city centres, town centres and suburban centres, are important to the quality of life in our towns and cities and play a key role in delivering sustainable development. The Government's objectives, therefore, are: **5–010**

- to sustain and enhance the vitality and viability of town centres[2];
- to maintain an efficient, competitive and innovative retail sector;
- to focus development, especially retail development, in locations where the proximity of businesses facilitates competition from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car; and
- to ensure the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport.

27. When drawing up their development plans, local planning authorities are encouraged to adopt a sequential approach to site selection for new retail development and other key town centre uses,[3] commencing with existing centres and then, if no suitable sites are available, edge-of-centre locations. Only then should out-of-centre proposals be considered. If a developer is proposing an out-of-centre development, the onus will be on him to demonstrate that he has thoroughly assessed all potential town centre and edge-of-centre options.

[1] Editorial Note: see on this subject DOE Circular 06/98, *Planning and Affordable Housing*.
[2] Editorial Note: detailed guidance is given in PPG6, *Town Centres and Retail Developments* (1996)
[3] Editorial Note: this advice constitutes a development of the sequential test that has been developed in the context of retail development in PPG6, para. 1.10.

imposed. Otherwise, such a condition would need special and precise justification. Further advice on the proper use of conditions and planning obligations is contained in DOE Circulars 11/95 and 1/97.

38. Unless otherwise specified, a planning permission runs with the land and it is seldom desirable to provide for any other arrangement. Exceptionally, however, the personal circumstances of an occupier, or the difficulties of businesses which are of value to the character of the local community, may be material to the consideration of a planning application.[1] In such circumstances a permission may be made subject to a condition that it is personal to the applicant. Such arguments will seldom outweigh the more general planning considerations. If the proposed development entails works of a permanent nature, they will remain long after the personal circumstances of the applicant have ceased to be material.

[THE NEXT PARAGRAPH IS 5–015.]

The plan led system

Development plans and the determination of planning applications and appeals

5–015 39. The town and country planning system regulates the development and use of land in the public interest. The planning system, and the preparation of development plans in particular, is the most effective way of striking the right balance between the demand for development and the protection of the environment. Thus it has a key role to play in contributing to the Government's strategy for sustainable development by helping to provide for necessary development in locations which do not compromise the ability of future generations to meet their needs.

40. The Government is committed to a plan-led system of development control. This is given statutory force by section 54A of the 1990 Act. Where an adopted or approved development plan contains relevant policies, section 54A requires that an application for planning permission or an appeal shall be determined in accordance with the plan, unless material considerations indicate otherwise. Conversely, applications which are not in accordance with relevant policies in the plan should not be allowed unless material considerations justify granting a planning permission. Those deciding such planning applications or appeals should always take into account whether the proposed development would cause demonstrable harm to interests of acknowledged importance.[2] In all cases where the development plan is relevant, it will be necessary to decide whether the proposal is in accordance with the plan and then to take into account other material considerations. The status of plans which are not yet adopted or approved is covered on paragraph 48.

5–015/1 41. The objectives of the plan-led system can be summarised as:

- ensuring rational and consistent decisions;
- achieving greater certainty;
- securing public involvement in shaping local planning policies;
- facilitating quicker planning decisions; and
- reducing the number of misconceived planning applications and appeals.

[1] Editorial Note: the language of this sentence is lifted from the speech of Lord Scarman in *Great Portland Estates plc v. Westminster City Council* [1985] A.C. 661.

[2] Editorial Note: this expression comes originally from Ministry Circular 61/53, which stated: "Where there is no clear and specific reason for refusing permission or attaching conditions, the applicant should be given the 'benefit of the doubt'. . . . Development should always be encouraged unless it will cause demonstrable harm to an interest of acknowledged importance."

PPG3: HOUSING (2000)

PPG No.:	PPG3	**5–035**
Date of issue:	March 2000	
Extent:	England only. A separate version, PPG3 (Wales), Housing in Wales (1992) was issued for Wales, but was subsequently cancelled and superseded by *Planning Guidance Wales: Planning Policy* (1996), Technical Advice Note (Wales) 1, *Joint Housing Land Availability Studies* (1996) and Technical Advice Note (Wales) 2, *Planning and Affordable Housing* (1996).	
Revisions:	The first version of PPG3 was published in January 1988. It was cancelled and replaced by a second edition, published in March 1992.	
Background:	The PPG provides advice on the role of the planning system in relation to housing policy. It updates and amends the policies contained in the 1992 edition. It records the Government's switch from a policy of "predict and provide" to a policy of "plan, monitor and manage" (para. 8) and the national target of securing, by 2008, that 60% of additional housing should be provided on previously-developed land (para. 23). Advice on the provision of affordable housing is offered in DETR Circular 06/98, *Planning and Affordable Housing*, which continues to apply within the framework of policy set out in this guidance (see the foreword).	

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PLANNING POLICY GUIDANCE NOTE 3: HOUSING

5–037 Planning Policy Guidance (PPG) notes set out the Government's policies on different aspects of planning. They should be taken into account by regional planning bodies and local planning authorities in preparing regional planning guidance and development plans and may also be material to decisions on individual planning applications and appeals. This guidance introduces a new approach to planning for housing which, for most authorities, will mean that their development plan will require early review and alteration in respect of housing.

This PPG provides guidance on a range of issues relating to the provision of housing. It replaces the 1992 version of PPG3. Circular 6/98 *Planning and Affordable Housing* will continue to apply, within the framework of policy set out in this guidance.

THE GOVERNMENT'S OBJECTIVES

5–038 1. The Government intends that everyone should have the opportunity of a decent home. They further intend that there should be greater choice of housing and that housing should not reinforce social distinctions. The housing needs of all in the community should be recognised, including those in need of affordable or special housing in both urban and rural areas. To promote more sustainable patterns of development and make better use of previously-developed land, the focus for additional housing should be existing towns and cities. New housing and residential environments should be well designed and should make a significant contribution to promoting urban renaissance and improving the quality of life.

2. Local planning authorities should:

- plan to meet the housing requirements of the whole community, including those in need of affordable and special needs housing;
- provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seek to create mixed communities;
- provide sufficient housing land but give priority to re-using previously-developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites;
- create more sustainable patterns of development by building in ways which exploit and deliver accessibility by public transport to jobs, education and health facilities, shopping, leisure and local services;
- make more efficient use of land by reviewing planning policies and standards;
- place the needs of people before ease of traffic movement in designing the layout of residential developments;
- seek to reduce car dependence by facilitating more walking and cycling, by improving linkages by public transport between housing, jobs, local services and local amenity, and by planning for mixed use; and
- promote good design in new housing developments in order to create attractive, high-quality living environments in which people will choose to live.

WIDENING HOUSING OPPORTUNITY AND CHOICE

Providing Sufficient Housing

5–039 3. One of the roles of the planning system is to ensure that new homes are provided in the right place and at the right time, whether through new devel-

opment or the conversion of existing buildings. The aim is to provide a choice of sites which are both suitable and available for housebuilding. This is important not only to ensure that everyone has the opportunity of a decent home but also to maintain the momentum of economic growth. Economic growth should not be frustrated by a lack of homes for those wishing to take up new employment opportunities: but to promote sustainable development, the need for economic growth has to be reconciled with social and environmental considerations, particularly those of conserving and enhancing the quality of our environment in both town and country.

4. The Government expects regional planning bodies (working in co-operation with other stakeholders) to prepare draft regional planning guidance (RPG), and local planning authorities to prepare development plans, which aim to provide sufficient housing to meet the likely housing requirements of their areas. Regional planning bodies (RPBs) should take a realistic and responsible approach to future housing provision, assessing both the need for housing and the capacity of the area to accommodate it. Separate arrangements for London are set out in Annex A.

5. In arriving at proposals in draft RPG as to the amount and broad distribution of housing provision, the RPBs should take account of the policy priorities set out in this guidance. In planning the provision of new housing, factors to be taken into account should include the Government's latest published household projections, the needs of the regional economy, the capacity of urban areas to accommodate more housing, the environmental implications, and the capacity of the existing or planned infrastructure. RPBs should be prepared to justify their views fully in public at the examination of the draft RPG.

6. In some regions or sub-regions there may be concentrations of previously-developed land within one authority and a lack of it in neighbouring authorities. In such circumstances, the RPBs and structure planning/UDP authorities should work together to focus new housing development in areas where previously-developed land is available (or where there are existing dwellings suitable for re-use or buildings suitable for conversion) in preference to developing greenfield sites.

7. RPG, when issued in its final form by the Secretary of State, will set the overall level of provision to be made for housing in each region and a distribution to constituent structure plan and unitary development plan (UDP) authorities. In preparing structure plans and UDPs, authorities must have regard to this guidance and should avoid, wherever possible, re-opening consideration of the level of housing provision for their areas which has been considered in full within the RPG process. Where circumstances have changed significantly since RPG was issued or where there is important new information to be taken into account, the presumption should be that RPG should be revised before development plans are reviewed. Where this is not practicable, revisions to the proposed level of housing provision in the structure plan or UDP should take place in the context of advice from the RPB, information from the RPBs' monitoring report (see paragraph 8), comments from other stakeholders and advice from the Government Office.

Plan, Monitor and Manage

8. It is an essential feature of the plan, monitor and manage approach that housing requirements and the ways in which they are to be met, should be kept under regular review. The planned level of housing provision and its distribution should be based on a clear set of policy objectives, linked to measurable indicators of change. These indicators should be monitored and reported in the RPBs' annual monitoring report. Such monitoring should be the basis on which the RPB periodically reviews and rolls forward its housing strategy. Reviews should occur at least every five years and sooner, if there **5–040**

Assessing Urban Housing Capacity

24. Land is a finite resource. Urban land and buildings can often be significantly underused. In order to establish how much additional housing can be accommodated within urban areas and therefore how much greenfield land may be needed for development, all local planning authorities should undertake urban housing capacity studies. These should consider various options in relation to density of development, levels of parking provision, different residential layouts and the mix of housing types. In conducting urban housing capacity studies, local planning authorities may wish to follow the principles laid down in the Department's good practice guidance (see Annex D). **5–048**

25. Each local authority will be responsible for evaluating the capacity of its area. RPBs should co-ordinate the programme of capacity studies undertaken by constituent local authorities and maintain consistency of approach by agreeing the standards to be applied. In order that resources are used most effectively, local authorities may wish to co-operate in undertaking studies or agree that these should be conducted at structure plan/UDP level.

26. RPBs should draw on urban housing capacity studies in proposing the recycling target for their region which will be set in RPG. Planning authorities will also wish to draw on these studies in seeking to ensure that housing requirements are apportioned between local authorities in a way which maximises the use of previously-developed land and buildings (see paragraph 6) and minimises greenfield land take.

27. In compiling the base data for their capacity work, local planning authorities should draw on the National Land Use Database (NLUD), which will help identify and track available sites and their potential for housing development. The intention is that as NLUD is developed, it will increasingly provide a common data set which will underpin capacity studies. They should also draw upon empty home reduction strategies which local authorities have in place.

Identifying Areas and Sites

28. RPG and development plans should provide clear guidance as to the location of new development so that it meets housing requirements in the most sustainable way: **5–049**

- at the regional level, RPG should identify the major areas of growth in the region, and determine where housing provision is to be sought by structure plan/UDP area, taking account of assessed capacity;
- at the strategic planning level, structure plans/UDPs should identify growth areas and a distribution of the additional housing likely to be required to district level; and
- at the local level, local plans and UDPs should identify sites for housing and buildings for conversion and re-use sufficient to meet housing requirements after making an allowance for windfalls (see paragraphs 35–36), and manage the release of land over the plan period.

29. Local planning authorities in preparing development plans should adopt a systematic approach to assessing the development potential of sites, and the redevelopment potential of existing buildings, deciding which are most suitable for housing development and the sequence in which development should take place.

30. In identifying sites to be allocated for housing in local plans and UDPs, local planning authorities should follow a search sequence, starting with the re-use of previously-developed land and buildings within urban areas identified by the urban housing capacity study, then urban extensions, and finally new development around nodes in good public transport corridors. They should seek only to identify sufficient land to meet the housing requirement

set as a result of the RPG and strategic planning processes. In doing so they do not need to consider all the land in their area: they should not extend the search further than required to provide sufficient capacity to meet the agreed housing requirement.

31. In deciding which sites to allocate for housing in local plans and UDPs, local planning authorities should assess their potential and suitability for development against each of the following criteria:

- the **availability of previously-developed sites** and empty or under-used buildings and their suitability for housing use;
- the **location and accessibility** of potential development sites to jobs, shops and services by modes other than the car, and the potential for improving such accessibility;
- the **capacity of existing and potential infrastructure**, including public transport, water and sewerage, other utilities and social infrastructure (such as schools and hospitals) to absorb further development and the cost of adding further infrastructure;
- the **ability to build communities** to support new physical and social infrastructure and to provide sufficient demand to sustain appropriate local services and facilities; and
- the **physical and environmental constraints on development of land**, including, for example, the level of contamination, stability and flood risk, taking into account that such risk may increase as a result of climate change.

Allocating and Releasing Land for Development

5–050 32. In determining the order in which sites identified in accordance with the criteria set out in paragraphs 30 and 31 should be developed, the presumption will be that previously-developed sites (or buildings for re-use or conversion) should be developed before greenfield sites. The exception to this principle will be where previously-developed sites perform so poorly in relation to the criteria listed in paragraph 31 as to preclude their use for housing (within the relevant plan period or phase) before a particular greenfield site.

33. Local plans and UDPs should include policies for the release of sites for housing development according to the order of priority set out in the first sentence of paragraph 32. This should take account of the likely supply of windfall sites. Local authorities should manage the release of sites over the plan period in order to control the pattern and speed of urban growth, ensure that the new infrastructure is co-ordinated with new housing development and deliver the local authority's recycling target. It is for each local planning authority to determine the form of such phasing policies but good practice guidance will be issued. One possible approach to managing the release of land for housing is to divide the plan into three phases, allocating sites for development in accordance with the presumption in paragraph 32.

34. Sufficient sites should be shown on the plan's proposals map to accommodate at least the first five years (or the first two phases) of housing development proposed in the plan. Site allocations should be reviewed and updated as the plan is reviewed and rolled forward at least every five years. Local planning authorities should monitor closely the uptake of both previously-developed and greenfield sites and should be prepared to alter or revise their plan policies in the light of that monitoring. However, it is essential that the operation of the development process is not prejudiced by unreal expectations of the developability of particular sites nor by planning authorities seeking to prioritise development sites in an arbitrary manner.

Windfalls

5–051 35. Windfall sites are those which have not been specifically identified as available in the local plan process. They comprise previously-developed sites

51. Local authorities should promote additional housing in town centres within the context of their overall strategy for each centre, taking into account the existing balance of uses in the centre. Priority should be given to employment-generating uses such as shopping, offices and leisure especially at ground floor level but opportunities to add housing on upper storeys should be taken. Local planning authorities should allow housing developments with limited or no off-street car parking in areas with good public transport accessibility and where effective on-street parking control is present or can be secured.

Greening the Residential Environment

5–057/4 52. The Government attaches particular importance to the 'greening' of residential environments. Greening initiatives can enhance quality, assist the permeability of land for storm drainage and contribute to biodiversity. Well designed layouts can also contribute to the energy efficiency of new housing. Landscaping should be an integral part of new development and opportunities should be taken for the retention of existing trees and shrubs, and for new plantings.

53. Local planning authorities should have clear policies for the protection and creation of open space and playing fields, and new housing developments should incorporate sufficient provision where such spaces are not already adequately provided within easy access of the new housing. Developing more housing within urban areas should not mean building on urban green spaces. PPG17, *Sport and Recreation* gives further guidance on the provision of open space and playing fields.

Designing for Quality

5–057/5 54. Good design and layout of new development can help to achieve the Government's objectives of making the best use of previously-developed land and improving the quality and attractiveness of residential areas. In seeking to achieve these objectives, local planning authorities and developers should think imaginatively about designs and layouts which make more efficient use of land without compromising the quality of the environment.

55. Local planning authorities should develop a shared vision with their local communities of the types of residential environments they wish to see in their area and articulate this through their development plan policies and supplementary planning guidance.

56. New housing development of whatever scale should not be viewed in isolation. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate neighbouring buildings but the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the character and identity of a development, recognising that new building technologies are capable of delivering acceptable built forms and may be more efficient. Local planning authorities should adopt policies which:

- create places and spaces with the needs of people in mind, which are attractive, have their own distinctive identity but respect and enhance local character;
- promote designs and layouts which are safe and take account of public health, crime prevention and community safety considerations;
- focus on the quality of the places and living environments being created and give priority to the needs of pedestrians rather than the movement and parking of vehicles;
- avoid inflexible planning standards and reduce road widths, traffic speeds and promote safer environments for pedestrians; and

PPG7: THE COUNTRYSIDE: ENVIRONMENTAL QUALITY AND ECONOMIC AND SOCIAL DEVELOPMENT

5–125

PPG No.: PPG7
Date issued: February 1997
Extent: England.
Revisions: Replaces PPG7 issued in January 1992.
Background: This PPG gives advice on the role of the planning system in relation to the countryside. It is the third revision of the advice. The first was issued in 1988, the second in 1992. This edition replaces the 1992 version, which is cancelled for England (having been already cancelled in respect of Wales by Planning Guidance (Wales), *Planning Policy* (1996)). The main changes that were made in the Guidance were to:

- take account of the White Paper, *Rural England: A Nation Committed to a Living Countryside*, Cm. 3016 (1996), and of PPGs published since 1992: hence there are now references to sustainable development as "the cornerstone of both the Government's rural policies and its planning policies" (para. 1.3), and a statement of what sustainable development means in countryside planning, especially with reference to meeting the economic and social needs of people who live and work in rural areas whilst maintaining and enhancing the character of the countryside and conserving its natural resources (para. 1.4);
- advise on achieving good quality development and respecting the character of the countryside;
- re-state and clarify Government policy on protecting the best agricultural land;
- clarify policy on the re-use of agricultural buildings, allowing greater discrimination in favour of re-use for business rather than residential purposes, and advising on the incorporation of a residential element within schemes for business re-use;
- stress the importance of throughly checking the lawfulness of developments to be carried out under agricultural permitted development rights, and advise on the possible removal of new buildings erected under them but not used for agriculture. Guidance on permitted development rights is reproduced in Annex E;
- strengthen the agricultural dwellings concession to counter abuse. New advice is contained in Annex I, which restates the tests to be applied by local planning authorities in determining applications for new agricultural dwellings, and on imposing occupancy conditions;
- advise on local countryside designations and on the planning implications of Rural Development Areas and European Union Objective 5(b) areas: the Guidance reproduces a map showing the location of environmentally sensitive areas, nitrate sensitive areas and habitat scheme water fringe areas; and another showing rural development areas and objective 5(b) areas.

contributed to the designation of the area may sometimes also be important features in local countryside planning policies and development control decisions. 5–152

Environmentally sensitive areas, nitrate sensitive areas and habitat scheme water fringe areas

Environmentally Sensitive Areas are areas of special landscape, wildlife or historic interest which can be protected or enhanced by supporting specific agricultural practices.

Nitrate Sensitive Areas cover groundwater sources where significant changes in agricultural practices will help protect the viability of drinking water supplies.

In Habitat Scheme Water Fringe Areas farmers are encouraged to take waterside land out of production or manage it extensively to benefit wildlife.

Local countryside designations

4.16 Over the years local authorities have introduced a multiplicity of local countryside designations, such as Areas of Great Landscape Value. These local designations carry less weight than national designations, and development plans should not apply the same policies to them. They may unduly restrict acceptable development and economic activity without identifying the particular features of the local countryside which need to be respected or enhanced. Local planning authorities should only maintain or extend local countryside designations where there is good reason to believe that normal planning policies cannot provide the necessary protection. They should state in their development plans what it is that requires extra protection and why. When they review their development plans, they should rigorously consider the function and justification of existing local countryside designations. They should ensure that they are soundly based on a formal assessment of the qualities of the countryside, or the contribution of sites such as "strategic gaps" or "green wedges" to urban form and urban areas. This advice does not affect the guidance on local nature conservation designations in PPG9. 5–153

The coast

4.17 PPG20 sets out planning policy for coastal areas. Parts of the coast valued for their landscape or nature conservation importance are included in statutorily designated areas such as National Parks, AONBs and SSSIs, and may be defined as Heritage Coasts in development plans. 5–154

Rural development areas and objective 5(b) areas

4.18 Development plan policies should take account of Rural Development Areas or Objective 5(b) status and strategies where relevant. The factors which led to designation should also be taken into account when considering the economic and social well-being of those parts of National Parks and AONBs which are within RDAs or Objective 5(b) Areas (see paragraphs 4.2 and 4.10). 5–155

Rural development areas and objective 5(B) areas

Rural Development Areas are designated by the Rural Development Commission. The selection criteria include persistent high unemployment, narrow industrial and employment structure, lack of local services, and disadvantage as a result of location. RDAs are the focus for financial assistance through the Rural Development Commission to encourage economic regeneration.

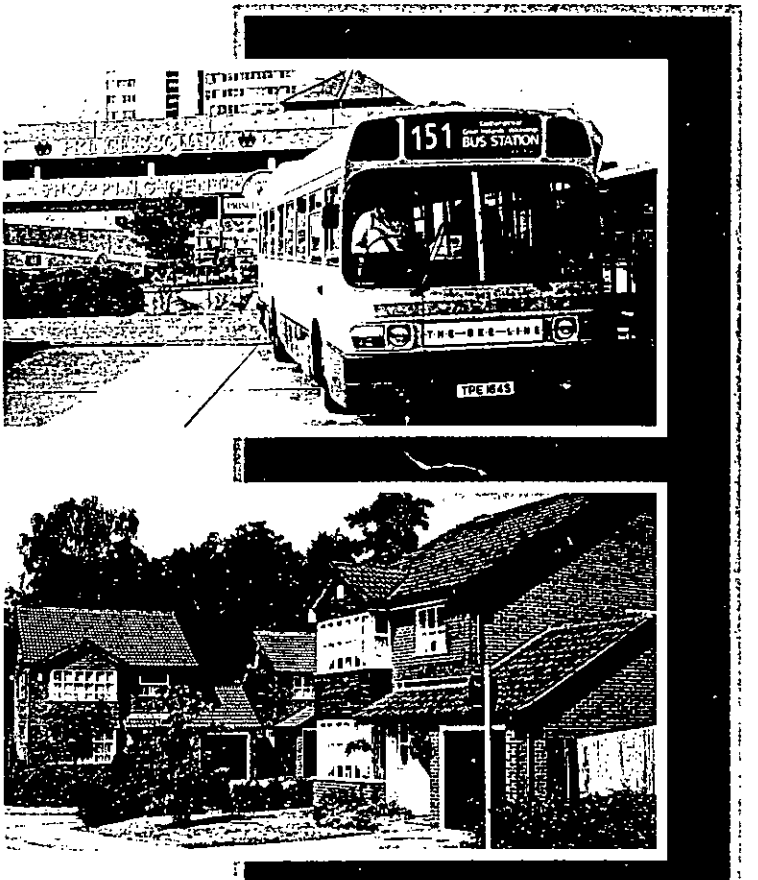
Objective 5(b) Areas are designated by the European Commission, on the basis of proposals made by Member States, to develop rural areas where agricultural incomes are low and the level of social and economic development is below average. They receive financial help under the European Regional Development Fund, the European Social Fund and the European Agricultural Guidance and Guarantee Fund.

