

# Agenda Item 54.

<b>Development Management Ref No</b>	<b>No weeks on day of committee</b>	<b>Parish</b>	<b>Ward</b>	<b>Major Development proposal &amp; WBC application for a net gain of more than 100m<sup>2</sup> :</b>
172012	15/16	Wokingham	Wescott (adjoining Emmbrook)	

**Applicant** Wokingham Borough Council

**Location** Carnival Pool Leisure Hub: land at Wellington Road & Finchampstead Road, Wokingham

**Proposal** Full planning application for the redevelopment of the Carnival Pool site to create leisure led development as part of the regeneration of Wokingham town centre. The proposals include the demolition of all existing buildings on site and the construction of: a leisure centre (use class D2); library (use class D1); restaurant (use class A3); commercial unit for non-residential institution or assembly and leisure use (use classes D1 or D2); 55 dwellings (use class C3); pedestrian and vehicular access including a pedestrian boulevard and realignment of Wellington Road; car parking; hard and soft landscaping; realignment of an existing footpath; drainage and infrastructure works; and associated servicing and utilities.

**Type** Full

**PS Category** 6 (other largescale major development)

**Officer** Emy Circuit

**FOR CONSIDERATION BY** Planning Committee on 8 November 2017  
**REPORT PREPARED BY** Delivery Programme Director

## SUMMARY

The Carnival site is one of a number of identified opportunity sites being developed by the Council in order to achieve the development plan aim of the growth and renaissance of Wokingham Town Centre. The other key sites are the "Peach Place" site (planning permission F/2014/2637), which is currently under construction, and Elms Field (planning permission 153125) which has a direct relationship with the application site, being located on the opposite side of Wellington Road.

On 5 August 2015 hybrid planning permission was granted for a mixed-use, leisure-led development on 2.23 hectares of land between Wellington Road and the Reading-Waterloo railway line. The permission comprised.

- i) **Phase 1**, full planning permission for a new, 529-space, multi-storey car park on the southern part of the site - adjacent to the railway - incorporating a new class D2 leisure facility (to replace the existing bowling alley) on the ground floor; and
- ii) **Phase 2**, outline planning permission establishing parameters and principles for an extension to the existing Carnival Pool complex and redevelopment of the bowling alley site to provide a mixed use development for sport and leisure, with flexibility for other town centre uses and a residential element.

The first phase of the development is approaching completion: the car park has been operational since May this year and the fit out of the bowling alley is approaching completion.

Since the outline planning permission was granted further feasibility work has been carried out – taking into consideration viability and masterplan objectives - which concluded that a full redevelopment of the site would be more beneficial and cost-effective than refurbishing and extending the existing facility. This approach was agreed through a series of Wokingham Town Centre Development Board decisions between November 2016 and January 2017.

On 30 March 2017 the Executive agreed the principle of relocating Wokingham Library to a new building on the Carnival Phase II site, subject to a full impact assessment and business case being agreed by the Executive Member for Resident Services which happened on 14 June 2017.

The current application relates to 2.06 hectares of land (including the public realm immediately to the north of the car park which was also included in phase 1) and proposes demolition of the existing Carnival Pool Leisure Centre (class D2), the original bowling alley (class D2) and Southgate House (class B1(a)) and construction of a new leisure centre (class D2), library (class D1), a restaurant or café (class A3), a commercial unit for use either as a non-residential institution or for assembly and leisure purposes (class D1 or D2) and 55 flats (Class C3).

The concept of a leisure hub remain: the key differences between the hybrid consent and the current application are that the existing leisure centre would be redeveloped rather than refurbished and extended. Moreover that there is greater certainty about proposed uses now, in particular the inclusion of the library. The more extensive redevelopment now proposed means that the current proposal differs materially from the outline planning permission and hence full planning permission is sought for Phase 2. The application is before the Planning Committee because it is a council application for more than 100m<sup>2</sup> new floorspace.

Officers consider that the proposed development is consistent with the development plan objectives of providing a leisure quarter centred on the Carnival site as part of the growth and renaissance of Wokingham Town Centre. The scheme would help promote and compliment the town centre economy and improve leisure / recreation facilities within the town. For this reason officers consider the scheme to be acceptable.

#### **PLANNING STATUS**

- Major Development Location (CP9/SAL08)
- Wokingham Town Centre (TB15)
- Carnival Pool/Wellington Road Mixed Use site (SAL08)
- Green Route (CC03) (Finchampstead Road and the Carnival Pool roundabout)
- Green Route Enhancement area (CC03) Wellington Road
- Thames Basin Heaths Special Protection Area 7km linear mitigation zone (CP08)
- Public Right of Way Wokingham Footpath 23
- Potentially contaminated land consultation zone (Carey Road gas works)

- Flood Zone 1

## **RECOMMENDATION**

RESOLVE to GRANT PLANNING PERMISSION subject to:

- i) No new, substantive planning objections being raised during the consultation on revised and additional information which will end on 28 October 2017 (any responses received will be reported in the Members' Update);
- ii) a commitment to make contributions to mitigate the impact of the development in terms of the Thames Basin Heaths Special Protection Area and travel planning in accordance with paragraphs 105-109 and 124 of this report ; and
- iii) the conditions below.

## **CONDITIONS**

### **Timescale**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

*Reason: In pursuance of s.91 of the Town and Country Planning Act 1990 (as amended by s.51 of the Planning and Compulsory Purchase Act 2004).*

### **Approved drawings**

2. This permission is in respect of the drawings listed below and the development shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

#### **Existing Site Layout**

5155468\_ATK\_XX\_XX\_DR\_A\_04\_002 P3 Existing Site Plan

#### **Site Survey**

8150357-4101 Site Survey Sheet 1 of 4

8150357-4101-4102 Site Survey Sheet 2 of 4

8150357-4101-4103 Site Survey Sheet 3 of 4

8150357-4104 Site Survey Sheet 4 of 4

#### **Landscape**

5780\_001C Landscape Proposals

5780\_006A Planting Plan

5780\_007A Proposed Levels

5155425 Arboricultural Impact Assessment – Addendum dated October 2017

5155425-ATK-ARB-ZZ-DR-Z-1001 Rev P01 Tree Protection Plan

#### **Leisure Centre Plans & Elevations**

5155468\_ATK\_Z1\_00\_DR\_A\_04\_100 P6 Leisure Centre Proposed Ground Floor GA Plan

5155468\_ATK\_Z1\_01\_DR\_A\_04\_101 P6 Leisure Centre Proposed First Floor GA Plan

5155468\_ATK\_Z1\_03\_DR\_A\_04\_102 P4 Leisure Centre Proposed Roof Plan

5155468\_ATK\_Z1\_XX\_DR\_A\_04\_103 P4 Leisure Centre Proposed Basement GA Plan

5155468-ATK-Z1-00-DR-A-05-500 P3 Leisure Centre GA Elevations 1

5155468-ATK-Z1-XX-DR-A-05-501 P3 Leisure Centre GA Elevations 2

5155468-ATK-Z1-XX-DR-A-06-600 P3 Leisure Centre GA Sections

### **Residential Plans and Elevations**

5155468-ATK-Z2-00-DR-A-06-001 P4 Residential Scheme Proposed Sections - Sheet 1

5155468-ATK-Z2-XX-DR-A-04-200 P3 Residential Scheme Proposed Ground Floor GA Plan

5155468-ATK-Z2-XX-DR-A-04-201 P3 Residential Scheme Proposed First Floor GA Plan

5155468-ATK-Z2-XX-DR-A-04-202 P3 Residential Scheme Proposed Second Floor GA Plan

5155468-ATK-Z2-XX-DR-A-04-203 P3 Residential Scheme Proposed Roof Plan

5155468-ATK-Z2-XX-DR-A-05-001 P6 Residential Scheme Proposed Elevations - Sheet 1

5155468-ATK-Z2-XX-DR-A-05-002 P5 Residential Scheme Proposed Elevations - Sheet 2

5155468-ATK-Z2-XX-DR-A-05-003 P6 Residential Scheme Proposed Elevations - Sheet 3

5155468-ATK-Z2-XX-DR-A-06-002 P3 Residential Scheme Proposed Sections Sheet 2

ARP-WBR-LX-SH-0001 (02) Carnival Pool Roundabout Indicative Landscape AG Plan 1 of 2

ARP-WBR-LX-SH-0002 (02) Carnival Pool Roundabout Indicative Landscape AG Plan 2 of 2

*Reason: for the avoidance of doubt and to ensure that the development is carried out in accordance with the application form and associated details hereby approved.*

### **Phasing**

3. No development shall take place until a Phasing Strategy to include:

- i) the development to be delivered in each phase;
- ii) the sequence of development; and
- iii) where a phase consists of only demolition how the relevant part of the site will be secured until such time as works of construction are commenced;

- iv) how earlier phases of the development will be able to operate satisfactory while later phases are still under construction;

has been submitted to and approved in writing by the Local Planning Authority and development shall be carried out in accordance with the approved Phasing Strategy.

*Reason: to ensure comprehensive planning and delivery of the development and discharge of conditions. The site can continue to function satisfactorily while redevelopment takes place. Relevant Policies: Core Strategy policies CP1, CP3, CP4, CP6, and CP14.*

### **Ground and building levels**

4. No construction shall take place until a measured survey of the site and a plan prepared to scale of not less than 1:500 showing details of existing and proposed finished ground levels (in relation to a fixed datum point) and finished roof levels shall be submitted to and approved in writing by the local planning authority, and the approved scheme shall be fully implemented prior to the occupation of the building(s).

*Reason: In order to ensure a satisfactory form of development relative to surrounding buildings and landscape. Relevant policy: Core Strategy policies CP1 and CP3 and Managing Development Delivery Local Plan policy TB21.*

### **Landscaping**

5. i) Prior to the commencement of construction in any Phase of the development hereby approved, full details of both hard and soft landscape proposals for that phase together with an explanation of how the landscaping will integrate with the landscaping of other Phases shall be submitted to and approved in writing by the local planning authority. These details shall include:
- a) scheme drawings;
  - b) hard landscaping materials including samples;
  - c) specification for tree pits and use of structural soils under paving;
  - d) proposed finished floor levels or contours;
  - e) means of enclosure;
  - f) gates, bollards or other means of controlling access required to manage access to and servicing of the site;
  - g) cycle parking to comply with Condition 16;
  - h) car parking layouts, vehicle and pedestrian access and circulation areas;
  - i) minor artefacts and structures including street furniture, refuse or other storage units, signs, external services etc.;
  - j) Way-finding signage;
  - k) External lighting (other than illuminated signage which is controlled under advertisement regulations); and
- ii) Soft landscaping details shall include planting plan, specification (including cultivation and other operations associated with plant and grass

establishment), schedules of plants, noting species, planting sizes and proposed numbers/densities where appropriate, and implementation timetable.

- iii) All hard and soft landscape works shall be carried out in accordance with the approved details prior to the occupation of the relevant phase of development or in accordance with a timetable approved in writing by the local planning authority.
- iv) Any trees or plants which, within a period of five years after planting, are removed, die or become seriously damaged or defective, shall be replaced in the next planting season with others of species, size and number as originally approved and permanently retained.
- v) Any means of controlling access to the site shall be erected in accordance with the approved details prior to occupation of any part of the development and retained thereafter. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order with or without modification), no other gates, barriers or other means of controlling access shall be erected without the prior written consent of the Local Planning Authority.

*Reason: In the interests of visual amenity in accordance with Core Strategy policies CP3 and CP14, Managing Development Delivery Local Plan policies CC03 and TB21 and the Wokingham Town Centre Masterplan SPD.*

6. No trees, shrubs or hedges within the site which are shown as being retained on the approved plans shall be felled, uprooted wilfully damaged or destroyed, cut back in any way or removed without previous written consent of the local planning authority; any trees, shrubs or hedges removed without consent or dying or being severely damaged or becoming seriously diseased within 5 years from the completion of the development hereby permitted shall be replaced with trees, shrubs or hedge plants of similar size and species unless the local planning authority gives written consent to any variation.

*To secure the protection throughout the time that development is being carried out, of trees, shrubs and hedges growing within the site which are of amenity value to the are in accordance with Core Strategy policy CP3 and Managing Development Delivery Local Plan policies CC03 and TB21.*

7. a) No Phase of development or other operation shall commence on site until a scheme which provides for the retention and protection of trees, shrubs and hedges growing on or adjacent the site in accordance with BS5837: 2012 has been submitted to and approved in writing by the local planning authority (the Approved Scheme); the tree protection measures approved shall be implemented in complete accordance with the Approved Scheme for the duration of the development (including, unless otherwise provided by the Approved Scheme) demolition, all site preparation work, tree felling, tree pruning, demolition works, soil moving, temporary access construction and or widening or any other operation involving use of motorised vehicles or construction machinery.
- b) No development (including any tree felling, tree pruning, demolition works, soil moving, temporary access construction and or widening or any other operation involving use of motorised vehicles or construction machinery)

shall commence until the local planning authority has been provided (by way of a written notice) with a period of no less than 7 working days to inspect the implementation of the measures identified in the Approved Scheme on-site.

- c) No excavations for services, storage of materials or machinery, parking of vehicles, deposit or excavation of soil or rubble, lighting of fires or disposal of liquids shall take place within an area designated as being fenced off or otherwise protected in the Approved Scheme.
- d) The fencing or other works which are part of the Approved Scheme shall not be moved or removed, temporarily or otherwise, until all works including external works have been completed and all equipment, machinery and surplus materials removed from the site, unless the prior approval of the local planning authority has first been sought and obtained.

*Reason: To secure the protection throughout the time that the development is being carried out of trees shrubs or hedges growing within or adjacent to the site which are of amenity value to the area, and to allow for verification by the local planning authority that the necessary measures are in place before development and other works commence*  
*Relevant policy: Core Strategy policies CP3 and CP14 and Managing Development Delivery Local Plan policies CC03 and TB21.*

8. Prior to the commencement of construction within any Phase a landscape management plan for that phase, including long term design objectives, management responsibilities, timescales and maintenance schedules for all landscape areas, other than privately owned, domestic gardens, shall be submitted to and approved in writing by the local planning authority. The landscape management plan shall be carried out as approved.

*Reason: In the interests of the amenity and landscape character of the area.*  
*Relevant policy: Core Strategy policies CP3 and CP14 and Managing Development Delivery Local Plan policies CC03 and TB21*

### **Boundary Treatments**

9. Before construction of any Phase of the development hereby permitted is commenced, details of all boundary treatment(s) within that phase shall first be 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 phase as agreed in writing by the local planning authority. The scheme shall be maintained in the approved form for so long as the development remains on the site.

*Reason: In the interests of amenity and highway safety in accordance with Core Strategy policies CP1, CP3 and CP6.*

### **External Materials**

10. Before any Phase of the development hereby permitted is commenced, samples and details of the materials to be used in the construction of the external surfaces of the building(s) with that phase shall have first been submitted to and approved in writing by the local planning authority. Development shall not be carried out other than in accordance with the approved details.

*Reason: To ensure that the external appearance of the buildings in accordance with Core Strategy policies CP1, CP3 and CP14.*

### **Fenestration**

11. For each phase of the development, detailed drawings and/or samples, as appropriate, in respect of all new fenestration shall be submitted to and approved in writing by the local planning authority before that phase of the development is begun and the work shall be carried in accordance with the approved drawings and samples.

*Reason: in the interests of visual amenity and to safeguard the character of the Town Centre in accordance with Core Strategy policies CP1, CP3 and CP14.*

### **Plant zones**

12. Before any phase of the development hereby permitted is commenced, details of plant zones within the relevant phase together with measures to prevent the plant being visually obtrusive shall be submitted to and approved in writing by the Local Planning Authority. The zones shall be provided and screened as approved before first occupation development they are intended to serve and notwithstanding the provisions the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order with or without modification) no plant shall be installed outside the approved zones except with the prior written approval of the Local Planning Authority.

