

Agenda Item 17.

Development Management Ref No	No weeks on day of committee	Parish	Ward	Major Development proposal:
O/2015/1056	11/16	Wokingham	Wescott (adjoining Emmbrook)	

Applicant Location

Wokingham Borough Council
Land at Wellington Road / Finchampstead Road, Wokingham including Carnival Pool, South East Reserve Forces Cadet Assn. facility, the Big Apple and Southgate house

Proposal

Part redevelopment and part retention and refurbishment of existing buildings to provide a mixed use leisure led development at the Carnival Pool facility and adjoining land, including Class D2 Assembly and Leisure, Class B1(a) Office) B1(b) Research and Development, C3 Residential and complimentary Retail (Class A1, A2, A3, A4, A5), and construction of a new multi-storey car park and new public spaces, as part of the regeneration of Wokingham Town Centre.

This hybrid planning application comprises of the following elements:

1. Demolition of:
 - a. The Cadet facility of the South East Reserve Forces Cadet Association;
 - b. The Big Apple, Phoenix Plaza, Wellington Road, Wokingham RG40 2NJ; and
 - c. Southgate House, Wellington Road, Wokingham RG40 2AU
2. Full planning permission for:
 - a. A 529 space multi-storey car park with part ground floor leisure use (2,365 sq. m Class D2);
 - b. Surface blue badge parking and drop-off area;
 - c. Service areas for multi-storey car park and existing and new leisure uses;
 - d. Associated hard and soft landscaping and pedestrian and vehicular access.
3. Outline planning application for:
 - a. Mixed use leisure led building(s) providing up to a maximum of 6,500 sq. m consisting of the following elements:
 - i. Extension to Carnival Pool leisure centre to provide gym/studio accommodation, multi-functional sports/events hall and ancillary facilities (up to 3,000 sq m Class D1/D2);
 - ii. Complimentary commercial business space (up to 2,500 sq m Class A1, A2, A3, A4, A5, B1(a), B1(b), D1, D2);
 - iii. Residential (up to 1,500 sq m (21 units) Class C3).
 - b. Residential led mixed use building(s) providing up to a

maximum of 3,000 sq m consisting of the following elements:

- i. Residential (up to 3,000 sq m (46 units) Class C3);
 - ii. Complimentary commercial business space (up to 500 sq m Class A1, A2, A3, A4, A5, B1(a), B1(b), D1).
- c. Refurbishment and alterations to existing Carnival Pool leisure centre;
 - d. Pedestrian boulevard, including hard and soft landscaping;
 - e. Associated hard and soft landscaping and pedestrian and vehicular access.

Type Hybrid
PS Category 6 (other largescale major development)
Officer Emy Circuit

FOR CONSIDERATION BY Planning Committee on 22 July 2015
REPORT PREPARED BY Delivery Programme Director

SUMMARY

The application relates to 2.23 hectares of land, situated between Wellington Road and the Reading-Waterloo Railway line. The site is currently occupied by the Carnival Pool (a swimming pool and gym currently operated by "1 Life" on behalf of the Council), the Big Apple (a bowling alley and family entertainment centre), the South East Reserve Force Cadet Association (SERFCA) and Southgate House (an office building) plus ancillary, surface car parking.

It is a hybrid application for a development in at least two phases.

The first phase is a new, 529-space, multi-storey car park on the southern part of the site, adjacent to the railway, with a new leisure facilities (to replace the existing bowling alley) on the ground floor. SERFCA would be relocated off-site (there is a current application for new premises at Elizabeth Park). Full details have been submitted for this part of the development.

The proposals for the remainder of the site are at a formative stage and are, therefore, expressed in outline to indicate how the remainder of the land could be used in a comprehensive manner. The illustrative plan shows a mixed use extension to the carnival pool would provide additional sport and leisure facilities plus other town centre and residential uses (blocks D & E on the illustrative masterplan). An additional block of development on the north-western side of the site, adjacent to Outfield Crescent (Blocks A, B & C) would provide a mix of residential and town centre uses.

Given the formative stage of the planning for the subsequent phases, the outline application is seeking to establish principles about the quantum and type of development. The precise mix of uses, access, layout, scale, appearance of the buildings and landscaping of the site are reserved for future consideration (the original intention was that details of access, layout and scale should be determined at this stage, with the appearance of the buildings and landscaping of the site reserved but this has been amended through the processing of the application). The outline masterplan is therefore illustrative: it demonstrates that a mixed use leisure led development of the

scale tested by the Environmental Impact Assessment could be accommodated on the site. Clearly the subsequent phases would be considered carefully through the planning process to ensure compliance with the policies.

The Council has secured a loan from the Thames Valley Berkshire Local Enterprise Partnership (LEP) Growing Places Fund toward the design and delivery of the car park.

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

GRANT PLANNING PERMISSION subject to the conditions below:

CONDITIONS

The approved scheme

1. The approved scheme is for:

Part redevelopment and part retention and refurbishment of existing buildings to provide a mixed use leisure led development at the Carnival Pool facility and adjoining land, including Class D1 non-residential institutions, Class D2 Assembly and Leisure, Class B1(a) office, Class C3 Residential and complimentary Class A3 restaurants and cafes, A4 drinking establishments, A5 hot food takeaways and construction of a new multi-storey car park and new public spaces, as part of the regeneration of Wokingham Town Centre.

This hybrid planning permission comprises of the following elements:

1. Demolition of:
 - a. The Cadet facility of the South East Reserve Forces Cadet Association;
 - b. The Big Apple, Phoenix Plaza, Wellington Road, Wokingham RG40 2NJ; and
 - c. Southgate House, Wellington Road, Wokingham RG40 2AU
2. Full planning permission for:
 - a. A 529 space multi-storey car park with part ground-floor leisure use (2,365m² Class D2);

- b. Access and circulation including servicing and drop-off facilities and Associated hard and soft landscaping;
 3. Outline planning permission for:
 - a. An extension to the Carnival Pool/mixed use buildings providing:
 - i. up to a maximum 4,434m² for gym/studio accommodation, a multi-functional sports/events hall and ancillary facilities, plus complimentary commercial business space (Classes A1, A2, A3, A4, A5, B1(a), D1 & D2); and
 - ii. up to a maximum 4,500 m² - 67 units - Class C3 residential.
 - b. Refurbishment and alterations to existing Carnival Pool leisure centre; and
 - c. Associated hard and soft landscaping and pedestrian and vehicular access.

Maximum amount of development

2. Notwithstanding the submitted details the reserved matters to comply with Condition 6 shall include no more than 8,934m² (gross) floor space consisting of:
 - i) no more than 4,434m² (gross) new floor space for uses within Class A1 retail, A2 financial and professional services, Class A3 restaurants and cafes, Class A4 drinking establishments, Class A5 hot food takeaways, Class B1(a) office, Class D1 non-residential institutions, Class D2 assembly and leisure of which:
 - no more than a total of 500m² shall be for all uses within Classes A1, A2, A3, A4 and A5;
 - no more than a total of 2,000m² shall be for uses within, Classes B1(a) and D1 of which no more than 1,000m² shall be for Class D1 use; and
 - the remainder of the 4,434 m² may be used for purposes within Class D2
 - ii) no more than 4,500m² for Class C3 residential use of which there shall be no more than 67 units.

Reason: this is the quantum of development that the Environmental Impact Assessment demonstrates can be implemented without adverse impacts arising and it would be inappropriate to permit more without the impact being fully assessed.