APPENDIX 16



BERKSHIRE STRUCTURE PLAN 1991-2006

Incorporating Alterations adopted in August 1997



Babtie

Public Services Division

LIMITING THE SPREAD OF DEVELOPMENT

Controlling Development in the Countryside

5.8 The protection of the countryside is a fundamental concern and it is necessary to limit development within it to that which is both appropriate (in type and form) and sensitive to its location.

Development Outside Built-Up Areas and Settlements

Policy C2 **Development outside built-up areas and settlement boundaries defined in local plans (and not within the Metropolitan Green Belt - see Policy C4) will be strictly controlled, and permitted only :**

(i) where it is required for agriculture or forestry; or

(ii) for the re-use, adaptation or redevelopment of existing buildings, particularly to assist the diversification of the rural economy and to maintain or enhance the rural environment; or

(iii) other development for which a rural location is essential;

provided it is both appropriate in scale, form, impact, character and siting to its location in the countryside and is acceptable in terms of other policies in the Structure Plan.

5.9 Building in the open countryside away from existing settlements or from areas allocated for development in local plans will be strictly controlled in line with advice in PPG7, 'The Countryside and the Rural Economy'. Even where development may be acceptable in principle in the countryside the acceptability of a particular proposal will depend on its suitability for the proposed site; on the impact of any related activity; and on the adequacy of any measures to integrate the proposal into the surroundings. More detailed criteria relating to the control of development in the countryside will be included in local plans. With regard to redevelopment, such criteria may for example require that proposals should have no greater impact (in terms of bulk of buildings or site coverage) than the existing development and should secure environmental improvements.

5.10 Proposals for essential utilities will be considered under sub-section (iii) of Policy C2. Essential utilities include development and facilities, where these cannot be sited within settlements, for transport and related services, including park and ride and motorway service areas: for the distribution of gas, oil and electricity; for sewage disposal; for water supply and flood alleviation; and for telecommunications.

5.11 Where necessary to meet provisions made in the Structure Plan, settlement boundaries may be defined in local plans to allow for appropriate forms of development on sites on the edge of built-up areas.

Countryside

Green Wedges and Gaps

Policy C6 **The setting and separate identity of settlements and communities will be conserved and protected. Development will not be permitted where it would threaten important open areas which are of special significance as "green wedges" or "gaps" because they provide physical or visual separation of settlements or communities which are close together. "Green wedges" and "gaps" will be identified in local plans where there is a risk of:**

(i) coalescence, loss of community identity or increased urbanised character;

(ii) loss of access to open countryside or extensive open space with their associated environmental benefits.

5.30 The boundaries to "green wedges" and "gaps" will be defined in local plans and will relate to those areas which it is considered are essential to the separation of settlements and communities. "Green wedges" are areas of open space penetrating, partly enclosed by, or separating built-up areas or communities and "gaps" comprise open land which provides physical or visual separation of distinct settlements or communities. Although the size and character of "green wedges" and "gaps" will vary, they have a similar function. The existing land uses within these areas may range from agricultural to informal or formal recreation uses or uses like allotments, utilities or institutions. In order to protect the existing open character of the land it is important that development is not intensified so that the distinct communities maintain their identity and sense of separation.

5.31 Examples of such areas identified in the Replacement Structure Plan for Berkshire include land between :

Newbury, Thatcham and Cold Ash

Purley and Pangbourne

Theale and Tilehurst

Reading and settlements to the south of the M4 and land separating these settlements from one another

Sonning and Earley

Wokingham, Winnersh and Sindlesham

Wokingham and Finchampstead North

Wokingham and Crowthorne

Crowthorne and Bracknell

Sandhurst and Crowthorne

Sandhurst and Yateley

Countryside

7.23 In order to help control the overall scale of development, to prevent all housing development taking place in the early years of the Plan (if there were to be a significant recovery in the housing market) and to avoid an over-commitment which could limit discretion in any subsequent review of the Plan, it is important that there is some phasing of the total provision for the period 1991 to 2006. Therefore the table of provision by district below is broken down into three phases.

Distribution and Phasing of the Overall Provision

Policy H2 **The overall housing provision will be distributed and phased as follows:**

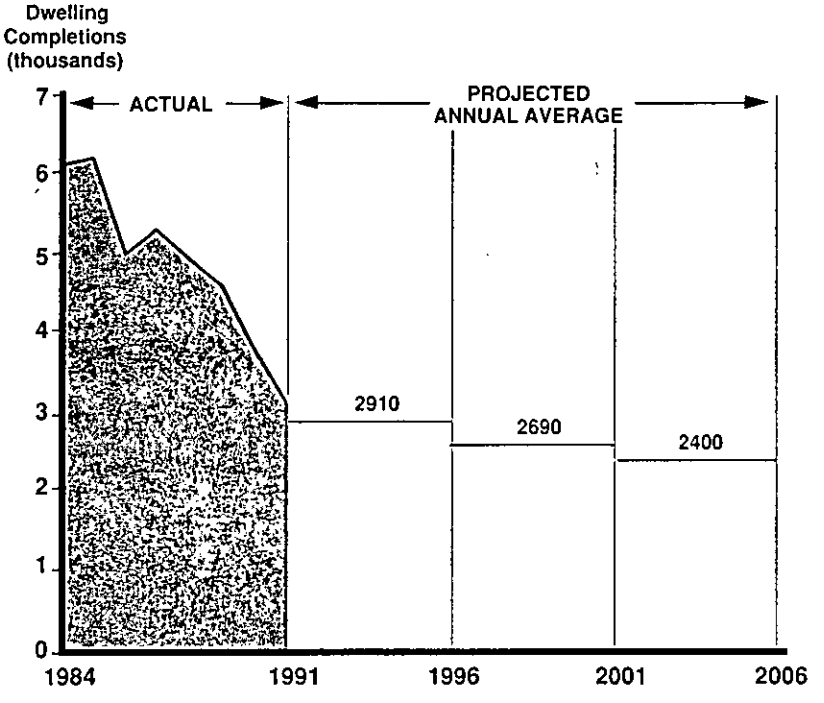
District	1991-1996	1996-2001	2001-2006	Total
Newbury	2,700	3,250	3,050	**9,000**
Reading	2,050	1,850	1,350	**5,250**
Wokingham	2,550	2,250	2,950	**7,750**
Bracknell Forest	3,750	2,400	1,350	**7,500**
Windsor & M'head	1,400	1,150	950	**3,500**
Slough	2,100	2,550	2,350	**7,000**
BERKSHIRE	**14,550**	**13,450**	**12,000**	**40,000**

7.24 Although the figures for each period are not precise limits or targets, it is considered essential that land is not released for development which might lead to the proposed housing provision for any period being significantly exceeded. This may require the imposition of conditions on proposed development limiting the number of dwellings that may be built by certain dates, and possibly restrictions on the amount of development permitted in any period. An oversupply of housing in any of the individual phases will be counted against subsequent phases so that the overall housing provision in each district should not be significantly exceeded. The definition of "significantly exceed" will need to be agreed between the County and district councils, dependent upon local circumstances.

7.25 The implementation of the phasing set out in Policy H2 would result in a gradual reduction in housebuilding rates during the Plan period, as shown in Figure 1. Average building rates would be considerably below the levels experienced in the recent past. For example, an average of 5,140 dwellings per annum were built between 1981 and 1989. During the recent years affected by recession in the housebuilding industry, completions have been reduced substantially and indeed in the first three years of this Plan period dropped below 3,000.

Gaisford

Figure 1: Projected Future Housebuilding Rates



7.26 A specific strategic issue which cannot be addressed by the district-wide distribution set out in Policy H2 is the needs of the wider Reading area, and in particular the fact that there is a substantial amount of employment-generating development already committed in the area. While additional housing provision in Reading Borough will go some way towards meeting the consequent labour supply demands, it is recognised that additional provision will also have to be made in adjoining districts.

7.27 Specific reference was made to meeting the needs of the Reading area in Policy H3 of the Deposit Draft Structure Plan. Policy H3 proposed that a proportion of the housing provisions in Policy H2 of the Plan for Newbury and Wokingham Districts, taken together, should be within the wider Reading area, or be close to good transport links with employment opportunities in the Reading area. Subsequently, the Panel which conducted the Examination in Public recognised that the housing needs of Reading could not be fully met within the Borough itself.

7.28 The County Council had, before the receipt of the Secretary of State's direction, examined options for locating in the wider Reading area a significant proportion of any additional housing development that may be required in the County. This reflected the fact that the area had the greatest concentration of need in the County. The Council considered that sustainable locations should be sought close to the existing built up area which are or can be well served by public transport. While it concluded that no areas could be found for major housing development without incurring environmental damage, the County Council decided that development south of the M4 at Reading in Wokingham District was the least damaging broad location which would enable relatively close access by public and private transport into Reading.

Development South of the M4 at Reading

Policy H3 **Within the provisions of Policy H2, between 2,000 and 2,500 of the total dwellings in Wokingham District for the period 1991-2006 should be in the area to the south of the M4 motorway at Reading.**

7.29 The precise location and form of this development will be a matter to be determined by Wokingham District Council in its Local Plan. The District Council will need to include policies and identify finite boundaries to development in the Local Plan in order to prevent the gradual long term suburbanisation of the countryside to the south towards the county boundary. Any identification of a site for development close to the boundary with Newbury District may also necessitate the establishment of long term boundaries to the site within the Newbury District Local Plan as well as the Wokingham Local Plan. The location of the proposed development would also have to take into account other environmental concerns including the need to seek to avoid sterilising mineral resources and those tracts of the best and most versatile agricultural land which exist within the area, along with the need to ensure that new development remains physically separate from the Reading urban area.

7.30 Developers will be required to provide, at the appropriate time, additional infrastructure, community services and amenities where they are needed for development to take place and are directly related to the proposed development, in line with Policy LD6 of this Plan. This will include the need for significant improvements to the transport links between the proposed development and Reading itself. However, key elements of the necessary improvements will be the early provision of a high quality public transport service and the increase in capacity for all road traffic across the M4. (A scheme for a possible new link road across the M4 is included in Policy T13 and the land is protected by the County Council).

7.31 In drawing up the distribution of the overall housing provision figure by district in Policy H2, the County Council has made a number of assumptions about the availability of infrastructure and when major areas could come forward for development. If it is shown that these assumptions are changed by events, the County Council will have to examine whether the district figures can remain the same, or whether alterations to the Structure Plan should be promoted to amend the distribution by district or to change the overall provision. A particular case here could be progress on the A34 Newbury Bypass. The capacity of Newbury District was based on the assumption that this road would be completed well before the turn of the century. A long delay in that project would mean that it may be difficult to accommodate significant further housing in the area around Newbury town within the Plan period without adding to the already difficult traffic conditions there.

7.32 Similarly, the increase in the provision for Wokingham District, which took place following the Secretary of State's direction, relies upon the ability of the area south of the M4 motorway to accommodate development which would be close to Reading. Should evidence be forthcoming to the satisfaction of the County Council that the required infrastructure and services could not be provided at the appropriate time, then an alteration to the Plan would need to be considered. Development elsewhere within the District would not achieve the objectives set out in the Structure Plan in the same way.

Housing

7.33 Long lead times associated with starting major development are likely to apply in a number of cases across the county, in particular with the proposal identified in Policy H3. In this case, little development is expected until the later years of the second phase of the Plan. Account should be taken of this when land availability studies are undertaken.

Components of Housing Provision

7.34 The base date of this Plan is 1991. However, information is available on the number of completions which took place between 1991 and 1994, together with the level of existing commitments at April 1994. Therefore housing provision can be broken down into the five elements shown below.

(i) Dwellings already completed

7,830 dwellings were completed between April 1991 and March 1994.

(ii) Sites already committed for development

This includes sites which have planning permission or were identified in local plans. Some 14,150 houses are likely to be built on sites which were commitments at April 1994.

(iii) Previously unidentified small sites under one hectare

In the past these small sites have made a considerable contribution to meeting total housing land requirements. If dwellings can be built within existing built-up areas, it reduces the number that are needed on 'greenfield' sites. However, in some areas opportunities for continuing small site development may be limited, reflecting increasing concerns about the environmental and service implications of redevelopment at higher densities in existing built-up areas. Further guidance on the criteria to be considered in protecting the character and quality of the environment of built-up areas are set out in Policy EN1. It is estimated that some 9,760 dwellings could be built on such sites between 1994 and 2006.

(iv) Balance of Losses and Gains

Changes made to the County Council's planning application monitoring system mean that, while figures for the components of housing provision in earlier drafts of this Plan were expressed as "new build", they now also take account of the impact of conversions, demolitions and changes of use. Thus no separate allowance is needed to allow for losses and gains.

(v) Other Sites Over One Hectare

In order to meet the overall housing provision set out in Policy H1 and to tackle the issues set out in para. 7.16, further provision needs to be made in each district. These sites will come forward chiefly through identification by district councils in local plans. The scale of provision likely to be required from this source is shown overleaf:

Assessment of Development Proposals

Policy H4 **Within the provision specified in Policy H2, local planning authorities should ensure that proposals for new residential development are in locations which are close and have good access, particularly by public transport, to existing and proposed employment sites/areas and shopping and service facilities. In addition, they should ensure that such proposals take account of the distribution of local needs and demands.**

7.38 In order to comply with Policy OS1, which seeks to minimise the consumption of land, full use should be made of available land within existing urban areas. However, it is recognised that in certain areas there may be concern about over-development. Loss of open space and intensification of development can affect the quality of the urban environment, where most residents of the County live. In this respect, careful consideration should be given to the provisions of Policy EN1. Therefore such development must not harm the physical or visual character of the settlement, neighbourhood or surrounding area. In some cases it may be appropriate for local plans to set out general policies which limit the scale and form of development.

7.39 In some cases, it may not be possible to accommodate all of the provisions shown in Policies H1 and H2 within the existing urban areas. In these circumstances, further land should be released through the local plan process. In order to comply with Policy C1, this would require the delineation of new settlement boundaries which define the land to be released. In addition, much of the development within existing built-up areas will be identified through local plans.

Development Within Settlements and Redevelopment/Change of Use

Policy H5 **Part of the provision for housing development specified in Policy H1 will be achieved by :**

(i) **building on suitable undeveloped land within built-up areas and settlement boundaries;**

(ii) **redevelopment or adaptation of an existing building or set of buildings;**

(iii) **changes of use of suitable permanent non-residential buildings and by the sub-division of existing dwellings.**

In addition, if further land releases are required to meet the provisions of Policies H1 and H2, these should normally be made through the definition of settlement boundaries as part of the local plan process.

8.25 In the case of development and redevelopment within existing industrial areas an over-emphasis on the provision of office premises and a reduction in the variety of uses should be avoided. A range of types and sizes of premises should be provided wherever possible. Proposals involving development for business use can also contribute to achieving a variety of activities if their design enables a range of activities to be accommodated.

OTHER USES FOR BUSINESS AND INDUSTRIAL LAND AND PREMISES

8.26 In order to achieve other desirable planning objectives such as the provision of low-cost housing, or to seek sustainable locations for development, the County Council will, where appropriate, support the re-use or redevelopment of business, industrial, distribution or storage premises or sites to other uses such as housing (including the conversion of offices to flats), recreation, or social and community facilities. Proposals should meet the requirements of other policies and objectives in this Plan and in local plans.

8.27 Regard will also need to be paid to the concern to maintain a balanced local economy with a wide range of job opportunities and a variety of premises, including small units, although in some areas changes from BIDS to other uses may help to reduce the potential mismatch between jobs and local labour supply referred to in paragraph 8.10. The County Council will oppose development which adversely affects the availability of industrial and warehousing land and premises, and the locally available range of job opportunities. The Council will resist redevelopment to other uses of sites and premises which it considers to be of more benefit to the needs of the local economy where retained in BIDS uses.

Development Proposals Involving Other Uses for Business, Industrial, Distribution and Storage Land and Premises

Policy BU3 **Proposals for the redevelopment or change of use of business, industrial, distribution or storage premises, or sites proposed for such uses, to other uses will be encouraged in appropriate circumstances as defined in local plans, providing there is no unacceptable adverse impact on the availability of industrial and warehousing land and premises and on the locally available range of job opportunities. Permissions for business, industrial, distribution or storage uses will not be automatically renewed without a review of the continued justification for the development proposed, having regard to the considerations listed in Policy BU1, and other material considerations including the suitability of the site for alternative uses.**

8.28 In all cases permitted in accordance with Policy BU3, the County Council will normally oppose any proposals to replace on other sites the resulting loss of floorspace and areas, unless they comply with the considerations listed in Policy BU1, in view of the substantial existing commitment to BIDS development and concerns about the potential imbalance between the anticipated increase in jobs and the labour supply available locally.

Business and Industry

APPENDIX 17

LODDON AREA LOCAL PLAN

Adopted 5 May 1995

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plan, a village is not synonymous with an identified settlement, the latter being used to define an area where particular planning policies are appropriate. There will therefore be cases where parts of villages have been excluded from the identified settlement, for example, small groups of development on the far side of a road that marks the boundary of the main built up area of the village. In order to be consistent in the treatment of settlements of similar size, function and character, it has been necessary to draw up a definition for settlements warranting identification on the Proposals Map.

1.1.05 An 'identified' settlement or built-up area must possess all the following characteristics:-

(i) a sizeable amount of development in a compact form. (If development is interspersed with areas of land which are characteristically rural or open, this will not come within this criterion);

(ii) possess a range of basic services, such as a school, shop and community facilities, providing a forum for social contact;

(iii) be physically and socially cohesive.

On this basis the following policy is put forward.

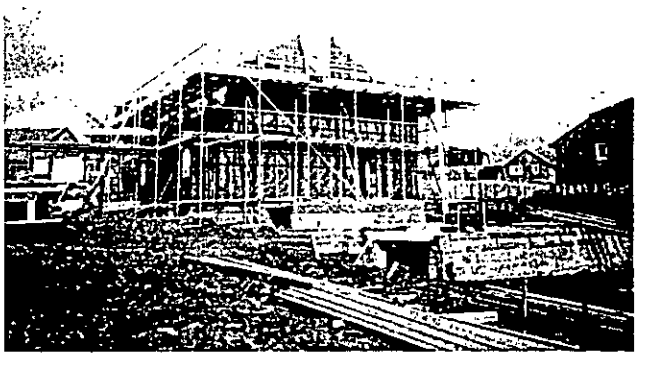
❖ *LTV1 'IDENTIFIED SETTLEMENTS'*

WITHIN THE IDENTIFIED SETTLEMENTS AS LISTED BELOW AND AS SHOWN ON THE PROPOSALS MAP, DEVELOPMENT WILL NORMALLY BE ALLOWED, SUBJECT TO THE PROVISIONS OF OTHER POLICIES CONTAINED IN THIS PLAN. THE 'IDENTIFIED' SETTLEMENTS ARE:-

ARBORFIELD CROSS
BARKHAM HILL
CHARVIL
EARLEY/SONNING/WOODLEY
HURST
RISELEY
SHINFIELD
SINDLESHAM
SPENCERS WOOD
SWALLOWFIELD
THREE MILE CROSS
TWYFORD
WARGRAVE
WINNERSH

LIMITING THE SPREAD OF DEVELOPMENT

1.1.06 The District Council recognises the need to maintain an acceptable level of environmental quality and considers that the maintenance of a clear distinction between built-up areas and the countryside is fundamental to achieving this aim. Such an approach helps to ensure that individual settlements retain their identity and that the open and rural character of land outside the boundaries of identified settlements is retained. Accordingly it is intended to limit development outside identified settlements to that which is appropriate to the countryside or has a special reason to locate there. Although these uses are acceptable in principle, they must also be acceptable in practice. This is particularly important in the case of small scale housing and employment development on the edge of settlements which is dealt with in more detail in policies LH1 and LE2.



❖ *LTV2 DEVELOPMENT IN RURAL AREAS*

ALL LAND OUTSIDE THE IDENTIFIED SETTLEMENTS, AS SHOWN ON THE PROPOSALS MAP IS CONSIDERED TO BE RURAL AREA WITHIN WHICH DEVELOPMENT WILL NOT NORMALLY BE ALLOWED. IN ACCORDANCE WITH THE

REPLACEMENT STRUCTURE PLAN EXCEPTIONS MAY BE MADE FOR DEVELOPMENT IN THE FOLLOWING CATEGORIES WHICH ARE NOT SPECIFICALLY DEALT WITH BY OTHER POLICIES IN THIS LOCAL PLAN:

(A) DEVELOPMENT FOR HOUSING PURPOSES OF SITES NOT EXCEEDING 0.4 HECTARE ON THE EDGE OF SETTLEMENTS IN THE FORM OF ROUNDING OFF OR REDEVELOPMENT;

(B) DEVELOPMENT FOR EMPLOYMENT USES NOT EXCEEDING 300 SQUARE METRES OF FLOORSPACE ON THE EDGE OF SETTLEMENTS IN THE FORM OF ROUNDING OFF OR REDEVELOPMENT;

(C) DEVELOPMENT ESSENTIAL TO THE USE OF LAND FOR AGRICULTURE OR FORESTRY;

(D) MINERAL EXTRACTION;

(E) PLANT FOR RECEIVING IMPORTED AGGREGATES, OR FOR THE PROCESSING OR DISTRIBUTION OF AGGREGATES;

(F) THE DISPOSAL OF WASTE BY CONTROLLED TIPPING WITHIN EXISTING OR FORMER MINERAL WORKINGS OR ON OTHER DESPOILED LAND;

(G) PUBLIC UTILITIES THAT CANNOT BE LOCATED ELSEWHERE;

(H) ANY OTHER PURPOSE WHOLLY APPROPRIATE TO A RURAL AREA.

THE ACCEPTABILITY OF ALL PROPOSALS WILL ALSO BE JUDGED AGAINST THE PROVISIONS OF THE OTHER RELEVANT POLICIES CONTAINED IN THIS PLAN. FOR THE AVOIDANCE OF DOUBT THE AREAS OF SPORADIC DEVELOPMENT IDENTIFIED ON THE PROPOSALS MAPS ARE INCLUDED WITHIN THE RURAL AREAS.