*Reason: In the interests of visual amenity in accordance with Core Strategy policies CP1, CP3 and CP14 and the Wokingham Town Centre Masterplan SPD.*

### **Shop fronts and signage**

13. All new shop fronts and signage shall be in accordance with a Shop Front and Signage Design Guide which shall be consistent with the advice in the Borough Design Guide SPD, June 2012 (or any guidance that supersedes it) and has first been submitted to and approved in writing by the Local Planning Authority. The Guide shall remain in force for the lifetime of the development unless otherwise agreed in writing.

*Reason: in the interests of visual amenity in accordance with Core Strategy Policies CP1, CP3 and CP14 and the Wokingham Town Centre Masterplan SDP.*

### **Access and movement**

14. Before construction commences, a scheme of improvements to Wellington Road (including the Carnival Pool Roundabout and access to the site), together with a timetable for their implementation (which may be phased) shall be submitted to and approved in writing by the Local Planning Authority. The scheme should include viability splays of 2.4metres x 43 metres at the access junction with Wellington Road, improve the environment for pedestrians, cyclists and those with restricted mobility, facilitating easy movement both along and across Wellington Road whilst reducing the domination of vehicular traffic and enhancing its character as a Green Route. Improved provision for buses should also be incorporated. The scheme should also have regard to how the town centre will be accessed during development of allocated sites. The scheme shall be implemented in accordance with the approved details.



*Reason: to ensure high quality, accessible development that is properly integrated with the primary shopping area and able to fulfil the objectives established by Core Strategy Policy CP14 and the Wokingham Town Centre Masterplan SPD, in accordance with these policies and also Core Strategy Policies CP1, CP3, CP6 and Managing Development Delivery Local Plan Policy CC03*

15. Prior to the commencement of construction, full details of the construction of roads and footways, including levels, widths, construction materials, depths of construction, surface water drainage and lighting shall be submitted to and approved in writing by the local planning authority. The roads and footways shall be constructed in accordance with the approved details to road base level before the development is occupied and the final wearing course will be provided within 3 months of occupation, unless otherwise agreed in writing by the local planning authority.

*To ensure that roads and footpaths are constructed to a standard that would be suitable for adoption as publicly maintainable highway, in the interests of providing a functional, accessible and safe development. Relevant policy: Core Strategy policies CP3 & CP6.*

### **Bicycle Storage**

16. Before commencement any phase of the development hereby permitted details of secure and covered bicycle storage/parking facilities for the occupants of and visitors to that phase shall be submitted to and approved in writing by the local planning authority. The cycle storage/parking shall be implemented in accordance the approved details before occupation of the building they are intended to serve and shall be permanently retained in the approved form for the parking of bicycles and used for no other purpose.

*Reason: In order to ensure that secure weather-proof bicycle parking facilities are provided so as to encourage the use of sustainable modes of travel in accordance with NPPF Section 4 (Sustainable Transport) and Core Strategy policies CP1, CP3 & CP6 and Managing Development Delivery Local Plan policy CC07.*

17. Before construction of the dwellings hereby approved commences details of motorcycle parking to serve them shall be submitted and approved in writing by the Local Planning Authority. The motorcycle parking shall be provided in accordance with the approved details before first occupation of the dwellings and retained thereafter.

*Reason: To ensure provision of parking in accordance with NPPF Section 4 (Sustainable Transport) and Core Strategy policies CP1, CP3 & CP6 and Managing Development Delivery Local Plan policy CC07.*

18. Refuse stores and service areas shall be provided in accordance with the approved details before first occupation of the building they are intended to serve and retained thereafter.

*Reason: In the interests of the character and amenities of the area in accordance with Core Strategy Policies CP1 CP3 and CP14 and the Wokingham Town Centre Masterplan SDP*

## **Access & Servicing Management Plan**

19. No part of the development hereby permitted shall be occupied until and Access and Servicing Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Plan shall include details of both physical and management measures for controlling how vehicles use the site in order to avoid disturbance to residents within and near to the development and conflict between delivery/service vehicles and other users of the site. In any case no deliveries shall be taken in or dispatched from the site (other than existing commercial units which are retained and continue to trade during the redevelopment) outside the hours of 07:00-21:00 Monday to Saturdays nor at any time on Sundays, Bank or Public Holidays.

*Reason: To safeguard residential amenity, pedestrian safety, highway safety and convenience and the character and amenity of the town centre generally in accordance with Core Strategy Policies CP1, CP3, CP6, CP14; Managing Development Delivery Local Plan Policies CC06 and TB20; and the Wokingham Town Centre Masterplan SPD.*

20. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and re-enacting that Order with or without modification), no gates or barriers shall be erected on the shared vehicular access hereby permitted except in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority.

*To assist in the integration of the development into character and community of the area and in the interest of highway safety in accordance with Core Strategy policies CP1, CP3 & CP6 and Wokingham Borough Design Guide SPD.*

## **Residential Parking**

21. None of the dwellings hereby permitted shall be occupied until the vehicle parking to serve them has been provided in accordance with the approved plans. The vehicle parking space shall be permanently maintained and remain available for the parking of vehicles at all times.

*Reason: To ensure adequate on-site parking provision in the interests of highway safety, convenience and amenity in accordance with Core Strategy policies CP3 & CP6 and Managing Development Delivery Local Plan policy CC07.*

22. None of the dwellings hereby approved shall be occupied until and Residential Parking Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Plan shall include details of the number and location of parking spaces (including provision to be made within the Multi-storey car park), how their use is to be managed and how provision will be made for disabled parking should it be required among other things. The Plan shall be implemented in accordance with the approved details.

*Reason: To safeguard residential amenity, pedestrian safety, highway safety and convenience and the character and amenity of the town centre generally in accordance with Core Strategy Policies CP1, CP3, CP6, CP14; Managing*

### **Travel Plan**

23. Prior to first occupation of any non-residential building a Travel Plan for the non-residential uses within the development shall be submitted to and approved in writing by the local planning authority. The travel plan shall include a programme of implementation and proposals to promote alternative forms of transport to and from the site, other than by the private car and provide for periodic review. The travel plan shall be fully implemented, maintained and reviewed as so-approved.

*To encourage the use of all travel modes. Relevant policy: NPPF Section 4 (Sustainable Transport) and Core Strategy policy CP6.*

### **Construction Environmental Management Plan (CEMP)**

24. No Phase of the development, including any works of demolition and construction, shall take place until a Construction Environmental Management Plan (CEMP) for that phase has been submitted to and approved in writing by Local Planning Authority. The document shall include:

- i) parking provision for site operatives and visitors;
- ii) provision for loading and unloading of plant and materials;
- iii) storage of plant and materials used in constructing the development;
- iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate;
- v) measures to prevent deposit of mud on the highway;
- vi) measures to control dust during demolition;
- vii) measures to control noise during construction;
- viii) measures to control air quality during construction ;and
- ix) routing of construction traffic.

The approved CEMP shall be adhered to throughout the construction period.

*Reason: in the interests of highway safety and convenience and to minimise the impact on the amenity of local residents arising from dust, emissions and noise during the construction phase in accordance with Core Strategy policies CP3 & CP6 and Managing Development Delivery Local Plan policy CC06.*

### **Hours of construction**

25. No work relating to the development hereby approved, including works of demolition or preparation prior to building operations, shall take place other than:
- i) between the hours of 08:00 to 18:00 Monday to Friday; and
  - ii) 08:00-13:00 on Saturday; and
  - iii) at no time on Sundays or Bank or National Holidays; except for
  - iv) individual operations which cannot reasonably be undertaken within the construction working hours defined above and have been notified to the Local Planning Authority (including details of the nature extent and timetable

for the works) at least two weeks in advance and agreed in writing (by exchange of letter).

Where works are agreed by the LPA under iv) above, residential properties within an identified zone that has first been submitted to and approved in writing by the Local Planning Authority shall be given written notice at least one week in advance of the works taking place. The notification shall include details of the nature, extent and timetable for the works and telephone number that the party responsible for the works can be contacted on for the duration of the works.

*Reason: To protect the occupiers of neighbouring properties from noise and disturbance outside the permitted hours during the construction period in accordance with Core Strategy policies CP1 and CP3 and Managing Development Delivery Local Plan policy CC06 whilst providing the flexibility to avoid excessive disruption to the functioning of the town centre.*

### **Noise during the operational phase**

26. Before construction of the building intended for D1 non-residential institution, D2 assembly and leisure and A3 restaurants and café use commences an assessment of noise arising from its use together with noise mitigation measures as required shall be submitted to the local planning authority and approved in writing by the Local Planning Authority. Noise mitigation measures shall be implemented in accordance with the approved details before first occupation of the relevant premises and be retained thereafter.

*Reason: In the interests of the residential amenity of occupants of new dwellings within the development and existing dwellings in the vicinity in accordance with Core Strategy policies CP1, CP3 and CP14 and Managing Development Delivery Local Plan Policy CC06.*

27. Before any phase of the development hereby permitted is commenced, a scheme for protecting any dwellings within that phase from

- i) Road and rail traffic noise; and
- ii) noise arising from the use of commercial and leisure premises;

shall be submitted to and approved in writing by the local planning authority. Works shall be carried out in accordance with the approved scheme before first occupation of any dwellings that relies upon them. The building fabric shall be designed to achieve appropriate internal ambient noise level criteria as outlined in BS8233:2014.

*Reason: to ensure satisfactory noise attenuation measures and ventilation are installed in accordance with NPPF Section 11 (Conserving and Enhancing the Natural Environment), Core Strategy policies CP1 and CP3 and Managing Development Delivery Local Plan policy CC06.*

28. Plant, machinery and equipment installed or operated in connection with the carrying out of this permission shall be so enclosed and/or attenuated that noise therefrom does not exceed at any time a level of 5dB[A] below the existing background noise level [or 10dB[A] if there is a particular tonal quality] when measured in accordance with BS4142.

*Reason: To ensure that no nuisance or disturbance is caused to the occupiers of neighbouring properties in accordance with NPPF Section 11 (Conserving and Enhancing the Natural Environment), Core Strategy policies CP1 and CP3 and Managing Development Delivery Local Plan policy CC06.*

29. Before occupation of any non-residential development the details of the hours of operation of those premises shall be submitted to and be approved in writing by the Local Planning Authority and operation shall be in accordance with the approved details.

*Reason: to protect the amenity of the area and to ensure that the development is not unneighbourly in accordance with Wokingham Borough Core Strategy Policies CP1 and CP3.*

### **Ventilation**

30. Before construction of the building intended for D1 non-residential institution, D2 assembly and leisure and A3 restaurants and café use commences, a ventilation scheme, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include:

- i) details of the controls to be put in place to minimise odour from Class A3 restaurants and cafés;
- ii) the specification of proposed extraction and filtration equipment; and
- iii) routing of ducting which should as far as possible be within the building envelope.

The scheme shall be implemented in accordance with the approved details before first occupation of the building and the equipment shall thereafter be retained, operated and maintained in its approved form and in accordance with the manufacturer's recommendations for so long as the use hereby permitted remains on site.

*Reason: to minimise the impact on the amenity of local residents (new and existing) arising from odour from commercial kitchens and other commercial operations. Also to ensure that the installation of the equipment does not detract from the quality and appearance of the development in accordance with Core Strategy Policies CP1, CP3 and CP14; Managing Development Delivery Local Plan policies CC06 and TB24 and the Wokingham Town Centre Masterplan SDP.*

### **Contaminated Land**

31. No development shall take place until scheme to deal with contamination of the site (which may be phased) has been submitted to and approved in writing by the local planning authority. The scheme shall include an investigation and assessment to identify the extent of contamination and the measures to be taken to avoid risk when the site is developed. Development shall not commence until the measures approved in the scheme have been implemented.

*Reason: To ensure that any contamination of the site is identified at the outset to allow remediation to protect existing/proposed occupants of property on the site and/or adjacent land. Relevant policy: NPPF Section 11 (Conserving and Enhancing the Natural Environment) and Core Strategy policies CP1 & CP3.*

32. Prior to any part of the development hereby permitted being brought into use a verification report demonstrating the completion of works set out in the approved scheme to deal with contamination and the effectiveness of the remediation shall be submitted to and approved in writing by the local planning authority. The report shall include results of sampling and monitoring carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met.

*Reason: To ensure that the site does not pose any further risk to the water environment by demonstrating that the requirements of the approved verification plan have been met and that remediation of the site is complete. This is in line with paragraph 109 of the National Planning Policy Framework and Core Strategy policies CP1 & CP3.*

33. No infiltration of surface water drainage into the ground at the site is permitted other than in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

*Reason: To ensure that the development is not put at unacceptable risk from, or adversely affected by, unacceptable levels water pollution caused by mobilised contaminants in line with paragraph 109 of the National Planning Policy Framework.*

### **Lighting**

34. Before any phase of the development hereby permitted commences, a scheme of lighting for that phase shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of lighting specifications, locations, contour plans and management and demonstrate:

- i) demonstrate that a safe environment can be provided for users; and
- ii) demonstrate that light spill will not cause disturbance to occupants of nearby dwellings (adjacent to or within the site);
- iii) identify areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance along important routes used to access key area of their territory, for example for foraging; and
- iv) demonstrate that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places.

The lighting scheme shall be implemented as approved before relevant phase of development comes into use and be retained and operated in accordance with the approved details thereafter.

*Reason: To ensure that the car park provides a safe environment for users while preventing disturbance to nearby residents and ensuing appropriate protection of wildlife in accordance with Core Strategy Policies CP1, CPO3 and CP7adn Managing Development Delivery Local Plan Policy TB23.*

35. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and re-enacting that Order with or without modification) no external lighting shall be

installed except in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority.

*Reason: In the interests of ecology, amenity and highway safety in accordance with NPPF Section 11 (Conserving and Enhancing the Natural Environment), Core Strategy policies CP1, CP3 and CP6 and Managing Development Delivery Local Plan policy TB21.*

## **Ecology**

36. No construction phase of the development hereby permitted shall commence until scheme of wildlife enhancements for that phase consistent with the proposals in the Wokingham Carnival II Extended Phase 1 and Bat Building Report (June 2017) have been submitted to and approved in writing by the local planning authority.

The approved details for each phase shall be implemented in full before first occupation of any building within that phase unless a phased programme of installation has first been submitted to and agreed in writing by the Local Planning Authority.

*Reason: To secure wildlife enhancements in accordance with Core Strategy Policy CP7 and Managing Development Delivery Local Plan Policy TB23.*

37. Removal of trees and other vegetation shall be outside the active bird nesting season (March to August inclusive) unless the vegetation has been checked by a suitably experienced ecologist immediately prior to its removal. If an active bird's nest is recorded, a five metre buffer shall be set up around the nest and no works to the vegetation supporting the nest will take place until the ecologist has confirmed that the young birds have fledged and the nest is no longer active, after which the vegetation can be removed.

*Reason: To ensure appropriate protection of nesting birds during development in accordance with Core Strategy Policy CP7 and Managing Development Delivery Local Plan Policy TB23.*

## **Sustainable design and construction**

38. Prior to the commencement of development, other than for demolition, a scheme for generating at least 10% of the predicted energy requirement of the development from decentralised renewable and/or low carbon sources shall be submitted to and approved in writing by the local planning authority. The approved scheme shall be implemented before the development is first occupied and shall remain operational for the lifetime of the development.

*Reason: to ensure developments contribute to sustainable development.*

*Relevant policy: NPPF Section 10 (Meeting the Challenge of Climate Change, Flooding and Coastal Change), Core Strategy policy CP1, Managing Development Delivery Local Plan policy CC05 & the Sustainable Design and Construction Supplementary Planning Document.*

39. The non-residential development hereby approved shall achieve BREEAM "Very Good" or better (or such national measures of sustainability for house design that replace these schemes).