Approved drawings

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

6960_08_001	Location Plan
6960_08_010	Locality Plan
6960_08_011	Existing Site Plan Boundaries
6960_08_013	Existing Site Plan Topographic
6960_08_015	Existing Site Sections Levels
6960_08_016	Demolition Plan

6960_08_030	Proposed Phase 1 Block Plan
6960_08_100_A	Proposed Plans Levels G-1 (2)
6960_08_101	Proposed Plans Levels 2-5
6960_08_102	Proposed Plans Levels_6-9
6960_08_200	Proposed Elevations
6960_08_210	Proposed Elevations Detail 1
6960_08_211	Proposed Elevations Detail 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.

4. Before the development is operational an Interim Masterplan and supporting information shall be submitted to and approved in writing by the local Planning Authority. The Interim Master Plan shall provide details of the following:
- i) the layout of the site including the siting of buildings, pedestrian, cycle and vehicular circulation and the relationship to the wider area;
 - ii) provision for drop off and collection of visitors and servicing;
 - iii) principles for design of the buildings based on analysis of the town centre;
 - iv) principles for landscaping of the site including the scope for retention of existing landscape features;
 - v) a Utilities Strategy to include routes of primary infrastructure and utilities infrastructure including foul and surface water drainage and SUDs, mains electricity, gas and water supply, information technology
 - vi) public transport facilities as necessary;
 - vii) the public realm (those areas to be adopted and those areas to be retained by the landowner/management company);
 - viii) the sequence of development; and
 - ix) how earlier phases of the development will be able to operate satisfactory while later phases are still under construction.

Reason: to ensure comprehensive planning of the site. Also to demonstrate that early phases can function satisfactorily while phases are delivered.

Time limit for implementation of development approved in full

5. The development hereby permitted in full (hereafter referred to as ‘Phase 1’), 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).

Reserved matters and time limits for implementation of development approved in outline

6. a) Approval of the details of the quantum and distribution of uses across the site, parameters for development including maximum dimensions (width

depth and height) to establish building envelopes, siting, design and external appearance of the buildings, the means of access thereto and the landscaping of the site (hereinafter called "the reserved matters") for the development approved in outline shall be obtained from the local planning authority in writing before any development other than Phase 1 is commenced.

- b) Applications for the approval of all the reserved matters for the first phase of the development approved in outline shall be made within of three years from the date of this permission and all remaining reserved matters applications shall be made within a period of five years from the date of this permission, unless otherwise agreed in writing by the Local Planning Authority.
- c) The first phase of the development hereby approved in outline shall be begun not later than five years from the date of this permission or two years from the approval of the final reserved matters application for the phase, whichever is the later.

Reason: In pursuance of s.92 of the Town and Country Planning Act 1990 (as amended by s.51 of the Planning and Compulsory Purchase Act 2004).

Review of viability – affordable housing

7. For any phase containing dwellings, the reserved matters pursuant to Condition 6 shall be accompanied by an updated (confidential) viability appraisal. Should the updated appraisal show the scheme can viably support delivery of affordable housing then affordable housing shall be provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority.

Reason: to secure provision of affordable housing where viable in accordance with Core Strategy Policy CP5.

Relocation of community facility

8. Before the existing community building is demolished, a suitable alternative site shall be made available in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority.

Reason: To prevent the loss of community facility in accordance with Core Strategy Policy CP3j).

Continuity of trading

9. The new D2 assembly and leisure facilities within Phase 1 of the development hereby approved shall be completed and available for use before the demolition of the existing phoenix Plaza takes place.

To ensure continuity of operation in the interests of the vitality and viability of the town centre in accordance with Core Strategy policy CP14.

Demolition

10. No demolition shall take place within any phase of the development hereby permitted before a contract for the carrying out of the redevelopment of the phase is in place.

Reason: to prevent premature demolition, in the interests of the character of the town centre and setting of the Wokingham Town Centre and Langborough Road Conservation Areas in accordance with National Planning Policy Framework Section 12 (Conserving and Enhancing the Historic Environment), Core Strategy policies CP1, CP3 and CP14, Managing Development Delivery Local Plan policy TB 24 and the Wokingham Town Centre Masterplan SPD.

Hours of work

11. 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 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.

Construction Environmental Management Plan (CEMP)

12. No development, including any works of demolition, shall take place until the appointed main contractor has submitted a detailed Construction Environmental Management Plan (CEMP) based on the submitted Outline CEMP Report dated December 2014 and the detailed CEMP has been approved in writing by Local Planning Authority. In addition to the issues identified in the Outline CEMP 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.

Levels

13. No development in any phase 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 within that phase have been 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

14. i) Prior to the commencement of any phase of the development hereby approved, full details of both hard and soft landscape proposals for that phase together with a strategy to show how the landscaping for the site 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 as required by Condition 24
 - g) short-term cycle parking to comply with Condition 28;
 - h) car parking layouts, vehicle and pedestrian access and circulation areas;
 - i) minor artefacts and structures including street furniture
 - j) Way-finding signage;
 - k) External lighting (other than illuminated signage which is controlled under advertisement regulations); and
 - l) means of suspending canopies, banners and temporary lighting
- 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 (other than existing commercial units which are retained and continue to trade during the redevelopment) 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 policy CP3 and Managing Development Delivery Local Plan policies CC03 and TB21 and the Wokingham Town Centre Masterplan SPD.

15. 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.

16. a) No development or other operation within any phase of the development shall commence on site until an Arboricultural Method Statement and Scheme of Works which provides for the retention and protection of trees, shrubs and hedges growing in or adjacent to the phase in accordance with BS5837:2012 has been submitted to and approved in writing by the local planning authority. No development or other operations shall take place except in complete accordance with the details as so-approved (hereinafter referred to as the Approved Scheme).
- b) No operations shall commence on site in connection with development hereby approved (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) until the tree protection works required by the Approved Scheme are in place 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 in writing 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 in accordance with Core Strategy policy CP3 and Managing Development Delivery Local Plan policies CC03 and TB21.

17. Prior to the commencement of the development 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 policy CP3 and Managing Development Delivery Local Plan policies CC03 and TB21*

Materials

18. Before development in 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 buildings 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 and CP3.

Fenestration

19. 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.

Boundary Treatments

20. Before the development hereby permitted is commenced details of all boundary treatment(s) 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 phased 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

Plant zones

21. i) 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 within Phase 1 of the development hereby approved unless details of its location and any screening required to prevent it being visually obtrusive have first been submitted and approved in writing by the Local Planning Authority.
- ii) The reserved matters to comply with Condition 6 shall identify zones for plant together with screening to prevent it being visually obtrusive. The zones shall be provided and screened as approved before first occupation development they are intended to serve and 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

22. 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

23. Before development 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 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.

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.

24. Before Phase 1 of the development hereby permitted begins details of access to the site and a strategy for servicing including detailed servicing arrangements for Phase 1 shall be submitted to and approved in writing to the Local Planning Authority. The details shall share a design approach with the scheme of improvements for Wellington Road and prioritise movements for pedestrians, cyclists and those with restricted mobility. Phase 1 shall be implemented in accordance with the approved details and details pursuant to reserved matters shall be in accordance with the approved servicing strategy.

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.

25. The reserved matters to comply with Condition 6 shall include details of car and motorcycle parking in accordance with the Council's policies at the time of the reserved matters application. No building shall be occupied until the vehicular accesses, driveways, parking and turning areas to serve it have been provided in accordance with the approved details.

Reason: To provide adequate off-street vehicle parking and turning space in the interests of road safety and convenience and providing a functional, accessible and safe development and in the interests of amenity in accordance with Core Strategy policies CP3 & CP6 and Managing Development Delivery Local Plan policy CC07.