NEW SETTLEMENTS IN RURAL AREAS

1.1.07 The scale of housing and other developments envisaged in the Replacement Structure Plan for Berkshire is not such as to recognise or justify consideration of a new settlement separate from existing settlements. There are therefore no proposals of this nature in the plan. Any such development would seriously undermine the county and regional strategy and would seriously detract from the essential role of the countryside areas in providing a foil to the built-up areas and maintaining substantial tracts of countryside in an increasingly urbanised area.

❖ *LTV3 NEW SETTLEMENTS IN RURAL AREAS*

THE CREATION OF NEW SETTLEMENTS WILL NOT BE PERMITTED WITHIN THE DEFINED RURAL AREAS, AS SHOWN ON THE PROPOSALS MAP.

DEFINITION OF BOUNDARIES

1.1.08 The preparation of this Local Plan has provided an opportunity to formally recognise the boundaries of settlements that have never previously been 'identified' and to review those boundaries of settlements that have previously been recognised in earlier village or local plans. In certain cases development has occurred, or, a commitment exists beyond the existing boundary, whilst in other cases the latter does not always delineate land which is in a truly urban as opposed to rural use.

1.1.09 The perimeter of each 'identified' settlement has been surveyed and clear boundaries identified. These follow natural features, fencelines or other plot boundaries. An exception concerns properties with extensive curtilages where property boundaries are not necessarily appropriate. In such circumstances, it has been necessary to make a judgement about the point at

There have often been competing claims for the use of land, besides agriculture, in this part of Berkshire in the past, and they will be strengthened by the reduced role of agricultural production. The plan has a central role to play in achieving a rational balance between those claims.

1.3.06 Many of the policies are protective of the countryside and restrict new built development in accordance with the overall policy LTV1 of this Plan and Policy EN1 of the Replacement Structure Plan. The policies also seek to enhance the countryside in those areas where a land-use plan is able to do so.

EXPANSION OF EXISTING SETTLEMENTS

1.3.07 Some of the Housing and Employment policies allow for limited development of sites outside the identified settlements shown on the Proposals Map. It is important that where these are otherwise acceptable they should not prejudice the maintenance of the rural areas and the countryside in general terms. In addition to the general restriction of development in rural areas embodied in policy LTV2 there are, therefore, policies which apply to land on or close to the boundaries of the identified settlements and to land between settlements. The aims of these policies are:

a) to maintain, and where possible reinforce, a clear distinction between built-up areas and rural areas,

b) to ensure that new development either within or on the boundaries of built-up areas does not detract from the surrounding countryside,

c) to ensure that a physical and visual separation is maintained between distinct settlements.

1.3.08 The policies are based upon and complementary to Policies EN4, EN5 and EN6 of the Replacement Structure Plan and do not seek to repeat them. Particular consideration will be given to Policy EN4 which deals with the need to prevent development impinging unsatisfactorily on the surrounding countryside regardless of whether or not it is within one of the special categories outlined below.

1.3.09 Where there are distinct settlements, development on their boundaries or between them could, either visually or physically, damage their individual identities. Policy LC1 identifies the areas which are essential to the maintenance of physical and visual separation and makes it clear that development will not be permitted which would detract from that essential function. In some cases this will not include all of the intervening land between settlements but there may be other policies in the plan, in addition to LTV2, which make development equally unacceptable. In some areas the gap which already exists between settlements falls below that ideally required to maintain physical and visual separation. It is particularly important that what remains is fully protected and, where possible, made more effective.

1.3.10 In considering what areas should be included in Policy LC1, only gaps between identified settlements or between identified settlements and areas of sporadic development have been identified. At the smaller scale, development between areas of sporadic development would be equally unacceptable and on the larger scale, major developments in the wider tracts of open countryside between settlements could create new pressures for coalescence and be objectionable on that basis. The criteria used to identify the areas notated under policy LC1 are contained in Local Plan Working Paper Two which is available separately from this plan.

❖ *LC1 SEPARATION OF SETTLEMENTS*

IN SEEKING TO MAINTAIN A CLEAR SEPARATION OF SETTLEMENTS WITHIN THE PLAN AREA, DEVELOPMENT WILL NOT BE PERMITTED IN THE AREAS DEFINED ON THE PROPOSALS MAPS WHICH WOULD EITHER DETRACT FROM THE UNDEVELOPED APPEARANCE OR INTENSIFY EXISTING SPORADIC DEVELOPMENT. THESE

AREAS ARE OF SPECIAL SIGNIFICANCE BECAUSE THEY ARE ESSENTIAL TO THE MAINTENANCE OF A PHYSICAL AND VISUAL SEPARATION BETWEEN DISTINCT SETTLEMENTS. WHERE THE VISUAL OR PHYSICAL SEPARATION BETWEEN SETTLEMENTS IS NOT FULLY EFFECTIVE AT THE PRESENT TIME THE DISTRICT COUNCIL WILL SEEK TO ENHANCE VISUAL SEPARATION BY THE ENCOURAGEMENT OF TREE PLANTING OR OTHER APPROPRIATE MEANS.

1.3.11 In addition to protecting land because of its significance in separating settlements from each other it is proposed that areas of importance because of their character and appearance in relationship to adjoining built-up areas should also be protected. These areas of land are either an important part of the landscape setting of the settlement concerned, such as an open area or sloping land around it, or are areas of land which have an intimate relationship with the settlement and which are thus important to the retention of its character and setting. Examples are enclosed fields and paddocks which are an inherent part of the character of some of the settlements in the plan area.

❖ *LC2 SETTING OF SETTLEMENTS*

DEVELOPMENT WILL NOT BE PERMITTED WHICH WOULD DETRACT FROM THE OPEN OR RURAL APPEARANCE OF THE AREAS OF LAND DEFINED ON THE PROPOSALS MAPS WHICH ARE OF SPECIAL SIGNIFICANCE IN MAINTAINING THE LANDSCAPE SETTING OR THE INDIVIDUAL CHARACTER OF THE SETTLEMENTS.

AREAS OF SPECIAL LANDSCAPE IMPORTANCE

1.3.12 The landscape character of the local plan area is influenced by the rivers and streams which flow northwards to the Thames. In the northern part of the plan area, near the confluence of the rivers Thames and Loddon is a valley bottom landscape in which the town of Woodley and village of Sonning to the west and villages of Twyford and Wargrave to the east occupy slightly elevated positions. The River Loddon flows from the south joined by the Blackwater north of Swallowfield, through a wide open valley landscape, wholly agricultural in the south, but increasingly gravel and water dominated in the north. The slopes which flank the valley and wooded hill tops which form their crests are prominent in views from within the valley and across it.



1.3.13 A plan-wide landscape survey has identified two tracts of countryside within the plan area, at Farley Hill and Bearwood, as being of special importance in landscape terms. Both are wooded, hilltop areas which feature in views from large parts of the plan area. The criteria used to identify these areas and the alternative boundaries considered are contained in Local Plan Working Paper Three which is available separately from this plan. The following policies are intended to:

a) protect the areas of special landscape importance from development which would detract from their rural character and special landscape qualities;

b) enhance their rural character and landscape qualities by encouraging appropriate management;

c) protect them from development on land around them which would adversely affect their character and setting.

1.3.14 The areas identified represent the 'Other Areas of Special Landscape Importance' within the plan area referred to in Policy EN9 of the Replacement Structure Plan for Berkshire.

DESIGN WHICH REFLECTS AND ENHANCES THE VISUAL APPEARANCE AND CHARACTER OF THIS PROMINENT HILLTOP SITE.

University and Research Institute Land at Shinfield

2.5.25 In the Shinfield area there are a number of agricultural research units of Reading University which have already, or may in the future, become surplus to the University's requirements because of changed academic priorities and/or relocation. Typically these units consist of varying numbers of substantial buildings of permanent construction together with additions, temporary buildings or glasshouses. The University also has a number of farm units in the area and these will be treated in the same way as any other agricultural holding in the policies of this local plan.

2.5.26 In considering any proposals for alternative uses of research units the District Council will take into account the impact of such changes on the general strategy of the plan and on the environment, particularly where the unit is situated in a rural area.

❖ *LS3 NEW USES FOR RESEARCH ESTABLISHMENTS OUTSIDE SETTLEMENTS*

WHERE EXISTING RESEARCH ESTABLISHMENTS OUTSIDE SETTLEMENTS ARE NO LONGER REQUIRED A CHANGE OF USE OF LAND AND BUILDINGS TO RESIDENTIAL, EDUCATIONAL, HEALTH OR COMMUNITY USES WILL GENERALLY BE ACCEPTABLE SUBJECT TO THE PROVISIONS OF THE OTHER POLICIES OF THIS PLAN. PROPOSALS FOR MORE COMMERCIAL USES SUCH AS HOTELS, RECREATION ACTIVITIES OR BUSINESS USE MAY BE ACCEPTABLE PROVIDING:

A) THE USES CAN BE ACCOMMODATED WITHIN EXISTING PERMANENT BUILDINGS, OR BY REDEVELOPMENT WITHIN THE AREA OF EXISTING PERMANENT BUILDINGS;

B) THE PROPOSALS PROVIDE FOR THE REMOVAL OF EXISTING TEMPORARY BUILDINGS OR UNSIGHTLY ADDITIONS FROM THE SITE;

C) THE USES DO NOT HAVE A DETRIMENTAL EFFECT ON THE AMENITY OF THE AREA BY REASON OF VISUAL INTRUSION, THE GENERATION OF NOISE OR OTHER DISTURBANCE, OR EXCESSIVE TRAFFIC GENERATION.

PARISH OF SWALLOWFIELD

Swallowfield Village

2.5.27 Swallowfield lies on low land between the Rivers Loddon and Blackwater. It is a compact village, centred on The Street and bounded by the parkland of Swallowfield Park to the north and agricultural land on either side. The church is situated outside the built up part of the village and whilst at least one shop has been lost in recent years the village retains the basic facilities of shop and post office as well as a doctor's surgery. These facilities also serve Riseley to the south.



2.5.28 Provision for an appropriate amount of new housing development within the village was made in the Swallowfield District Plan in 1981. This involved development to the rear of the council houses in Trowes Lane which is now going ahead. It is considered that a further development of a similar size would be appropriate in the village in the period after 1992. Apart from the need to phase development in the District as a whole, Swallowfield would need time to absorb the current development before further increases could be contemplated.

APPENDIX 18



Wokingham District Local Plan
Deposit Draft

With Proposed Amendments Highlighted

February 2000

- Proposed Amendments April 1999
- Additional Proposed Amendments September 1999
- Proposed Transport Amendments February 2000

1.9 For the purposes of this plan the identified settlements are:

ARBORFIELD CROSS
BARKHAM HILL
CHARVIL
EARLEY/SONNING/WOODLEY
FINCHAMPSTEAD
FINCHAMPSTEAD NORTH
HURST
PINEWOOD
RISELEY
SHINFIELD
SINDLESHAM
SPENCERS WOOD
SWALLOWFIELD
THREE MILE CROSS
TWYFORD
WARGRAVE
WINNERSH
WOKINGHAM.

1.10 Areas of sporadic development exist within the plan area which involve very few properties and/or are dominated by areas of undeveloped rural land either between, or to the rear and in front of properties causing them to be characterised by a loose settlement pattern, or to form a narrow strip of development in what is a distinctly rural area. These areas of development have not been included within the identified settlements.

POLICY WOS2: GENERAL DEVELOPMENT PRINCIPLES

SUBJECT TO THE DETAILED PROVISIONS OF OTHER POLICIES CONTAINED IN THIS PLAN, DEVELOPMENT WILL BE ALLOWED WITHIN THE BOUNDARIES OF THE IDENTIFIED SETTLEMENTS SHOWN ON THE PROPOSALS MAP AND LISTED IN THE TEXT.

OUTSIDE THESE SETTLEMENTS DEVELOPMENT WILL ONLY BE ALLOWED IN EXCEPTIONAL CIRCUMSTANCES AND WILL BE STRICTLY CONTROLLED THROUGH THE APPLICATION OF THE DETAILED POLICIES AND PROVISIONS OF THIS PLAN AND STRUCTURE PLAN POLICIES C2 (DEVELOPMENT OUTSIDE BUILT UP AREAS AND SETTLEMENTS) AND C4 (CONTROL OF DEVELOPMENT IN THE GREEN BELT).

Implementation: Through the development control process.

Monitoring: Planning applications determined.

1.11 The most attractive and successful urban environments are those where all the component parts (e.g. buildings, trees, roads, spaces, people, traffic) have been satisfactorily accommodated to create interesting, lively and pleasant places. In order to maintain and enhance the character of the built environment, the appropriateness of the use of existing buildings and the design of new buildings or extensions to existing buildings, are very important.

1.12 The Council is particularly concerned to promote a high standard of design in new buildings, to ensure that new buildings are responsive to their location and to their potential occupants' and/or users' needs. New development needs to be appropriate in terms of function, siting, scale, form, massing, materials, colour and texture in its relationship with adjoining buildings and sites. Accordingly, new development will be expected to make an acceptable and positive contribution to the built environment. In addition new development should be appropriately located so as to reduce the need to travel and to encourage alternative modes of transport to the car.

1.12A LANDSCAPING SCHEMES SHOULD BE COMPRISED PREDOMINANTLY, IF NOT WHOLLY, OF LOCALLY NATIVE SPECIES. **(PA 1/5)**

POLICY WCC1: DEVELOPMENT IN THE COUNTRYSIDE (OUTSIDE THE METROPOLITAN GREEN BELT)

DEVELOPMENT OUTSIDE SETTLEMENT BOUNDARIES DEFINED IN THIS PLAN (AND NOT WITHIN THE METROPOLITAN GREEN BELT) WILL ONLY BE ALLOWED IN EXCEPTIONAL CIRCUMSTANCES AND WILL BE STRICTLY CONTROLLED THROUGH THE APPLICATION OF DETAILED POLICIES AND PROVISIONS OF THIS PLAN.

DEVELOPMENT WILL ONLY BE ACCEPTABLE IN PRINCIPLE WHERE THE PROPOSAL FALLS WITHIN AT LEAST ONE OF THE FOLLOWING CATEGORIES:

A) DEVELOPMENT FOR AGRICULTURE/FORESTRY

B) OUTDOOR SPORT/COUNTRYSIDE RECREATION

C) LOCAL COMMUNITY FACILITIES WHICH CANNOT BE LOCATED ELSEWHERE

D) RE-USE AND ADAPTATION OF EXISTING BUILDINGS

E) DIVERSIFICATION OF AN ESTABLISHED AGRICULTURAL BUSINESS WHERE IT COMPLIES WITH POLICY WRE1

Cont.

F) REDEVELOPMENT PROPOSAL IN THE COUNTRYSIDE

G) OTHER DEVELOPMENT APPROPRIATE TO THE COUNTRYSIDE WHICH CANNOT BE ACCOMMODATED WITHIN A SETTLEMENT

~~*H)SENSITIVE INFILLING OF SMALL GAPS WITHIN SMALL GROUPS OF HOUSES AND MINOR EXTENSIONS TO GROUPS OUTSIDE DESIGNATED GREEN GAPS (POLICY WCC 2) FOR RESIDENTIAL USE WILL BE ACCEPTABLE SUBJECT TO THE PROVISIONS OF POLICY WH1A*~~ **(PA 2/8)**

H) SENSITIVE INFILLING OF ONE OR TWO DWELLINGS IN A SMALL GAP IN AN OTHERWISE BUILT-UP FRONTAGE WHERE THE DEVELOPMENT WOULD NOT ADVERSELY AFFECT THE CHARACTER AND APPEARANCE OF THE AREA. **[A1]**

WHERE DEVELOPMENT IS ACCEPTABLE IN PRINCIPLE, IT WILL ONLY BE PERMITTED IF IT IS APPROPRIATE IN SCALE, FORM, MATERIALS, DESIGN, CHARACTER, TO ITS LOCATION IN THE COUNTRYSIDE AND BE CONSISTENT WITH OTHER POLICIES IN THIS PLAN (SUCH AS *THOSE RELATING TO GREEN GAPS, LANDSCAPE AND* **[A1]** NATURE CONSERVATION) AND ANY SUPPLEMENTARY PLANNING GUIDANCE.

THE CLOSING OF GAPS OR THE ENCLOSURE OF OPEN AREAS THAT ARE IMPORTANT COMPONENTS IN THE CHARACTER OF AN AREA WILL NOT BE PERMITTED.

Implementation: The development control process.

Monitoring: Planning applications determined within each category.

Separation of Settlements by Green Gaps and Wedges

2.24 As a result of the density of development and the variety of settlements that characterise the plan area, it is essential that the separate identity of these settlements is maintained by keeping real 'green wedges' and 'gaps' between them. Policy C6 of the Berkshire Structure Plan 1991 - 2006 states that the 'green wedges' and 'gaps' will be defined in local plans. The areas in question are set out on the proposals map supporting this plan. Some of these gaps are more vulnerable than others and any built development could undermine their importance. Where specific landscape features such as trees or hedgerows may be compromised measures for positive landscape management will be sought, where possible.

2.25 For the avoidance of doubt, 'green wedges' are areas of open space penetrating, partly enclosed by, or separating identified settlements. ~~*EXISTING PERMITTED USES WILL CONTINUE IN THESE AREAS BUT INTENSIFICATION OF THESE USES WILL NOT BE ALLOWED, IN ORDER TO PRESERVE THE EXISTING OPEN CHARACTER OF THE LAND.*~~ **(PA 2/9)** *EXISTING PERMITTED USES WILL CONTINUE IN THESE AREAS, BUT INTENSIFICATION OF THESE USES WILL NOT BE ALLOWED WHERE THE EXISTING OPEN AND UNDEVELOPED CHARACTER OF THE LAND IS ADVERSELY AFFECTED.* **[A2]** 'Gaps' comprise open land which provides physical or visual separation between distinct identified settlements.

2.26 The areas included in the green wedges and gaps policy have been identified previously in the adopted local plans as areas important to the separation of settlements. These are retained except where specific proposals require a change, e.g. the new settlement identified at Grazeley, south of the M4.

2.27 The green wedges and gaps can also be important because of the character and sense of place that they can contribute to the settlements. In the adopted local plans the separation of, and setting of, settlements

2.29 Major development in the wider tracts of open countryside could create further development pressures leading to the coalescence of settlements. The open land between Wokingham and Crowthorne to the east of the Reading/Guildford railway line is subject to particular pressures and is therefore identified in the Structure Plan supporting text (para. 5.28) to Policy C6. The Council will continue to protect the wider tracts of open countryside between other settlements, such as between Wokingham, Hurst and Twyford *AND THE LODDON VALLEY BETWEEN ABORFIELD CROSS AND SHINFIELD.* **(PA 2/10)**

POLICY WCC2: GREEN GAPS AND WEDGES (OUTSIDE THE METROPOLITAN GREEN BELT)

IN SEEKING TO MAINTAIN A CLEAR SEPARATION OF SETTLEMENTS WITHIN THE PLAN AREA, DEVELOPMENT WILL NOT BE PERMITTED IN THE GREEN GAPS AND WEDGES THAT WOULD AFFECT OR DETRACT FROM THEIR OPEN OR COUNTRYSIDE APPEARANCE AND CHARACTER. THESE AREAS ARE OF SPECIAL SIGNIFICANCE BECAUSE THEY ARE ESSENTIAL TO THE MAINTENANCE OF A PHYSICAL AND VISUAL SEPARATION BETWEEN DISTINCT SETTLEMENTS AND THE COUNTRYSIDE SETTING THEY PROVIDE FOR THEM.

EXISTING SETTLEMENT BOUNDARY FEATURES SUCH AS WOODLANDS, COPSES AND HEDGEROWS SHOULD BE RETAINED AND, WHERE POSSIBLE, ENHANCED. POSITIVE MANAGEMENT OF LANDSCAPE FEATURES THAT CONTRIBUTE TO THE SEPARATION OF SETTLEMENTS WILL BE ENCOURAGED.

ANY DEVELOPMENT ADJOINING AREAS IMPORTANT TO THE SEPARATION OF SETTLEMENTS MUST NOT UNDERMINE THOSE BOUNDARY FEATURES IMPORTANT TO THE LANDSCAPE.

THE GREEN GAPS AND WEDGES ARE IDENTIFIED ON THE PROPOSALS MAP.

Implementation: The development control process, encouragement and advice to landowners.

Monitoring: Impact of planning consents and number of positive management actions achieved.

Central Berkshire Forest

2.30 This Council has been developing the principles of landscape enhancement on the edges of the built-up areas through its Community Woodland programme in the Loddon Valley. The Berkshire Structure Plan 1991 - 2006 includes a proposal for a 'new forest' in the central part of Berkshire. *THIS WILL INVOLVE INCREASED TREE COVER AND SHOULD ALSO INCLUDE A RICH VARIETY OF OTHER USES SUCH AS FARMLAND, HEATH AND MEADOWS. THE FOREST SHOULD AFFORD OPPORTUNITIES FOR RECREATION, WILDLIFE AND THE DIVERSIFICATION OF FARMING ACTIVITIES.* **[A3]**

2.31 A study has been undertaken of how and where the Community Woodland concept can be expanded into other areas where there would be a positive benefit from an increase in tree cover and thereby contribute to the concept of the new forest. The study has established a search area, outside the Metropolitan Green Belt, which includes:

a) the Earley sectors of the Community Woodland
b) the critical gaps between Woodley, Earley and Winnersh
c) the mineral degraded landscapes of the middle Loddon Valley
d) the Lower Loddon, between the A4 and the Thames
e) weak settlement edges and areas important to the setting and separation of settlements
f) the A329(M) and M4 corridors.

~~*Allowance for Unidentified Small Sites 1996 - 2006*~~

~~These sites have made a major contribution to meeting the District's overall housing requirements. In considering the contribution that such sites will make, concern about the environmental and infrastructure implications of redevelopment at higher densities in urban locations has been balanced against the need to make the best use of land within the built up areas. The rate of development on such sites is expected to be below that which was anticipated when the adopted local were prepared, and this is reflected in the estimated figure.~~

~~*New Settlement at Grazeley*~~

~~Policy H3 of the Berkshire Structure Plan 1991 - 2006 states that between 2,000 and 2,500 of the total dwellings in Wokingham District should be in the area to the south of the M4 in the vicinity of Reading. Proposal WSM1 of this plan identifies land in the area of Grazeley for the development of a new settlement of 2,500 dwellings and associated development.~~

~~*Sites Identified in this Plan*~~

~~The remainder of the District's housing requirement will be met by the development of specific sites, listed in Policy WH2 below.~~

(PA 5/1)

QUANTITY OF HOUSING

5.2 *THE DISTRICT IS REQUIRED TO MAKE PROVISION FOR 7,750 DWELLINGS DURING THE PERIOD 1991 TO 2006, TO BE PHASED AS FOLLOWS:*
1991 TO 1996 : 2,550
1996 TO 2001 : 2,250
2001 TO 2006 : 2,950.