*Reason: To ensure developments contribute to sustainable development in accordance with Wokingham Borough Core Strategy Policy CP1, Managing Development Delivery Local Plan Policies CC04 and CC05, and the Sustainable Design and Construction Supplementary Planning Document.*

### **Drainage**

40. No construction shall take place until full details of the drainage system for the site have been submitted to and approved in writing by the Local Planning Authority. These shall include:

- calculations demonstrating that there will be no flooding of pipes for events up to and including the 1 in 100 year flood event with a 40% allowance for climate change;
- as connection is to an existing surface water sewer, confirmation from the utilities supplier that their system has got capacity and the connection is acceptable;
- a drainage strategy plan for the proposed development, including pipe details with invert levels, showing how the pipe system interacts with the drainage features; and
- sectional drawings of the lined SuDS features.

Works shall be implemented in accordance with the approved details.

*Reason: To prevent increased flood risk from surface water run-off in accordance with NPPF Section 10 (Meeting the Challenge of Climate Change, Flooding and Coastal Change), Core Strategy policy CP1 and Managing Development Delivery Local Plan policies CC09 and CC10.*

41. Construction shall not commence until a drainage strategy detailing any on and/or off site drainage works has been submitted to and approved in writing by the Local Planning Authority. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works have been completed in accordance with the approved strategy.

*Reason: to ensure that sufficient capacity is made available to cope with the new development, avoid sewage flooding and avoid adverse environmental impact upon the community in accordance with Wokingham Borough Core Strategy policies CP1 sustainable development, CP3 General Principles for development and CP4 Infrastructure requirements.*

### **Employment and Skills Plan**

42. No development shall take place until an Employment and Skills Plan has been submitted to and approved in writing by the Local Planning Authority and the Plan shall be implemented in accordance with the approved details.

*Reason: to provide employment and training opportunities for local people in accordance with Managing Development Delivery Local Plan Policy TB12.*



## **Lifetime Homes**

43. Before commencement of residential development details demonstrating that at least 10% of the new dwellings will achieve Lifetime Homes Standard shall be submitted to an approved in writing by the Local Planning Authority and development shall be carried out in accordance with the approved details.

*Reason: To ensure provision of Lifetime Homes in accordance with Wokingham Borough Core Strategy policy CP2 and Managing Development Delivery Local Plan policy TB05.*

## **INFORMATIVES:**

1. The development accords with the policies contained within the adopted development plan and there are no material considerations that warrant a different decision being taken.
2. The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development as set out in the NPPF.
3. The applicant is reminded that this approval is granted subject to conditions which must be complied with prior to the development starting on site. Commencement of the development without complying with the pre-commencement requirements may be outside the terms of this permission and liable to enforcement action. The information required should be formally submitted to the Council for consideration with the relevant fee. Once the details have been approved in writing the development should be carried out only in accordance with those details. If this is not clear please contact the case officer to discuss.
4. The applicant is reminded that a Demolition Notice may be required to be served on the Council in accordance with current Building Regulations and it is recommended that the Building Control Section be contacted for further advice.
5. The Head of Highways at the Council Offices, Shute End, Wokingham [0118 9746000] should be contacted for the approval of the access construction details before any work is carried out within the highway (including verges and footways). This planning permission does NOT authorise the construction of such an access or works.
6. Adequate precautions shall be taken during the construction period to prevent the deposit of mud and similar debris on adjacent highways. For further information contact the Highway Authority on tel.: 0118 9746000.
7. The developer's attention is drawn to the fact that this permission does not authorise the physical construction of the proposed off-site highway works and site access connections to the public highway. A separate legal agreement made with the Council under s.278 of the Highways Act 1980 is required. No work within or affecting the public highway shall commence until the agreement has been

completed and the Council, as local highway authority, has approved all construction and installation details together with a programme of works.

8. Any works/ events carried out by or on behalf of the developer affecting either a public highway or a prospectively maintainable highway (as defined under s.87 New Roads and Street Works Act 1991 (NRSWA)), shall be co-ordinated and licensed as required under NRSWA and the Traffic Management Act 2004 in order to minimise disruption to both pedestrian and vehicular users of the highway. Any such works or events, and particularly those involving the connection of any utility to the site must be co-ordinated by the developer in liaison with the Borough's Street Works team (0118 974 6302). This must take place AT LEAST three months in advance of the intended works to ensure effective co-ordination with other works so as to minimise disruption.
  9. The applicant's attention is drawn to the presence of a c.2m wide service strip running adjacent to the surfaced roadway. The service strip forms part of the adopted public highway. It is an offence for any works to be undertaken within this service strip without express permission in writing from the highway authority. The Head of Technical Services at the Council Offices, Shute End, Wokingham (0118 9746000) must be contacted for the approval of any such works.
  10. The requisite Travel plan would need to comply with the latest national and local guidance:
    - i) NPPF Section 4 (Sustainable Transport)
    - ii) The Essential Guide to Travel Planning (DfT, March 2008)
    - iii) Delivering Travel Plans Through the Planning Process (DfT, April 2009)
    - iv) A Guide on Travel Plans for Developers (DfT)
    - v) Making Residential Travel Plans Work (DfT, June 2007) All accessible at:  
<http://www.dft.gov.uk/pgr/sustainable/travelplans>  
<https://www.gov.uk/government/policies/improving-local-transport>
- Also:
- WBC Transport Plan 3 and Active Travel Plan 2011 – 2026
- WBC Workplace Travel Plan Guidance and Residential Travel Plan Guidance
- Documents, covering workplace travel plans and residential travel plans provide local guidance and are available on the Borough's website.
11. With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, to ensure that the surface water discharge from the site shall not be detrimental to the existing sewerage system, prior approval from Thames Water Developer Services will be required. They can be contacted on 0800 009 3921.

12. The developer will be expected to demonstrate what measures will be undertaken to minimise groundwater discharges into the public sewer. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing [wwgriskmanagement@thameswater.co.uk](mailto:wwgriskmanagement@thameswater.co.uk) . Application forms should be completed on line via [www.thameswater.co.uk/wastewaterquality](http://www.thameswater.co.uk/wastewaterquality) ."
13. The landscaping to comply with Condition 5 shall have regard to the advice in paragraph 36 of the report to Planning Committee on 8 November 2017, in particular with regard to structural planting on the Wellington Road frontage.
14. Use of concrete tiles is not considered appropriate in this location and the details to comply with condition 10 should specify a slate or something with that appearance.

#### Public Right of Way

15. The applicant is advised that this planning permission does not in any way allow the public right of way to be obstructed at any time during the course of the development.

Nothing connected with either the development or the construction must adversely affect or encroach upon the footpath, which must remain available for public use at all times.

The applicant is advised that the Rights of Way Manager must be informed prior to the laying of any services beneath the footpath.

Where the ground levels adjacent to the footpath are to be raised above the existing ground levels, a suitable drainage system must be installed adjacent to the path, to a specification agreed with the Local Authority, prior to development commencing.

No alteration of the surface of the right of way must take place without the prior written consent of the Public Rights of Way Manager.

No materials, plant, temporary structures or excavations of any kind should be deposited / undertaken on or adjacent to the Public Right of Way that may obstruct or dissuade the public from using the public right of way whilst development takes place.

No changes to the public right of way direction, width, surface, signing or structures shall be made without prior permission approved by the Rights of Way Manager or necessary legal process.

No construction / demolition vehicle access may be taken along or across a public right of way without prior permission and appropriate safety/mitigation measures approved by the Rights of Way Manager.

Any damage to the surface of the public right of way caused by such use will be the responsibility of the applicants or their contractors to put right / make good to a standard required by the Rights of Way Manager.

## PLANNING HISTORY

Pre-1960	Prior to the 1960's the Carnival Field site was largely undeveloped: development consisted on a "School Meals Kitchen" on the site of Southgate house and public conveniences.
Mid-1960's to date	Planning permission was granted for a bowling centre and club with subsequent extensions and alterations.
1990 to date (Carnival Pool)	Planning permission for a swimming pool was granted in 1990 and an extension to provide a health and fitness facility was approved in 1999. Minor alterations have been approved place since.
1997 to date (Southgate House)	Planning permission for an office building, now "Southgate House", was granted in 1997. The site was vacant at the time of the application but had been occupied previously. Subsequent approvals have either been relatively minor or have not been implemented.
SO/2015/0631	Scoping Opinion for the partial redevelopment of land at Wellington Road/Finchampstead Road to provide a mixed-use, leisure-led development.
O/2015/1056	5 August 2015: hybrid consent consisting of full planning permission for a new multi-storey car park and bowling alley and outline planning permission for an extension to the existing carnival pool complex and redevelopment of the bowling alley site to provide a mixed use development for sport and leisure, with flexibility for other town centre uses and a residential element.
170921	8 May 2017: approval of non-material amendments the elevations of the multi-storey car park and leisure unit approved in full under hybrid planning permission O/2015/1056.
171583	8 June 2017: approval of non-material amendment to condition 23 of planning permission O/2015/1056 to change the trigger for approval of the scheme of improvements to Wellington Road to the commencement of Phase 2.

## SUMMARY INFORMATION

Site Area	2.06 hectares		
Land Use	Floor space		
	Existing (to be demolished)	Proposed new build	Net change

<b>Phase 2 (this application) alone</b>				
A3 restaurants and cafes		0m <sup>2</sup>	448m <sup>2</sup>	+448m <sup>2</sup>
B1(a) office (Southgate House)		916m <sup>2</sup>	0m <sup>2</sup>	-916m <sup>2</sup>
D1 non-residential institutions (library)		0m <sup>2</sup>	1,000m <sup>2</sup>	+1,000m <sup>2</sup>
D1 or D2 commercial unit		0m <sup>2</sup>	600m <sup>2</sup>	+600m <sup>2</sup>
D2 assembly and leisure		5,376m <sup>2</sup> <sup>1</sup>	4,865m <sup>2</sup> <sup>2</sup>	-511m <sup>2</sup>
<b>Phase 2 total</b>		<b>6,292m<sup>2</sup></b>	<b>6,913m<sup>2</sup></b>	<b>+621m<sup>2</sup></b>
<b>Phases 1 &amp; 2 combined</b>				
A3 restaurants and cafes		0m <sup>2</sup>	448m <sup>2</sup>	+448m <sup>2</sup>
B1(a) office (Southgate House)		916m <sup>2</sup>	0m <sup>2</sup>	-916m <sup>2</sup>
D1 non-residential institutions (library)		0m <sup>2</sup>	1,000m <sup>2</sup>	+1,000m <sup>2</sup>
D1 or D2 commercial unit		0m <sup>2</sup>	600m <sup>2</sup>	+600m <sup>2</sup>
D2 Assembly and Leisure: Phases 1 & 2 combined	Carnival Pool Leisure Centre	2,968m <sup>2</sup>	4,865m <sup>2</sup>	+1,897m <sup>2</sup>
	Bowling alley	2,408m <sup>2</sup>	2,395m <sup>2</sup>	-13m <sup>2</sup>
	<b>Total D2</b>	<b>5,376m<sup>2</sup></b>	<b>7,206m<sup>2</sup></b> <b>(7,860 m<sup>2</sup><sup>3</sup>)</b>	<b>+1,844m<sup>2</sup></b> <b>(+2,484m<sup>2</sup>)</b>
<b>Total D1 &amp; D2</b>		<b>5,376m<sup>2</sup></b>	<b>8,860m<sup>2</sup></b>	<b>+3,484m<sup>2</sup></b>
<b>Phases 1 &amp; 2 combined total (all uses)</b>		<b>6,292m<sup>2</sup></b>	<b>9,308 m<sup>2</sup></b>	<b>+3,016 m<sup>2</sup></b>
<b>Class C3 residential (market housing)</b>	one-bedroom	<b>0</b>	<b>27</b>	<b>+27</b>
	Two-bedroom	<b>0</b>	<b>28</b>	<b>+28</b>
	<b>Total</b>	<b>0</b>	<b>55</b>	<b>+55</b>
Residential car parking			24 plus 42 (31 allocated and 11 allocated in the MSCP)	

<sup>1</sup> This figure includes both the Carnival complex and the bowling alley.

<sup>2</sup> This figure does not include the new bowling alley already provided within Phase 1 of the Carnival redevelopment.

<sup>3</sup> Total D2 if the 600m<sup>2</sup> commercial unit is D2.

## SUMMARY OF CONSULTATION RESPONSES

Land Use and Transportation Team	No in principle objections raised: the proposal is in line with the allocation under MDDLDP policy SAL08, the objectives of Core Strategy Policy CP14 and the vision set out in the Wokingham Town Centre Masterplan.
Landscape Officer	The revised and additional information submitted addresses many of the points raised initially and there is no objection subject to receipt of an AIA demonstrating the impact on trees on the north-western boundary is acceptable and conditions to secure details of levels, boundary treatments, landscaping, retention of existing vegetation where proposed to be kept, tree protection and a landscape management plan. The landscaping should include additional tree planting along the western boundary to replace three trees lost across the site – in particular along the green route. The opportunities for planting along Wellington Road will also require further investigation as will the scope for changing the shape of the attenuation tank to allow additional tree planting. ( <i>Officer Note: Conditions 5-8 refer, AIA Addendum dated Oct 2017 submitted</i> )
WBC Conservation Officer	No objections on conservation area or Listed Building grounds. Whilst the use of brick panels should help break up the proposed north elevation of the pool hall, it could appear quite stark without structural tree planting to soften the elevation. The proposed treed boulevard, leading to the library, combined with the modifications to Wellington Road should work well in providing an attractive pedestrian link to the site from the north. The relatively large scale and massing of the proposed residential element is quite effectively broken up through the use of recessed stairs, balconies and the mix of brick, render and glass. The varied eaves add interest but slate should be used rather than grey concrete interlocking roof tiles. ( <i>Officer Note: The Atkins Technical Note Response to Planning Matters indicates that this is acceptable to the applicant. Condition 10 and informative 13 refer.</i> )
WBC Drainage	No objection subject to a condition to secure details of the drainage system (Condition 40)
WBC Access & Movement	No objection subject to conditions to secure Wellington Road improvements, cycle and refuse storage, motorcycle and car parking, and Access and Servicing Management Plan, a Residential Parking Management Plan, a Travel Plan for the commercial uses and a CEMP ( <i>Officer Note: Conditions 14-24 refer</i> ).
WBC Public Right of Way Officer	No objection. A diversion Order is being progressed. An informative is recommended (Informative 15)
Ecologist	No comments received.

Environmental Health Officer	No objection subject to conditions securing a CEMP (Condition 24), hours of construction (Condition 25), measures to control noise during the operational phase (Conditions 26-29), ventilation (Condition 30) and a contaminated land assessment and remediation (Condition 31).
WBC Community Infrastructure	No objection subject to a condition securing submission, approval and implementation of an Employment and Skills Plan (Condition 42)
WBC Public Health Consultant	Full support for the application. Being physically active is one of the best things we can do to stay healthy and prolong independence in older age. Having facilities which are modern, accessible and attractive to use can encourage more people to take part in activities which will benefit their health and wellbeing. The new facilities are designed to appeal to a wide demographic and include specialist changing facilities for our most vulnerable residents meaning that we can create active and healthy exercise opportunities for all. This embodies the vision set out in our 21st century leisure strategy.
WBC Community Services (Library Service Manager)	<p>Supports the application:</p> <p>The space of 1000m<sup>2</sup> for the library within the proposed development is in line with the space requirements for the library service.</p> <p>The Library Offer was approved by the Council's executive in 2016 following public consultation.</p> <p>Within the Library Offer we committed to:-</p> <ul style="list-style-type: none"> <li>• focus the delivery of library services in the geographical areas where they are most useful, including delivering them in different buildings with other services, such as community centres, sports centres and schools.</li> <li>• our libraries being welcoming and enjoyable places that enable access to borough council and other local services and provide space for local events</li> </ul> <p>The co-location of the library with other facilities within the Carnival Development is in line with both of these outcomes.</p>
WBC Education	No objection and no conditions recommended.
WBC Affordable Housing	Clarification of how the decision not to include affordable housing was reached was sought and provided: <i>“the internal governance is through the Town Centre Coordination Board – which agreed both the preparation of the application and then submission. When reporting to Board to get their approval to progress, we [the Regeneration Team] continually advise of the financial position to inform their decisions.”</i>
Archaeological Advisor	No objection and no conditions recommended.