“Blue badge” parking

26. Before Phase 1 of the development hereby approved commences a scheme for provision of disabled parking shall be submitted to and approved in writing by the Local Planning Authority. Subsequent applications pursuant to reserved matters shall be on accordance with the approved scheme and the provision required within each phase shall be available for use before first occupation or use of development within that phase or in accordance with delivery phasing which has first been agreed in writing by the Local Planning Authority.

Reason: To ensure sufficient provision of disabled parking bays in appropriate locations in accordance with Core Strategy Policies CP1, CP2 and CP6; and MDDL Policies CC07 and Appendix 7.

27. Before any phase of the development hereby permitted begins a scheme details of how disabled people will be able to gain access to buildings within that phase shall be submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details before the development hereby permitted is brought into use, and be retained thereafter unless otherwise approved in writing by the local planning authority.

Reason: To ensure that appropriate access can be provided in accordance with Core Strategy policy CP2.

Cycle parking and refuse storage

28. Before the development hereby approved commences a strategy for the phased provision of cycle and refuse storage including detailed proposals for the provision

within the first phase of the development shall be submitted to and approved in writing by the Local Planning Authority. The reserved matters for subsequent phases of the development shall include details of cycle and refuse storage in accordance with the approved strategy. No building shall be occupied until the cycle and refuse storage to serve it has been provided in accordance with the approved details and is available for use and the provision shall be retained thereafter and used for no other purpose.

Reason: In order to ensure that secure, convenient and for long term storage 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. Also to ensure appropriate refuse storage in the interests of amenities and functional development in accordance with Core Strategy CP3 and Managing Development Delivery Local Plan policy CC04.

Temporary parking

29. Before use of the existing public car park ceases alternative temporary parking shall be provided in accordance with details that have first been submitted to and approved in writing by the Local Planning Authority. The approved alternative temporary parking shall remain available until the carpark hereby approved is available for use.

Reason: to ensure appropriate provision of town centre car parking is maintained throughout the redevelopment of the site in accordance with Core Strategy policies CP1 and CP6

30. 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

Operational Noise

31. The reserved matters to comply with Condition 6 shall be accompanied and informed by a noise assessment. The layout should avoid noise sensitive development within any areas identified as having a Low or Significant Observed Adverse Effect Level (LOAEL or SOAEL) and where other design considerations outweigh this the layout of the site should be designed to maximise screening by natural barriers and other buildings and the internal layout of buildings should be designed to minimise disturbance before reliance on other noise mitigation measures.

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

32. Before any phase of the development hereby permitted is commenced, a scheme for protecting any dwellings within that that phase from
- i) Road or rail traffic noise; and
 - ii) noise arising from the use of commercial and leisure premises and the surrounding public realm;
- shall be submitted to and approved in writing by the local planning authority. Works shall be carried out in the accordance with the approved schemes before first occupation of any dwelling that relies upon them.
- 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.*
33. 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.*
34. Before any phase of the development is commenced a noise attenuation scheme for any non-residential premises within that phase shall be submitted to and approved in writing by the Local Planning Authority. Measures shall be implemented in accordance with the approved details before first occupation of the relevant premises and be retained thereafter.
- Reason: To safeguard residential amenity in accordance with Core Strategy policies CP1, CP3 and CP14 and Managing Development Delivery Local Plan policy CC06.*
35. 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.*
36. No customer shall be permitted on any Class A3 restaurant and cafe, A4 drinking establishments, A5 hot food takeaways, D1 non-residential institutions or D2 Assembly and Leisure premises hereby permitted outside the hours of 07:00 and 24:00. No customer shall be permitted to use outside areas ancillary to the use of the premises and doors and windows shall be kept shut outside the hours of 07:00 and 22:00.
- Reason: To safeguard residential amenities in accordance with Core Strategy policies CP1, CP3 and CP14 and Managing Development Delivery Local Plan*

policy CC06.

37. No part of the development hereby permitted (other than existing commercial units which are retained and continue to trade during the redevelopment) shall be occupied until a Servicing Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Servicing Management Plan shall include details of both physical and management measures for controlling deliveries 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.

Ventilation

38. Before any phase of the development hereby permitted is commenced, a ventilation scheme for that phase, to include fume extraction, mechanical ventilation and filtration equipment, 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 cafes and restaurants, A4 drinking establishments and A5 Hot food takeaways) within the phase;
 - ii) details of any external air conditioning/heating equipment;
 - iii) the specification of proposed equipment;
 - iv) routing of ducting which should as far as possible be within the building envelope;
 - v) provision for extraction equipment to be installed at a later date in units that are first occupied for uses other than Classes A3, A4 or A5.

The approved strategy shall be implemented in full before first occupation of any development within that phase (other than the Carnival Pool which is to be retained and continue to operate during the redevelopment) 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 SPD.

Contaminated Land

39. No development shall take place until scheme to deal with contamination of the

site 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.

Lighting

40. Before construction of the mixed use multi-storey car park and D2 Assembly and Leisure building commences a scheme of internal and external lighting 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) that a safe environment can be provided for users of the car park during operational hours; and
- ii) that light spill from the car park will not cause disturbance to occupants of nearby dwellings (adjacent to or within the site);
- iii) Identify those 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 the car park 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.

41. 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

42. No development (including site clearance) shall take place until a reptile mitigation strategy and contingency plan has been submitted to and approved in writing by the Local Planning Authority. Work shall be carried out in accordance with the

approved details.

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

43. i) No development shall take place until a scheme of wildlife enhancements consistent with the proposals in the Environmental Impact Assessment and including detailed proposals for Phase 1 of the development, has been submitted to and approved in writing by the Local Planning Authority.
- ii) The reserved matters to comply with Condition 6 shall include detailed proposals for wildlife enhancements in accordance with the approved strategy.
- iii) 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.

44. 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.

Thames Basin Heaths Special Protection Area

45. In the event that the total number of dwellings within the development here by approved exceed 50, no dwelling shall be occupied until mitigation of the impact of the development (Strategic Access Monitoring and Management) has been secured in accordance with the Thames Basin Heaths Special Protection Area Delivery Framework and the applicant's commitment set out in their letter of 8 June 2015No.

Reason: to ensure avoidance and mitigation of any significant effect upon the Thames Basin Heaths Special Protection Area in accordance with Core Strategy Policy CP8 and MDDLDP Policy SAL05.

46. In the event that the total number of dwellings within the development here by approved exceed 50, no dwelling shall be occupied until the Local Planning Authority has confirmed that adequate Suitable Alternative Natural Greenspace has been secured allocated at Rooks Nest Wood to mitigate the impact of the development in accordance with the Thames Basin Heaths Special Protection Area Delivery Framework.

Reason: to ensure avoidance and mitigation of any significant effect upon the Thames Basin Heaths Special Protection Area in accordance with Core Strategy Policy CP8 and MDDL Policy SAL05.

Drainage

47. No development shall take place until full details of the drainage system(s) have been submitted to and approved in writing by the Local Planning Authority. These shall include:
- Results of intrusive ground investigations, demonstrating the depth of the seasonally high groundwater table and infiltration rates determined in accordance with BRE Digest 365.
 - Full details of all components of the proposed drainage system (on and off-site works) including dimensions, locations, gradients, invert and cover levels supported with drawings as appropriate.
 - Confirmation that the maximum discharge level of any infiltration SuDS feature has been kept as shallow as possible, and is above the seasonally high groundwater level. There should be at least 1 metre between the base of the feature and the seasonally high groundwater level.
 - Full calculations demonstrating the performance of the proposed geocellular systems / additional SuDS systems.
 - Full calculations demonstrating that the surface water drainage system provided as part of Phase 1 of the development is sufficient to drain this area of the development prior to the completion of the surface water drainage system associated with Phase 2.
 - If appropriate, agreement in principal from the Environment Agency for discharge to ground for this type of development.
 - Agreement in principal from Thames Water for discharge to the existing public surface water sewer for this type of development.
 - For buildings located within areas shown to be at risk of surface water flooding, finished floor levels shall be set a minimum of 300mm above surrounding ground level so as to reduce flood risks from overland flow flooding.
 - Full details of the maintenance agreements for the development, covering every aspect of the proposed drainage system.