THESE DWELLINGS ARE ALLOCATED IN THE FOLLOWING WAY:

COMPLETIONS 1991 - 1998	*3,226*
OUTSTANDING COMMITMENTS (>1 HA) AT 1.4.98	*723*
SITES IDENTIFIED IN WDLP	*54*
OTHER SOFT COMMITMENTS (AS AT 1.4.98)	*312*
ALLOWANCE FOR UNIDENTIFIED SMALL SITES 1996 - 2006 (8 YRS.)	*760*
MAJOR DEVELOPMENT AT GRAZELEY	*1,850*
POST 1/4/98 AMENDMENTS:	
NEW SOFT COMMITMENTS (22.6.98) (RELEASE IN PRINCIPLE OF WLDPDD RESERVE SITES)	*540*
NEW SOFT COMMITMENTS (20.7.98) (IDENTIFICATION OF ADDITIONAL SITE FOR INCLUSION IN THE PLAN)	*105*
NEW SOFT COMMITMENTS (21.9.98) (INCREASED DENSITIES ON AGREED SITES)	*91*
NEW SOFT COMMITMENTS (9.11.98) (IDENTIFICATION OF ADDITIONAL SITE FOR INCLUSION IN THE PLAN)	*95*

	7756

COMPLETIONS 1991 TO 1998
THIS COMPRISES ALL SITES, BOTH MAJOR AND SMALL, WHERE HOUSING HAS BEEN COMPLETED SINCE 1991.

OUTSTANDING COMMITMENTS (HARD) (>1 HA ONLY) (NET)

THE FIGURE OF 723 IS THE NET COMMITMENTS FIGURE FOR DWELLINGS WITH PLANNING PERMISSION ON SITES OVER ONE HECTARE. THERE ARE, IN ADDITION, 385 DWELLINGS COMMITTED (HARD) ON SITES OF LESS THAN ONE HECTARE. THESE ARE NOT COUNTED, AS AN ALLOWANCE IS MADE FOR COMPLETIONS ON SITES OF LESS THAN ONE HECTARE ELSEWHERE IN THE CALCULATION (SEE BELOW).

DISTRICT LOCAL PLAN (DEPOSIT DRAFT) SITES
*THIS FIGURE REPRESENTS THOSE PRIORITY SITES LISTED IN POLICY WH2 ON WHICH NO CONSENT HAD BEEN GRANTED AS AT 1 APRIL 1998. THE RESERVE SITES IN POLICY WH2 ARE **NOT** INCLUDED IN THE CALCULATION OF THE PROVISION.*

OTHER SOFT COMMITMENTS

THE FIGURE OF 312 COMPRISES:

a) *SITES IDENTIFIED IN THE COUNCIL'S TWO ADOPTED LOCAL PLANS, THAT DO NOT HAVE THE BENEFIT OF A PLANNING CONSENT*
b) *DISTRICT LOCAL PLAN SITES WHERE THE COUNCIL HAS RESOLVED TO GRANT PLANNING CONSENT SUBJECT TO THE SIGNING OF A SECTION 106 AGREEMENT*
c) *DISTRICT LOCAL PLAN SITE WK21 LAND AT NORTON ROAD, WOKINGHAM, WHICH ALTHOUGH LESS THAN 1 HECTARE, WILL MAKE A SUBSTANTIAL CONTRIBUTION (23 DWELLINGS) TOWARDS MEETING THE COUNCIL'S HOUSING REQUIREMENT*
d) *OTHER SITES WHERE THE COUNCIL HAS RESOLVED TO GRANT PLANNING CONSENT SUBJECT TO THE SIGNING OF A SECTION 106 AGREEMENT.*

~~g) THERE IS ADEQUATE LOCAL HIGHWAY AND INFRASTRUCTURE CAPACITY TO CATER FOR TRAFFIC AND OTHER DEMANDS GENERATED BY THE DEVELOPMENT, WITH, WHERE SEEN AS NECESSARY, THE PROVISION OF ROAD SAFETY MEASURES. IT WILL BE NECESSARY TO CONSIDER THE CUMULATIVE EFFECT ON ROADS AND INFRASTRUCTURE OF PROPOSED DEVELOPMENTS IN THE SAME AREA, TO DETERMINE THEIR ACCEPTABILITY UNDER THIS CRITERION~~

~~PROPOSALS FOR RESIDENTIAL DEVELOPMENT WILL BE JUDGED AGAINST THE COUNCIL'S PLANNING GUIDELINES FOR THEIR ACCEPTABILITY UNDER DESIGN AND PARKING CRITERIA.~~

~~Implementation: Planning permissions to private and public sector housebuilders, having regard to Planning Guidelines.~~

~~Monitoring: Planning applications.~~ **(PA 5/5)**

5.13 Assuming that ~~2,500~~ *1,850* **(PA 5/6)** dwellings are provided on the major site south of the M4 at Grazeley *BY 2006,* **(PA 5/6)** it is necessary to ensure that sufficient land is identified for the development of small sites. The sites that have been identified in Policy WH2 have been selected on the basis of their performance against a number of environmental criteria.

POLICY WH2: HOUSING DEVELOPMENT - IDENTIFIED SITES

IN ADDITION TO THE ~~2,500~~ *1,850* **(PA 5/6** DWELLINGS TO BE BUILT AT GRAZELEY (SEE PROPOSAL WSM1), THE COUNCIL WILL MAKE PROVISION FOR THE DEVELOPMENT OF APPROXIMATELY ~~240~~ *867* **(PA 5/6)** DWELLINGS IN THE PERIOD 1 APRIL 1996 TO 31 MARCH 2006 ON THE FOLLOWING SITES, SUBJECT TO THE PROVISION OF INFRASTRUCTURE AND PUBLIC AND COMMUNITY SERVICES NECESSARY TO SUPPORT THE DEVELOPMENT. THESE SITES WILL BE SAFEGUARDED FROM OTHER TYPES OF DEVELOPMENT. IN BRINGING FORWARD THE SITES FOR DEVELOPMENT, A DEVELOPMENT BRIEF WILL BE REQUIRED. *DEVELOPMENTS AT OR NEAR WINNERSH WILL BE REQUIRED TO CONTRIBUTE TOWARDS SCHEMES PUT FORWARD IN THE WINNERSH TRANSPORT STUDY.***(PA 5/7)**

~~a) PRIORITY SITES:~~
~~i CH03 CHARVIL FARM, BATH ROAD, CHARVIL~~
~~ii SH09 LAND AT JUNCTION OF KILN LANE AND BEECH HILL ROAD, SPENCERS WOOD~~
~~iii WH12 LAND WEST OF MOLE ROAD, SINDLESHAM~~
~~iv WH17 FORMER GMU DEPOT, WATMORE LANE, WINNERSH~~
~~v WK06 KEEPHATCH FARM, NORTH OF KEEPHATCH HOUSE, WOKINGHAM~~
~~vi WK20 EASTHAMPSTEAD ROAD CAR PARK, WOKINGHAM~~
~~vii WK21 LAND AT NORTON ROAD, WOKINGHAM~~
~~viii WK35 WOKINGHAM FOOTBALL CLUB, WOKINGHAM.~~**(PA 5/6)**

Cont.

130

a) *WI12 LAND WEST OF MOLE ROAD, SINDLESHAM*
b) *WI17 FORMER GMU DEPOT, WATMORE LANE, WINNERSH*
c) *AB05 ARBORFIELD GARRISON, ARBORFIELD*
d) *SH03 LAND AT GRAZELEY ROAD, THREE MILE CROSS*
e) *SH13 CHURCH FARM AND CATTLE BREEDING CENTRE, CHURCH LANE*
f) *SH15 LAND AT HOLLOW LANE, SHINFIELD*
g) *SH27 LAND AT WILSFORD CLOSE, SHINFIELD*
h) *SH37 LAND AT LANE END FARM, CUTBUSH LANE, SHINFIELD*
i) *WI13 LAND AT CHATSWORTH AVENUE, WINNERSH*

~~IF IT BECOMES CLEAR THAT DEVELOPMENT OF ANY OF THESE SITES CANNOT BE ACHIEVED BY 2006, AND ALTERNATIVE SITES HAVE NOT COME FORWARD SUFFICIENT TO MAINTAIN A FIVE YEAR SUPPLY OF HOUSING LAND, THE COUNCIL WILL IDENTIFY FOR DEVELOPMENT A SITE OR SITES FROM THE LIST OF RESERVE SITES THAT FOLLOWS.~~

~~b) RESERVE SITES:~~
~~i AB05 ARBORFIELD GARRISON, ARBORFIELD~~
~~ii SH03 LAND REAR OF PROPERTIES ON GRAZELEY ROAD, THREE MILE CROSS~~
~~iii SH14 LAND AT CHURCH LANE, SHINFIELD~~
~~iv SH15 LAND AT HOLLOW LANE, SHINFIELD~~
~~v SH27 THE HOMESTEAD, SHINFIELD ROAD, SHINFIELD~~
~~vi WI13 LAND AT CHATSWORTH AVENUE, WINNERSH~~

~~THESE SITES ARE NOT IN PRIORITY ORDER FOR RELEASE. THE COUNCIL WILL DECIDE BETWEEN THE SITES IN THE LIGHT OF THE CIRCUMSTANCES PREVAILING WHEN THE DECISION NEEDS TO BE MADE.~~

Implementation: Planning permissions to private and public sector housebuilders.

Monitoring: Monitor release of sites for development, including planning permissions. **(PA 5/6)**

5.14 The retention of the existing housing stock is important in helping to meet the overall requirements of the District. Consequently, net losses of existing housing will only be acceptable in exceptional circumstances.

POLICY WH3: EXISTING RESIDENTIAL USES

THE COUNCIL WILL NORMALLY RESIST PROPOSALS INVOLVING THE LOSS TO OTHER USES OF EXISTING RESIDENTIAL ACCOMMODATION. HOWEVER, CONSIDERATION WILL BE GIVEN TO MAKING AN EXCEPTION TO THIS POLICY WHERE:

a) THE PROPOSAL WOULD PROVIDE ESSENTIAL COMMUNITY SERVICES, OR

b) A CHANGE OF USE OF A LISTED BUILDING WOULD HELP TO SECURE ITS PRESERVATION OR ENHANCEMENT, OR

c) THE EXISTING ACCOMMODATION IS NOT SELF-CONTAINED AND A SEPARATE ACCESS CANNOT BE SATISFACTORILY PROVIDED, OR

d) THE AMENITY OF THE EXISTING ACCOMMODATION IS SO POOR AS TO RENDER INAPPROPRIATE ITS RETENTION IN RESIDENTIAL USE.

Cont.

Introducing Flexibility and Vitality - Provision of Mixed Use Premises

7.50 Craft enterprises and one man businesses often operate from small workshops. Some of these activities have caused complaint when operated in adapted outbuildings attached to existing dwellings in residential estates, especially if power tools are used or the enterprise attracts deliveries or calls from customers. Many of these difficulties can be overcome if places of work are insulated against noise transfer, and road layout and parking provision are suitable for the purpose. Consideration should therefore be given to the provision of new mixed use premises and areas. These would be dwellings with appropriately designed access, highway infrastructure and purpose built workshops. Workshops could be attached to the houses or within their grounds. Use of these premises would be controlled by planning conditions designed to protect residential amenity. The issues covered would ~~be~~ *INCLUDE* **(PA 7/21)** those contained in Policy WEM15. Particularly suitable locations would be adjacent to shopping parades or employment areas or as part of major new housing developments. In order to maintain the stock, a condition would be required to prevent separation of the workshops from the dwelling.

POLICY WEM17: MIXED USE PREMISES

IN THE FOLLOWING LOCATIONS:

A) DISCRETE MIXED USE AREAS IDENTIFIED THROUGH A PLANNING BRIEF WITHIN MAJOR NEW HOUSING DEVELOPMENTS

B) WHERE NEW HOUSING IS TO BE DEVELOPED ADJACENT TO EXISTING OR PROPOSED SHOPPING AND EMPLOYMENT AREAS, AND WHERE ACCESS TO WORKSHOPS WOULD NOT BE TAKEN THROUGH PREDOMINANTLY RESIDENTIAL ROADS **(PA 7/22)**

THE COUNCIL WILL CONSIDER THE PROVISION OF NEW DWELLINGS WITH ASSOCIATED WORKSHOPS TO FORM MIXED USE PREMISES. THE BUSINESS USE SHOULD HAVE AN ANCILLARY RELATIONSHIP TO THE DWELLING IN BUILT FORM, FLOORSPACE AND SCALE *AND BE INTEGRATED INTO ITS LOCAL CONTEXT WITHOUT DETRIMENT TO THE AMENITIES OF ADJOINING LAND USES AND OCCUPIERS.* **(PA 7/22)**

Implementation: Use of land in public and private ownership, identification in development briefs.

Monitoring: Annual housing and employment monitoring.

ALTERNATIVE USES FOR BUILDINGS AND LAND IN EMPLOYMENT USE

Alternative Uses for Land and Premises with a Commitment for, or in Existing B Class Use

7.51 Berkshire Structure Plan Policy BU3 states that existing permissions for BIDS uses will not automatically be renewed where a site could be beneficially used to achieve other desirable planning objectives. Whilst this may be appropriate where planning permissions have been granted on free-standing sites, it has implications for premises in existing employment areas. To remove employment floorspace in established industrial areas permanently would result in a dilution of their character. It could also either divert employment generating uses to less

well located existing premises or put pressure on greenfield sites in the future. Either outcome would be likely to increase the need to travel. It is proposed to set criteria to protect those sites that are seen of particular importance to the health and diversity of the local economy whilst not opposing the principle of change of use elsewhere. *POLICY WEM18 DOES NOT PRECLUDE THE IMPLEMENTATION OF THE PROVISIONS OF WEM3, WHICH APPLIES TO THE CORE EMPLOYMENT AREA AT GREEN PARK, OR POLICIES WEM14 AND WR10 THAT SEEK TO PROVIDE A LIMITED RANGE OF ANCILLARY FACILITIES THAT COMPLEMENT THE MAIN BUSINESS USE OF NEW AND EXISTING EMPLOYMENT AREAS.* **(PA 7/23)** In line with advice in PPG 6 inappropriate proposals for retail use on land allocated for other purposes will be resisted.

POLICY WEM18: ALTERNATIVE USES FOR LAND AND PREMISES WITH A COMMITMENT FOR, OR IN EXISTING, B1 - B8 USE

THE COUNCIL WILL ACCEPT THE PRINCIPLE OF CHANGE AWAY FROM BUSINESS EMPLOYMENT GENERATING USE (CLASSES B1 - B8) TO MEET RESIDENTIAL OR, COMMUNITY NEEDS EXCEPT:

Cont.

A) THE FORM, BULK AND GENERAL DESIGN OF THE BUILDING IS IN KEEPING WITH ITS SURROUNDINGS

B) THE BUILDING PROPOSED FOR RE-USE IS SUITABLE FOR THE PROPOSED USE WITHOUT MAJOR REBUILDING OR ALTERATION

C) THE COMMERCIAL PROPOSAL DOES NOT RESULT IN REPLACEMENT BUILDINGS FOR AGRICULTURAL PURPOSES OR NEW BUILDINGS FOR, OR TO SUPPORT, THE USE PROPOSED

D) THERE ARE NO OVER-RIDING HISTORICAL ENVIRONMENT, ENVIRONMENTAL, ROAD SAFETY, VISUAL OR RESIDENTIAL AMENITY OBJECTIONS, ARISING FROM THE SCALE, IMPACT (INCLUDING CUMULATIVE IMPACT), CHARACTER OR SITING OF THE RE-USE AND ITS ASSOCIATED WORKS AND ACTIVITIES

E) THERE IS NO OBJECTION UNDER POLICY WT4 ON TRAFFIC GENERATION GROUNDS

F) THERE IS NO ADVERSE IMPACT ON THE WILDLIFE VALUE OF THE SITE OR ITS SURROUNDINGS OR UPON SITES OF REGIONAL GEOLOGICAL OR GEOMORPHOLOGICAL IMPORTANCE.

Implementation: Through the development control process in consultation with BBONT and English Nature.

Monitoring: Annual employment monitoring.

7.61 Where there is concern that fragmentation of a holding will result from the change of use, a planning obligation under Section 106 of the Town and Country Planning Act 1990 will be considered to prevent separation of the building proposed for non agricultural use from the existing farm or forestry land.

University and Research Units outside the Settlement of Shinfield

7.62 In the countryside in Shinfield Parish there are a several agricultural research units of Reading University, which have already or may in the future, become surplus to requirements because of changed academic priorities and/or relocation. Typically these units consist of varied numbers of substantial buildings of permanent construction, together with additional structures, temporary buildings or glasshouses and undeveloped land. Some of these sites have the benefit of an existing commitment for development. Others are identified as ~~reserve~~ **(PA 7/28)** sites for housing. (See Policy WH2, chapter 5 Housing). ~~The range of suitable alternative uses for the remainder does not include residential use, as any allocation for housing on these extensive sites would be detrimental to the aims of plan Policies WH2 and WSM1 and the achievement of a sustainable settlement south of the M4, and the designation of the area as countryside~~ *THIS POLICY APPLIES TO SITES THAT ARE NOT ALLOCATED FOR EITHER HOUSING OR EMPLOYMENT USE UNDER POLICIES WH2 OR WEM2 OF THIS PLAN. THE INTENTION OF THE POLICY IS TO PREVENT MAJOR URBANISATION OF THE RURAL AREA. IT SEEKS TO BALANCE REASONABLE DEVELOPMENT, WHICH TAKES ACCOUNT OF THE PLANNING HISTORY OF THE FORMER RESEARCH ESTABLISHMENTS, WITH PROTECTION OF THE COUNTRYSIDE WITHIN WHICH THEY ARE SET.* **(PA 7/28)**

7.63 The University also has a number of farm units in the area and these will be treated in the same way as any other agricultural holdings.

PROPOSAL WRE3: NEW USES FOR RESEARCH ESTABLISHMENTS OUTSIDE THE SETTLEMENT OF SHINFIELD

~~WHERE EXISTING RESEARCH ESTABLISHMENTS OUTSIDE SETTLEMENTS ARE NO LONGER REQUIRED A CHANGE OF USE OF LAND AND BUILDINGS TO EDUCATIONAL, HEALTH OR COMMUNITY USES WILL GENERALLY BE ACCEPTABLE, SUBJECT TO THE PROVISIONS OF ALL OTHER RELEVANT POLICIES AND PROVISIONS OF THIS PLAN. PROPOSALS FOR MORE COMMERCIAL USES SUCH AS HOTELS, RECREATION ACTIVITIES OR BUSINESS USE MAY BE ACCEPTABLE PROVIDING~~

WHERE EXISTING RESEARCH ESTABLISHMENTS OUTSIDE SETTLEMENTS ARE NO LONGER REQUIRED, A CHANGE OF USE, OR REDEVELOPMENT OF LAND AND BUILDINGS TO EDUCATIONAL, RESIDENTIAL, HEALTH OR COMMUNITY USES WILL GENERALLY BE ENCOURAGED. PROPOSALS FOR MORE COMMERCIAL USES SUCH AS HOTELS, RECREATIONAL ACTIVITIES OR BUSINESS USE MAY BE ACCEPTABLE, SUBJECT TO THE PROVISIONS OF ALL OTHER RELEVANT POLICIES AND PROVISIONS OF THIS PLAN, AND POLICY BU1 OF THE STRUCTURE PLAN PROVIDING: **(PA 7/29)**

~~A) THE USES CAN BE ACCOMMODATED WITHIN EXISTING PERMANENT BUILDINGS, OR BY REDEVELOPMENT WITHIN THE AREA COVERED BY EXISTING PERMANENT BUILDINGS~~

A) THE USES CAN BE ACCOMMODATED WITHIN EXISTING PERMANENT BUILDINGS, OR BY REDEVELOPMENT. THE GROUND COVERAGE OF ANY REDEVELOPMENT SHALL BE NO GREATER THAN THAT CURRENTLY OCCUPIED BY EXISTING BUILDINGS AND HARDSTANDINGS. **(PA 7/29)**

B) THE PROPOSALS PROVIDE FOR THE REMOVAL OF EXISTING TEMPORARY BUILDINGS OR UNSIGHTLY ADDITIONS FROM THE SITE

C) THE USES DO NOT HAVE A DETRIMENTAL EFFECT ON THE AMENITY OF THE AREA BY REASON OF VISUAL INTRUSION, THE GENERATION OF NOISE OR OTHER DISTURBANCE, OR EXCESSIVE TRAFFIC GENERATION

~~D) SCHEMES INCLUDE THE RETENTION AND MAINTENANCE OF EXISTING UNDEVELOPED AREAS WITHIN THE SITE AS LANDSCAPED AREAS.~~

D) SCHEMES DO NOT ENCROACH SIGNIFICANTLY ON EXISTING UNDEVELOPED AREAS OF THE SITE. THESE UNDEVELOPED AREAS SHALL BE RETAINED AND MAINTAINED AS OPEN OR INFORMAL LANDSCAPED AREAS IN KEEPING WITH THE CHARACTER OF THE COUNTRYSIDE WITHIN WHICH THEY ARE SET. **(PA 7/29)**

Implementation: Through the development control process and negotiation with the landowner.

Monitoring: Annual employment monitoring.

Redevelopment, Extension and Infilling at Existing Employment Sites Outside Settlement Boundaries

7.64 The principle of redevelopment, minor extension and infilling of existing sites in the countryside is allowed by Berkshire Structure Plan Policy C2 in order to assist the rural

APPENDIX 19



MEETING OF THE ENVIRONMENTAL SERVICES COMMITTEE

7.30PM

22ND JUNE 1998

AGENDA

CIVIC OFFICES
SHUTE END
WOKINGHAM
BERKSHIRE

GILLIAN NORTON
CHIEF EXECUTIVE

7.00	**THE DISTRICT LOCAL PLAN** To consider a report about the five year housing land supply position and action that needs to be taken.	85
8.00	**MAJOR DEVELOPMENT RESOURCING AND CONSULTANCY** To consider a report about the appointment of consultants to assist with the proposals for major development south of the M4.	99
9.00	**RURAL TRANSPORT SERVICES** To consider a report about the additional funding available to support rural bus services.	103
10.00	**WASTE DISPOSAL** To consider a report about the termination of the contract for the BERIS Waste Disposal facility.	105
11.00	**DEVELOPMENT OF RECYCLING STRATEGY** To consider a report about the development of a recycling strategy for the District.	107
12.00	**DEVELOPMENT CONTROL PROCEDURES** To consider a report about the arrangements for the publication of details about planning applications.	108
13.00	**ENVIRONMENTAL ENHANCEMENTS AND TRAFIC CALMING – ARBORFIELD** To consider a report about a proposed traffic calming and enhancement scheme at Arborfield.	113
14.00	**CAPITAL PROGRAMME 1998/99** To consider a report about proposals for capital schemes which were approved at the meeting of the Policy and Resources Committee3 held on 22 May 1998.	115

the plan. Paragraph 6.5 of the chapter would require amendment consequent upon the above amendment to the proposal.