Historic England	Do not wish to offer any comments based on the information available: advice should be taken from the council's specialist conservation and archaeological advisors.
Natural England	No objection providing that mitigation of the impact upon the Thames Basin Heaths Special Protection Area (SANG and SAMM) is secured ( <i>Officer Note: paragraphs 105-109 refer</i> )
Environment Agency	No objection subject to a condition securing a contaminated land assessment and remediation ( <i>Conditions 31-33 refer</i> ).
Berks, Bucks & Oxon Wildlife Trust	No comments received.
Sport England	No objection: the provision of new and improved facilities for sport is welcomed.
Fields in Trust	No comments received.
Thames Water	No objection subject to conditions to secure drainage strategy ( <i>Officer Note: Condition 41 and informatives 11 &amp; 12 refer</i> ).
SGN	No objections and no conditions recommended. SGN advise of the presence of gas mains in the vicinity of the site and the need to use safe digging practices when working near them. This advice has been forwarded to the applicant.
SSE Power Distribution	No comments received
Crime Prevention Design Advisor	No comments received
Thames Valley Police	No comments received
Royal Berkshire Fire and Rescue	No comments received
National Grid	No comments received
SSE Power Distribution	No comments received
Wokingham Town Council	<p>Supports the proposals in principle, including the location of the multi-storey car park but raises concerns about:</p> <p>Lack of bus stops on Wellington Road (and the need to make them accessible) (<i>Officer Note: see paragraphs 85 &amp; 86</i>)</p> <p>Lack of covered cycle storage visitors to pool and library (<i>Officer Note: see paragraphs 99 &amp; 100</i>).</p> <p>The cycle lane from Reading Road to the station should be extended to serve the Carnival Pool (<i>Officer Note: this is beyond the scope of this application and in any case there is limited land available to achieve this.</i>)</p> <p>Lack of a splash/beach pool (<i>Officer Note: see the officer note in the summary of representations</i>)</p>



Use of grey windows is out of keeping and will date (*Officer Note: the windows are appropriate to the contemporary design of the building*).

The lack of affordable housing, although we understand the reasons given are understood (*Officer Note: see paragraphs 125-130*).

Privacy of the ground floor flats (*Officer Note: see paragraph 60*)

Inadequate residential parking (the MDDLDP indicates allocated parking should normally be within 25 metres) (*Officer Note: see paragraph 60.*)

There is lack of capacity in the car park for residents (*Officer Note: see paragraphs 92 & 94*)

Lack of clarity regarding the Mark Tildesley memorial bench (*Officer Note: the intention is retain the memorial bench within the development although no decision has been made yet about its location.*)

Shared use of the main entrance could be dangerous (*Officer Note: the main entrance is not proposed to be a shared surface. See paragraphs 78 & 83*)

Full comments attached.

Bracknell Forest  
Borough Council

No objection.

## REPRESENTATIONS

39 representations have been received, including correspondence from the Liberal Democrat Group, Wokingham Society and Great Langborough Residents' Association. Of these 2 support the application, 5 are generally supportive but have reservations about some aspects of the scheme and 32 object.

### Support

It sounds like an interesting scheme. The plans are well thought out, logical using finance and space to provide a good facility for the town. Provision of new, modern swimming facilities, a multi-functional sports hall which can be used for performances, health and fitness studies, rooms for community use, the café, space for exhibitions and other community purposes and the enhanced visibility from Wellington Road are welcomed in principle. The provision of a large car park at the southern gateway is also supported (*Officer Note: the car park has already been approved and constructed*).

Stakeholder engagement has been informative.

The routes within the site would be lightly trafficked and suitable for cycle use.

The replacement trees, rain garden and wildlife friendly beds will provide a pleasant and wildlife friendly aspect.

### Objections

#### General points

A number of the objections are on the basis that elements of the development are unnecessary or alternative options would be preferable. Namely:

There is no explanation for why the leisure centre (which was recently refurbished) is being rebuilt rather than extended or why the library is being moved. The existing library is modern, fit for purpose and centrally located, providing easy access for local people, especially elderly people/those with restricted mobility and there is no advantage in moving it. This is a waste of a waste of scarce financial resources which would be better spent elsewhere.

The long closure of the leisure centre during redevelopment will be detrimental to health and wellbeing. The longer/congested journeys to alternative leisure centres such as Loddon Valley will deter use. Rotating the plan through 90 degrees would allow development in two phases, allowing the pool to remain in use during reconstruction.

Leisure and library use are not compatible.

The area available for sporting facilities has been compromised, in order to accommodate the library and other commercial operations, and should be increased. Making the sports facilities multi-functional to maximise their appeal has resulted in too much being crammed into a relatively small area.

If the pool is redeveloped an event size pool/deeper pool /more pools should be provided; there is lack of provision for serious swimmers, which it was originally anticipated would be delivered at Arborfield Garrison.

The existing pool has a shallow, toddler splash pool and beach which helps children become confident in the water and this provision should be maintained in the new facility. Otherwise people will need to travel to Coral Reef which is busier and less affordable. Lack of such a facility will increase use of the other pools by toddlers will, affecting other swimmers.

The moveable floor would be expensive and unreliable

The proposals are compared unfavourably to facilities existing or proposed in nearby boroughs.

*Officer Note: each planning application must be assessed on its own merits – against Development Plan policy - and the fact that an alternative scheme may be preferable is not a reason to withhold planning permission for an otherwise acceptable proposal. Nevertheless, paragraph 5.2.16 of the applicant's Planning Statement refers to an Options and Feasibility Study which considered a range of options for the site including retention and extension of the existing Carnival Pool, redevelopment and phased redevelopment with retention of the existing pool while the new one was constructed. The report concluded that a new build – as is proposed – would be the best option taking into account compliance with policy, costs and operation. This informed the Executive/Town Centre Development Board decisions to relocate the library within a redeveloped Carnival Pool scheme –see the summary at the start of this report. The applicant has also submitted an additional statement providing an explanation of how the pool will provide for a range of swimming requirements. The existing splash pool is only in active use at certain times of the day and is generally empty outside those times. On its shallowest setting the new, adjustable pool will be able to provide for splash sessions using portable equipment. Outside those times it will be able to be used for a variety of other sessions, such as swimming school sessions, aqua aerobics and parent and baby sessions, with the depth varying to meet specific needs. This will reduce demand for the main pool thus making efficient use of the facility as a whole.)*

The minutes of the Overview & Scrutiny Management Meeting on May 2017 say that the decision on the location of the library will not be made without a persuasive business case and will be informed by feedback from users and residents: no such

business case has been forthcoming. Proper decision making processes have been pre-empted by the submission of the planning application which may result in additional costs being incurred. (*Officer Note: these are not planning matters but see the summary at the start of this report*)

The cost and reliability of the moveable floor in the learner pool are questioned (*Officer Note: these are operational rather than planning matters*)

Due to shop closures, congestion, new housing developments and the inability of public series to cope people are choosing to go elsewhere, resulting in declining footfall. There are already two regeneration projects taking place and no further schemes should be considered until these are complete/their impact can be assessed. The council should concentrate on regenerating the town centre (Rose Street Plaza and Denmark Street) as quickly and economically as possible. (*Officer Note: the proposals form part of a planned strategy for rejuvenation of the town centre as set out in paragraphs 1-5. This is necessary for the town to remain competitive and to meet the needs of the growing population. Coordination of works is not a planning matter.*)

### Library

The proposed library is smaller than the existing facility and the proposed location is too far from the centre of the town/Town Hall shifts the focus of the town from the Market Place rather than promoting growth of the town centre. The assumption that library use will increase is unlikely to be realised as it is further would be further from the centre of town and not accessible except by car.

*(Officer Note: In assessing this planning application the Local Planning Authority (LPA) can only consider whether the proposals comply with Development Plan Policy i.e. whether the proposed library use is acceptable in this location. Whether the existing library site is a preferable location and whether the proposed building would provide adequate library facilities are not matters for the LPA, although they were decisions for the Council as a whole.*

*The decision to relocate the library to the Carnival site was taken by the Executive on 30 March 2017 subject to a full impact assessment and business case being agreed by the Executive Member for Resident Services which happened on 14 June 2017. The report to Executive explained that although the existing library building has a floor area of 1,324m<sup>2</sup> only 841m<sup>2</sup> are used for library services, with the remainder being circulation space, an ancillary café and the Elevate Hub. The proposed library would have 1,000m<sup>2</sup> dedicated for library use - on a single floor, allowing more efficient use - with a shared lobby/reception area and café in addition, so represents an increase in functional library space. The loss of the existing facility (and the adequacy of any alternative provision) would be assessed as part of any future application relating to the library site should this occur.*

*In terms of location both the existing and proposed library sites are within the designated Town Centre although outside the Primary Shopping Area, so have the same planning status. The proposal is consistent with Development Plan policy and the strategy established by the Masterplan SPD which envisages a leisure hub on the Carnival site complementing the retail circuit focused on the Market Place with anchors at "Peach Place" and Elms Field.*

*Representations have made reference to the distance from the Market Place. The existing library is about 270 metres from the Town Hall whereas the proposed library would be above 480 metres. Co-location with other council services was identified as a benefit in the Executive report. While the Market Place is to remain as the focus of the town the aim of Core Strategy policy CP14 is the growth of the town centre and, if this is*

*achieved, it is inevitable that some parts of the town centre will be further from the centre than is currently the case.*

Making the space multi-functional will detract from its primary use as a library (*Officer Note: the application proposes flexible use of the sports hall as a performance space but the library is only intended to be used for delivery of library services*)

There is little understanding of who uses the library and how they use resources (*Officer Note: Library Services contributed to the brief for the proposed building to ensure it meets current and future needs*)

Library users prefer a quite contained café without the smell of chemicals from the pool. It will no longer be possible to use the café facilities whilst making a book selection (*Officer Note: This is not a planning matter. How the facilities are operated will be a matter for Leisure and Library Services who input into the development brief for the proposals, although the level of activity is unlikely to be so great as to make the location unsuitable for café use*)

The library could continue to operate on its current site during development (*Officer Note: this is the intention*)

The opportunity is not being taken to include outdoor exercise equipment as at the Sindlesham Recreation Ground (*Officer Note: the intention is that the provision at the Carnival Site should be primarily for indoor sport, so this would not be the most appropriate location for such provision .*

#### Café use

There is no need for more cafes /restaurants (*Officer Note: these uses complement the proposed leisure uses and are consistent with Development Plan policy as set out in paragraphs 15-18*)

Is the café sufficient to serve all the facilities within the leisure centre (*Officer Note: this is an operational rather than planning matter*).

#### Residential use & amenity

There is no need for more housing. Its inclusion adds complexity and will delay delivery of the sports facilities. The space would be better used for more leisure facilities. (*Officer Note: inclusion of housing is consistent with Development Plan policy as set out in paragraphs 19-20*)

Too many flats are proposed and living conditions will be inadequate, with lack of amenity space, inadequate privacy due to there being unrestricted public access around the building (within a mixed use development). (*Officer Note: 49-68 refer*).

Some residential development will contribute towards surveillance but this could be achieved with fewer apartments. The proposed flats have minimal design and would essentially be one long building, with daunting access corridors. The design could be improved by splitting the building into two blocks.

The internal bin stores will cause disturbance due to noise and odours. (*Officer Note: If properly designed and managed this need not be the case and indeed internalising the store may reduce disturbance. In this case external bin stores would significantly detract from the quality of the public realm*)

Access to communal entrances, bin and cycle stores would need to be controlled (*Officer Note: this is not a planning matter but would generally be the case*).

Apartment entrance doors should be staggered, rather than positioned opposite each other for privacy reasons. Bedroom doors should be re-handed for privacy (*Officer*

*Note: this is a matter of personal preference; doors opening against the wall as proposed obstruct circulation less than doors that open into the room).*

The long passages and tight entrance halls would make it difficult to move furniture.

The doors on exit routes should open in the direction of egress (*Officer Note: this is a building control matter*).

#### Affordable housing & viability

An underlying principle of the Council is providing affordable housing but none is proposed (here or at Elms Field). It appears that the scheme would be unviable if affordable housing were included which suggests it would not proceed without the housing. (*Officer Note: paragraphs 125-130 refer*)

It is saddening to note that the dwellings have been included for viability reasons rather than meeting local housing needs (*Officer Note: this is not the only reason for including housing as explained in paragraphs 43 & 51*)

Given the viability issues prudence would be expected in putting the application together but there is uncertainty as the council does not own Southgate House and the cost of its acquisition is unknown. Also the application includes features that are expensive to building and maintain, such as the moveable floor (*Officer Note: see paragraphs 123-130*)

#### Character & Design

The site would be overdeveloped with a lack of balance between built form and open space which could be improved but leaving the library out of the scheme and reducing the number of dwellings.

The buildings lack ambition/ are box shaped in design/have an uninspiringly rectangular form associated with business parks and appear quite stark. Could the vertical lines be softened?

The proposed colours materials of the apartment's conflict with rather than complementing the leisure centre; there is lack of visual coherence across the site.

*(Officer Note: paragraphs 30-43 refer)*

The entrance should face the car park which is where most visitors will approach from (*Officer Note: paragraph 37 refers*)

For privacy reasons the swimming pool should have high level windows only (*Officer Note: paragraph 38 refers*)

#### Landscape

Lack of green space and loss of trees (42 including 16 high quality) and little scope for planting: in particular the reduction in green space on the corner of the roundabout and lack of landscaping, other than retention of the existing trees, along footpath along the north-western boundary of the site. (*Officer Note: paragraphs 33-36 refer*)

When Martin's pool was replaced the Council promised a green area would be maintained around the pool (*Officer Note: the current application must be assessed on its own merit*)

#### Access

The pool is accessible to people who live in Wokingham and don't drive but also attracts people from a wider area as it caters for all ages. (*Officer Note: paragraphs 73-75 refer*)

The proposal will increase traffic on Wellington Road, which is already congested - particularly at peak times - and the number of junctions proposed will exacerbate this and reduce safety for all travellers. The poor visibility at the egress from the Carnival site onto the roundabout is highlighted. (*Officer Note: paragraphs 76-85 refer*)

Other streets around the town centre including Murdoch Road (the de facto Wokingham by-pass resulting in noise and air pollution, exacerbated by the with restrictions which cause acceleration and braking) will also be affected

Congestion will increase as the population increases and the SDR becomes operational. Further development – in particular town centre apartments – should be deferred until improvements including construction of the Southern distributor Road (SDR) and at the junction of Park Road have taken place. (*Officer Note: the SDR is part of the package of infrastructure intended to mitigate the impact of the planned new residential development. It will allow a proportion of through traffic to bypass the town centre, reducing congestion and facilitating environmental improvements in the town centre.*)

The proposed improvements in the Wellington Road corridor are acknowledged but correspondents are either sceptical about the approach or doubt whether they go far enough to provide a safe environment, particularly as the population (and therefore traffic) increases. There are particular concerns about the safety of pedestrians and cyclists particular as many library visitors are likely to be elderly or young families. (*Officer Note: paragraph 85 refers*)

WBC needs to recognise that not everybody has access to a car, indeed not that long ago the council had a policy of encouraging people not to use their cars (*Officer Note: this is recognised and the policy of encouraging sustainable travel remains. Paragraphs 73-75 & 78-84 refer*).