Reason: To prevent increased flood risk from surface water run-off. Relevant policy: 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

48. Development shall not commence until a foul drainage strategy detailing any on and/or off site drainage works (which may be phased) 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 required to serve that phase of the development have been completed in accordance with the approved strategy.

Reason: - The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in

order to avoid adverse environmental impact upon the community.

Archaeology

49. No development shall take place until a programme of archaeological work (which may comprise more than one phase of work) has been implemented in accordance with a Written Scheme of Investigation (WSI), which has first been submitted to and approved in writing by the Local Planning Authority. For each phase of the archaeological work a report of the investigation and a review of the need for and scope of subsequent phases shall be submitted to and approved in writing by the Local Planning Authority.

Reason: the site is identified as being of high archaeological potential (or is otherwise known as being likely to contain archaeological remains). Investigation is required to ensure that any archaeological remains are adequately investigated and recorded or preserved in situ in the interest of protecting the archaeological heritage of the borough in accordance with National Planning Policy Framework Section 12 (Conserving and Enhancing the Historic Environment) and Managing Development Delivery Local Plan policy TB25.

Employment and Skills Plan

50. No development shall take place until an Employment and Skills Plan has been submitted to and approved in writing and the approved Plan shall be implemented in full.

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

INFORMATIVES:

1. The development as recommended with planning conditions 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. This planning application has been the subject of positive and proactive discussions with the applicant in terms of:
 - Compliance with planning policy and guidance;
 - the layout of the site;
 - the impact upon the character or the area;
 - planning issues relating to ecology;The decision to grant planning permission in accordance with the presumption in favour of sustainable development as set out in the NPPF is considered to be a positive outcome of these discussions.
3. The Cycle Storage Strategy to comply with Condition 28 should have regard to any existing shortfall in on-site cycle storage, the needs of the hereby approved development and also any cycle parking required to meet the needs of the wider town centre.

4. The WSI to comply with Condition 49 should include provision for trial trenching within the area of the existing car park (the area for which full planning permission has been granted). The extent of the archaeological investigation required across the remainder of the site will to some extent be determined by the findings of this first phase of the archaeological investigation.
5. With respect to construction noise, the applicant should apply to Environmental Health for s.61 prior consent under the Control of Pollution Act 1974.
6. In order to deliver the biodiversity and green infrastructure benefits identified by the Environmental Impact Assessment, the landscaping scheme to comply with Condition 14 should include use of locally native trees.
7. 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.
8. In order for Thames Water to determine whether the existing sewer network has sufficient spare capacity to receive the increased flows from the proposed development the drainage strategies to comply with Conditions 48 & 49 should include Details of any proposed connection points or alterations to the public system, including calculated discharge rates (pre and post development). If initial investigations conclude that the existing sewer network is unlikely to be able to support the demand anticipated from this development, it will be necessary for the developer to fund an Impact Study.
9. The details to comply with Condition 42 should amplify the measures set out in the Memo from Arup dated 7 July 2015 and also make provision for
 - a) Briefing notes for the species that construction workers may encounter;
 - b) A method for phased vegetation / site clearance to create the buffer strip;
 - c) A site layout plan showing the constraints outlined for the construction company to work from (and to demonstrate that the buffer zone is viable within any plans approved); and
 - d) Nomination of who / what role(s) is responsible for the regular inspections and maintenance.
10. When submitted the details to comply with Condition 23 will be the subject of public consultation.
11. If the number of dwellings delivered on the site exceeds 50, the Council will give priority to funding provision of SANG at Rooks Nest Wood.

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 (Phoenix Plaza)	Planning permission was granted for a bowling centre and club, now known as "Phoenix Plaza". Various extensions and alterations have been approved since.
Mid-1970's to date (the Cadets)	Since the mid-1970's there have been a series of temporary planning permissions for facilities for SERFCA on land between the Phoenix Plaza and the railway line.
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
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.

SUMMARY INFORMATION

Site Area	full	0.94 hectares			
	outline	1.29 hectares			
	total	2.23 hectares			
Land Use	Floor space (GIA)				
	Existing	Lost (change of use or demolition)	Proposed new build	Total Proposed	Net change
Mixed used including : A1 shops A2 financial and professional services A3 restaurants and cafes A4 drinking establishments A5 hot-food take away B1(a) office B1(b) research and development	0m ²	0m ²	Up to 3,000m ² (2,500m ² in Block & E + 500m ² in Blocks A & C) (outline)		+3,000m ² maximum

D1 non-residential institutions D2 Assembly and leisure (outline planning permission sought)					
Southgate House (B1(a) office) (to be demolished)	916m ²	916m ²	Could be up to 3,000m ² within flexible mixed use above (outline)		-916m ² to +2,084m ²
SERFCA facility (sui generis community use) (to be demolished & relocated off-site)	470m ²	470m ²	0m ²		-470m ²
Big Apple family entertainment centre and bowling alley (D2 assembly and leisure) (to be demolished and re-provided on-site; full planning permission sought)	2,408m ²	2,408m ²	2,395m ² (full)		-13m ²
Carnival Pool Leisure Centre (currently D2 assembly and leisure, extension for D2 or D1 non-residential institution) (outline planning permission sought)	2,968m ²	0m ²	Up to 3,000m ² D1/D2 (outline)	5,968m ²	+3,000m ² maximum
Total D1, D2 & sui generis community use	5,846m ²	2,878m ²	Maximum range depending on use of flexible mixed use floor space		
			5,395m ² to 8,395m ²	8,363m ² to 11,363m ²	+2,517m ² to +5,517m ²
Total leisure & commercial	6,762 m²	3,794m²	Up to 8,395m²	Up to 11,363m²	Up to 4,601m²
Class C3 residential (up to 67 units; all market housing)	0m ²	0m ²	Up to 4,500m ² (67 dwellings maximum)		
Total all uses (excluding the multi-storey car park)	6,762 m²	3,794m²	Up to 12,895m²	Up to 15,863m²	Up to + 9,101m²
Multi-storey car park			15,019m ²		
Parking	Existing	Proposed	Net Change		
pay & display car park		156	Re-provided mainly within the MSCP		529
Disability spaces (see		9	21		+12

paragraphs 104-106)			
Bowling alley operational car parking	7	Re-provided within the MSCP	0
Carnival Pool operational car parking	8	Re-provided within the MSCP	0
Southgate House	40	N/A	-40
Total car parking	220	560	+340
Motorcycle parking	0	16	+16
Coach	1	1	0
Cycle parking	10	121	+111

SUMMARY OF CONSULTATION RESPONSES

Land Use and Transportation Team

No in principle objections raised. The site is allocated for community and leisure uses with flexibility food and drink and residential uses. Consideration should be given to the loss of existing uses and also whether the range of uses and scale of development is appropriate, plus the need for a sequential test in respect of the retail element given that the site is outside the primary shopping area.