7.18 The proposed reduction of 650 dwellings (i.e. 2,500 minus 1,850) from the anticipated contribution from Grazeley has implications for meeting the Structure Plan requirement figure. The Structure Plan is part of the development plan and the District Council must be guided by what it contains when formulating the content of its District Local Plan. There is no way of avoiding making provision for the total requirement specified in the Structure Plan; the shortfall of 650 will have to be made up from another source or sources.

7.19 The shortfall could be overcome by reducing the number of dwellings to be provided south of the M4 at Reading (Structure Plan policy H3 states that between 2,000 and 2,500 of the total should be built in this location). This would entail 1,850 at Grazeley, with the remaining 150 of the 2,000 coming from other, smaller sites in the location. The residual of 500 would be on additional specified sites, identified in the Local Plan. The total number of dwellings proposed for the new settlement at Grazeley would remain unchanged at 2,500; the difference would be that 650 of them would be provided *after 2006*, the end year of the period covered by the District Local Plan.

ISSUE 2) The five year land housing land supply position, including the specific measures that need to be taken to deal with the identified shortfall

The 5-year land supply position at 1 April 1998

7.20 PPG3 Housing (March 1992) advises that *"Local authorities should aim to ensure the availability of five years' supply of housing land, judged against the general scale and location of development provided for in approved structure and adopted local plan"* (para. 46).

7.21 The five year supply figure for Wokingham District can be achieved, but only by identifying a number of dwellings on sites through the local plan process. The scale of this requirement is as set out at Table 2; it shows that there is a supply shortfall of 740 dwellings, or 1.34 years.

7.22 The Council has not had a five year supply of housing land for many years, and has suffered adverse consequences as a result. It is important that the Council adopts a defensible position on this issue. If it is seen to continue to deliberately fail to identify a 5-year supply, section 78 appeal inspectors will continue to grant consents on sites outside the Council's Local Plan housing strategy and which generally make no, or at best only limited, provision for any form of planning gain. The scale of the identified shortfall will have direct implications for how many dwellings are likely to be granted consent at appeal. Although the current shortfall is less than that identified in the Inspector's decision letter over (see para. .23), it is still considerable and therefore to be regarded as a material consideration in future section 78 appeals.

Table 2

Wokingham District Council
Five year housing land supply requirement

Base Date: **1 April, 1998**

A. Structure Plan Provision 1.4.1991 - 31.3.2003	5,980
B. Completions 1.4.1991 - 31.3.1998 (Net)	3,226
C. Total Requirement 1.4.1998 - 31.3.2003 (A. minus B.)	**2,754**
D. Outstanding Commitments (Hard) (>1 ha only) (Net)	723
E. District Local Plan (Deposit Draft) Sites (>1 ha only) (Net)	54
F. Other Soft Commitments 1.4.1998 (>1 ha only) (Net)	312
G. Major development at Grazeley	450
H. Allowance for Completions on Small Sites (<1 ha) (95 per annum) (Net)	475
I. Total Supply 1.4.1998 - 31.3.2003 (sum of D. to I. inclusive)	**2,014**
Shortfall 1.4.1998 - 31.3.2003 (C. minus I.)	**740**
Number of Years' Supply ({I. / C.} x 5)	**3.66**

7.23 The comments made by Inspectors in their appeal decision letters on the five year land supply issue make this position clear. Several appeals with a five-year supply element have been allowed during the last twelve months. The following appeal typifies the approach taken by the Inspectorate:

Land rear of 44 - 70 Grazeley Road, Three Mile Cross; erection of 31 dwellings; appn. ref. 96/64686/F; appeal ref. 97/276840-1/P5; appeal allowed 24.9.97.

Of particular interest are the following comments:

> *"First, the Council has been operating with a shortfall for some considerable time and, despite proactive attempts to redress the imbalance, the shortfall remains and is likely to get worse. Secondly, PPG3 looks to an adequate and continuous supply of land for housing, and where there is a substantial shortfall considerable weight should be given to the need to increase supply when dealing with planning applications. I consider that the current one year deficit and the potential for material worsening constitutes a substantial shortfall."* (para. 28)

and

> *"...there is a shortfall in the supply of housing land today and, other than await the Local Plan procedure taking its course, the Council has not identified steps to remedy the situation. In any event, release of the appeal sites would not prevent the remainder of the reserve list being considered in 2001, or before if the housing land position dictates. In my view, it is not a sound argument to suggest that the release of some sites in advance of 2001 would reduce the choice available at that time. While clearly right in fact, as I have said, the release of Church Lane, Shinfield significantly weakens that argument and a substantial shortfall in the housing land supply means the ideal strategy envisaged by the emerging LP will have to be re-examined."* (para. 31)

7.24 In the light of these comments by the Inspector, the Council's officers prepared a report for the 27 October meeting of the Environmental Services Committee. The Committee resolved to note the content of the report. In the report (paras. 4.09 - 4.11) the implications of the decision letter were considered, and it was concluded that reconsideration of the Council's District Local Plan Strategy would be best carried out in the context of the public responses to the deposit plan. *"Progression to and beyond the deposit of the plan in the best way of moving forward many of the issues raised in this report. In the meantime, it is probably not a good time to be suggesting major changes to policy; amendments would be more appropriately made after a proper consideration of the public expression on these issues."* (para 4.21).

7.25 This 'way forward' did not seem to impress either of the Inspectors at the two subsequent appeals specified, particularly the Nine Mile Ride appeal Inspector,

who said that it *"is in my opinion unlikely to produce any material improvement in the land supply situation in the immediately foreseeable future"* (para. 25).

7 .26 It is therefore important that the Council is now seen to be dealing effectively with the issue in the way it had indicated it would. That is, it will aim to make up its five year housing land supply through the local plan process, now that the opportunity to do so is open to it. An assessment methodology has already been devised and used to select sites for residential development for inclusion in the Local Plan. It involves a systematic approach that enables sites to be compared against each other. There is no perfect solution to the problem of site-identification, but the rational basis of this approach permits a reasoned justification as to why particular sites are included, and others excluded, from the Local Plan.

What should be done now?

7 .27 It is suggested that members at this meeting should agree that the outstanding Reserve Sites in District Local Plan policy WH2 be released for housing development, subject to the receipt of acceptable detailed proposals. Estimates of the site capacities are as follows:

	Capacity
• AB05 Arborfield Garrison, Arborfield	280
• SH15 Land at Hollow Lane, Shinfield	75
• SH27 The Homestead, Shinfield Road	<10
• WI13 Land at Chatsworth Avenue, Winnersh	175
TOTAL	540

7 .28 The inclusion of these sites in the land supply calculation would reduce the shortfall to 200 dwellings. This represents a supply shortfall of 0.36 years.

7.29 This resolution will be extremely helpful to the Council's case in appeals involving a land supply element; the next public inquiry at which this could be used in evidence takes place on 1 July 1998 (proposed residential development on land south of 352, Finchampstead Road).

The Next Steps

7.30 Assuming that the Committee resolves to take the approach set out in para. .27 above, the next stages should be as listed below. They will be covered in detail in a report to a meeting of the Land Use and Transportation Working Group in June, for consideration at a meeting of the Environmental Services Committee on 20 July.

1) A review of the District Local Plan public response on housing issues, including the sites proposed for housing development (Are they new sites? Where are they? What types of sites, in terms of greenfield/brownfield, are they?).

2) A consideration of the Sites Assessment process, including the District Local Plan response sites and others (How did the sites score? Which are at the top of the list and which at the bottom?).

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3) An assessment of which new sites are to be included in the District Local Plan as Priority Sites, these to be released for development as soon as possible, subject to the proposals meeting the environmental, design and transport requirements of the local plan. The identification and release of sites sufficient to provide an additional 200 dwellings would provide the District Council with a five year supply of housing land, eradicating the shortfall.

4) An assessment of which new sites are to be included in the District Local Plan as new Reserve Sites, which, in the event of the Priority Sites not coming forward to maintain a five year supply of housing land, could be substituted as appropriate.

Equal Opportunities Implications

7.31 There are none specifically relating to this report.

Financial Implications

7.32 There are none specifically relating to this report.

Environmental Implications

7.33 The environmental assessment process that has been used to evaluate sites for their residential development potential, should result in the most sustainable of them coming forward for inclusion in the District Local Plan.

Time Constraints

7.34 It is necessary to agree the amendments relating to the Grazeley proposal, so that they can be advertised prior to the commencement of the public local inquiry. It is necessary to clarify the position on the five year land supply prior to the several forthcoming appeals.

Background Papers	Department Where Held
Schedules of housing sites permitted and building progress	Environmental Services
Representations made to the to the District Local Plan (Deposit Draft)	Environmental Services

Richard Ford and Jim Dunning
Policy and Plans, Exts. 6457 and 6455
rf / p / ppool / distplan / deposit / esc22698.doc / 9.6.98

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APPENDIX 20



MEETING OF THE ENVIRONMENTAL SERVICES COMMITTEE

7.30pm

MONDAY 13TH SEPTEMBER, 1999

AGENDA

Civic Offices
Shute End
Wokingham
Berkshire

Jeff Salzman
ActingChief Executive

WARDS: ALL

4.00 WOKINGHAM DISTRICT LOCAL PLAN: RESPONSES TO CONSULTATION ON THE PROPOSED AMENDMENTS

Purpose of the Report

4.01 To advise members of the responses to the proposed amendments to the Deposit Draft Local Plan and to suggest action to be taken by the Council.

Suggested Action

4.02 The committee is advised to resolve;

i) that the proposed amendments to the Wokingham District Plan 1996-2006 Deposit Draft be recommended to the inspector at the local plan inquiry, with the exception of those listed in appendix A.

ii) that the additional proposed amendments to the Wokingham District Plan 1996-2006 Deposit Draft listed in appendix B be recommended to the inspector at the local plan inquiry.

iii) that the council's response to individual comments on the proposed amendments be as set out in Appendix C, the lever arched file referred to in paragraph .56 below;

iv) that the additional proposed further amendments as agreed at this meeting be used for development control purposes from 14th September 1999.

Supporting Information

4.03 Proposed amendments to the Wokingham District Plan 1996-2006 Deposit Draft were agreed at the Environmental Services Committee on 9th November 1998, 15th February 1999 and 22nd March 1999 with a view to them being recommended to the inspector at the local plan inquiry, subject to the responses to the advertisement.

4.04 They were advertised for a period of seven weeks from 23rd April to 11th June in order to allow comments to be made. In addition many parties were notified directly including parish and town councils, statutory consultees and previous objectors. Some 285 comments were made. Of these 52 responses supported the amendments. A further 27 comments repeated earlier objections made at the deposit stage. The analysis in the table below shows that by far the majority of the amendments have not received any objection. The main focus of objection has been the housing policies.

Chapter	No of amendments	No amendments without objection
Introduction	5	5
Overall strategy	8	6
Countryside, landscape and	45	34

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nature conservation		
Green Belt	11	7
Built environment, design And heritage	29	22
Housing	16	6
Economic Development and Employment	29	23
Shopping and town centres	47	43
Recreation, Leisure and Tourism	13	9
Transport	14	10
Infrastructure and Community Facilities	14	12

4.05 Other than housing, the other major topics of objection are the area of special landscape value at Shinfield, the area of special character at Three Mile Cross, the proposed warehouse club at Green Park, and the Wokingham town centre strategy.

4.06 Broadly the majority of the proposed amendments can be recommended to the inquiry inspector. There are, however one or two which in the light of further consideration should not be made and the original text and wording be retained.

4.07 In some cases it is believed that an additional amendment is appropriate. If the inquiry inspector recommends that these amendments be made then there is a statutory period for public objection after the inquiry before the plan can be adopted.

HOUSING

4.08 Few points raised in the representations made on the subject of housing necessitate any further amendments to the Deposit Draft District Local Plan (as Proposed to be Amended). However, many of the representations were concerned with a small number of other points, which, although not leading to further amendment to the plan, nevertheless merit some analysis. Those points generating the most concern were the following:

- *Does the District Local Plan make sufficient provision for housing in terms of numbers?*
- *Has the Council identified the most appropriate sites for development?*

An elaboration of these issues may be helpful here.

Does the District Local Plan make sufficient provision for housing in terms of numbers?

4.09 PPG3 Housing (1999 Consultation Draft) states that local planning authorities should be able to demonstrate plans for sufficient land for housing and buildings for conversion and re-use, to accommodate probable levels of

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housing requirement for five years, as derived from the provisions of the Structure Plan.

4.10 Appendix D, table one shows how the District's Structure Plan requirement is to be met (as at 1 April 1999, the most recent date to which the calculation has been applied). This shows that the housing provision in the plan exceeds the requirement by 215 or 3%. The calculation depends on a number of assumptions and it would be unwise to delete any allocation from the plan at the present time.

4.11 Table Two, also using a 1 April 1999 base, shows how well the District is meeting the five year supply requirement; there is seen to be an identified shortfall of 284 dwellings, equivalent to sixth months' supply. This is a significant improvement over recent years (the 1 April 1998 shortfall was equivalent to sixteen months), and it is considered unnecessary at this time to seek to identify any additional sites for inclusion in the plan especially having regard to the fact that the second part of the local plan inquiry is scheduled to start in February 2000.

4.12 Some representations refer to specific elements of the housing land supply. The following paragraphs deal with the issues specified.

Major Development at Grazeley

4.13 This proposal is represented in the District Local Plan by proposal WSM1. Although the final position is as yet unconfirmed, with two alternative schemes (at Spencers Wood and Shinfield) still being actively promoted, it is considered appropriate in principle to include the proposal in the requirement calculation. This is because, whatever the choice finally determined upon, policy H3 of the approved Berkshire Structure Plan requires the Council to make provision for *"between 2,000 and 2,500 of the total dwellings in Wokingham District for the period 1991 - 2006 ... in the area to the south of the M4 motorway at Reading"*. The contribution that this proposal is expected to make is therefore set out in the development plan, and should be accorded due weight.

4.14 Evidence presented by the Council's planning witness to the public local inquiry into proposal WSM1 identified the potential for 400 dwellings to be completed at Grazeley in the five year period to March 2004. No other evidence has come forward since that time that is so convincing as to require this view to be altered.

Allowance for Completions on Unidentified Small Sites; and Allowance for Non-implementation

4.15 'Small sites' are defined as those sites under a hectare with less than ten units permitted. Also included are sites over one hectare with consent for one dwelling only. The identified figure is an estimate of the contribution that **completions** on small sites unidentified as at 1 April 1999 will make towards meeting the requirement. It is derived from averages of the completions that have been achieved on small sites over a period of 15 years (gross - nine

TABLE TWO

WOKINGHAM DISTRICT COUNCIL

FIVE-YEAR HOUSING LAND SUPPLY REQUIREMENT

Base Date: **1 April, 1999**

A. Structure Plan Provision 1.4.1991 - 31.3.2004	6,570
B. Completions 1.4.1991 - 31.3.1999 (Net)	3,841
C. Total Requirement 1.4.1999 - 31.3.2004 (A. minus B.)	2,729
D. Outstanding Commitments (Hard) (>1 ha and medium) (Net)	536
E. District Local Plan (Deposit Draft as Proposed to be Amended) Sites (>1 ha and medium) (Net)	929
F. Other Soft Commitments 1.4.1999 (>1 ha and medium) (Net)	193
G. Major development at Grazeley	400
H. Allowance for Completions on Small Sites (<1 ha) (88 per annum) (Net)	440
I. Total Supply 1.4.1999 - 31.3.2004 (sum of D. to H. inclusive)	2,498
Shortfall 1.4.1999 - 31.3.2004 (C. minus I.)	231
Number of Years' Supply ({I. / C.} x 5)	4.58

APPENDIX 21

Tel: (0118 974 6457 (Direct Line)
Fax: (0118) 974 6385
Email: Richard.Ford@wokingham.gov.uk
Date: 26 April 2001
My ref: RF/Cutbush2001
Your ref: JHS/HF

Mr. J. Short
Haslams
156 Friar Street
Reading
Berkshire
RG1 1HH

Environmental Services Department
Planning Services
P.O. Box 157
Shute End, Wokingham
Berkshire RG40 1WR
Tel: (0118) 974 6000
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DX: 33506 – Wokingham

Dear Mr. Short

HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD
SECTION 78 APPEAL

Thank you for your letter dated 23 April in connection with the above.

As I stated to you in my letter of 3 April, the Council is not in a position to be able to make available the 1 April 2001 housing supply figures for the public inquiry. Your view that "the necessary information (is) available in your office" simply does not reflect the true position. It is the case that much of the fieldwork has now been carried out, but some of it is still underway. Also, the assessment of the fieldwork has not progressed to a point where accurate conclusions can be deduced therefrom. I agree with you that the appeal Inspector must be made aware of the land supply position in the District, and I will therefore be providing the most recent information that I can; the unavailability of the 1 April 2001 figures is regrettable, but unavoidable in the circumstances.

I trust that you find the content of this letter helpful, but please do not hesitate to contact me if any point requires clarification, or if you think that I can be of further assistance.

Yours sincerely

R. Ford

R. Ford
Senior Planning Officer, Policy and Plans Team

Your Ref: RF/Cutbush2001

Our Ref: JHS/HF

Date: 23 April 2001

R Ford Esq
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BY FAX AND POST (0118 9746484)

Dear Mr Ford

RE: UNIVERSITY OF READING
SECTION 78 APPEAL
HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD

Thank you for your letter of the 19th April.

Is this the best information that you can provide? Para 34 of PPG3 requires "sufficient sites should be shown on the plan's proposals map to accommodate at least the first 5 years (or the first two phases) of housing development proposed in the plan." Since there is now less than 5 years of the plan period to run, could you please let me know as a matter of urgency your Council's current housing land supply position.

It is quite plainly not good enough to put forward historic land supply figures geared to the Structure Plan requirement that include 1,850 dwellings from the major allocation at Grazeley, although I recognise that you have acknowledged this point in your note to Table 1.

I am sure that you will have the necessary information available in your office. Can I please reiterate that it will be important for the Inspector to know at this Inquiry your Council's current land supply position and I should be grateful if those figures could be made available to me as soon as convenient please.

Yours sincerely

J H Short
HASLAMS

cc S M Dimmick Esq
bcc R H C Ascott Esq

Tel: (0118) 974 6457 (Direct Line)
Fax: (0118) 974 6385
Email: Richard.Ford@wokingham.gov.uk
Date: 19 April 2001
My ref: RF/Cutbush2001
Your ref: JHS/HF

Mr. J. Short
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Environmental Services Department
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DX: 33506 – Wokingham

Dear Mr. Short

HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD
SECTION 78 APPEAL

Thank you for your letter dated 3 April in connection with the above.

The Council's evidence will incorporate figures relating to housing supply. These will be based on the position at 1 April 2000, as the figures for 1 April 2001 will not be available by the time of the public inquiry. I have enclosed a copy of the housing supply summary table as included in the Council's 'Planning Commitments for Housing March 2000' document (pages ii/iii). Please also find attached a set of explanatory notes to the summary table.

I trust that you find the content of this letter helpful, but please do not hesitate to contact me if any point requires clarification, or if you think that I can be of further assistance.

Yours sincerely

R. Ford

R. Ford
Senior Planning Officer, Policy and Plans Team

Enc.

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TABLE ONE

WOKINGHAM DISTRICT COUNCIL

WOKINGHAM DISTRICT LOCAL PLAN 1996 - 2006

STRUCTURE PLAN REQUIREMENT

Base Date: **1 April, 2000**

STRUCTURE PLAN REQUIREMENT:	**7,750**
SUPPLY:	
A. Completions 1.4.1991 - 31.3.2000	**4,397**
B. Outstanding Commitments (Hard) (>1 ha and medium)	**798**
C. District Local Plan (Deposit Draft as Proposed to be Amended) Sites (>1 ha and medium) (Net)	**396**
D. Other Soft Commitments 1.4.00 (>1 ha and medium) (Net)	**28**
E. Major Development South of the M4 (Grazeley)	**1,850**
F. Allowance for Completions on Small Sites (< 1 ha) 2000 - 2006 (6 yrs.)	**528**
TOTAL:	**7,997**
SURPLUS at 1/4/00:	**+ 247**

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APPENDIX ONE

NOTES TO TABLE ONE

A. Completions 1.4.1999 - 31.3.2000 : **556**

B. Outstanding Commitments (Hard) (>1 ha and medium) : **798**, consisting of **678** >1 ha and **120** medium.

C. District Local Plan (Deposit Draft as Proposed to be Amended) Sites (>1 ha and medium) (Net) : **396,** consisting of the following.

SH13 CHURCH FARM AND CATTLE BREEDING CENTRE, SHINFIELD **95**
SH15 LAND AT HOLLOW LANE, SHINFIELD **105**
WI13 LAND AT CHATSWORTH AVENUE, WINNERSH **183**
WI17 FORMER GMU DEPOT, WATMORE LANE, WINNERSH **13**

D. Other Soft Commitments 1.4.00 (>1 ha and medium) (Net) : **28**, consisting of the following.

PWE10 LAND R/O 415 - 445 WOKINGHAM ROAD, EARLEY **20**
PW3 (part) LAND R/O 32 TO 58 WATMORE LANE, WINNERSH **8**

E. Major Development South of the M4 (Grazeley) : **1,850**. The Inspector's report recommending that none of the three schemes before him should be included in the Local Plan was received by the Council on 21 July 2000.

F. Allowance for Completions on Small Sites (< 1 ha) 2000 - 2006 (6 yrs.) : **528**.

WOKINGHAM SMALL SITES COMPLETIONS		
1984/85	91	Gross
1985/86	80	Gross
1986/87	110	Gross
1987/88	99	Gross
1988/89	132	Gross
1989/90	178	Gross
1990/91	74	Gross
1991/92	96	Gross
1992/93	88	Gross
1993/94	48	Net
1994/95	99	Net
1995/96	77	Net
1996/97	103	Net
1997/98	82	Net
1998/99	58	Net
1999/2000	92	Net

1) Gross average (over first 9 years) = 105
2) Assumed net average of 90% of 105 = 95
3) Net average (over last 7 years) = 80
4) (95 x 9 years = 855) + (80 x 7 years = 560) = 1,415
5) Derived net average (over 16 years) = 88
6) 88 x 6 years = **528**

Your Ref:

Our Ref: JHS/HF

Date: 03 April 2001

J Dunning Esq
Team Leader, Policy and Plans
Wokingham District Council
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BY FAX AND POST (0118 9746486)

Dear Mr Dunning

RE: UNIVERSITY OF READING – PLANNING APPEAL
LAND EAST OF THE HORTICULTURAL STATION, CUTBUSH LANE, SHINFIELD

I am currently preparing evidence relating to the above appeal, in respect of which the Planning Inquiry is scheduled for the 30th and 31st May.