Post construction monitoring should be carried out to see whether assumptions about traffic volume and safety are borne out.

The access and servicing arrangements will lead to confusion (*Officer Note: see paragraph 78-84*)

How will access to West Forest Gate be impacted? (*Officer Note: no change to the existing arrangements is proposed. See paragraph 79*).

The Transport Statement acknowledges that it is difficult to apply a travel plan to the general public but provides rates for the proposed uses which suggests some confusion Appointment of a Travel Plan Co-ordinator appears bureaucratic. (*Officer Note: the difficulty in implementing a travel plan for facilities used by visiting members of the public is due to the large and changeable target audience but that does not mean that it is not possible to calculate trip rates*)

The layout of the junction of the new Elms Road link road is different from that described in the Transport Assessment for the Elms Field planning application 153125 which showed a mini-roundabout. The proposed layout would not permit traffic travelling toward the station to turn right into the new road. (*Officer Note: both applications show a priority junction. The proposals for Wellington Road are more recent than those approved as part of the Elms Field application, are indicative and will be refined through the subsequent design and approval process including Condition 4.*)

How will access to the new car park be maintained during development? (*Officer Note: Condition 3 refers.*)

### Traffic generation

The proposed development is forecast to have lower peak hour trip generation than the consented scheme which suggests that the multi-storey car park will be a white elephant (*Officer Note: it is to be expected that trip generation will vary depending on the precise composition of the proposal but this does not materially alter the projected need for town centre parking. Paragraphs 87-91 refer.*)

### Cycle provision

Dedicated cycle routes in the vicinity are limited and there are no proposals for a cycle route along Wellington Road, so cyclists would have to share road space with vehicles, which would become more dangerous due to the large number of accesses off Wellington Road and narrowing of the road between the Elms Field Link Road to the food store car park.

Consideration should be given to a split cycle and footpath at the Finchampstead Road approach to Carnival Roundabout, continuing across the site frontage on the south side of Wellington Road. Also a cycle path along Denmark Street.

*(Officer Note: these suggestions are beyond the scope of this application. Improvements to cycle provision may be considered as part of future environmental improvements in these locations but space restrictions will be a limitation on what is achievable.)*

Cycle parking racks would be inadequate/ there are no proposals for a covered cycle shed/ the proposed cycle parking provision is excessive (*Officer Note: paragraphs 98-100 and Condition 16 refer*)

### Pedestrian access

Pedestrian access is proposed to be either from the Carnival Pool roundabout or via a controlled crossing on the Wellington Road. Congestion on this road will be increased as the population increases and by the use of the approved drop-off/bus stops outside the hotel, presenting a risk to pedestrians. The controlled crossing will reduce this risk but delay motorists who will become frustrated and take risks. (*Officer Note: paragraphs 78-85 and Condition 14 refer.*)

It is unclear what provision is being made for pedestrians approaching along Denmark Street. There is a need for a formal crossing at the junction of Langborough Road and Denmark Street. (*Officer Note: any improvements at this junction will be delivered either in conjunction with the development at Elms Field or as part of future environmental improvements in Denmark Street.*)

### Disabled access

The 50metres distance from the disabled parking spaces in the new car park to the entrance of the library and leisure centre, plus the distance within the building, is too much for many blue badge holders. Provision should be made for disabled parking immediately adjacent to the new entrance.

There is no provision for disabled parking for these residential units (*Officer Note: paragraph 96 and Condition 22 refer.*)

Comments on the location/layout of disabled parking with the MSCP and issues opening doors when seated in a wheelchair or scooter (*Officer Note: these comments relate to the car park which already has planning permission.*)

### Parking and servicing

The amount of (free) parking is insufficient. The new multi storey car park is already reasonably full during the day and it will not provide sufficient parking to preplace that lost from Rose Street and the additional development on this site. The car parking note (Appendix B of the Transport Assessment) does not take account of the on-street parking that takes place due to people seeking to avoid parking charges. There is no car park strategy for the town centre. (*Officer Note: Car parking charges are not a planning matter. The amount of parking available is considered in paragraphs 87-95*)

Only 26 (*Officer Note: now 24*) residential car parking spaces are proposed with the remainder in the multi-storey car park (presumably at ground-floor level) reducing parking available for other users. Residential parking should be provided in line with current standards. The split locations will lead to conflict (*Officer Note: paragraphs 92-94 and Condition 22 refer*)

It is evident from the development on the former cricket ground next door that there are more cars than those made provision for (*Officer Note: the development at Outfield Crescent was assessed against parking standards at that time which imposed maximum requirements and encouraged low provision in town centre locations. Current standards adopt a parking demand approach based on evidence from within the Borough.*)

Multi-storey car parks are not popular and will not be used (*Officer Note: the car park does not form part of the current parking and was necessary in order to make efficient use of land in the town centre*)

Insufficient motorcycle parking is proposed (*Officer Note: paragraph 97 and Condition 17 refer*)

There is no provision for visitors or deliveries (*Officer Note: paragraphs 81, 90 & 93 plus Conditions 19 & 22 refer*)

### Public transport

A number of discrepancies in details of public transport services – bus and train - provided in the Transport Statement and Travel Plan have been pointed out including an indication that there is a bus stop in Wellington Road. (*Officer Note: these comments are noted. However, it does not alter the assessment that the application site is relatively accessibility located as set out in paragraphs 73-75 & 86*)

The Elms Field application did not suggest the hotel drop-off bays would also be used as a bus stop. (*Officer Note: paragraph 86 refers*)

### Footbridge

The semi-permanent scaffold bridge is an eyesore and scheme should include provision for a proper footbridge over the railway footbridge over the railway (*Officer Note: the scaffolding footbridge was only ever intended as a temporary measure to make crossing the railway less dangerous while the council and Network Rail collaborate to deliver a permanent solution. There is no Development Plan requirement for a bridge to be delivered as part of the proposals on the Carnival site and this is not a reason to withhold planning permission.*)

### Sustainability

Despite the orientation of the leisure centre there are no plans for solar panels. Photovoltaic panels are shown on the plan but it is not clear if the number has been fixed (*Officer Note: these have been shown to demonstrate they could be incorporated*)



*if necessary but do not currently form part of the applicant's energy strategy. Conditions 38 - 39 will require this to be refined as part of the detailed design process.)*

The single-aspect layout of flats does not allow for any cross ventilation and those on the ground-floor may be reluctant to open windows for security reasons. (*Officer Note: This is the case with any ground-floor flat*)

### Consultation

Consultation has been extremely limited with little evidence of listening. The consultation on the relocation of the library was limited and little regard was had to local opposition. (*Officer Note: the Carnival Pool Leisure Redevelopment Statement of Community Involvement (July 2017) sets out the consultation that has taken place which includes consultations on leisure and library provision, which have informed the decisions about what should be provided within the scheme, as well as on the specific proposals for this site.*)

### Other issues

The Mark Tildersley memorial bench is not shown on the plans. A permanent memorial should be retained in a prominent position on the site. Perhaps the flats could be named after him. (*Officer Note: this is not a planning matter. Nevertheless, it is apparent from the DAS (page 43) and the LDA Landscape Note that the intention is retain the memorial bench within the development although no decision has been made yet about its location. Although this is not a decision for the LPA it is anticipated that the location of the bench will be identified on the Landscape drawings to comply with Condition 5*).

The area has been known as Carnival field for over 80 years and the name should be retained (*Officer Note: this is not a planning matter, although it will be a decision for the Council in due course, no decisions have been made yet.*)

Opportunities should be taken to display artwork reflecting the history of the Carnival Field e.g. fairground scenes on the four white panels facing Wellington Road or clown sculptures near the entrance (*Officer Note: nothing is proposed as part of the current application but this would not preclude installation of art within the development in future*)

References are made to minor errors and discrepancies in the submission documents – in particular the Transport Assessment - including the size mix of the proposed flats which reduce the credibility of the application (*Officer Note: These are not fundamental to the understanding and assessment of the proposal*)

The description of development does not mention a pool (*Officer Note: the pool is within the leisure centre*)

There is no plan identifying council owned land outside the application site (*Officer Note: this is not critical to the validity of the application but has nevertheless been provided as part of the application*)

The description of development states that all the existing buildings on the site are to be demolished but this is not true for Burger King and West Forest Gate (*Officer Note: Burger King and West Forest Gate are outside the application site boundary*)

It is difficult to give an objective assessment when several files have been redacted (*Officer Note: only signatures have been redacted, not the content so it is possible to objectively assess the proposals*)

How much housing will be built on the library site to finance this? (*Officer Note: any future application for redevelopment of the library site will be assessed on its own merit*)

How much housing will be built on town centre car parks to justify building the multi-storey car park? (*Officer Note: the amount of car parking required to support the town centre was considered as part of the assessment of the application for the car park (O/2015/1056). Parking implications were also considered as part of the assessment of the applications for "Peach Place" (F/2014/2367) and Elms Field (153125). Any and any future applications for development of town centre car parks will be assessed on their own merit.*)

The finished floor level is proposed to be the same as the external ground levels which could lead to rainwater contaminating the pool. (*Officer Note: Condition 4 refers*)

The application does not include details of how safe access to roof plant will be provided. (*Officer Note: The Atkins Technical Note Response to Planning Matters explains how safe access will be provided*)

Reassurance that Elevate will be rehoused would be welcomed (*Officer Note: paragraph 22 -27 refer*)

Can the rain water be stored and useable if only to water the plants? Rainwater could be collected from the roof to be used in the building e.g. for flushing toilets.

The development of an outdoor leisure hub at Gray's Farm is supported but there are rumours that it might be converted for housing. Could the council give a positive commitment that it will be used for leisure purposes? (*Officer Note: this comment does not relate to the current application. Any future application for Gray's Farm will be assessed on its own merits against planning policy at the time.*)

## **PLANNING POLICY**

### **Wokingham Borough Core Strategy Policies:**

- CP1: Sustainable development
- CP2: Inclusive communities
- CP3: General Principles for development
- CP4: Infrastructure requirements
- CP5: Housing mix, density and affordability
- CP6: Managing travel demand
- CP7: Biodiversity
- CP8: Thames Basin Heaths Special Protection Area
- CP9: Scale and location of development proposals
- CP10: Improvements in the Strategic Transport Network
- CP13: Town centres and shopping
- CP14: Growth and renaissance of Wokingham Town Centre
- CP15: Employment development
- CP17: Housing delivery

### **Managing Development Delivery Local Plan Policies**

- CC01: Presumption in Favour of Sustainable Development
- CC02: Development Limits
- CC03: Green Infrastructure, Trees and Landscaping
- CC04: Sustainable Design and Construction
- CC05: Renewable energy and decentralised energy networks
- CC06: Noise
- CC07: Parking

- CC08: Safeguarding alignments of the Strategic Transport Network & Road Infrastructure
- CC09: Development and Flood Risk (from all sources)
- CC10: Sustainable Drainage
- TB05: Housing Mix
- TB07: Internal Space Standards
- TB08: Open Space, sport and recreational facilities standards for residential development
- TB12: Employment Skills Plan
- TB15: Major Town and Small Town/District Centre development
- TB16: Development for Town Centre Uses
- TB19: Outdoor advertising
- TB20: Service Arrangements and deliveries for Employment and Retail use
- TB21: Landscape Character
- TB23: Biodiversity and Development
- TB24: Designated Heritage Assets (Listed Buildings, Historic Parks and Gardens, Scheduled Ancient Monuments and Conservation Areas)
- TB25: Archaeology
- SAL05: Delivery of avoidance measures for Thames Basin Heaths Special Protection Area
- SAL08: Allocated Mixed Use Sites

**Supplementary Planning Documents and other guidance**

Wokingham Borough Council Borough Design Guide Supplementary Planning Document (June 2012)

Wokingham Town Centre Masterplan Supplementary Planning Document (April 2010)

Sustainable Design and Construction Supplementary Planning Document (May 2012)

Affordable Housing Supplementary Planning Document (July 2013)

Wokingham Town Centre and Langborough Road Conservation Areas Study  
*Wokingham Town Centre Design and Delivery Strategy (2013)*

**National Planning Policy**

National Planning Policy Framework and Planning Practice Guidance

**PLANNING ISSUES**

The principle of development

1. Managing Development Delivery Local Plan (MDDLDP) Policy CC01 establishes that planning applications that accord with Development Plan policies will be approved unless material considerations indicate otherwise.
2. The application site is situated in the centre of Wokingham - a Major Development Location offering a wide range of facilities and services together with a choice of modes of transport to access them - and the town is capable of accommodating major new development (Core Strategy Policy CP9 and MDDLDP Policy CC02).
3. The site lies within the designated Town Centre, the southern edge of which runs along the railway line, but outside the Primary Shopping Area which extends as far south as Wellington Road (Core Strategy Policies CP13, CP14 and MDDLDP Policy

TB15). These policies identify Wokingham as a Major Town Centre (the only one in the Borough), capable of accommodating town centre uses (these include retail, entertainment, arts and culture, indoor recreation, leisure, health, community and office uses) and suitable for growth. Moreover, Policy CP14 establishes the aim of the “*growth and renaissance*” of the Town Centre: proposals should both retain and enhance the historic character of the town and maintain its position in the Berkshire retail hierarchy by – among other things - improving existing public space and ensuring development cumulatively provides and maintains a range of town centre uses, facilitates access them by a variety of modes of travel and achieve enhanced environmental and design quality.

4. These Core Strategy Policies are amplified by the Wokingham Town Centre Masterplan SPD, which establishes a strategy for the regeneration of the town, and MDDL Policy SAL08 which, consistent with the SPD, identifies specific sites which will contribute to the delivery of the strategy. The Masterplan SPD anticipates that “*the town centre’s leisure offer and evening economy will be enhanced through redevelopment of the Carnival Pool area to provide a mixed leisure quarter, with sports and cinema uses integrated to improve and the extend the existing swimming pool facility at Carnival Pool*”. Consistent with this, Policy SAL08 allocates the application site for the delivery of D1 (community uses) and D2 (leisure uses) with flexibility for A3 (restaurants & cafes), A4 (drinking establishments) and C3 (residential) uses.
5. The site is currently occupied by the Carnival Pool leisure centre (class D2), a bowling alley (class D2) and Southgate House (a class B1(a) office building), all of which would be demolished allowing redevelopment of the site to provide a new leisure centre (class D2), library (class D1), a commercial unit for D1 or D2 use, a restaurant (class A3) and 55 dwellings. The appropriateness of each of the proposed uses and the loss of the office accommodation will be considered in turn in paragraphs 6 to 29.

#### The Leisure Centre and Library

6. The existing uses on the site include leisure centre, with a swimming pool, and bowling alley (both class D2 uses). Recreational and community facilities are protected by Core Strategy Policy CP3 j). Furthermore, as explained in paragraph 4, MDDL Policy SAL08 allocates the application site for the delivery of class D1 (community uses) and D2 (leisure uses) amongst others.
7. A replacement bowling alley has already been provided as part of the first phase of development and the proposal includes a replacement leisure centre (at 4,865m<sup>2</sup> it would be 1,897m<sup>2</sup> larger than the existing leisure centre), a 1,000m<sup>2</sup> library plus a 600m<sup>2</sup> unit for flexible D1 or D2 use.
8. The leisure centre would provide: a six-lane, 25-metre swimming pool; a learner pool with moveable floor; spa facilities; a four court sports hall 690m<sup>2</sup> with the ability to host musical or theatrical productions for 400 spectators; a 100 station gym; two fitness studios; a spin studio; a Live well gym; exhibition space, wet and dry changing areas; and a 40 cover ancillary café with servery and pool viewing area. Although it is not matter that can be taken into consideration in the assessment of this planning application – as mentioned in the response to representations - corporately consideration has been given to various options for extending or replacing the existing facility, taking into account a range of factors

including cost and the quality of provision and redevelopment was found to be the best option.