Construction Skills Broker

Recommends a condition to secure an employment skills plan (Condition 50)

Landscape Officer

The overall scale of the proposals gives rise to some concerns; however only the car park is for determination at this stage. The balance of the development is illustrative and in outline, being reserved for later determination. It is important that when these matters are determined at Reserved Matters stage (in association with the wider proposals for Elms Field) that great care is taken to secure satisfactory mitigation. The Landscape and Visual impact assessment and the Environmental Impact Assessment should consider the importance of skyline of the town centre and views to a wooded horizon in the near and far distance. The car park is very large and it will therefore have an impact upon these views; these need to be carefully balanced against the benefits of the proposal in the regeneration of the town. It will also be important to ensure that the layout takes full account of the quality and utility of public spaces; in particular and shadowing, the proportions and any wind tunnelling effects. Great care will need to be taken to ensure that the amount of building footprint allows sufficient space for new planting of the landscape mitigation on site. Tree retention and new planting will need careful consideration when these matters are determined (Conditions 6, 12, 13 and 14 refer). *(Officer Note: only the car park is for approval at this stage).*

Conservation Officer

No objection to the demolition of the existing buildings and raises concern about the scale, height and massing of the proposed

multi-storey car park (MSCP). The height, long ridge line and brick towers result in a dominant building mass in this part of the town centre and this will need careful consideration as part of the of cumulative effects in the Environmental Impact Assessment which will need to be balanced against the benefits to the town from the wider regeneration which this proposal enables.

In dealing with the landscaping and design of the later stages of the reserved matters and care will be required to ensure that adequate landscaping and design is used to mitigate southerly views out of the town centre conservation area. These views are currently characterised by a tree lined horizon, emphasising the once rural setting of the market town, and reminiscent of its historic (royal hunting) forest origins.

The existing tree cover in and around Elms Field limits views of the application site from the historic town centre and would mitigate any harm resulting from the MSCP building. In drawing up proposals for Elms Field it is important to manage the proposals to mitigate the impact of these proposals as effectively as possible. *(Officer Note: the landscape plans for the development and for Elms Field will be addressed at a later stage)*

The Council's
Drainage Advisor

No objection subject to a condition to secure details of the drainage system (Condition 47)

Access &
Movement

No objection to the principle of a multi-storey car park subject to Condition 24-30 which will enable a number of detailed issues to be addressed including connectivity, circulation, servicing provision and car, cycle and motorcycle parking for residential units.

(Officer Note: these issues are discussed in the appraisal, paragraphs 82-94, 105-106, 109, 113-116 in particular, and will be addressed either at the reserved matters stage or through conditions (Conditions 23-30) as all matters are now reserved for later consideration).

Public Right of Way
Officer

No objections raised but there are a number of issues that need consideration:

- The definitive route of Footpath 23 Wokingham runs in a straight line from the footbridge over the railway to Wellington Road. The proposed development and indeed the existing development at Southgate House encroach upon it. This could be regularised through a diversion or closure order (under separate legislation). Should parking spaces be located within the width of the footpath, those sections would also need to be extinguished.
- The width of the footpath includes the verges either side. The whole width of the path must remain accessible to walkers, with sufficient width delineated to show that walkers have priority

	<ul style="list-style-type: none"> • Much of the footpath east of the railway crossing will provide a vehicular access. It is an offence to drive a vehicle over a public footpath without lawful authority: this authority can be given by the landowner. • The development increase use of the footpath and consideration should be given to improving the crossings over the railway and on Wellington Road • The footpath must remain unobstructed during the development unless a temporary closure order is made.
Ecologist	No objection subject to conditions to secure measures to secure mitigation of the impact on protected reptiles and bats, wildlife enhancements and measures to avoid and mitigate the impact upon the Thames Basin Heaths Special Protection Area (Conditions 40-0 and Informative 9)
Environmental Health Officer	No objection subject to conditions securing a CEMP to cover air quality and noise during construction (Condition 12), lighting scheme (Condition 40), contaminated land (Condition 39), hours of work (Condition 11) and noise during operation (Condition) plus an informative about noise (Informative 5)
Affordable Housing	The policy requirement, subject to viability, is 30% (up to 21 dwellings) on-site. This will be determined at reserved matters stage, see Condition 7.
Archaeological Advisor	No objection subject to a condition to secure an archaeological investigation (Condition 49 and Informative 4 refer)
Historic England (formerly English Heritage)	No comment: the application should be determined in accordance with national and local policy guidance.
Natural England	<p>No objection providing that mitigation of the impact upon the Thames Basin Heaths Special Protection Area (SANG and SAMM) is secured in line with the Thames Basin Heaths SPA Delivery Framework, if the number of dwellings exceeds 50 (as the site lies between 5 & 7km from the SPA).</p> <p>Consideration should be given to biodiversity, priority habits and species, landscape character, green infrastructure and biodiversity enhancements.</p>
Highways England	No objection and no conditions recommended
Environment Agency	No objection: the application site is located in Flood Zone 1. The main flood risk issue to consider is the management of surface water run-off which is a matter for the Lead Local Flood Authority (LLFA)
Berks, Bucks & Oxon Wildlife Trust	No objection providing measures (SANG and SAMM) are secured to mitigate the impact upon the Thames Basin Heaths Special Protection Area (Condition 0 refers)
Sport England	No objection: the provision of new and improved facilities for sport is welcomed.

Thames Water	No objection subject to conditions to secure foul and surface water drainage strategies (Conditions 47 & 48 and informatives 7 & 8).
South East Water	No comments received
Crime Prevention Design Advisor	No comments received
Thames Valley Police	No comments received
Network Rail	No comments received
Southwest Trains	No comments received
Royal Berkshire Fire and Rescue	No comments received
National Grid	No comments received
Transco	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> <ul style="list-style-type: none"> i) The scale, height and mass of the proposed car park (<i>Officer Note: see paragraphs 49-53 and 66-67</i>); ii) The need for the number of spaces proposed in this location (<i>Officer Note: see paragraphs 95-103</i>); iii) Delivery of alternative accommodation for the Cadets prior to demolition (<i>Officer Note: see paragraphs 22-25</i>); iv) The parking provision for: <ul style="list-style-type: none"> • Parents with children child (<i>Officer Note: see paragraph 107</i>); • dwellings within the development (<i>Officer Note: see paragraph 109</i>); and • coaches (<i>Officer Note: see paragraph 116</i>); and v) tactile paving (<i>Officer Note: see Condition 27</i>); <p>Full comments attached</p>
Reading Borough Council	No objection.
Bracknell Forest Borough Council	No objection.

REPRESENTATIONS

47 representations have been received: six in support of the application and the remaining 41 either commenting or objecting to it.

There is **support** for:

- The proposed mix of uses, including improved leisure facilities and use of a sports hall as a venue for large local/cultural events and a café or restaurant, which will provide more choice and reduce the need to travel elsewhere.
- The parking strategy in the Masterplan envisages the reduction of long-stay car parking, particularly in and around the town centre core. The provision of additional car parking at Carnival Pool supports this by providing parking on the edge of the town centre and therefore supporting the release of more centrally located carparks for redevelopment, which will increase the town centre attractiveness for shoppers.
- The provision of a multi-storey car park. The new development that is taking place is likely to make Wokingham a more popular place to visit, so additional parking will be welcome. A multi-storey car park will make efficient use of land. This is the perfect location for something higher, next to the railway line and a large office block but also in close walking distance to the town centre shops, restaurants and to the station.
- A more contemporary design. The proposals fit in well in this location, as neighbouring buildings including the offices and the swimming pool are also modern in design.
- the design does in part reflect the responses at the consultation phase, although the proposed design is stark and unattractive.
- Provision of car parking spaces
- Installation of a signalised pedestrian crossing from the promenade to the other side of Wellington Road
- Landscaping of the area at the edge of the site (at the top of Finchampstead Road) provide a seating area with shrubs around it, to mirror the 'Carnival Corner' location across the road

Objections were raised about the following issues:

The principle of development

Gray's Farm would be more suitable for a leisure complex and associated parking (*Officer Note: Gray's Farm has been acquired with the intention of providing for outdoor sport. This application proposes indoor sport which is better located in accessible, town centre locations – see paragraph 76. The proposed parking is for general town centre use and not specifically for use by visitors to the leisure facilities*) where it can share town centre parking).