One of the issues that I have identified is housing land supply and I know that you produce figures for the District on the 1st April every year relating to supply.

I should be grateful if you could please let me have the figures for the 1st April 2000 as soon as may be convenient please. If the figure has been updated since that time, please also let me know.

I look forward to hearing from you as soon as convenient please.

Yours sincerely

J H Short
HASLAMS

cc S M Dimmick Esq

APPENDIX 22

WDC/CORE/6

WOKINGHAM DISTRICT LOCAL PLAN

PUBLIC LOCAL INQUIRY
FEBRUARY 2000

CORE PROOF:

HOUSING LOCATION STRATEGY: METHODOLOGY

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HOUSING LOCATION STRATEGY: METHODOLOGY

CORE PROOF WDC/CORE/6

1.00 Background

1.01 This proof of evidence focuses on the methodology by which the Council has selected what it considers are the most appropriate sites for residential development for inclusion in the District Local Plan. These sites are required to be identified as part of the process that establishes how the District's Structure Plan housing provision obligations are to be met.

1.02 Representations promoting sites for residential development have been submitted to the Council during the periods of public consultation on the Wokingham District Local Plan. These were in April/June 1995, June/July 1996 and at deposit in October/December 1997. (In addition, when the Proposed Amendments to the Local Plan were published for consultation in April/June 1999, some further sites were put forward for consideration.)

1.03 The Council adopted a two stage environmental appraisal process to determine which sites should be identified in the Deposit Draft version of the District Local Plan (WDLPDD).

- The first stage was undertaken in order to identify and eliminate those sites that were considered clearly unsuitable, where development would be in breach of major policy constraints.
- The second part involved a detailed assessment of those sites that passed stage one. (This process had previously been applied to the sites submitted during the earlier periods of public consultation, in 1995 and 1996.)

1.04 Sites submitted during the 1995 and 1996 consultations, but which were rejected at stage one of the appraisal process, were not reconsidered for inclusion in the WDLPDD, unless they were resubmitted at deposit. All sites submitted at deposit, and sites that passed stage one in 1995 or 1996 but were not resubmitted at deposit, were considered in the appraisal process. (The exception to this was site FI32, which although submitted at deposit, was the subject of a planning consent in March 1998 following a public inquiry; it was accordingly excluded from the appraisal process.) Of these sites, 74 were rejected at part one; they are listed in Appendix 1.

1.05 Sites that had already been included as Reserve Sites in the WDLPDD were not included in the appraisal process. The Council's Environmental Services Committee, meeting on 22 June 1998 (Core document 1/10L), had resolved that the Reserve Sites without planning consent should be released for development, subject to the receipt of proposals meeting the WDLPDD's policy requirements. (See paragraph 5.06 of this proof for a fuller account.)

1.06 In total 71 sites passed stage one and were subjected to the detailed appraisal of stage two. These are listed in Appendix 2. Stage one was followed by a sifting process to identify those sites most suitable for residential development. Sites submitted in 1995, 1996 and 1997 were included to ensure that the sites identified were the best available.

1.07 Sites put forward when the Proposed Amendments to the District Local Plan (Core document CD/1/8A) were published for consultation in April/June 1999, were subjected to the same process as the sites submitted during the earlier consultations. Appendix 3 identifies the sites that were rejected at stage one and those that were successful in getting through to stage two of the process.

2.00 Appraisal of Proposed Housing Sites - Stage One

2.01 Stage one took the form of a desk study. All sites submitted were assessed against key criteria relating to landscape and settlement policy, ecology and agriculture.

Landscape and Settlement

2.02 The key criteria considered under this topic were Areas of Outstanding Natural Beauty (AONB's), Areas of Special Landscape Importance (ASLI's), and Green Belt and Green Gaps and Wedges. Since there are no AONB's in Wokingham District, no further reference is made to these in this proof.

2.03 If any part of a site fell within an ASLI or the Green Belt, it was rejected.

2.04 With reference to Green Gaps and Wedges, a site was rejected if development of that site would reduce the width of the gap between settlements to less than the acceptable distance, as indicated in Tables 1 and 2 below, or if the gap was already narrower than the relevant acceptable distance. Distances were normally measured from the edge of the proposed development (i.e. the edge fronting the gap) to the nearest point of the settlement on the opposite side of the gap.

SETTLEMENT SIZE	DISTANCE
Between small villages and hamlets	1 km
Between large villages and similar or smaller settlements	1.5 km
Between towns and other settlements	2 km

Table 1: Green Gap and Wedge criteria.

SMALL	MEDIUM	LARGE
Arborfield Cross	Barkham Hill	Earley/Sonning/Woodley
Finchampstead	Charvil	Wokingham
Hurst	Finchampstead North	
Riseley	Pinewood	
Sindlesham	Shinfield	
Swallowfield	Spencers Wood	
Three Mile Cross	Twyford	
	Wargrave	
	Winnersh	

Table 2: Identified Settlement size categories.

2.05 There were three exceptions to the rule expressed in paragraph 2.04, each of which permits sites that would otherwise have been rejected on this criterion to be carried forward to the second stage of the appraisal. These were:

- sites that included areas of brownfield land - SH05, SH12, SH13, SH16, SH24, SH25, SH37, SH38 and SH40
- sites that were only partly in the gap and where it was known that the area in the gap would be allocated as public open space - WI21
- sites that reduce the gap around the proposed new settlement at Grazeley to an unacceptable level could not be rejected, as it could not be assumed that the new settlement will be in this specific location, and therefore the gap extent and boundaries cannot be confirmed - SH21, SH32.

Ecology

2.06 The key criteria considered under this topic were National Nature Reserves (NNR's), Sites of Special Scientific Interest (SSSI's) and Special Protection Areas (SPA's).

2.07 Since there are no NNR's or SPA's in Wokingham District, no further reference to these classifications is made in this proof.

2.08 If any part of a site fell within an SSSI it was rejected.

Agriculture

2.09 The key criterion considered under this topic was the impact on grade 1 and 2 agricultural land, as classified by the Farming and Rural Conservation Agency (FRCA), an executive agency of the Ministry of Agriculture, Fisheries and Food (MAFF).

2.10 A site was rejected if the whole, or a significant part, of it was located on grade 1 or 2 agricultural land.

2.00 Appraisal of Proposed Housing Sites - Stage Two

2.11 A full environmental appraisal was carried out on all the sites that passed stage one. This was based on information gained from site visits and existing records.

Site Visit Methodology

2.12 All the sites that had passed stage one were visited by the Council's planning officers and assessed on a number of visual and environmental grounds. All significant boundary and site characteristics were recorded for comparative analysis purposes, as were the characteristics of neighbouring land uses.

Desk Study Sources

2.13 Other information required for the appraisal of individual sites was obtained from FRCA and the District Council's Planning, Highways and Environment Health records.

The Environmental Appraisal

The procedure followed when carrying out the environmental assessment for the proposed housing sites was outlined and noted by the Planning and Transportation Committee of 16 November 1995. In summary, this involved the identification of a list of environmental criteria and establishment of a suitable scoring system.

Identification of Environmental Criteria

In order to assess the relative environmental impact of the housing site submissions a framework for comparison had to be established. Following guidance from the then Department of the Environment, 'Environmental Appraisal of Development Plans, A good practice guide' this took the form of a list on environmental criteria, divided under three main headings:

Local Environmental Quality	Conservation of local environmental quality through the protection and enhancement of local environmental features.
Natural Resources	Protection and preservation of natural resource, including consideration and appropriate protection of resources such as air, water, the land and minerals.
Global Sustainability	Ensuring that local and country wide changes have minimum detrimental and maximum beneficial effect on the global environment, particularly in relation to atmospheric and climatic stability and the conservation of biodiversity.

The full list of environmental criteria is set out at Appendix 4 (first and second columns) to this proof.

Ranking of Environmental Criteria

The environmental criteria were ranked, on a scale of 1 - 5, according to their relative importance, with those in category 1 being considered most important and those in category 5 least, although still of great importance. The rank given to each criterion is shown in Appendix 4 (far right column).

The only exception to this was "promote brownfield development" which was initially included in category one. During sifting it became apparent that there were so few brownfield sites that, if this criterion were to be included in category 1, then too many sites would be excluded at an early stage, thus inhibiting the effectiveness of the process. Hence this criterion was excluded from the sifting process until a later stage, when sites that scored well were prioritised.

Establishing a Scoring Method

Each site was scored against each criterion, using ✓ and ✗ symbols to identify the environmental impact. The symbols have been customised to suit the individual criterion rather than applied indiscriminately to all criteria. The application of the scoring system to each criterion is fully explained at Appendix 4.

4.00 Evaluation of Appraisal Results

.01 Once detailed appraisal of the sites that had reached stage two was complete, it was possible to analyse the results and produce a hierarchy of sites according to their suitability for residential development. This involved ranking the environmental criteria on which the site appraisals were based, and a sifting process.

The Sifting Process - Step One

.02 The method determined upon to select the most appropriate sites for development was a series of 'sifts', which were applied until the required area of land had been identified.

.03 Initially, separate sifts were carried out to identify the sites that performed well under the three topic headings, Local Environmental Quality, Natural Resources and Global Sustainability. The first sift was the most stringent, and therefore included the sites that performed best with regard to each topic, with subsequent sifts each being slightly less demanding. Table 3 shows which sites were successful at each sift.

The Sifting Process - Step Two

4.04 The aim of the selection process is to identify sites that perform well overall. However, if only sites that appeared in the first three sifts in all three topic areas had been considered, it would not have been possible to allocate land sufficient to meet the requirements identified by the Council. Hence the 37 sites that appeared in sifts one to three under at least two of the topic areas were considered further.

The Sifting Process - Step Three

.5 The third stage of the sifting process was to rank these sites.

4.06 At this stage the issue of brownfield development was reintroduced. Sites scoring ✓✓ or ✓ against the "promote brownfield development" criterion were given priority over other sites with the same score, ✓✓ being placed higher than ✓. This created sub-groups within score bands.

.07 Within each score band, sites were ranked according to which sifts they appeared in and whether they occurred twice or three times. To aid with the ordering, points were allocated to the sites each time they appeared: three points if the site occurred in sift one, two points in sift two, and one point in sift three. Using this method the highest possible score would be nine points for a site that appeared in sift one for all three topics, while the lowest possible score would be two points for a site that appeared twice in sift three. The sites actually fell within six score bands; the highest score achieved was seven points.

	Local Environmental Quality	Natural Resources	Global Sustainability
SIFT ONE	No ××'s in category 1 and no more than one ×× in categories 2 - 5:	No ××'s or ×'s in any category:	No ××'s in category 1 and up to two ××'s in categories 2 - 5:
successful sites	EA02, EA07, SA14, SH40, TW03, WI40, WY01	SA06, SA10, SA11, SH12, SH13, SH21, SH24, SH25, SH37, SH38, SH40, WI38, WK42	EA02, EA06, SH12, SH16, TW03, WI21, WI30, WI37, WI38, WK01, WK24, WK25, WK42
SIFT TWO	Up to two ××'s overall but no more than one of these in category 1 or 2:	No ××'s in any category but allow one × in any category:	Up to three ××'s overall but no more than one of these in category 1:
successful sites	FI04, FI20, FI31, FI38, SA20, SH05, SH07, SW06, WI39, WK55, WT06, WY02	EA01, EA06, EA07, FI21, FI31, FI38, SA17, SA20, WI39, WK23, WK25, WY02	EA01, EA07, SH13, SH24, SH25, SH37, WI10, WI11, WI39, WI40, WK34, WK52, WK55, WT/01/03/07, WY01
SIFT THREE	Up to three ××'s overall but no more than one of these in category 1 or 2:	Three ×'s or two ×'s and one ××, provided that no ××'s and no more than one of the × are in categories 1 and 2:	Up to four ××'s overall but no more than two of these in category 1:
successful sites	EA06, FI03, FI33, SA04, SA17, SA18, SA22, SH16, SH21, SH30, SH32, SW09, SW13, WK24, WT04	SA12, SA13, SW06, SW09, SW10, WK01, WK24, WT01/03/07	FI20, SA15, SA19, SH07, SH21, SH32, SH40, WK23, WT06, WY02

Table 3: Sites selected through the sifting process.

Sites were then further ordered within each band, with sites that scored in three topic areas being ranked more highly than those that scored in only two, as their performance was more balanced. Similarly when there was more than one way of achieving a score across two or three bands, as was the case with a score of four, for instance, then sites that occurred twice in sift two were ranked more highly than those with one occurrence in sift one and one in sift three.

4.09 The hierarchy achieved following this final part of the sifting process is shown in Table 4.

SCORE	HOW SCORE WAS ACHIEVED	SITE
7	brownfield ✓✓	SH40
6	occurred once in sift one and twice in sift two	EA07
	brownfield ✓✓	SH12
	brownfield ✓	EA06
	occurred three times in sift two	WI39
5	occurred twice in sift one	EA02, TW03, WI38, WK42 SH37, WY01
	brownfield ✓✓	
	brownfield ✓	SH13, SH24, SH25
	occurred twice in sift two and once in sift three	WY02
	occurred once in sift one and twice in sift three	SH21, WK24
4	occurred once in sift one and once in sift two	WI40, WK25
	occurred twice in sift two	EA01, FI31, FI38, SA20, WK55
3	occurred once in sift one and once in sift three	SH16, WK01
	occurred once in sift two and once in sift three	FI20, SA17, SH07, SW06, WK23 (less area of WK25), WT01/03/07, WT06
2	occurred twice in sift three	SH32

Table 4: Hierarchy produced by the sifting process.

Exclusion of Sites for Specific Reasons

4.10 The most suitable for residential development having been identified, it was then necessary to exclude some of them from consideration as reserve or priority sites. Sites that could not be included, and the reasons for their exclusion, are set out below:

- sites that form part of other sites, also included in the list - SH12 (part of SH37), SH25 (SH24 and existing reserve site SH27) and SH40 (part of SH37)
- sites that are less than one hectare, as their contribution (subject to the receipt of proposals acceptable under WDLPDD policy WH1) has already been accounted for in the five year land supply calculation - EA01, EA07, SH21, TW03
- sites included in the adopted Loddon and South East Area Local Plans as their possible contribution has already been accounted for in the five year land supply calculation - EA02 (LALP PWE10), FI38 (SEALP PS2), WI38 (LALP PW3), WI39 (LALP PW4), WI40 (LALP PW5)
- a site already allocated for another purpose in the WDLPDD - WK42 (education use)

- a site that is unlikely to be genuinely available for development in the local plan period - EA06
- a site that was refused consent as recently as January 1998 for residential development, involving the removal of existing fill and replacement with inert material - WY01.

00 The New Housing Sites

At the time the appraisal process was being carried out, the scale of the identified requirement was for Priority Sites sufficient to accommodate 200 dwellings, and Reserve Sites able to accommodate a similar number of dwellings. Sites to fulfil these requirements were selected from the top of the final list of sites, as represented by Table 4 and modified by the exclusion of the sites listed in paragraph 4.10.

On this basis, the officers recommended to the 20 July 1998 meeting of the Environmental Services Committee (Core document CD/1/10M) that the sites as set out in Table 5 should be included in the WDLPDD, as Proposed to be Amended.

Priority Sites			
	SH37	Lane End Farm, Cutbush Lane, Shinfield	c.105
	WY02	Land adj. to Bulmershe Allotments, Woodley	c.120
		TOTAL	c.225
Reserve Sites			
	SH13	Church Farm and Cattle Breeding Centre, Church Lane, Shinfield	c.95
	SH24	Applied Research Station (I), Shinfield	c.80
		TOTAL	c.175

Table 5: Housing Sites recommended to 20 July 1998 meeting of Environmental Services Committee.

The members of the Committee did not accept in full the officers' report. They resolved include only site SH37, Lane End Farm, Cutbush Lane, Shinfield, in the WDLPDD, as roposed to be Amended. However, the Committee considered that further evaluation, luding public consultation, was appropriate before its members could make any decision on the other sites being put forward. Members were dissatisfied that the majority the sites suggested were in a single parish (Shinfield) and had specific concerns about Bulmershe Allotments site. These related to its importance as an open area in a part of the District that is generally densely built up, and the fact that the inspector at the vious local plan inquiry had recommended that the site should not be developed.

The next meeting of the Environmental Services Committee was on 21 September 1998. that occasion, members resolved to note the desirability of confirming sites for clusion in the WDLPDD, as Proposed to be Amended, at a future meeting of the mmittee (Core document CD/1/10N). Members also resolved to confirm that no sites d be released ahead of the public local inquiry.

5 The officers' report to the 9 November 1998 meeting of the Environmental Services Committee (Core document CD/1/10O) suggested that housing site SH13, Church Farm and Cattle Breeding Centre, Church Lane, Shinfield, should be included in the WDLPDD, as Proposed to be Amended. It also recommended that the concept of reserve sites should be removed from the Plan, with the adverse consequences of any further delay with the proposed development south of the M4, being dealt with by means of a revision to the Structure Plan. The members of the Committee agreed with the report's recommendations, and resolved accordingly. Table 6 sets out the housing sites in policy WH2, as Proposed to be Amended, as the policy was advertised to enable the public to comment, between April and June, 1999.

WI12	Land West of Mole Road, Sindlesham
WI17	Former GMU Depot, Watmore Lane, Winnersh
AB05	Arborfield Garrison, Arborfield
SH03	Land at Grazeley Road, Three Mile Cross
SH13	Church Farm and Cattle Breeding Centre, Church Lane
SH15	Land at Hollow Lane, Shinfield
SH27	Land at Wilsford Close, Shinfield
SH37	Land at Lane End Farm, Cutbush Lane, Shinfield
WI13	Land at Chatsworth Avenue Winnersh

Table 6: Housing Sites included in policy WH2 of WDLPDD (as Proposed to be Amended)

Although all the sites are included in the same policy, they do not all have the same status. Sites SH37 and SH13 have been referred to at paragraphs 5.03 and 5.05 above, respectively. The other sites, namely WI12, WI17, AB05, SH03, SH15, SH27 and WI13, have already been considered by members as being appropriate for 'early release', i.e. ahead of the local plan process, subject to the receipt of proposals meeting the environmental, design and transport requirements of the local plans. Sites WI12 and WI17 were accorded this status at the meeting of the Planning and Transportation Committee meeting of 19 November 1996 (Core document CD/1/10H). Sites AB05, SH03, SH15, SH27 and WI13 are all Reserve Housing Sites in policy WH2 of the WDLPDD; these sites, with one exception, were accorded the same status as WI12 and WI17, at the Environmental Services Committee meeting of 22 June 1998 (Core document CD/1/10L). The exception site is SH03, which had received planning consent by that time. (Site SH03 reappears in the Proposed Amendments list at Table 6 above, because it was recognised by April 1999 - the publication date of the Amendments - that only part of the site had in fact received consent for development, and it was therefore appropriate to include it in the Local Plan policy.)

.07 Further Proposed Amendments to the Local Plan were reported to the Environmental Services Committee of 13 September 1999 (Core document CD/1/10Z). Sites that had come forward when the Proposed Amendments were the subject of public consultation earlier in the year were given some consideration as to their suitability for inclusion in the Local Plan. However, the report concluded, and members agreed, that no proposals to further amend the list of housing sites in policy WH2 should be made.

6.00 Conclusions

6.01 The housing sites appraisal process set out in this proof has been described as "*rigorous*" and "*particularly thorough and detailed*" by appeal Inspectors in their decision letters, and has often been accepted, at least in principle, by applicants and appellants. Appendix 5 to this proof includes two relevant appeal decision letters.

6.02 The Council considers that if the Inspector decides it necessary to allocate further sites in the District Local Plan for housing development, then he should have regard to the process methodology as described.

APPENDIX 23

WDC/CORE/6A

WOKINGHAM DISTRICT LOCAL PLAN

PUBLIC LOCAL INQUIRY
FEBRUARY 2000

APPENDICES TO CORE PROOF:

HOUSING LOCATION STRATEGY: METHODOLOGY

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HOUSING LOCATION STRATEGY: METHODOLOGY

CORE PROOF WDC/CORE/6

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Environmental Appraisal Process:
Housing Site Submissions Rejected at the First Stage

Parish: Barkham		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
BR02	Land at School Road, Langley Common			✓			The site is located in the middle of the green gap between Arborfield Cross and Barkham Hill.
BR05	School Road, Barkham			✓			The site is located in the middle of the green gap between Arborfield Cross and Barkham Hill.
BR10	Land fronting Barkham Road, Barkham	✓					The site is located within an area of special landscape importance.

Parish: Charvil		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
CH01	West of Park Lane, Charvil			✓			The site is located within the green gap between Charvil and Woodley, reducing it to less than 2 kms.

Parish: Earley		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
EA05	Marsh Farm (III)			✓			The site is located within the green gap between Earley and Sindlesham, reducing it to less than 2 kms.

Parish: Finchampstead		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
FI06	279a Nine Mile Ride (I)			✓			The vast majority of the site is located within the green gap between The Rides, Finchampstead and Wokingham, reducing it to less than 2 kms.
FI27	61 - 65 Kiln Ride			✓			Part of the site is located within the green gap between The Rides, Finchampstead and Pinewood/Crowthorne, reducing it to less than 1.5 kms.
FI08	Heath Ride adjoining "Broughton"			✓			The site is located in the middle of the green gap between The Rides, Finchampstead and Pinewood/Crowthorne.
FI10	Pine Drive adjoining Lower Wokingham Road/Roman Ride, Crowthorne			✓			The site is located within the green gap between The Rides, Finchampstead and Pinewood/Crowthorne, reducing it to less than 1.5 kms.
FI14	Rear of 247 - 285 Finchampstead Road			✓			The site is located within the green gap between The Rides, Finchampstead and Wokingham, reducing it to less than 2 kms.
FI16	Finchampstead Road - West			✓			The site is located within the green gap between The Rides, Finchampstead and Wokingham, resulting in the joining of the two settlements.

Parish: Finchampstead (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
FI17	Finchampstead Road - East			✓			The site is located within the green gap between The Rides, Finchampstead and Wokingham, reducing it to less than 2 kms.
FI19	Rear of 29 Nine Mile Ride			✓			The site is located in the middle of the green gap between The Rides, Finchampstead and Arborfield Garrison.
FI22	Land between Nine Mile Ride and Range Road (l)			✓			The site is located within the green gap between The Rides, Finchampstead and Wokingham, reducing it to less than 2 kms.
FI24	Silverstock Farm, Sandhurst Road			✓			The site is located in the middle of the green gap between Wokingham and Pinewood/Crowthorne.
FI34	Land west of Longwater Road	✓					The site is located within an area of special landscape importance.
FI35	Land west of Sandhurst Road			✓			The site is located in the middle of the green gap between The Rides, Finchampstead and Wokingham.
FI36	Land between Sandhurst Road, Kiln Ride and Tomlinson Drive			✓			The site is located within the green gap between The Rides, Finchampstead and Wokingham, reducing it to less than 2 kms.