9. The leisure centre and library uses would be complemented by a 600m<sup>2</sup> commercial unit for flexible uses within either D1 Non-residential Institutions or D2 assembly and leisure (see right). Under Class V of Part 3 of the Second Schedule the Town and Country Planning (General Permitted Development) Order 2015 flexible planning permission can be granted for alternative uses: for the first ten years, subject to any conditions, the use of buildings within the development would be able to change freely between any approved use. The use at the end of the ten year period would become the established use and from that point forward normal permitted development rights for change of use of the buildings would apply.
10. The two phases combined would deliver a net increase of 1,844m<sup>2</sup> in the floorspace available for class D2 leisure uses sports facilities (2,484m<sup>2</sup> if the commercial unit is also used for D2 purposes). The combined increase in D1 community uses and D2 uses on the site would be 3,484m<sup>2</sup> which is consistent with development plan policies cited in paragraph 6, in particular MDDLDP policy SAL08 which envisages a development of primarily D1 and D2 uses at the Carnival Pool, and acceptable in principle. This is also consistent with the Wokingham Borough Leisure Strategy (not a planning policy document but nevertheless a material consideration) which anticipates that the Carnival leisure centre will be upgraded to provide an enhanced leisure offer, including a new multi-purpose sports hall.
11. MDDLDP Policy TB16 establishes when a sequential test or retail impact test are required. The application does not propose any Class A1 shops and, as explained in paragraph 3, site lies within the designated Town Centre of a major town centre. so there is no need for an impact test for the leisure uses.
12. The proposal also helps fulfil the requirements of Core Strategy policies CP3 and CP4. These policies require the provision of infrastructure, including sporting and community facilities, to mitigate the impact of new development. The proposed Carnival development will be partly funded through S106 receipts and money that would otherwise have had to be spent on refurbishment, providing enhanced provision to help meet the needs of existing residents and occupants of planned new development in the borough, in particular in the Strategic Development Locations (SDLs) at North and South Wokingham.

13. Objectors have criticised the proposal because, in their view, it does not enhance the existing provision in the town. As explained in paragraph 10, the D1 and D2 uses proposed are acceptable in principle regardless of whether they enhance the existing provision. Nevertheless, there would be a significant increase in the amount of D1 and D2 floorspace on the site, as explained in the Summary Information and paragraph 10 (and there would still be an increase if the 1,324m<sup>2</sup> of the existing library building were offset against this). Furthermore, a new building (designed from a brief compiled with input from both leisure and library services) can deliver better quality provision and more efficient operation. The applicant's Planning Statement sets out the benefits of sport in terms of the physical and mental wellbeing of individuals and community development. It quotes the Government report *Sporting Future: A New Strategy for an Active Nation* (December 2015) which explains that *"while there is a core of people that will take part in sport no matter what the facilities are like, for most people the type, suitability and quality of infrastructure and opportunity to take part have a huge effect on the chances of them trying a sport or activity for the first time and then coming back to it regularly"*: where old and tired existing facilities have been replaced by new ones, the number of people using them can go up by 400%. The report also sets out the benefits of multi-sport facilities in providing for a choice of activities.

D1 Non-residential Institutions	Clinics, health centres, crèches, day nurseries, schools, non-residential education and training centres, museums, public libraries, public halls, exhibition halls, places of worship, law courts
D2 Assembly & Leisure	Cinemas, concert halls, bingo halls, dance halls, swimming baths, skating rinks, gymnasiums, other areas for indoor and outdoor sports or recreations not involving motorised vehicles or firearms

14. Objectors have also suggested it would be preferable to retain the existing library, rather than relocate it to the Carnival redevelopment. The proposed D1 Non-residential Institution use is one that is acceptable in principle in this location and the fact that another site may be preferable, is not a reason to withhold planning permission for an otherwise acceptable proposal. Any future application for redevelopment of the existing library site would be assessed on its own merit and the loss of D1 floorspace would be considered at that time, although the provision of an alternative facility would be a material consideration. Whilst it cannot be controlled under this application, the intention is that the existing library would continue to operate until the new facility was in operation.

Class A3 restaurant and café use

15. MDDL policy SAL08 allocates the site for community uses and leisure uses *"with flexibility for A3 (restaurants & cafes), A4 (drinking establishments) ..."*.
16. MDDL Policy TB15 establishes that proposals for main town centre uses (defined at paragraph 3) should demonstrate that they are *"of a scale and form that is compatible with the retail character of the centre and its role in the hierarchy of retail centres"*. They should also demonstrate that *"they contribute to the provision of day and evening/night-time uses"* and are compatible with other uses and *"enhance vitality and viability"*.

17. For the reasons explained in paragraph 11 there is no requirement for a sequential or impact test.
18. These uses are consistent with planning policy and would complement the primary uses within the leisure hub, reinforcing its function and therefore the strategy for the town centre as a whole.

Proposed residential use

19. The proposals include 55 class C3 dwellings.
20. While the majority of the housing delivered in the Borough during the plan period will be within the four Strategic Development Locations, Core Strategy Policy CP17 establishes that approximately 550 new homes will be on identified sites within Major Development Locations. This is a sustainable town centre location, suitable for residential use. Furthermore, MDDL Policy SAL08 identifies this as one of the uses that may be appropriate as part of the mixed use development of the Carnival site. Thus, proposed residential component is acceptable in principle. The use will contribute towards the Masterplan SPD objective of an eighteen hour economy and will be able to cross-fund other less commercially viable elements of the scheme. Residential amenity is assessed in paragraphs 49-66.

Provision of public open space

21. Core Strategy Policy CP3 amplified by MDDL Policy TB08 requires development to provide for a framework of open space, including parks, squares and smaller courtyards. Elms Field – opposite the application site - will remain the main town centre park and the Market Place – currently undergoing major refurbishment – will remain the most important civic space but these will be complemented by a series of more intimate spaces. The Masterplan SPD identifies an opportunity for a new town courtyard within the Carnival development (Figure 39). While not providing a courtyard as such, the proposals do include a broad pedestrian boulevard which will be an important, pedestrian circulation space, providing access to the leisure centre and library as well as a landscaped link between the Carnival car park and the Primary Shopping Area. Being traffic free this will be a relatively peaceful space and the intention is to provide seating along the route (this will form part of the detailed landscaping proposals to comply with Condition 5) which will provide a pleasant place to wait or rest.

Loss of Employment floor space

22. The demolition of Southgate House would result in the loss of use of 916m<sup>2</sup> Class B1(a) office accommodation.
23. This land does not form part of the Carnival site identified by the Masterplan SPD and allocated under MDDL SAL08 but the applicant's intention is to acquire the site to allow for a more comprehensive scheme and, in particular, to deliver good pedestrian links between the multi-storey car park and the Primary Shopping Area.
24. Core Strategy Policy CP15 establishes that the change of use of premises from Class B, employment uses should not result in a net loss of floor space in Class B use in the Borough. Provision should be made for a range of sizes, types and qualities to cater for new and expanding businesses and different sectors.

25. The *Wokingham Borough Council Annual Monitoring Report 1/4/2015-31/3/2016* (February 2017) shows there has been a net gain of 2,906m<sup>2</sup> class B1 business floorspace in the Borough in the between 2006-2016, although cumulatively there has been a net loss of 790m<sup>2</sup> of all B class uses (primarily B2 general industrial).
26. The applicant has indicated it is their intention to assist the current occupant of Southgate House in finding alternative premises. While this would allow the continuity of business, the likelihood is that it would be relocated to an existing building so would not offset the loss of employment floorspace on this site.
27. Overall, the loss of up to 916m<sup>2</sup> office floor space would not be critical to office supply in the Borough and would be significantly outweighed by the benefits to the town in terms of its vitality and economy, in particular the opportunity for better integration between the Carnival and Elms Field sites. Furthermore, the principle has been established by the hybrid consent.

#### Hotel use

28. The Masterplan SDP suggests potential for hotel use on the Carnival site but this is not reflected in (the more recently adopted) policy SAL08: inclusion of an hotel is not critical to the acceptability of the proposal, particularly as one has been included in the approved scheme for Elms Field (planning permission 153125).

#### Conclusion regarding the principle and quantum of development

29. The principle of a leisure-led, mixed use development on this site is entirely consistent with Development Plan policy and the Masterplan SPD. These establish a strategy for the Town Centre, including the establishment of various 'quarters' with different functions, allowing a complementary mix of uses across the town centre as a whole. The Carnival site is identified for primarily leisure uses and the mix and quantum of development proposed is a good fit with the strategy.

#### The impact upon the character of the area including the character of the Wokingham Town Centre and Langborough Road Conservation Areas

30. Core Strategy Policies CP1 and CP3 require proposals to maintain or enhance the high quality of the environment and contribute to a sense of place, while avoiding detriment to heritage features. Policy CP14 relates specifically to Wokingham Town Centre and requires development to retain and enhance the historic market town character of the town, conserving and enhancing historic quality and interest and improving existing public space (paragraph 3). The Masterplan SPD reinforces this, requiring new development to achieve the highest quality of architecture and urban design, be sustainable and enhance the market town character of Wokingham.
31. The application site is located a short distance to the south of the Wokingham Town Centre and Langborough Road Conservation Areas and development on it has the potential to affect their character. The Planning (Listed Buildings and Conservation Areas) Act 1990 establishes a statutory duty to consider the effect on heritage assets: development should preserve or enhance the character of the Conservation Area. This is reinforced by MDDL Policy TB24.
32. The Masterplan SPD identifies the application site as falling within the Elms Field Character Area (paragraphs 3.5.52-3.5.60). Development consists of isolated buildings, of little townscape quality, that fail to respect the fine grain of the town



centre and are surrounded by surface car parking: it has the typical characteristics of out-of-town development and is poorly integrated with the wider town centre. The SPD identifies an opportunity to redevelopment the area as a leisure quarter, with scope for eating and drinking uses.

### Landscape

33. The site is also situated on an identified Green Route, designated due to the positive contribution made by the trees and other vegetation that line it. Core Strategy Policy CP3, saved WDLP Policy WBE4 and MDDL Policy CC03 Development require development to protect and enhance the Borough's Green Infrastructure, incorporating high quality landscaping as an integral part of the scheme.
34. The existing trees along the Wellington Road frontage and the site access would be removed to allow for highway works in the Wellington Road corridor or access and servicing to the development (the majority of these would be removed in order to implement the highway works approved as part of the Elms Field development, 153125 in any case). The trees along the north-western boundary with the Pavilions would be largely retained where possible. An Arboricultural Impact Assessment was requested to demonstrate that these trees could be successfully retained. This was submitted and indicates subject to mitigation on dig and construction the works may be acceptable (condition 7 refers).
35. An important aspect of the development is the new pedestrian boulevard connecting the public car park and leisure hub to the primary shopping area (see paragraph 82). This is intended to form a physical and visual link, extending the green character of the park into the leisure hub. The overall width of this corridor would be around 15 metres and the main path would generally be six metres in width. New tree planting is proposed along this link together with planted swales, forming part of the SUDS strategy for the site. Seating would also be incorporated, creating an attractive space where people might linger and giving it a wider function than simply a corridor for movement.
36. The scope for replacement planting along the Wellington Road frontage remains uncertain. There would be a landscaped strip along the frontage of the leisure building ranging from 2.8-5.1 metres in depth and a strip averaging around four metres at the northern end of the residential building. However, the land slopes down into the site and more significantly, there are thought to be utilities located within this area. This could restrict the opportunities for planting of replacement trees along here. Given the importance of Green Routes to the distinctive character of Wokingham, the failure to provide structural planting along this route would be considered to be harmful to the character of the local area. Further investigation will be required to ascertain whether there is potential for planting, this will be undertaken as part of the initial construction phases: the preference would be for planting of trees in the ground, with use of rooting systems to prevent interference with utilities or hard surfacing as necessary however should that not be possible the use of planting within raised planting areas will need to be explored. Another option could be tree planting within planters which could be moved although these are not a preferred option. However, it may transpire that it is not possible to achieve structural planting along this frontage and given the lack of information available at this stage, the application should be assessed on that basis. In that case it would need to be considered whether the benefits of the proposed community and leisure provision outweigh the harm arising from the loss of trees from the Green Route.

Officers consider in this instance this to be the case however efforts should be made to retain planting along the boundaries if possible. Regardless of this, planting along the western boundary of the site would need to be reinforced to mitigate the impact of tree loss elsewhere on the site and the potential to revise the drainage details to allow additional planting at the southern corner of the building. Conditions 5-9 and informative 13 refer.

### Leisure Centre

37. The majority of the development of the site would be contained in a single, mixed-use, community and leisure building containing the sports centre, library commercial leisure unit and a restaurant. As well as fulfilling the brief for sports and leisure facilities, the building has been designed with regard to its primarily civic function and the fact that the building would be publicly accessible therefore require active frontages on all sides. The main entrance to the sports centre and library is proposed to be located on the pedestrian thoroughfare which will be a key connection between one of the main town centre car parks and the Primary Shopping Area. A projecting entrance canopy on the corner adjacent to Wellington Road would make the entrance highly visible to passers-by as well as providing a degree of shelter.
38. The double height swimming pool (ten metres in height) would occupy most of the 78 metre Wellington Road frontage with a two-storey restaurant on the corner by the roundabout and the main entrance (serving the sports centre and library) on the corner nearest to Elms Field. The pool elevation would be clad with a translucent, material which would allow natural light into the pool and passive or feature illumination of the building at night, giving the building a 'light' appearance whilst providing better insulation than glass. These panels would be interspersed with recessed panels, glazed at ground-level to provide natural lighting and surveillance, with red brick above reflecting local character. A landscaped area in front of the building would provide sufficient separation from the path to achieve an appropriate balance between privacy and surveillance. The articulation provided by these alternating panels would help break up the mass of what is inevitably a large building. The corner elements would be primarily glazed. A double height (11 metre high) sports hall (which would also be suitable for use as a performance space), two storey accommodation providing changing rooms and fitness studios would be located in the centre of the building.
39. The library would be accommodated in a single-storey, L-shaped, brick wing (seven metres in height), which would help give it a distinct identity within the complex. It would have active frontages onto the pedestrian walkway and the predominantly pedestrian area between the car park and mixed use building, contributing to a safe and vibrant public realm whilst raising awareness of the provision within.
40. The commercial elements of the development - the café and D1 or D2 unit have also been located to provide active frontages and the level of prominence required for successful trading whilst remaining subservient to the primary public facility.
41. Refuse storage would be in the service area, within the building to avoid clutter of bins in the public realm around the building (Condition 18)

### Apartment building

42. The proposed residential development consists of a three-storey, dual-aspect building with a pitched roof. It has an elongated, terraced form (intended to provide a sense of enclosure and define the space of the promenade) with a staggered ridgeline varying in height due to the sloping ground. It would be approximately 85 metres in length, 15.7-18.2 metres wide and the ridge would be around 13.5-15.5 metre in height depending on the adjacent ground level). The relatively large scale and mass of the proposed building would be quite effectively broken up through the use of recessed stairs, balconies, the mix of materials and the varied eaves line. The design, whilst contemporary takes cues from the character of Wokingham in particular pitched roof with varied ridge line and the combination of red brick, render and slate (rather than concrete tiles as originally proposed).
43. As with the leisure centre, the building would be publicly accessible from all sides. Active frontages have been provided on all four sides, including the gable end facing Wellington Road and beyond to Elms Field, although fewer windows are incorporated in the gable facing the MSCP. This natural surveillance is critical to achieving safe and attractive public spaces but must be balanced with the privacy of ground-floor occupants, which will be achieved through the landscaping of the site (see paragraph 60). Bin and cycle storage have been incorporated within the building envelope.