The regeneration of Wokingham should be stopped immediately, instead the town needs a spring clean. The development is unnecessary; the need for additional housing or commercial business/retail space is questioned. There are vacant shops. The MDDLDP does not make the case for more residential development. The proposal amounts to overdevelopment. (*Officer Note: the quantum and mix of development has been considered under "the principle of development" (paragraphs 1-43) and the need*

for a car park is considered in paragraphs 95-103). The MDDL P allocates sites for residential development already committed in the Core Strategy).

The amount of retail proposed is not consistent with the sports and leisure purposes of the site (*Officer Note: paragraphs 26-31 and Condition 2 refer*)

The loss of the cadet facility is regrettable as it is one of the few places in the centre of Wokingham where young people can go and the cadets play a valuable role in the community. The alternative site is not suitable because of crime and loss of sports facilities (*Officer Note: this is considered in paragraphs 22-25 & Condition 8 refers. Suitability of the alternative site is not a matter to be considered under this application.*)

The maximum size of the commercial and residential parts of the development should be set as a combination to prevent overdevelopment of the site. (*Officer Note: see paragraphs 8-9 & 43 and Conditions 1 & 2).*

This piecemeal approach is a means of circulating the full approval of the community (*Officer Note: the proposal is consistent with Development Plan Policy which establishes the spatial strategy for the Borough and the Wokingham Town Centre Masterplan which establishes the strategy for Wokingham Town Centre*)

The proposal will result in loss of open space (*Officer Note: the site is entirely previously developed land – see paragraph 5– and does not constitute open space*)

Character

The multi-storey car park will be the largest building in the area, with a bulky, monolithic appearance and lack of articulation, like a giant warehouse, towering over the south side of the town and visible from all directions. It can only be described as a blot on the landscape. It will be unscreened from residents on both sides of the railway and will loom over the flats and Carnival Pool. Residents were led to believe it would only be three-storey. Its height should be reduced by one storey so it does not dominate the skyline. (*Officer Note: this is considered in paragraphs 49-53 and 103).*

The town centre master plan suggests that new development within the town should not exceed three storeys unless there are site specific needs to create landmarks, deal with site topography or establish a strong edge adjacent to an open space. The Design and Access Statement relies on the proposals for Elms field to support building heights, although this development was not approved.

The design of the car park could be improved if the sides were not enclosed.

There is an opportunity to build something unique, rather than "any town", like every other building project in the country. Regard should be had to the character/aesthetics of Wokingham as a (formerly) attractive market town, the character of which is under threat. This requires traditional design/ the highest architectural quality either reflecting the character of Denmark St or uniquely innovative. The proposed scale, height, massing and density of the buildings is out of keeping/ a major visual intrusion and will have an overbearing/detrimental/ significant visual impact on the character of the Southern end of the historic market town centre be to the character of the area. The design submitted and it is likely to lead to an unwelcoming environment in years to come. (*Officer Note: design is considered in paragraphs 49-57*)

For a town committed to preserving its heritage, no thought has been given to the previous use of the Carnival Pool. The unimpressive design of the proposed extension, retail and residential buildings does not reflect the fantastic circus tent/canopy

structure/marquee design of the Carnival Pool. The proposals show the intention of having the lowest quality, crude, bland and intrusive designs. *(Officer Note: the design of these buildings is a reserved matter so no detail has been provided at this stage)*

The Council(s) have a record of allowing poor architecture that degrades the quality heritage environment of Wokingham/should proactively protect heritage. *(Officer Note: consistent with national planning policy and legislation Development Plan policy requires consideration of the impact upon heritage assets and the quality of the environment generally)*

An attractive, active frontage should be provided onto Wellington Road *(Officer Note: the design and layout of development on this part of the site is reserved but will be expected to provide an active frontage onto Wellington Road)*

The recent accumulated rate of mature tree removal is inexcusable. No further trees or hedgerows should be removed or there will be nothing of significance left in the Wellington road area

Material should be a mix of brick, wood and glass with a mixed facade approach and few blank walls. *(Officer Note: paragraph 51 and condition 15 refer)*

The plans do not detail the height of the houses but are they are likely to be three-storey (like the Cricket club) which is not in keeping with the architecture of the town/ the proposed height of blocks A-C – up to 14.5 metres equates to nearly five storeys which would dwarf Outfield Crescent . Height limits should be set at outline to establish the rules for the reserved matters application and to prevent inappropriately tall buildings *(Officer Note: building heights are considered in paragraph 55 and Condition 4 refers)*

The roof of the multi-storey car park should provide some form of planting, for appearance and to help cool the building by providing shade. Using part of the roof for solar panels would also generate an income.

Any community space provided should be "welcoming and warm". It should have a capacity of at least 200 and provide facilities including a stage and a comfortable and managed lounge and be suitable for culture meetings (with installed projection facilities), exercise groups e.g. dance, organised sports and one off indoor events (the FBC in Finchampstead is a very good example locally). The application does not give an optimistic indication about adequate suitability, not helped by the bland building design. *(Officer Note: apart from the car park and bowling alley, the design and final use of the buildings is a reserved matter)*

Residential amenity

From the upper levels of the car park, people will be able to see directly into bedrooms and bathrooms of dwellings in Oakey Drive, impacting on the privacy of residents.

The new car park will create traffic and therefore, more noise and disturbance *(Officer Note: within an urban environment the additional noise generated would not be significant)*

Access and Movement

Wokingham should be encouraging more environmentally friendly methods of bringing people into the town rather than providing additional parking. The plans put forward are not progressive and instead encourages more pollution, noise and disturbance in comparison with other towns who are implementing measures to cut road traffic in their centres e.g., park and ride schemes and congestion charges *(Officer Note: the Development Plan requires measures to promote sustainable travel as well as*

appropriate parking provision. See paragraphs 76-78).

The area is already struggling to cope with the amount of traffic at peak times. The car park will encourage more traffic into the town particularly Finchampstead Road/ Wellington Road junction, as will the South Wokingham distribution road and Elms Field development proposals, which will increase congestion/reduce road safety. (*Officer Note: paragraphs 79-80 refer*).

The traffic modelling needs to be redone, as the Station Link Road has changed journey patterns and the loading on the roundabout at the edge of the site. (*Officer Note: paragraph 80 refers*)

Access is via the Carnival Pool roundabout which is dangerous due to poor visibility. Traffic will be increased and the junction will become more congested/dangerous with increased use and needs improvement (*Officer Note: Condition 23 refers*).

For pedestrians, the infrastructure is already difficult with narrow pavements, busy roads and limited crossing points. Consideration should be given to providing a safe crossing for people around the Carnival Pool roundabout, so that pedestrians can get between Finchampstead Road to Denmark Street and vice versa without having to go to the promenade crossing (*Officer Note: Condition 23*).