Parish: Finchampstead (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
FI37	Land east of 357 Nine Mile Ride			✓			The site is located within the green gap between The Rides, Finchampstead and Pinewood/Crowthorne, reducing it to less than 2 kms.

Parish: Ruscombe		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
RU01	Twyford Orchards		✓				The site is located within the green belt.

Parish: St. Nicholas Hurst		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
SA02a	Land at Hogmoor Lane			✓			The site is located within the green gap between Hurst and Twyford, reducing it to less than 1.5 kms.
SA21	Land at Whistley Green			✓			The site is located within the green gap between Hurst and Twyford, reducing it to less than 1.5 kms.

Parish: Shinfield		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
SH31	Land south of Hyde End Road, Spencers Wood			✓			The site is located within the green gap between Shinfield and Swallowfield, reducing it to less than 1.5 kms.
SH35	Land north of Grazeley Road, Three Mile Cross			✓			The site is located within the green gap between Three Mile Cross and Reading, reducing it to less than 2 kms.
SH36	Land at Croft Road, Spencers Wood			✓			The site is located within the green gap between Spencers Wood and Shinfield, reducing it to less than 1.5 kms.
SH39	Land between Brookers Hill and Hollow Lane (A327)			✓			The site is located within the green gap between Shinfield and Shinfield (north of the M4), reducing it to less than 2 kms.
SH41	Land at Hyde End, Spencers Wood			✓			One part of the site is located within the green gap between Spencers Wood and Shinfield, reducing it to less than 1 km. Another part of the site is located within the green gap between Spencers Wood and Swallowfield, reducing it to less than 1.5 kms.

Parish: Sonning		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
SO02	Land off Garde Road			✓		✓	The site is located within the green gap between Sonning and Charvil, reducing it to less 2 kms. The site also incorporates Grade 2 agricultural land.
SO03	Land south of A4			✓			The site is located within the green gap between Sonning and Charvil, reducing it to less than 2 kms.

Parish: Swallowfield		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
SW02	Land adjoining The Street and the B3349 (Wyvols Court Farm)					✓	The site incorporates Grade 2 agricultural land.
SW03	Land adjoining Charlton Lane and Trowes Lane (Wyvols Court Farm)			✓			The site is located within the green gap between Swallowfield and Riseley, reducing it to less than 1 km.
SW04	Land adjoining Trowes Lane (Wyvols Court Farm)			✓			The site is located within the green gap between Swallowfield and Riseley, reducing it to less than 1 km.
SW14	Balcombe Nurseries, Basingstoke Road			✓			The site is located in the middle green gap between Swallowfield and Riseley.

Parish: Swallowfield (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
SW15	Land between Trowes Lane and The Street					✓	The site incorporates Grade 2 agricultural land.

Parish: Twyford		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
TW04	Land to the rear of Bridge House			✓			The site is located within the green gap between Twyford and Charvil, reducing it to less than 1.5 kms.

Parish: Wargrave		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WA02	Land at Milley Lane, Hare Hatch		✓				The site is located within the green belt.
WA03	Land at Crazies Hill	✓	✓				The site is located within the green belt. The site is also located within an area of special landscape importance.

Parish: Winnersh		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WI03	Land between Forest Road and the M4 bounded by the Emm Brook to the north.			✓			The site is located within the green gap between Winnersh and Wokingham, reducing it to less than 2 kms.
WI15	Forest Road/ M4/A329M			✓			The site is located within the green gap between Winnersh and Wokingham, reducing it to less than 2 kms.
WI22	Land at Simons Lane	✓		✓			The site is located within the green gap between Winnersh and Wokingham, reducing it to less than 2 kms. The site is also located within an area of special landscape importance.
WI25	Land at Woodward Close/Watmore Lane, Winnersh Farm			✓			The site is located within the green gap between Winnersh and Wokingham, reducing it to less than 2 kms.
WI31	Land west and south-west of Reading Road, Greenacres Avenue and Chatsworth Avenue			✓			The site is located within the green gap between Winnersh and Earley, reducing it to less than 2 kms.
WI32	Land to the west of Sadlers Lane			✓			The site is located within the green gap between Wokingham and Sindlesham, reducing it to less than 2 kms.

Parish: Winnersh (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WI33	Land adjacent Sadlers Lane			✓			The site is located within the green gap between Wokingham and Sindlesham, reducing it to less than 2 kms.
WI34	Land at Home Farm, Sindlesham			✓			The site is located within the green gap between Sindlesham and Wokingham, reducing it to less than 2 kms.
WI35	Land to the rear of 612 Reading Road			✓			The site is located within the green gap between Winnersh and Earley, reducing it to less than 2 kms.
WI36	Watmore Lane, Winnersh			✓			The site is located within the green gap between Winnersh and Wokingham, reducing it to less than 2 kms.

Parish: Wokingham		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WK02	Land south of the A329(M) including Bell Farm, Ashridge Farm and Ashridgewood Farm			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.
WK05	Land at Dowles Green Farm (I)			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.

Parish: Wokingham (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WK09	Land adjoining Plough Farm			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.
WK10	Woodcray Manor Farm, Finchampstead Road			✓			The site is located within the green gap between Wokingham and The Rides, Finchampstead, reducing it to less than 2 kms.
WK11/19	Land at 'Shangri-La' and east of Blagrove Lane			✓		✓	The site is located within the green gap between Wokingham and Barkham Hill, reducing it to less than 2 kms. The site also incorporates Grade 2 agricultural land.
WK19	Land at 'Shangri-La', Blagrove Lane			✓			The site is located within the green gap between Wokingham and Barkham Hill, reducing it to less than 2 kms.
WK26	Land at Dowles Green Farm (II)			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.
WK27	Land at Dowles Green Farm (III)			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.
WK28	Land at Dowles Green Farm (IV)			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.

Parish: Wokingham (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WK29	Land at Dowles Green Farm (V)			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.
WK31	Land at Beanoak Farm and off Plough Lane (III)			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.
WK36	Rear of Barkham Road (I)			✓			The site is located within the green gap between Barkham Hill and The Rides, Finchampstead, reducing it to less than 1.5 kms.
WK39	Land at Sandy Lane, Barkham Hill (I)	✓		✓			The site is located within the green gap between Barkham Hill and Wokingham, reducing it to less than 2 kms. The site is also located within an area of special landscape importance.
WK47	Ten Acres Farm, Edneys Hill			✓			The site is located in the middle of the green gap between Barkham Hill and The Rides, Finchampstead.
WK48	Land to the south of Nash Grove, Nash Grove Lane			✓			The site is located within the green gap between Wokingham and The Rides, Finchampstead, reducing it to less than 2 kms.

Parish: Wokingham (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WK50	Land to the rear of 263 Barkham Road	✓		✓			The majority of the site is located within the green gap between Barkham Hill and Wokingham, reducing it to less than 2 kms. The majority of the site is also located within an area of special landscape importance.
WK51	Land at Dowles Green Farm (VI)			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.
WK53	Land south of Barkham Road			✓			The site is located within the green gap between Barkham Hill and The Rides, Finchampstead, reducing it to less than 1.5 kms.
WK54	Land adjacent Highland Avenue			✓			The site is located within the green gap between Barkham Hill and Wokingham, reducing it to less than 2 kms.
WK56	Folly Court, Barkham Road			✓			The site is located within the green gap between Wokingham and Barkham Hill, reducing it to less than 2 kms.
WK57	Land at Buckhurst Farm			✓			The site is located within the green gap between Wokingham and Binfield, reducing it to less than 2 kms.

Parish: Wokingham (cont.)		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WK58	Land to the rear of Evendons Lane			✓			The site is located within the green gap between Barkham Hill and Wokingham, reducing it to less than 2 kms.
WK59	Land to the rear of 251 Barkham Road	✓		✓			The site is located within an area of special landscape importance. The site is also located within the green gap between Barkham Hill and Wokingham, reducing it to less than 2 kms.
WK60	Land east of Bearwood Road			✓			The site is located within the green gap between Barkham Hill and Wokingham, reducing it to less than 2 kms.

Parish: Wokingham Without		Landscape			Ecology	Agriculture	Notes
Site Code	Site Address	A.S.L.I	Green Belt	Green Gap	S.S.S.I	Grade 1 & 2	
WT09	'Heathlands', Nine Mile Ride			✓			The site is located within the green gap between The Rides, Finchampstead and Pinewood/Crowthorne, reducing it to less than 1.5 kms.
WT10	Priors Farm, Easthampstead Road			✓			The site is located in the middle of the green gap between Wokingham and Pinewood/Crowthorne.

Sites Retained in Assessment Process:
Sites from 1995, 1996 and Deposit Consultations Through to Stage 2 and
Sites Carried Forward from SEALP and LALP

AB01	**P/H/D**	**Land adjoining Old Church Cottage**

EA01	H	Land rear of 42-50 Pitts Lane
EA02	**D**	**415-445 Wokingham Road (PWE10)**
EA06	P	Earley Reservoir
EA07	P	Shepherds Hill

FI01	**P/D**	**Hogwood Farm**
FI03	**P/H/D**	**Greenacres Farm, Nine Mile Ride**
FI04	**P/H/D**	**Land rear of 445-451 and The Dittons, Finchampstead Road**
FI20	P	162c and 166 Nine Mile Ride
FI21	**P/D**	**Land at Wick Hill Lane**
FI31	**D**	**Land in the vicinity of Wokingham Garden Centre, Finchampstead Road**
FI33	**D**	**Land at Reading Road**
FI38	A	Land at 88 and 96 Barkham Ride, Finchampstead (PS2)

SA02	P/H	Valley Nursery, Whistley Green
SA03	**P/H/D**	**Land at Tape Lane**
SA04	**P/H/D**	**Land at Lodge Road**
SA05	**P/H/D**	**Land between Tape Lane and Lodge Road**
SA06	**P/D**	**Land at Church Hill**
SA07	**P/H/D**	**Land at Davis Street**
SA10/11	**P/H/D**	**Land at Former Billingbear Brickworks, Carters Hill**
SA12	**P/H/D**	**Targetts Farm, Maidenhead Road**

SA13	P	Targetts Farm, Maidenhead Road
SA14	**P/H/D**	**Whistley Court Farm, Lodge Road**
SA15	P/H	Land adjacent to Wheelright's Arms, Davis Street
SA17	**P/H/D**	**Belle Vue, Wokingham Road**
SA18	H	Valley Nurseries, Whistley Green
SA19	H	Land west of Davis Street
SA20	**D**	**Land adjacent Targetts Farm**
SA22	**D**	**Land at The Lane, Whistley Green**
SA23	**D**	**Land at Valley Nurseries**

SH05	**P/H/D**	**Land south of Hyde End Road, Spencers Wood**
SH07	**P/H/D**	**Land rear of Elizabeth Rout Close, Spencers Wood**
SH12	P/H	Land End Farm and Horticultural Station, Hollow Lane/Cutbush Lane
SH13	P	Church Farm and Cattle Breeding Centre, Church Lane
SH16	**P/D**	**Old Gravel Pits**
SH21	P	Beech Hill Road, Spencers Wood
SH24	P	Applied Research Station (I)
SH25	P/H	Applied Research Station (II)
SH30	**H/D**	**Land north of Hyde End Road, Spencers Wood**
SH32	H	Land rear of North Lodge, Basingstoke Road, Spencers Wood
SH37	**D**	**Land End Farm, Cutbush Lane**
SH38	**D**	**Land at Church Farm**
SH40	**D**	**Land at Horticultural Station, Cutbush Lane**

SW06	**P/D**	**Sun Lane, Riseley**
SW07	**P/D**	**Land east of Recreation Ground, Riseley**
SW08	**P/H/D**	**Land north of Part Lane, Riseley**
SW09	**P/H/D**	**Land west of Basingstoke Road, Riseley**

SW10	P/H	Taylors Lane, Riseley
SW13	H	Land adjoining Brookside, Church Road

TW03	P/H	Land at Wargrave Road

WI10	**P/H/D**	**Land at Loddon Thatch, Sindlesham**
WI11	P	'Dunromin', 'Aberfoyle' and Land rear of Mole Road, Sindlesham
WI21	P/H	Land south of Poplar Lane
WI30	**D**	**Land south of Poplar Lane**
WI37	**D**	**Land south of Poplar Lane**
WI38	A	Land to the rear of 32 to 58 Watmore Lane, Winnersh (PW3)
WI39	A	Land rear of 555 to 563 Reading Road, Winnersh (PW4)
WI40	A	Land west of Reading Road and adjacent to Bearwood Path, Bearwood Park, Winnersh (PW5)

WK01	**P/H/D**	**Matthews Green Farm**
WK23	P	Land between Wokingham and Forest Road
WK24	**P/H/D**	**Land at Toutley Road**
WK25	P	Ashridge Farm and Sewage Works, Warren House Road
WK34	**P/D**	**Chapel Green Farm, Finchampstead Road**
WK42	**P/D**	**Wokingham Cricket Ground**
WK52	**D**	**Land south-east of Finchampstead Road**
WK55	**D**	**Land at junction of Forest Road and Toutley Road**

WT01/ 03/07	**P/H/D**	**Land south of Wokingham incorporating Knoll Farm, Wokingham Equestrian Centre (part), Holme Park, Woods Farm, Brittons Farm and Buckhurst Farm**
WT04	P/H	Ravenswood Village, Nine Mile Ride
WT06	**P/H/D**	**Land between Nine Mile Ride and Old Wokingham Road**

WY01	**P/H/D**	**Land at Sandford Farm**
WY02	P/H	Land adj. to Bulmershe Allotments

Bold - sites passing sift 1 and put forward at deposit
Light - sites passing sift 1 but not put forward at deposit

NB CPmt C 6 Refers at para 1.07

SITES FIRST SUBMITTED WHEN THE PROPOSED AMENDMENTS TO THE WDLPDD WERE THE SUBJECT OF PUBLIC CONSULTATION (APRIL - JUNE 1999)
SITES REJECTED AT THE FIRST STAGE AND SITES THROUGH TO STAGE TWO

The assessment methodology applied to the sites that were submitted at the time the Proposed Amendments to the WDLPDD were out to consultation, was essentially unchanged from the previous application of the assessment process. The tables below show the sites rejected at the first stage (Table A3:1), those sites that passed the first stage to be subjected to the detailed appraisal of stage two (Table A3:2), the sites selected through the sifting process (Table A3:3), and the hierarchy of sites produced by the sifting process (Table A3:4).

SH48	Land East of Basingstoke Road, Spencers Wood
SH44	Land at Hyde End Road, Shinfield
WK61	Land to Rear of Doles Hill, Barkham Road, Wokingham
SH51	Land in vicinity of North Lodge, Stanbury Park
SH49	Land at Bodys Farm, Spencers Wood
SH46	Land West of Beech Hill Road, Spencers Wood
SH47	Land west of Basingstoke Road, Spencers Wood

Table A3:1 : Sites rejected at the First Stage

FI40	Land at Church Farm, Finchampstead
SH42	The Manor, Church Lane/Brookers Hill, Shinfield
SH43	Land at Arborfield Road, Shinfield
SH45	Land at Hyde End Road, Spencers Wood
SH50	Land at Hyde End Road, Spencers Wood
WT11	Ravenswood Village

Table A3:2 : Sites assessed at the Second Stage

	Local Environmental Quality	Natural Resources	Global Sustainability
SIFT ONE	No ✖✖'s in category 1 and no more than one ✖✖ in categories 2 - 5:	No ✖✖'s or ✖'s in any category:	No ✖✖'s in category 1 and up to two ✖✖'s in categories 2 - 5:
successful sites	SH43	SH42	FI40, WT11
SIFT TWO	Up to two ✖✖'s overall but no more than one of these in category 1 or 2:	No ✖✖'s in any category but allow one ✖ in any category:	Up to three ✖✖'s overall but no more than one of these in category 1:
successful sites	SH42, SH45,	FI40, SH45, SH50	SH42, SH43
SIFT THREE	Up to three ✖✖'s overall but no more than one of these in category 1 or 2:	Three ✖'s or two ✖'s and one ✖✖, provided that no ✖✖'s and no more than one of the ✖ are in categories 1 and 2:	Up to four ✖✖'s overall but no more than two of these in category 1:
successful sites	FI40, SH50		SH50

Table A3:3 : Sites selected through the sifting process

SCORE	HOW SCORE WAS ACHIEVED	SITE
7	occurred once in sift one and twice in sift two	SH42
6	occurred once in sift one, once in sift two and once in sift three	FI40
5	occurred once in sift one and once in sift two	SH43

Table A3:4 : Hierarchy of sites produced by the sifting process

Definitions of Each Symbol Relating to Each Criterion and Ranking of Criteria

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Human Beings	Enhance the Quality of Life	±	Note to be inserted in commentary **"Assess at detail design stage."**	
	Avoids Areas Subject to Unsatisfactory Levels of Sound	✓✓	0 - 2.5 (rating given by Environmental Health) Apparently no significant problem on this site.	4
		✗	5 (rating given by Environmental Health) A significant problem but not likely to obstruct proposed development if investigated and mitigated. May limit scope of development in some parts of the site.	
		✗✗	7.5 - 10 (rating given by Environmental Health) Significant problem likely to render residential development on the site undesirable.	
	Avoids Areas Subject to Unsatisfactory Levels of Smell	✓✓	0 - 2.5 (rating given by Environmental Health) Apparently no significant problem on this site.	4
		✗	5 (rating given by Environmental Health) A significant problem but not likely to obstruct proposed development if investigated and mitigated. May limit scope of development in some parts of the site.	
		✗✗	7.5 - 10 (rating given by Environmental Health) Significant problem likely to render residential development on the site undesirable.	
	Improve Community Facilities	±	Note to be inserted in commentary **"Assess at detail design stage."**	
	Avoid Areas with Unacceptable Health Impacts - contamination	✓✓	Apparently no significant problem on this site (0 - 2.5 rating given by Environmental Health); or Removal of existing contamination through development and by so doing acheiving environmental improvement.	1
		✓	5 (rating given by Environmental Health) Not likely to obstruct the proposed development in principle, if investigated and mitigated, but may limit scope of development in some parts of the site.	
		✗✗	7.5 - 10 (rating given by Environmental Health) Significant problem likely to render residential development on the site undesirable if remedial works are not undertaken.	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Human Beings (cont.)	Avoid Areas with Unacceptable Health Impacts - Overhead Power Lines	✓✓	0 - 2.5 (rating given by Environmental Health) Apparently no significant problem on this site.	5
		✗	5 (rating given by Environmental Health) A significant problem but not likely to obstruct proposed development if investigated and mitigated. May limit scope of development in some parts of the site.	
		✗✗	7.5 - 10 (rating given by Environmental Health) Significant problem likely to render residential development on the site undesirable.	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Identified Settlement	Ensure Growth is in Scale and Character with the Existing Identified Settlement	✓✓	Less than 5% of existing settlement (area of relevant identified settlement).	3
		✓	5 - 10% of existing settlement (area of relevant identified settlement).	
		✗	More than 10% of existing settlement (area of relevant identified settlement).	
		✗✗	Unrelated to any identified settlement.	
	Ensure Safety and Security of area	±	Note to be inserted in commentary **"Assess at detail design stage."**	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Brownfield vs. Greenfield	Promote Brownfield Development	✓✓	Between 90 - 100% Brownfield Development **Definition of Brownfield Development** - sites with existing buildings or previously used land (including mineral extraction but <u>not</u> gardens, agricultural land, allotments or recreation land).	
		✓	Between 40 - 90% Brownfield Development	
		✗	Between 10 - 40% Brownfield Development	
		✗✗	Less than 10% Brownfield Development	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Cultural Heritage	Avoid Undesirable Impact on: - Listed Buildings - Conservation Areas - Historic Parks and Gardens - Ancient Monuments	✓✓	Located more than 500m (straight line measurement) from listed buildings, historic parks, conservation areas, ancient monuments or archaeological sites.	4 4 4 1
		✓	Located more than 200m (straight line measurement) and less than 500m from one or more of the above.	
		✗	Located within 200m (straight line measurement) of one or more of the above.	
		✗✗	Located within/on or adjacent to (excluding roads), one or more of the above.	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Landscape	Avoids Designated Areas	✓✓	The site is more than 500m (straight line measurement) from an Area of Special Landscape Importance (ASLI). **NB: Areas of Outstanding Natural Beauty would normally be considered in this category but are not relevant to this appraisal as no such sites are located within Wokingham District.**	1
		✓	The site is less than 500m but more than 100m from an Area of Special Landscape Importance.	
		✗	The site is adjacent or within 100m of an Area of Special Landscape Importance.	
		✗✗	Site is located on an Area of Special Landscape Importance.	
	Avoids Areas of Urban Landscape Value	✓✓	The site is more than 500m (straight line measurement) from an Area of Urban Landscape Value.	2
		✓	The site is less than 500m but more than 100m from an Area of Urban Landscape Value.	
		✗	The site is adjacent or within 100m or adjoining an Area of Urban Landscape Value.	
		✗✗	Site is located partly or wholly on an Area of Urban Landscape Value.	
	Avoids Degrading the Settings of Existing Settlements	✓✓	Not located within a designated Setting of Settlement area.	3
		✓	Less than 25% of the site situated within a designated Setting of Settlement area.	
		✗	More than 25% and less than 75% situated within a designated Setting of Settlement area.	
		✗✗	More than 75% situated within a designated Setting of Settlement area.	
	Minimise Visual Intrusion into Surrounding Area	✓✓	Satisfactory in terms of - boundary strength - medium/long views - topography - adjacent land use	1
		✓	Satisfactory for three out of the four categories.	
		✗	Satisfactory for half of the categories.	
		✗✗	Unsatisfactory for three out of the four categories.	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Public Open Space	No Loss of Public Open Space	✓✓	No loss of public open space.	3
		✗	Loss of up to 25% of public open space.	
		✗✗	Loss of 26 - 100% of public open space.	
	Avoid impact on the Visual Amenity of Passive Open Space	✓✓	The site is entirely or significantly hidden from any passive open space.	5
		✗	The site is only partially exposed to at least one area of passive open space.	
		✗✗	The site is exposed to at least one area of passive open space.	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Green Belt and Green Gaps	Avoid the Green Belt	✓✓	Situated outside the green belt.	
		✗✗	Situated partly or wholly within the green belt.	
	Avoid Green Gaps (Separation of Settlement)	✓✓	Situated outside a green gap.	3
		✗	Situated partly or wholly within a green gap, but where more than 1 km remains between small villages and hamlets, more than 1.5 kms remains between large villages and similar or smaller settlements or more than 2 kms remains between towns and other settlements.	
		✗✗	Situated within a green gap, where less than 1 km, 1.5 kms or 2 kms remains as appropriate.	