### Making efficient use of land and the of development

44. Core Strategy Policy CP3 and CP5 require efficient use of land which makes use of the full potential for complementary uses and the Borough Design Guide establishes that assessment of an appropriate density for residential development must be design-led.
45. Consistent with MDDL Policy SAL08, the proposal is for a mixed use development, primarily for town centre uses. In these circumstances, achieving an appropriate mix of uses and high quality design are the key considerations. Inclusion of dwellings fulfils the objectives of using the potential for complementary uses and making efficient use of land by virtue of being a mixed use development. By providing a variety of uses it will help fulfil the objectives of the Masterplan, in particular a thriving high street and an eighteen hour economy.

### Dwelling Mix

46. Core Strategy Policy CP5 and MDDL Policy TB05 seek to provide a mix and balance of dwelling types and sizes, having regard to both the underlying character of the area and the current and projected needs of households. Evidence within the Berkshire (including South Bucks) Strategic Housing Market Assessment 2016 shows that there is a need for one and two bedroom dwellings in the Borough.
47. Thus, the proposed mix of one and two-bedroom flats meets an identified need and the provision of smaller units as part of a relatively high density, mixed use, town centre development is consistent with the approach of effective use of urban land and steering development to the most accessible locations.
48. MDDL policy TB05 also requires a proportion of the housing (normally within the range of 10-20%) to be built to Lifetime Homes Standards. The proposed flats have

been designed to layouts allow the adoption of Lifetime Homes standards and Condition 43 would secure provision of at least 10% to this standard.

### Residential Amenity

49. In addition to the overarching requirement for good design, Core Strategy Policy CP3 requires that development should not harm the amenity of adjacent sites.

#### Separation distances between dwellings

50. To maintain acceptable levels of privacy, the Borough Design Guide establishes minimum separation distances (10 metres front-to-front across the street and 22 metres back-to-back) whilst acknowledging that greater separation (15 metres front-to-front and 30 metres back-to-back) may be desirable between buildings with three or more storeys. Conversely development in more urban, town centre settings or with a more intimate character may require a tighter, more compact layout.
51. To the north-west of the site is **Outfield Crescent**; a recent development of two and three-storey houses and flats. The buildings along the boundary with the application site are three-storey flats, which overlook the public footpath and – currently – the bowling alley beyond, providing natural surveillance and therefore improving the safety of the path. Hence, these flats do not enjoy the level of privacy normally associated with the rear of a building and are more appropriately treated as fronts. The same applies to the flats within the new development.
52. The closest point the separation would be the corner of 21-31 Outfield Crescent (flats with kitchen, bathroom and secondary living room windows facing the application site) where the separation from the proposed flats would be 23.5 metres. The separation would increase to the south-west, to a maximum of 27 metres between 63-67 Outfield Crescent (three-storey flats with habitable rooms facing the site) and the proposed flats.
53. The separation distances would comfortably exceed the recommended front-to-front separation between flats of three-or more storeys, achieving an appropriate balance between the privacy of occupants and surveillance of the public realm within an urban context.
54. The separation between the south-western end of the proposed flats and the bowling alley would be 13 metres, increasing to 16.5 metres from the upper floors of the car park. There is a cycle store on the ground-floor at the southern end of the proposed building with a bathroom and (open plan) kitchen window on each of the upper floors. These are not the primary windows to habitable rooms and would provide some interest to the flank elevation whilst not relying on this aspect for an outlook or daylight.
55. The separation between the proposed dwellings and the mixed use sports and community building would be 13.5 meters at the closest point, increasing to at least 15 metres elsewhere.
56. Thus, the relationship between the proposed dwellings and surrounding development, including existing dwellings would be acceptable.

### Internal space standards

57. MDDLDP policy TB07 establishes that new dwellings should meet minimum internal space standards, although the standards set out in the policy have been superseded by the *Technical housing standards – nationally described space standard* (March 2015).
58. The standards range are 50m<sup>2</sup> of a one-bedroom two-person flat, 61m<sup>2</sup> for a two-bedroom, three-person flat and 70m<sup>2</sup> for a two-bedroom four-person flat. The proposed dwellings would all comply with these standards.

### External amenity space

59. The Borough Design Guide establishes that dwellings should have access to some form of amenity space, preferably in the form of a private or communal garden. While occupants of upper-floor flats rarely have access to a garden, they should be provided with private outdoor space in the form of a balcony, roof terrace or winter garden.
60. All but one of the proposed ground-floor flats would have a small private garden area and the first and second-floor flats would have a balcony. Although both sides of the building would be publicly accessible there would be a 2-3 metre wide planted strip separating the flats from the residential parking on to the north-west and a 4-5.5 metre wide swale between the building and the public walkway on the south-eastern side of the building. These soft landscaped strips would provide a level of separation, protecting the privacy of occupants. In some cases the internal floor level would be higher than external ground-levels which would also help maintain privacy.
61. Occupants of the new development would also have easy access to a variety of public open space in the town centre, in particular Elms Field, the Market Place and Howard Palmer Park. On this basis and given the town centre location of the units, the level of amenity space available to new residents is considered sufficient.

### Environmental Health Issues

62. Core Strategy Policy CP1 establishes that development should avoid areas where pollution (including noise) could impact upon the amenity of future occupants. The proposal is for a mixed use development and consideration should be given both to the residential amenity of future occupants and also the impact that proposed town centre uses may have on residents within the development and nearby. The following paragraphs consider the impacts of noise on residential amenity of the proposed dwellings (paragraphs 63-66), construction noise (paragraph 67), odour (paragraph 68), air quality (paragraphs 69-70), and contamination (paragraph 71).

#### Noise: the impact upon the residential amenity of existing neighbours and future occupants

63. A range of uses, including dwellings, is necessary in order to achieve the aim of a thriving town centre but this must be balanced with the need to provide acceptable amenity for existing and future residents. Core Strategy Policy CP1 seeks to avoid development in areas where noise may impact on the amenity of future occupants and MDDLDP Policy CC06 reinforces this, requiring proposals to demonstrate how noise impacts on sensitive receptors (both existing and proposed) have been

addressed. In addition MDDL Policy TB20 establishes that the servicing arrangements for retail development should not harm residential amenity due to noise, fumes or disturbance.

64. The application is for a mixed-use development incorporating a range of town centre uses, including 55 new dwellings. The site lies between the Reading-Waterloo railway line (now partially screened by the new car park) and the A321 Wellington Road, which is a potentially noisy environment. Commercial and leisure uses with the development and nearby may also cause disturbance. The Noise and Vibration chapter in the ES identifies various noise mitigation measures such as facade treatment, alternative ventilation, and orientation of habitable spaces which could be used to provide acceptable internal noise levels in the proposed flats (Condition 27 refers).
65. The ES Noise and Vibration chapter does not consider the possible impact of noise arising from the use of the proposed development, in particular the use of the sports hall for musical or theatrical productions and the use of music during classes in the sports centre. Use of sound amplifying equipment would be controlled under a premises licence but to allow these legitimate uses of the building it is necessary to ensure it is constructed to an appropriate standard. In addition to controls on the hours of use the Environmental Health Officer recommends a condition require submission of an acoustic noise assessment and implementation of noise mitigation as required (Condition 26).
66. Subject to conditions to ensure appropriate noise mitigation is incorporated into the buildings (Conditions 26-27), control hours of operation (Conditions 29) and servicing (Condition 19), noise from plant (Condition 28) the proposed mix of uses need not give rise to unacceptable disturbance to occupants of nearby residences (Outfield Crescent and Oakey Drive in particular) or within the development.

#### Construction Noise and Vibration

67. Noise and vibration from construction activity may cause disturbance to local residents and should be controlled using 'best practicable means'. The application is accompanied by an Outline Construction Management Plan: noise and vibration during construction can be adequately controlled through a Construction Environmental Management Plan (Condition 24) and controls on the hours of work (Condition 25).

#### Odour

68. The proposed uses include a Class A3 restaurants and ancillary café. Odour from commercial kitchen extraction systems can have an impact on amenity if not properly controlled and a condition requiring ventilation scheme is recommended (Condition 30).

#### Air Quality

69. The Environment Act 1995 requires local authorities to regularly review air quality and, where air quality objectives are not predicted to be met, to declare an Air Quality Management Area (AQMA). A recent review has shown that concentrations of NO<sub>2</sub> are above the annual mean NO<sub>2</sub> objective within some parts of Wokingham and an AQMA is proposed to be declared, to include the A329 and A321. The site is outside the proposed AQMA but close to its southern edge.

70. The applicant's Environmental Impact Assessment identifies the potential for dust to have a temporary impact on air quality during the construction phase and recommends that a Dust Management Plan is included in the CEMP (Condition 24). The development would not have a significant impact on air quality during its operational phase.

Contamination

71. As is common within the town centre, the site is identified as potentially being contaminated from historic uses. The preliminary risk assessment for contamination concludes the risk of contamination is low but nevertheless recommends an intrusive further assessment, with remediation and validation if necessary (Condition 31).

Access and movement

72. Core Strategy Policies CP1 and CP6 require proposals to reduce the need to travel, particularly by private car, and consideration of the travel impacts of development.

Accessibility of the site: location

73. Core Strategy Policy CP6 also directs development to locations where there are or will be choices of mode of transport and minimise the distance people need to travel. The site is accessibly located in the Town Centre, where there is a choice of modes of travel available (for occupants and visitors alike) and excellent access to facilities. Not only is this a suitable location for the proposed development but, through the provision of appropriate, additional development for town centre uses, the proposal could reinforce the position of Wokingham as a major town centre providing accessible facilities.
74. The policy also requires development to provide for a choice of sustainable forms of transport and to provide for improvements to existing transport infrastructure including road, rail, public transport and facilities for pedestrians and cyclists, including those with reduced mobility.
75. Consistent with Policy CP6, Policy CP10 identifies a series of improvements to the strategic transport network, several of which – such as the station interchange and link road - will support the regeneration of the town centre by improving access by all modes and reducing congestion.

Traffic generation

76. Core Strategy Policy CP6 requires the consideration of the impact upon the transport network, road safety and infrastructure improvements. The application is accompanied by a Transport Assessment which demonstrates that the level of development would not have a significant impact on the transport network.
77. Construction traffic can be managed through a Construction Environmental Management Plan (CEMP). Condition 24 refers.

Access and servicing, including drop-off and pick up facilities

78. Core Strategy Policies CP6 and CP10 require enhanced road safety and provision for sustainable travel including measures to support cycling and walking and public

realm improvements, to make it easier to travel into and circulate around the town on foot, by bicycle and for and those with reduced mobility (people). This will be critical to the overall success of the town centre. In addition, MDDL Policy TB20 requires commercial proposals to make provision for servicing without harm to amenity, highway safety visual amenity or any other adverse environmental impact.

79. There are currently two accesses to the site: one from Carnival roundabout which is the primary access serving the existing leisure centre, MSCP and bowling alley, as well as the offices at West Forest Gate (a planning application relating to this site – 172971 - has recently been submitted but at the time of writing has not been validated) and Burger King to the south of the site; the other, at the northern corner of the site is contiguous with the Public Right of Way, Wokingham Footpath 23, serving Southgate House and providing a secondary access to the remainder of the site.
80. Consistent with the partially implemented, hybrid planning permission for the site, the access from the Carnival roundabout is proposed to remain the primary vehicular access to the development: vehicular access to the MSCP and bowling alley, West Forest Gate and Burger King would remain as it is now. Drop-off and pick-up for visiting members of the public would be within the MSCP (vehicles can exit automatically after visits of less than 15 minutes duration).
81. The secondary access would provide access and egress for the (allocated) residential parking spaces and deliveries to the dwellings (turning would be provided at the end of the access). This would also provide access for vehicles servicing the leisure and commercial development, including coaches transporting visitors to the leisure centre, but they would leave the site via the Carnival roundabout. This would minimise the need for service vehicles to turn within the site, which could present a risk to pedestrians particularly in an area which is expected to have a high footfall as well as requiring a considerable amount of land and detracting from the quality of the public realm. The layout incorporates layby for two coaches at the southern corner of the leisure centre plus a layby for servicing the leisure centre, restaurant and commercial leisure unite and space for loading adjacent to the library.
82. The main access for pedestrians and cyclists – would be a new, traffic-free link designed to provide a direct connection between the main entrance to the car park and the footpath network within the approved development at Elms Field; a pedestrian crossing is proposed on Wellington Road, so this will provide a direct and attractive path from the car park to the Primary Shopping Area. There would also be a separate footway on either side of the primary access and the secondary access would be a shared surface (which is appropriate given the low levels of traffic that will be using this route).
83. The intention is to discourage unauthorised vehicular use of the secondary access and the space between the bowling alley, car park and the leisure hub through the detailed design of the spaces, supplemented by signage where necessary. Condition 14 requires approval of the detailed design and Condition 19 will secure a Access and Servicing Management Plan including a mechanism for monitoring and review of how the space is used.
84. The intention is that the route of Wokingham Footpath 23 would be maintained, with the part closest to Wellington Road integrated within the development. The section



of the path closest to Wellington road is already shared with vehicular traffic and although the length of the shared section would be increased the level of vehicular movements would remain relatively low. The design and landscaping of the route would provide an attractive route. A Diversion Order under Section 257 of the Town and Country Planning Act 1990 will be required to regularise existing discrepancies in the definitive route (which currently cuts across the Southgate House car park) and for minor changes in the alignment of the path.

#### Wellington Road

85. In considering access consideration should also be given to how the site integrates with the wider town centre. Due to the amount of traffic it carries and to its current design, the A321 Wellington Road forms a barrier to pedestrian movement for people travelling to the Primary Shopping area from the application site and the wider area. For the car park to fulfil its function as a town centre car park and for the leisure facilities to be integrated in the wider town centre, pedestrian connectivity across the road needs to be improved. Hence, it is proposed to redesign the road to make it more attractive to pedestrians and to reduce the perception of it as a barrier. The first phase of improvements was approved as part of the planning permission for Elms Field (and it is anticipated that these works will be delivered during 2018 as part of the Elms Field development). Indicative proposals accompany the current application. These include a new mini-roundabout circa 60 metres west of the entry to the Carnival Pool roundabout; realignment of Wellington Road between the new mini roundabout and Carnival Pool roundabout, narrowing of the carriageway and provision of a signal controlled pedestrian crossing, removal of the Elms Road junction including the associated mini-roundabout and a new priority junction with the new Elms Link Road. Condition 14 will secure development of this design and implementation of environmental improvements in the Wellington Road corridor and along the primary site access to provide a more people friendly environment (Condition 14). It is noted another issue raised is with respect to the provision of better access to the train station for cyclists from the site. Unfortunately there is limited land available to improve cycle links along Wellington Road however the Council is looking at ways to encourage cycling and provide safer routes.

#### Public transport

86. The site is located in the Town Centre which is relatively well served by public transport. There is currently a north-bound bus stop on Wellington Road just beyond the secondary access to the Carnival site. This is an on-carriageway stop but given the changes to bus routes that are likely to take place as a result of planned development in the town there is a desire to provide a layby to facilitate use as a timing stop or layover point in this location. The Elms Field approval includes a layby on either side of Wellington Road outside the hotel and preliminary design work has demonstrated that the north-bound layby could be used as a bus stop, with the southbound layby remaining as a hotel drop-off. (Should a southbound bus stop be required if future it would be in-carriageway, so no requirement for a layby).