The width of the car park access suggests that a coach parked in the drop-off zone will impede two-way traffic entering and exiting the car park (*Officer Note: Condition 24 refers*)

The station link road does not eliminate the possibility of a fatality at the level crossing and the proposal would encroach on the only possible route for a road connection between Wellington Road and Molly Millar's Lane via a bridge over the railway line (connecting to Ashville Way (*Officer note: there are no proposals for such a link and, therefore, no planning reason to resist development of this site*))

Need for the car park

There is no need for another multi-storey car park/the car park is too big and appears geared around a new 'Hotel' which has not been approved as yet. The application relies on an out-of-date parking strategy/the car parking strategy for the town should be reviewed/take into account the loss of parking at the Station and Peach Place. (*Officer Note: the need for the car park is considered in paragraphs 99-103*)

Carnival Pool site was initially conceived as long term parking is now proposed as short term. There is inconstancy in the application documents regarding whether the proposed car park will provide long or short-stay parking. Due to the pricing structure of both the short and long stay car parks within the town, there will be an element of short-stay use within long-stay car parks due to the proximity of these car parks to visitor destinations. It is essential that genuine long-term stays are permitted at this location, so that the car park can be used by commuters and by overnight guests at the proposed hotel on Elms Field (*Officer Note: car park management is not a planning matter, although it is a matter for the Council as a whole*)

The Town Centre Masterplan refers to the provision of long-stay car parking at Coppid Beech and elsewhere to reduce the amount of long-stay parking in the town. This would reduce needed in and around the town centre (*Officer Note: the Carnival Pool is one of the locations identified in the Masterplan SPD*)

The internal design must be welcoming and provoke a feeling of security or people will be reluctant to use the car park: there is capacity in Elms Road even though it is the

most central and it should be refurbished (*Officer Note: The applicant intends to achieve park mark standard. Refurbishment of Elms Road is beyond the scope of this application but the Borough Council is actively seeking to secure improvements to this car park*).

The car park will not relieve pressure due to the loss of car parking elsewhere as people will not walk up to town from here (*Officer Note: this is an edge of town centre location conveniently close to the primary shopping area (and allocated development at Elms Field) and will provide long stay parking*)

The proposals will result in a loss of 220 car park spaces which will exacerbate on-street parking. "Resident only" parking restrictions should be placed all along Landon Court and Oakey Drive. (*Officer Note: the proposal will result in a net increase in town centre parking – see paragraphs 99-103 -and therefore reduce the likelihood of parking in residential roads*)

Coach, motorcycle, bicycle provision and parent & child provision

There is only one drop-off space for coaches (*Officer Note: paragraph 116 and Condition 24 refer.*)

The motorcycle parking proposed is external and is not well related to the dwellings (*Officer Note: paragraph 108 and Condition 25 refer.*)

The proposed cycle parking is inadequate (*Officer Note: paragraphs 113-115 and Condition 28 refer.*)

The proposed parents and child parking is not sufficient. Car parking spaces with increased spaces between bays should be provided on the lower levels of the car park to assist parents with young children (*Officer Note: paragraph 107 refers*)

Provision for disabled people

It is unrealistic to expect the disabled to get to the town centre from the proposed multi storey. Disabled bays are greatly needed in the Town Centre instead (*Officer Note: this is beyond the scope of the current application*)

There does not seem to be adequate provision for persons with disabilities to gain access to the site (*Officer Note: "blue badge" parking is considered in paragraphs 104-107 and by Condition 26. Detailed design and layout of surfacing will be considered at the reserved matters stage and through Conditions 26 & 27*)

Construction phase

There will be disruption during construction (*Officer Note: Conditions 11 & 12 refer.*)

During the development there will be a significant loss of car parking spaces (*Officer Note: paragraphs 111-112 and Condition 26 refer.*)

Noise and light pollution

The existing leisure use has given rise to noise complaints in the past. The increase in activity (including outdoor leisure areas) in close proximity to residences and traffic movements will result in disturbance to local residents, in particular Oakey Drive. Residents of Ormonde Road and the allotments will also be affected. (*Officer Note: this is considered in paragraphs 118-120 and Conditions 33- 37 refer. Ormonde Road*)

has not been specifically considered but these dwellings are further from the site, so less affected, than Outfield Crescent and Oakey Drive, which have been considered.)

Light from the car park will also cause disturbance at night (*Officer Note: this is considered in paragraph 126 and Condition 40 refer*).

Infrastructure impact

The continued and rapid development of residential properties within Wokingham is not currently being supported by the required infrastructure (primary and secondary schools, medical facilities and access). (*Officer Note: the Core Strategy establishes a framework for delivering new homes to meet need together with the infrastructure to support them which is secured through S106 and CIL*)

Affordable housing

As with Peach Place and the failed Elms Field application, town centre development by the council will not provide affordable housing, as the scheme does not generate enough money, setting a bad example to developers. (*Officer Note: National and development plan policy establishes that viability is a legitimate consideration. Redevelopment of previously developed town centre sites has additional costs associated compared to greenfield sites but also delivers wider benefits which outweighs the lack of affordable housing in these instances*).

Ecology

The Environmental Impact Assessment does not consider the impact upon a breeding population of House Sparrows (a red listed species) currently located south of Burger King (*Officer Note: the site referred to is outside the application site boundary and hence would not be directly affected by the proposals. However Condition 44 refers*)

Other issues

Elms Field should be left as an open space/the proposed road through Elms Field will increase traffic (*Officer Note: While the principle of development at Elms Field has been established by Development Plan policy and the Masterplan SPD these proposals do not form part of the current application*).

This would be a suitable location for a Premier Inn, rather than a popular park (*Officer Note: paragraph 32 refers*)

The inadequate Carnival swimming pool should be upgraded. (*Officer Note: no details of the refurbishment of the pool are available at this stage but it will be limited to a refurbishment of the existing facility due to the decision to build a new pool at Arborfield*)

There is currently a significant problem with rubbish and rats in the area which needs to be addressed (*Officer note: these are not planning issues*)

The town needs affordable rents and council taxes for all the shops and businesses (*Officer Note: this is not a planning issue*)

The Carnival Pool development should take place before that of Peach Place, to minimize the impact of the loss of parking at that location (*Officer Note: the proposals for Peach Place were assessed on their own merit and found to be acceptable*).

There will be a risk to users of the multi-storey car park while the later phases of redevelopment are taking place (*Officer Note: Conditions 4 & 12 refer*)

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)
- 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

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 it 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 an aspiration to rejuvenate 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:
 - 1) Strengthening shopping in the retail core to reduce leakage of expenditure;
 - 2) Conserving and enhancing historic quality and interest;
 - 3) Improving existing public space; and
 - 4) Ensuring development cumulatively provides and maintains a range of town centre uses, facilitates access them by a variety of modes of travel and achieves 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 MDDLDP 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 Carnival Pool, the Big Apple bowling alley and family entertainment centre, the South East Reserve Force Cadet Association (SERFCA) and Southgate House.
6. The application comprises detailed proposals for a new bowling alley (Block G, 2,395m²) and a multi-storey car park plus outline proposals for a range of town centre uses including residential. The proposals would also displace the facilities used currently used by SERFCA and result in loss of office accommodation. The acceptability, in principle, of each element is considered below.
7. As submitted, the outline application seeks flexible consent for uses within Classes A1-5 (shops, financial and professional services, restaurants and cafes, drinking establishments and hot food takeaways), D1 (non-residential institutions), D2 (Assembly and leisure) and B1(a) & (b) (office and research and development). Extensions of up to 6,500m² to the Carnival Pool would provide for up to 3,000 m² for D1 and/or D2 uses (Block D), up to 2,500m² for mixed town centre uses (Block E) and up to 1,500m² for residential use (on the first and second-floor of Block E). Three further buildings (blocks A-C) would provide up to 3,000m² which could be for entirely residential use or incorporate up to 500m² for mixed town centre uses on the ground-floors of Blocks A and C.
8. However, for the purposes of the Transport Assessment (TA), which also informs other sections of the Environmental Impact Assessment, the applicant assumed that the development would comprise a 2,440m² D2 extension to the Carnival Pool, 2,365m² D2 replacement bowling alley, plus an additional 950m² for D2 and 1,044m² for Class A1-A5, (a total of 6,799m² leisure and commercial floor space and a net gain of 3,005m²) 49 residential flats and a 529 space car park. The TA acknowledges that the application proposes up to 62 dwellings (still fewer than the maximum of 67 actually proposed) but argues that the assessment is robust because dwellings would generate fewer trips than the equivalent commercial floor space and any increase in residential development would be offset by a corresponding reduction in commercial floor space.
9. It would be inappropriate to permit development over and above that which the impact of has been tested through the Environmental Impact Assessment and, Condition 2 limits the quantum of development accordingly.
10. Under Class E of Part 3 of the Second Schedule the Town and Country Planning (General Permitted Development) Order 2015, for the first ten years - subject to any conditions - the use of buildings within the development would be able to change freely between any use within the approved classes. 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. For the reasons set out in paragraphs 26-31 it is considered necessary to place controls on the uses proposed: Condition 2 refers.