Local Environmental Quality				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Social Infrastructure	Efficient Provision of Services	±	Note to be inserted in commentary " **Assess at detail design stage.**"	
	Existence of Street Lighting	✓✓	Substantial provision of street lighting.	5
		✓	Limited street lighting	
		✗✗	No street lighting.	
	Highway Impact: Congestion	✓✓	Site located with no direct or secondary access onto roads within an existing congestion problem area, an overloaded junction, or area where environmental capacity is exceeded.	3
		✓	Site located with no direct access onto roads within an existing congestion problem area, an overloaded junction, or area where environmental capacity is exceeded.	
		✗	Site located with direct access onto roads where environmental capacity is exceeded.	
		✗✗	Site located with direct access onto roads within an existing congestion problem area or close to an overloaded junction.	
	Highway Impact: Highway Authority's view	✓✓	Conditional approval probable.	2
		✗✗	Highway objection probable.	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Ecology	Avoid National Designated Areas	✓✓	Located more than 500m from a Site of Special Scientific Interest (SSSI) or a Local Nature Reserve (LNR) as identified by the Council's Landscape Team. NB: National Nature Reserves, Special Protection Areas and Ramsar sites would normally be considered in this category but are not relevant to this appraisal as no such sites are located within Wokingham District.	1
		✓	Located more than 200m and less than 500m from one of the designated areas referred to above.	
		✗	Located within 200m or adjoining to one of the designated areas referred to above.	
		✗✗	Located partly or wholly on one of the designated areas referred to above.	
	Avoid Local Designated Areas	✓✓	Located more than 500m from a Wildlife Heritage Site as identified by the Council's Landscape Team.	2
		✓	Located more than 100m and less than 500m from one of the designated areas referred to above.	
		✗	Located within 100m or adjoining to one of the designated areas referred to above.	
		✗✗	Located partly or wholly on one of the designated areas referred to above.	
	Avoid Sites of Ancient Semi-Natural Woodland and other Sites of Important Protected Species	✓✓	Sites located entirely outside sites of ancient semi-natural woodland and other sites of important protected species, as identified by the Council's Landscape Team.	4
		✗✗	Located partly or wholly on one of the designated areas referred to above.	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Ecology (cont.)	Ensure Form and Layout of New Development is Designed to Attract New and Enhance Existing Flora and Fauna	±	Note to be inserted in commentary **"Assess at detail design stage."**	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Air Quality	Maintain Local Air Quality	✓✓	0 - 2.5 (rating given by Environmental Health) Apparently no significant problem on this site.	1
		✗	5 (rating given by Environmental Health) A significant problem but not likely to obstruct proposed development if investigated and mitigated. May limit scope of development in some parts of the site.	
		✗✗	7.5 - 10 (rating given by Environmental Health) Significant problem likely to render residential development on the site undesirable.	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Water Quality	Ground Water Protection	✓✓	Site located within an area identified as 'non-aquifer (negligibly permeable)'. Source NRA 1994.	1
		✗	Site located within an area identified as 'minor aquifer (variably permeable)'.	
		✗✗	Site located within an area identified as 'major aquifer (highly permeable)'.	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
River Conservation and Management	Conservation of River Corridors	✓✓	Site not included in area of Thames River Valley policy or Other River Valleys policy (Deposit Draft District Local Plan).	5
		✗✗	Site included in area of Thames River Valley policy or Other River Valleys policy (Deposit Draft District Local Plan).	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Flood Plain Protection	Avoid Areas Liable to Flooding	✓✓	Site not included in area identified as ' land liable to flooding' (Deposit Draft District Local Plan).	2
		✓	Up to 25% of site included in area identified as ' land liable to flooding' (Deposit Draft District Local Plan).	
		✗	25 - 50% of site included in area identified as ' land liable to flooding' (Deposit Draft District Local Plan).	
		✗✗	Over 50% of site included in area identified as ' land liable to flooding' (Deposit Draft District Local Plan).	
	Reduce surface water runoff	±	Note to be inserted in commentary **"Assess at detail design stage."**	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Soil and Land Quality	Avoid High Quality Agricultural Land	✓✓	Majority of site is clasified as grade 4 or 5 agricultural land (as classified by FRCA).	3
		✓	Majority of site is clasified as grade 3b agricultural land (as classified by FRCA).	
		✗	Majority of site is clasified as grade 3a agricultural land(as classified by FRCA).	
		✗✗	Majority of site is clasified as grade 1 or 2 agricultural land (as classsified by FRCA).	

Natural Resources				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Mineral Conservation	Minimise Need for Aggregates	±	Note to be inserted in commentary **"Assess at detail design stage."**	
	Safeguard Long-Term, Local Resources of Sand and Gravel	✓✓	No sand and gravel deposits; or Land with planning permission for sand and gravel extraction or from which sand and gravel have already been extracted. (Source: BCC Replacement Minerals Local Plan, Nov. 1995).	1
		✓	Areas with strong presumption against allowing sand and gravel extraction (Policies 11 and 12, BCC RMLP.)	
		✗	All other sand and gravel deposits (Policies 8, 10, 13 & 14, BCC RMLP).	
		✗✗	Preferred Areas for sand and gravel extraction (Policy 8, BCC RMLP).	
	Promote Recycling	±	Note to be inserted in commentary **"Assess at detail design stage."**	

Global Sustainability				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Transport Energy Efficiency - trips	Appropriate Distance to Main Employment Centre	✓✓	0 - 1 kms (shortest road distance)	3
		±	1 - 3 kms	
		✗✗	Over 3 kms	
	Appropriate Distance to Main Retail Centre	✓✓	0 - 1 km (shortest road distance)	2
		±	1 - 3 kms	
		✗✗	Over 3 kms	
	Appropriate Distance to Local Retail Centre (def: grocers / food store, newsagent and possibly sub-post office)	✓✓	0 - 500m (shortest road distance)	1
		±	500m - 1 km	
		✗✗	Over 1 km	
	Appropriate Distance to Main Recreation and Leisure Facilities	✓✓	0 - 1 km (shortest road distance)	4
		±	1 - 3 kms	
		✗✗	Over 3 kms	
	Appropriate Distance to Local Community Facilities (def: library and doctors)	✓✓	0 - 1 km (shortest road distance)	1
		±	1 - 2 kms	
		✗✗	Over 2 kms	

Global Sustainability				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Transport Energy Efficiency - trips (cont)	Appropriate Distance to Pre-School	✓✓	0 - 500m (shortest road distance)	1
		±	500m - 1 km	
		✗✗	Over 1 km	
	Appropriate Distance to Primary School	✓✓	0 - 500m (shortest road distance)	1
		±	500m - 1 km	
		✗✗	Over 1 km	
	Appropriate Distance to Secondary School	✓✓	0 - 1 km (shortest road distance)	3
		±	1 - 3 kms	
		✗✗	Over 3 kms	
	Appropriate Distance to A or B Road	✓✓	0 - 200m (shortest road distance)	3
		±	200m -500m	
		✗✗	Over 500m	

Global Sustainability				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Transport Energy Efficiency - modes	Existing Access to Public Transport - Buses	✓✓	Situated within 0 - 250m of a bus route (red) (shortest road distance). **Bus Route (Red): a bus route with a daytime service every two hours or more frequently at least 5 days a week.**	2
		✓	Situated within 250 - 750m of a bus route (red).	
		✗	Situated within 750m - 1.5 kms of a bus route (red) or Situated within 0 - 250m of a bus route (green). **Bus Route (green): All other bus routes.**	
		✗✗	Situated over 250m of a bus route (green) or Situated over 1.5km of a bus route (red).	

Global Sustainability				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Transport Energy Efficiency - modes (cont.)	Existing Access to Public Transport - Trains	✓✓	Situated within 0 - 1 km of existing railway station (shortest road distance).	3
		✓	Situated within 1 - 2 kms of existing railway station.	
		✗	Situated within 2 - 4 kms of existing railway station.	
		✗✗	Situated over 4 kms of existing railway station.	
	Good Connections to Cycling Network	✓✓	Located up to 250m from a convenient, safe and comprehensive cycling network, which is already established or committed (shortest road distance).	3
		✓	Within 250 - 750m of a convenient, safe and comprehensive cycling network, which is already established or committed.	
		✗	Within 750m - 1.5 km of a convenient, safe and comprehensive cycling network, which is already established or committed.	
		✗✗	Existing or committed convenient, safe and comprehensive cycling network is over 1.5 kms.	
	Satisfactory Pedestrian Links	✓✓	Continuous pavement from settlement. Pavement on majority or some of local roads.	1
		✓	Continuous pavement from settlement. Pavement on few of the local roads.	
		✗	Non continuous pavement from settlement. Pavement on majority or some of local roads.	
		✗✗	Non continuous pavement from settlement. Pavement on few of the local roads.	

Global Sustainability				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Built Environment Energy Efficiency	Building Specifications to Reduce Heat Loss	±	Influenced by the form of the buildings. Note to be inserted in commentary **"Assess at detail design stage."**	
	Protection From Wind Speed and Frost	±	Influenced by the siting of the buildings, the effect of heat islands and the use of shelter belts for protection. Note to be inserted in commentary **"Assess at detail design stage."**	
	Obtain the Maximum Amount of Solar Radiation (aspect)	±	Influenced by the siting, orientation (aspect) and layout of the buildings. Note to be inserted in commentary **"Assess at detail design stage."**	

Global Sustainability				
Environmental Impact Criteria	**Specific Criteria**	**Symbol**	**Use of Symbol**	**Rank**
Renewable Energy Potential	Avoid Potential Renewable Energy Sites	±	Been considered but no appropriate sites within Wokingham DC.	
Rate of Co_2 Fixing	Avoid Woodlands, Clusters of Trees and TPO's	✓✓	No significant impact on current stock, especially broad-leaved trees.	3
		✓	Up to 25% of site covered with tree stock worthy of retention	
		✗	Up to 26 - 80% of site covered with tree stock worthy of retention	
		✗✗	Over 80% of site covered with tree stock worthy of retention.	

APPENDIX 5

PLANNING APPEAL INSPECTORS' DECISION LETTERS (EXTRACTS)

The Planning Inspectorate

An Executive Agency in the Department of the Environment and the Welsh Office

Room 1404
Tollgate House
Houlton Street
Bristol BS2 9DJ

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Robin Bradbeer Esq
Planning and Development Consultancy
20 Lansdown Parade
CHELTENHAM
Glos GL50 2LH

Your Ref:
114
Our Ref:
(a) T/APP/H0330/A/95/259398/P7
(b) T/APP/H0330/A/96/268700/P7

Date: 29 OCT 1996

Dear Sir

TOWN AND COUNTRY PLANNING ACT 1990, SECTION 78 AND SCHEDULE 6
APPEALS BY DUTTON PROPERTIES LTD T/A AWARD HOMES (SOUTH)
APPLICATION NOS: 44890, 96/63734/0

1. I have been appointed by the Secretary of State for the Environment to determine these appeals against the decisions of the Wokingham District Council to refuse outline planning permission in respect of applications for (a) residential development, up to 100 mixed dwelling units, to include 20% affordable housing and public open space, and (b) the erection of 28 dwellings, provision of land for affordable housing and public open space on land at Greenacres Farm, Nine Mile Ride, Finchampstead. I held a local inquiry into the appeals on 10 September 1996 and I inspected the site and surroundings on the following day.

2. Both appeals concern the same 9.4ha site which lies on the southern side of Nine Mile Ride between its junctions with Warren Lane and White Horse Lane. In the application for the larger scheme all detailed matters are reserved for subsequent approval while access is to be determined at this stage on the smaller scheme. Two of the refusal reasons for the larger development have been withdrawn. The outstanding reason for refusal common to both applications concerns the effect on the rural area.

3. The development plan context is provided by the Berkshire Structure Plan (BSP) adopted in November 1995, and the South East Area Local Plan (SEALP) which was adopted in April 1994 and covers the period up to 31 March 1996. The BSP supersedes the Replacement Berkshire Structure Plan (RBSP) which was in force when the first application was determined. The SEALP was prepared on the basis of the RBSP and in terms of housing provision the SEALP is no longer helpful. Nonetheless, its land use policies remain the most up-to-date adopted local policies. The Wokingham District Local Plan (WDLP) is at Consultation stage and a draft Deposit version has not yet been published; therefore it can be accorded little weight.

PER

15. Therefore, I agree that the land supply position is more akin to 3.47 years as you have calculated. This is a serious shortfall from the five-year supply which Planning Policy Guidance (PPG) note 3 advises should be maintained and the need to increase supply should be given considerable weight. The Council is seeking to remedy the shortfall by bringing forward the development of Priority Sites identified during the preparation of the WDLP and it intends to release sufficient land before the end of this year to meet the current shortfall.

16. Public controversy about the local plan's housing proposals is likely to continue in the lead-up to the deposit of the WDLP and difficult decisions will have to be made. Given that the contribution from the major development site towards the five-year supply cannot be relied upon, the Council may need to release more land than it currently anticipates. However, there is no substantive reason to doubt the Council's resolve to make good the shortfall in the housing land supply. Furthermore, it is unlikely that the timescale for the housing land release will be so delayed as to devalue the Council's approach.

17. Doubts have been raised that some of the Priority Sites will come forward for development when required and about their suitability on policy grounds compared with the appeals site. However, the process of identifying sites has taken into account their suitability not only individually but also as part of an overall strategy, and therefore the policy conflicts may be more apparent than real. At this stage it is difficult to be certain that all of the Priority Sites will emerge unscathed from the process leading to adoption of the WDLP, but it is reasonable to conclude that within a very short timescale at least some of these sites will be released and therefore contribute to an increase in the land supply. The Council has also identified Reserve Sites which may be called upon if necessary.

18. PPG3 advises that land availability considerations should not be regarded as overriding all other factors and as dictating permission for development which would be in serious conflict with adopted plan policies. Taking all of these matters into account, I consider that appropriate action is being taken to remedy the housing land supply deficit and that the current position would not justify overriding the policies of the development plan in this case.

19. The suitability of the site for housing was examined by the Council during the preparation of the WDLP and it was rejected at the second stage of evaluation. One of the key disadvantages identified was the urbanising effect which its development would have on the rural area. It is inevitable that some of the criteria used for the assessment of potential sites involve subjective judgement, but this does not invalidate the Council's approach which seems to have been particularly thorough and detailed. Also, there is no substantive evidence that the selection process has been inconsistently applied. The re-evaluation of the site which you put forward is less convincing; in particular, it seriously undervalues the importance of the site as countryside and the impact of its development upon the surroundings.

20. A number of benefits would be associated with the proposals, including the provision of a large area of open space. This would be a resource for the local

The Planning Inspectorate LP
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C A Lennon Associates
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SL4 1EF

Your Ref:
MHC
Our Ref:
T/APP/H0330/A/97/276840-1/P5
Date:
24 SEP 1997

Dear Sirs

TOWN AND COUNTRY PLANNING ACT 1990, SECTION 78 AND SCHEDULE 6
APPEALS BY LINDEN HOMES AND BEWLEY HOMES PLC
APPLICATION NOS:- 96/64686/F AND 96/64734/F

1. I have been appointed by the Secretary of State for the Environment to determine the above mentioned appeals against decisions of Wokingham District Council to refuse planning permission for:-

1. The erection of 31 dwellings, garages, estate road, open space and ancillary works on land at the rear of No's 44-70 Grazeley Road, Three Mile Cross, Shinfield (the Linden scheme); and

2. The erection of 19 dwellings and garages, estate road, play space and ancillary works on land to the rear of 20 - 36 Grazeley Road, Three Mile Cross, Shinfield (the Bewley scheme).

I held an Inquiry into these appeals on the 25 and 26 June 1997, and visited the site and surroundings on the second day.

Clarification

2. Before dealing with the issues arising from these appeals it is necessary for me to clarify the exact nature of the applications. In the case of both appeals, it is your clients' wish that revised layout plans are considered. To this end, in respect of the Linden scheme, an amended layout reference: 4480/96/1B and an additional house plan for the Hanbury house type has been submitted (Plan C). For the Bewley scheme, an amended layout plan ref: 4481/96/1C and a revised house Type 2E (Plan D). With regard to this appeal, planning permission is being sought for a lesser scheme of 18 dwellings. It is contended that these

24. First and foremost, that Inspector did not have the benefit of two objective assessments of the appeal sites carried out as part of the District Local Plan consultation procedure. The Council accepts that in both these assessments the appeal sites were included in a tranche of land defined as well contained and not having any great impact on the character of the area. The Council's witness concedes that his current subjective assessment contradicts the objective consultation conclusions. Secondly, it is clear from that Inspector's decision letter that he believed the piecemeal development of land behind the Grazeley Road frontage would aggregate his perception of harm. This I can understand, especially if a significant number of access roads required the demolition of frontage property. As it stands with these two applications, there is the facility to develop the whole of the reserve site from two access points. I am content this keeps the visual intrusion to an acceptable level. Thirdly, the sites have now been included within a reserve housing site.

25. For these reasons, and having regard to the very limited views available and the strong containment evident, I believe the conclusions on the degree of harm to the character and appearance of the locality are far more finely balanced than in 1994. I shall refer, however, to the layout of the Bewley site later in my letter.

Five Year Supply of Housing Land

26. As indicated earlier (15) it is accepted that there is approximately a one year shortfall in the five year supply of available housing land. This position pertains despite the release of all the priority sites included in the emerging District LP. Satisfying the five year provision relies very heavily on the identification and release of a major area of housing within the Borough. Although the Council favour and advance a site at Grazeley, two other sites at Spencers Wood and Shinfield are being promoted by objectors to the Local Plan. This means that a release of any site will be dependent on the progress of the Local Plan Inquiry and the Inspector's report into objections. There has already been delay in the local plan process due to the need for a second round of consultation before issuing the deposit draft version, and now in printing the deposit draft. The Inquiry is not now programmed until sometime in 1998.

27. For this reason, the one year deficit in the housing land supply is likely to increase appreciably before any report is published. Even to maintain the deficit at the current level, assumes that newly identified and windfall sites keep pace with completions. In my view, this is unlikely. The vast majority of potential sites have just been subjected to a rigorous evaluation process, with those meeting the policy framework having been included in the draft LP as either priority or reserve sites. In any event, when operating in a negative situation those wishing to build or purchase will be chasing fewer desirable options, and I anticipate this resulting in a more rapid completion of dwellings than would be expected if there were a continuing five year supply.

28. I am also mindful of two other factors. First, the Council has been operating with a shortfall for some considerable time and, despite proactive attempts to redress the imbalance, the shortfall remains and is likely to get far worse. Secondly, PPG3 looks to an adequate and continuous supply of land for housing, and where there is a substantial shortfall considerable weight should be given to the need to increase supply when dealing with

APPENDIX 24

Wokingham District Council Environmental Services Department, PO Box 157, Shute End, Wokingham, Berks, RG40 1WR

FAX

Date: 15/5/00

Number of pages including cover sheet: 4

To:
Sarah Sutton
HASCAMS
Phone:
Fax phone: 0118 960 1022
CC:

From:
Liz Gibbons
Pol + Plans
Phone:
Fax phone: 0118 9746484

REMARKS: ☐ Urgent ☒ For your review ☐ Reply ASAP ☐ Please comment

Site appraisal for Lane End Farm

Proposal SH37: Lane End Farm, Cutbush Lane, Shinfield

Environmental Impact Criteria	Specific Criteria	Impact	Commentary
Local Environmental Quality Human Beings	• enhance quality of life	±	Assess at detail design stage.
	• avoid areas subject to unsatisfactory levels of sound	✗✗	
	• avoid areas subject to unsatisfactory levels of smell	✓	
	• improve community facilities	±	Assess at detail design stage.
	• avoid areas with unacceptable health impacts, eg: - contamination	✗	
	- overhead power lines	✓✓	
Identified Settlement	• ensure growth is in scale and character with existing settlement	✗	
	• ensure safety/security of area	±	Assess at detail design stage.
	• promote brownfield development	✓✓	
Cultural Heritage	• avoid undesirable impact on: - listed buildings	✗✗	
	- conservation areas	✓✓	
	- historic parks/gardens	✓✓	
	- ancient monuments	✓✓	
Landscape	• avoid designated areas	✓✓	
	• avoid Areas of Urban Landscape Value	✓✓	
	• avoid degrading the settings of existing settlements	✓✓	
	• minimise visual intrusion into surrounding area	✗	
Public Open Space	• no loss of public open space	✓✓	
	• avoid impact on visual amenity of passive open space	✗	
Green Belts and Green Gaps	• avoid the green belt	✓✓	
	• avoid green gaps	✗✗	
Social Infrastructure	• efficient provision of services	±	Assess at detail design stage.
	• existence of street lighting	✓✓	
	• highway impact : congestion	✓	
	• highway impact : H.A. view	✓✓	

Environmental Impact Criteria	Specific Criteria	Impact	Commentary
Natural Resources Ecology	• avoid national designated areas (SSSI's)	✓✓	
	• avoid local designated areas (WHS's & LNR's)	✓✓	
	• avoid sites of ancient semi-natural woodland & sites of important protected species	✓✓	
	• ensure form and layout of new development is designed to attract new and enhance existing flora and fauna	±	Assess at detail design stage.
Air Quality	• maintain local air quality	✓✓	
Water Quality	• ground water protection	✓✓	
River Conservation and Management	• conserve river corridors	✓✓	
Flood Plain Protection	• avoid areas liable to flooding	✓✓	
	• reduce surface water runoff	±	Assess at detail design stage.
Soil and Land Quality	• avoid high quality agricultural land	✓✓	
Mineral Conservation	• minimise need for aggregates	±	Assess at detail design stage.
	• safeguard long-term, local resources of sand and gravel	✓✓	
	• promote recycling	±	Assess at detail design stage.

Global Sustainability Transport Energy Efficiency - trips	appropriate distance to: • main employment centre • main retail centre • local retail centre • main recreation facilities • local community facilities • pre-school • primary school • secondary school • A or B road	✓✓ ± ± ± ± ± ✗✗ ± ✓✓	
Transport Energy Efficiency - modes	• existing access to public transport - buses • existing access to public transport - trains • good connections to cycling network • satisfactory pedestrian links	✓✓ ✗✗ ✗ ✓✓	
Built Environment Energy Efficiency	• building specifications to reduce heat loss • protection from wind speed and frost • obtain the maximum amount of solar radiation (aspect)	± ± ±	Assess at detail design stage. Assess at detail design stage. Assess at detail design stage.
Renewable Energy Potential	• avoid potential renewable energy sites	±	Assess at detail design stage.
Rate of Co_2 Fixing	• avoid woodland, clusters of trees and TPOs	✓	