#### Car parking for the leisure hub

87. While Core Strategy Policy CP6 aims to encourage a shift towards sustainable travel methods it also acknowledges the need to provide appropriate parking (particularly given the high levels of car ownership within the Borough) and this is reinforced by criterion 4 of Policy CP14 which aims to ensure that development in Wokingham Town Centre “cumulatively provides and maintains.... appropriate car parking to

*facilitate a viable and sustainable town centre*". MDDL Policy CC07 and Appendix 2 establish standards for different land uses and types of vehicle.

88. The Masterplan SPD establishes an approach towards provision and management of parking for the town centre, whereby medium and long stay parking is consolidated at a series of gateway car parks around the town centre, including increased provision on the Carnival site (intended to contribute towards parking provision for wider town centre as well as serving development on the site itself).
89. Accordingly the hybrid planning permission for the Carnival site (O/2015/1056) included a 529 space multi-storey car park which has been delivered as the first-phase of the redevelopment. To demonstrate compliance with the policy CP14 requirement of cumulatively providing appropriate parking to sustain the town centre, the application was accompanied by an assessment of town centre parking demand for the plan period. This included:
- a review of existing capacity (supply and level of use throughout the week based on car parking surveys in 2013 and 2014);
  - a calculation of the net change in parking provision that would result from the development of the "Peach Place, Elms Field and Carnival opportunity sites; and
  - a forecast of parking demand in 2026, with allowance for growth in trips and population including demand generated by the Carnival development and other allocated sites within the town centre.
90. This demonstrated that the approved 529-space car park would have sufficient capacity to accommodate on-site requirements (including parking to serve the dwellings proposed within the development) and forecast future demand for the town centre.
91. The quantum of leisure and commercial development now proposed (3,016m<sup>2</sup>) is less than was approved under the hybrid application (up to 4,434m<sup>2</sup>) and the demand for parking within the MSCP generated by the dwellings within the development is also less than anticipated (see paragraphs 92-94. Hence, the proposal would not generate additional demand for parking within the MSCP which would remain sufficient to meet the needs of the development and future growth.

#### Residential car parking

92. Appendix 2 of the MDDL establishes parking demand depending on the location, size and tenure of dwellings and amount of allocated parking. The applicant's preference is that all of the 55 flats would have an allocated parking space (this makes them more attractive to purchasers) which generates a demand for 22 unallocated spaces (11 for residents and 11 for visitors).
93. 24 car parking spaces are proposed to the north of the block of flats. These are would be allocated spaces to minimise movements associated with residents seeking a space. The remaining 31 flats are proposed to have an allocated parking space within the MSCP. Unallocated demand for residents parking would also be met in the car park and the applicant has argued that – due to the accessible town centre location and availability of public car parking – there is no need to provide for visitors. Given that this is a sustainable, town centre location, where many

properties do not have any parking, this is not unreasonable. Thus, there would be reliance on 42 spaces within the MSCP (31 allocated and 11 unallocated).

94. The hybrid application for the site included an assessment of capacity in the new car park (this took into account losses arising from other planned developments in the town centre including “Peach Place” and Elms Field) which allowed for use of up to 32 spaces associated with residential development on the site (22 allocated and 10 unallocated). The allocation of nine additional parking spaces plus the use of one additional unallocated space within the car park would not materially affect the supply of parking within the town centre. Condition 22 requires a residential parking management plan which would confirm this approach.
95. The Town Council have commented that the MDDLDP recommends residential parking should generally be within 25 metres of the dwelling it serves. The furthest flats would be approaching 100 metres from the car park. However this is an accessible town centre location where residents would not necessarily be reliant on a car and occupants would be aware of the situation before moving in to the development. The principle of locating a proportion of the residential parking in the MSCP was established by the hybrid planning permission and, balanced against other considerations such as making effective use of land in the town centre and town centre land achieving high quality, pedestrian friendly public realm this is considered an appropriate solution in this instance.

“blue badge” parking

96. There are 17 “blue badge” parking bays within the MSCP - nine on the ground-floor of the multi-storey car park and five on level 5 (the lowest level that would be served by two lifts, allowing access to be maintained in the case of breakdown). This was based on the number of publicly available spaces and condition 26 of O/2010/1712 also secures a mechanism to monitor use of these spaces and review provision should it become necessary. The Parking Management Plan (Condition 22) would include a mechanism for provision/removal of disabled parking for residents should it be required.

Motorcycle Parking

97. Appendix 2 of the MDDLDP establishes rates for provision of motorcycle parking based on car parking provision. Accordingly motorcycle parking was provided as part of the first phase of the Carnival development based on a 529 space car park. For class C3 residential development one motorcycle parking space is required per 20 car parking spaces for car parks of up to 100 spaces, reducing to one space per 40 car parking spaces thereafter. Based on the 24 additional residential car parking spaces now proposed provision for two motorcycles would be required. (Condition 17 refers).

Cycle parking: residential

98. Appendix 2 of the MDDLDP also establishes requirements for cycle parking. For residential development this is based on dwelling size: the proposed flats would all have three or fewer habitable rooms so the requirement is one cycle space per dwelling. Storage for 83 cycles is proposed (one per one-bedroom dwelling and two per two-bedroom unit), split between two stores on the ground-floor of the apartment building. In addition locations have been identified for cycle stands for visitors on

the north-western side of the building. This level of provision (which would be secured by Conditions 21 & 22) is supported - particularly given the sustainable, town centre location – and the stores will provide secure, sheltered and convenient storage.

Cycle parking: commercial

99. For commercial uses the cycle parking requirements established by Appendix 2 of the MDDLDP are based on floor area, or staff and visitor numbers depending on the land use.

Use	Standard	Requirement	Proposed
A3 448m <sup>2</sup>	1/125m <sup>2</sup> 20% long-term 80% short-term	4 (one long-term & three short-term)	4 short-term
D1 library	1 long-term/five staff 1 short-term/five staff (for visitors)	4 <sup>4</sup> (two short-term, two long-term)	22: 10 short-term and 12 long-term
D2 leisure centre	1 short-term/10 visitors 1 long-term/five staff	19 <sup>5</sup> (8 short-term for visitors & 11 long-term for staff)	
D1 or D2 commercial		3 <sup>6</sup> (1 short-term, 2 Long-term)	6 long-term to serve the library, A3 and D1/D2 unit

100. Generally it would be desirable for long-term, staff cycle storage to be located in a more secure location within a private service area or within the building but the constraint of a building that is publicly accessible from all sides makes this difficult in this case. The cycle storage will be secure and there may be scope in the future for cycle storage to be covered by CCTV to assist security. Condition 16 will secure provision of appropriate provision.

Ecology

101. Core Strategy Policies CP3 and CP7 and MDDLDP Policy TB23 establish that development should not have a detrimental impact upon important ecological features and any ecological impacts should be mitigated. Furthermore, development proposals should enhance or provide new biodiversity features.

<sup>4</sup> Based on the library having 12 staff

<sup>5</sup> Pro rata based on existing staff and visitor numbers

<sup>6</sup> Pro rata based on existing leisure centre staff and visitor numbers

- 102. The applicant's Extended Phase 1 Habitat Survey and Bat Building Survey identified one tree on the north-western boundary treeline which has low potential for bats; this tree is proposed to be retained. The report recommends a sensitive lighting strategy is employed, in particular along north-western boundary, to ensure there is no reduction of the quality of bat foraging and commuting habitats (Conditions 34 & 35 refer).
- 103. There are also roosting opportunities for bird nesting and accordingly removal of trees should take place outside the bird breeding season (Condition 37 refers).
- 104. It is also recommended that measures to enhance the site's biodiversity – for example nectar rich planting, creating log piles and installing bird and bat boxes on the new buildings - are implemented. Condition 36 refers.

Thames Basin Heaths Special Protection Area

- 105. The Thames Basin Heaths Special Protection Area (SPA) was classified on 9 March 2005 under the European Birds Directive due to its importance for heathland bird species. Accordingly, under regulation 61 of the Conservation of Habitats and Species Regulations 2010, the Local Planning Authority must decide whether any project, alone or in combination with others, would be likely to have a significant effect upon the SPA.
- 106. Core Strategy Policy CP8 and paragraph 4.45, build on the Thames Basin Heaths Delivery Framework, establishing that developments of 50 or more dwellings, between 5km and 7km of the SPA can have a significant effect. This impact can be avoided and mitigated through provision of Suitable Alternative Natural Greenspace (SANG) and Strategic Access Monitoring and Management (SAMM).
- 107. The application site is between 5-7km of the SPA and 55 dwellings are proposed.
- 108. The residential element of the development will be Community Infrastructure Levy (CIL) liable and the Council will give priority to funding provision of SANG at Rooks Nest Wood (MDDLDP Policy SAL05 refers). In addition, the applicant has undertaken to make payments towards SAMM (which is not infrastructure and hence falls outside CIL) at the following rates:

One-bedroom dwellings @ £101.69/dwelling.....	£2,745.63
two-bedroom dwellings@ £132.93/dwelling.....	£3,722.04
Total.....	£6,467.67
.....	.....

- 109. This commitment would usually take the form of a S106 agreement but, in this case the Council is the applicant and the commitment takes the form of a letter from an officer with delegated authority and a condition.

Archaeology

- 110. Core Strategy Policy CP3 establishes that development should not have a detrimental impact upon heritage assets. This is amplified by MDDLDP Policy TB25

which requires developments in areas of high archaeological potential – which includes much of the centre of Wokingham – to provide an assessment of the impact of the development upon archaeological remains and to secure preservation in situ or - where this is not practical - excavation, recording and archiving of remains.

111. The application was accompanied by a Historic Environment Desk Based DBA) Assessment which concluded that the site has low or unknown potential for most periods and that previous development on site will have caused disturbance to archaeologically relevant levels.
112. Given the results of the archaeological work completed as part of Phase 1 of the Carnival development (construction of the car park and bowling alley), which illustrated previous disturbance within the site and truncation of the relevant archaeological levels, and the information provided within the DBA showing the previous developments on the remaining area of site to be developed the Council's Archaeological Advisor is in agreement with the conclusions of the report.

#### Flooding and Drainage Issues

113. Consistent with the NPPF, Core Strategy Policy CP1 and MDDL Policy CC09 require a sequential approach which directs development away from the areas at highest risk of flooding (from any source). Furthermore, development should avoid increasing and where possible reduce flood risk on the site and elsewhere.
114. Core Strategy Policy CP9 identifies Wokingham as a Major Development Location, capable of accommodating major new development, and MDDL Policy SAL08 allocates the site for mixed use development. Local Plan Documents were subject to a Strategic Flood Risk Assessment (FRA) and the site is located in Flood Zone 1, where the risk of flooding is low and all forms of development - including 'more vulnerable' residential uses and 'less vulnerable' town centre uses - are acceptable. Therefore, the sequential test does not need to be applied.
115. MDDL Policy CC10 requires surface water to be managed in a sustainable manner (discharge should first be into the ground, then a surface water body, followed by a surface water drainage system or finally a combined sewer). For brownfield sites runoff rates should be reduced to as near to greenfield rates as possible.
116. The site currently drains via an existing surface water network and the same is proposed for the redevelopment but with controlled discharge and attenuation in the form of lined rain gardens, swales, geo-cellular storage and permeable surfacing for the car parking areas.
117. The FRA demonstrates that an acceptable strategy can be delivered; Condition 40 refers.

#### Sustainable Design and Construction

118. Core Strategy policy CP1 and MDDL Policy CC05 require that proposals contribute towards the goal of zero-carbon development by delivering a minimum 10% reduction in carbon emissions through renewable energy or low carbon technology.
119. The applicant's energy statement indicates that (subject to confirmation of specific measures at a later design stage) a 2.6% saving over the target emissions rate can

be achieved through energy demand reduction (passive design and use of efficient mechanical, electrical and control systems during operation). A further 11.2% saving can be achieved through use of Combined Heat and Power (CHP). Combined this would give saving of 13.8%. Potential locations for Photovoltaic cells have also been identified on the application drawings: these do not form part of the strategy for the site at the moment but could be included when details to comply with Condition are submitted if required.

120. Paragraph 2.44 of the MDDLDP explains that heat recovery systems and fossil fuel powered Combined Heat and Power systems cannot be considered to be from a renewable source. Nevertheless, use of this low carbon technology would allow more than a 10% reduction in carbon emissions, so complies with policy CC05.
121. Condition 38 will confirm the specific measures proposed and implementation.
122. MDDLDP Policy CC04 requires all new non-residential proposals of more than 100m<sup>2</sup> gross to meet the necessary BREEAM requirements. A BREEAM pre-assessment has been submitted, and the predicted base score of the proposals is 59.6% which equates to a 'Very Good' rating. Condition 39 refers.

#### Infrastructure Impact Mitigation

123. Core Strategy policy CP4 requires that infrastructure, services, community and other facilities are improved to meet the requirements of new development, taking into account cumulative impact. Mitigation is now secured through the Community Infrastructure Levy (CIL). The Council's charging schedule establishes a charge of £365/m<sup>2</sup> for residential development. There is no charge for retail development within existing town centres or other types of development.
124. In addition to CIL, contributions will be secured towards mitigation of the impact upon the SPA (paragraphs 105-109) and the applicant has opted to contribute towards the council's My Journey initiative rather than implement their own residential travel plan.

#### Affordable housing

125. Core Strategy Policy CP5 establishes that a proportion of new homes on developments of more than 5 dwellings (net) or on sites of 0.16 hectares should – subject to viability – be affordable. The proportion varies depending on the size of development, whether the land was previously developed and location. For a development of 15 dwellings or more (net) or on a site of at least 0.5 hectares, on previously developed land, in a Major Development Location the requirement is 30% affordable dwellings. For the net gain of 55 dwellings are proposed, this equates to 17 dwellings.
126. The requirement to provide affordable housing is subject to viability and the NPPF emphasises that development should be deliverable. The application was accompanied by a financial appraisal which is being reviewed by an independent financial advisor, acting on behalf of the Local Planning Authority.
127. The appraisal assumes a significantly lower return than would normally be acceptable to a private developer (a situation that the Council – as applicant - has accepted in order to deliver development that will benefit the town centre); and that

the development will be partly funded from S106 money (circa £1 million towards indoor sports provision) and money that has been identified for refurbishment of the Carnival Pool (approximately £800,000).

128. It includes provision for the mandatory CIL charges (see paragraph 123), SAMM (see paragraphs 105-109) and contributions of £450 per dwelling towards My Journey (see paragraph 132) but none for affordable housing; it assumes all the flats within the development will be market housing.

129. At the time of the hybrid planning application the appraisal demonstrated there was no capacity for affordable housing at that time but, given the uncertainty about the precise composition of the development, the proposed phased delivery and changing market conditions it was recommended that the viability should be reviewed at when there is more certainty about the scheme.

130. The current application is a full application so provides more certainty. Feedback from the independent financial advisor is awaited and will be reported at the committee meeting.

#### Economic Development

131. MDDL Policy TB12 indicates that proposals for major development should be accompanied by an Employment and Skills Plan (ESP) to show how the proposal accords opportunities for training, apprenticeship or other vocational initiatives to develop local employability skills required by developers, contractors or end users of the proposal. Based on the value of the project (calculated at £1025/m<sup>2</sup> which is the cost of construction per square metre as set out by the RICS Building Cost Information Service) and the Construction Industry Training Board (CITB) benchmarks the ESP for this proposal should include nine people being offered community skills support, six apprenticeship starts and six jobs created.

132. The applicant has indicated their willingness to develop an Employment and Skills plan which would be secured by Condition 42.

#### **CONCLUSION**

The proposed development is consistent with the development plan objective of providing a leisure quarter centred on the Carnival site as part of the growth and renaissance of Wokingham Town Centre and can be supported.

#### **CONTACT DETAILS**

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