Multi-storey car park

11. Core Strategy Policy CP6 seeks to manage travel demand through a range of measures including provisions of appropriate vehicular parking 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”.

12. The Masterplan SDP establishes the approach towards provision of parking, whereby medium and long stay parking is provided at a series of gateway car parks around the town centre, to reduce the need to travel by car into the heart of the town centre, assist in reducing congestion and improving the environment for people (paragraphs 7.4.1-7.4.6 and Figure 35). The site of the proposed car park is identified for provision of a medium stay car park for at least 300 vehicles (Masterplan SPD paragraph 7.4.4) and for cycle parking.
13. Thus, the provision of a multi-storey car park on the site proposed is consistent, in principle, with development plan policy. Its impact in terms of the character of the town centre is assessed in paragraphs 49-53 and its contribution to provision of appropriate parking for the town centre is considered in paragraphs 95-103.

Sport, leisure and community provision

14. The existing uses on the site include swimming pool, bowling alley (both Class D2 uses) and the sui generis use by SERFCA.
15. Recreational and community facilities are protected by Core Strategy Policy CP3 j). Furthermore, MDDL Policy SAL08 allocates the application site for the delivery of class D1 (community uses) and D2 (leisure uses).
16. The detailed element of the application includes 2,365m² for D2 Assembly and Leisure Use on the ground floor of the multi-storey car park, intended as a replacement for the existing bowling alley although it could be adapted for other D2 uses in future. This represents a slight (43m²) reduction in floor area compared to the existing bowling alley complex (parts of which are not used currently) although not overall. Furthermore, the building has been designed to meet the needs of the existing operator: the layout of the site would allow the new bowling alley to be constructed before demolition of the existing building, allowing continuity of trading. (Condition 9 refers.)

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

<p>17. Additional facilities for sport, leisure and community uses within Classes D1 and D2 are proposed as part of the outline element of the application (see the box to the right for the range of possible uses within these classes). It is anticipated that a significant proportion of the additional floor space will take the form of an extension to the existing Carnival Pool complex.</p>		<p>areas for indoor and outdoor sports or recreations not involving motorised vehicles or firearms</p>
<p>18. The applicant advises that 1Life, the current operators of Carnival Pool leisure centre are unable to meet existing demand for a full range of sporting leisure activities: they are intending to carry out internal alterations to provide additional studio space in the short-term. In the longer term the centre will need to expand to meet increased demand from the North and South Wokingham SDLs.</p>		
<p>19. As part of their pre-application consultation, the applicant asked residents what kind of new leisure facilities they thought would work in this location and attract them to the town centre. There was support for flexible spaces for community events such as performances, exhibitions and local group meetings; for provision of indoor courts for different sports such as badminton and football and smaller studio space for classes such as yoga or Zumba. The bowling alley was recognised as a good leisure facility and considered an important facility although limited due to the 'inward facing location' and age of the facility.</p>		
<p>20. The proposed Carnival Pool extension is intended to include a four-court sports hall, which would have the flexibility to be used a range of sporting activities, space for studio and gym facilities and the ability to accommodate a range of community events. An indicative floor space requirement of just over 1,800m² has been calculated to provide a four court sports hall, with equipment store, changing/WC, gym and studio provision, a party room for hire and food and beverage franchise. Under Condition 2 up to 4,434m² mixed use floor space would be permitted of which up to 1,000m² could be for D1 use. The condition would also permit up to 2,500m² of the total floor space to be used for other town centre uses which are discussed in paragraphs 26-32.</p>		
<p>21. This use is consistent with MDDL Policy SAL08 which envisages a development of primarily D1 and D2 uses at the Carnival Pool.</p>		
<p><u>Displacement of community facilities</u></p>		
<p>22. Part of the site is currently occupied by South East Reserve Force Cadet Association (SERFCA), which provides activities for young people in Wokingham and the wider area. Their existing compound is on the site of the proposed new bowling alley and multi-storey car park, so would be lost as a result of the proposed development.</p>		
<p>23. Core Strategy Policy CP3 j) resists the loss of community facilities (as defined in paragraph 4.17 of the Core Strategy), including leisure and village/community halls unless suitable alternative provision is available.</p>		
<p>24. Although the proposal would result in a significant overall increase in the D1 and D2 floor space on the site, the applicant does not consider this use would fit well with the commercial, leisure-led proposals for the site and there is no proposal to</p>		

provide a replacement facility as part of this scheme. Furthermore, it would be difficult to re-provide the facility on site, without a significant break in the Association's activities. However, an alternative, (Council controlled) site has been identified for the SERFCA and the applicant is working with them to secure planning permission for permanent, purpose-built premises, which would offer better accommodation than the existing prefabricated structures: an application (reference 150044) has been submitted and, at the time of writing, is going through the registration process. The Council is making the land available but the Cadets would deliver the facilities themselves (as is the case on their current site): the programme would allow new premises at Elizabeth Park to be ready for use by 31 March 2016 when their lease requires them to vacate the site, although the Cadets may choose to pursue other options.

25. As measures are being taken to relocate SERFCA, the current proposal would not result in loss of a community facility and there is no conflict with Core Strategy Policy CP3 j). Condition 8 refers.

Other town centre uses

26. The outline element of the application proposes a range of possible town centre uses and, although the site is allocated for development, it is still necessary to consider whether the quantum and mix of development proposed is appropriate.
27. MDDL P SAL08 allocates the site for community uses and leisure uses *“with flexibility for A3 (restaurants & cafes), A4 (drinking establishments) and C3 (residential) uses”*.
28. MDDL P 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”*.
29. MDDL P Policy TB16 establishes when a sequential test or retail impact test are required. As explained in paragraph 3, the application site lies within the designated Town Centre of a major town centre, so there is no need for a retail impact test. However, it falls outside the primary shopping area and a sequential test would be required for any Class A1 shop development of 500m² or more: edge-of-centre sites (defined by the NPPF for retail purposes as being well connected and within 300 metres of the primary shopping area) should only be considered when it has been demonstrated that there are no suitable and available town centre sites.
30. Flexibility is sought by the applicant to allow a range of options to be considered as the design is developed, in particular to respond to the limited demand in the commercial leisure market and to introduce café and restaurants that can add to the vitality. Policy SAL08 does not specifically encourage A1 shops or A2 financial and professional services uses on this site, however a limited amount under 500Sqm would not be in conflict with the policy. A condition restricting these uses is therefore recommended.
31. Suggested condition 2 therefore limits A class uses to up to 500m².

32. The Masterplan SPD suggests potential for hotel use on the Carnival Pool 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 emerging proposals for Elms Field.

Proposed residential use

33. The outline element of the application proposes up to 67 class C3 dwellings.
34. 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 and MDDL Policy SAL08 identifies residential use as one that may be appropriate as part of the mixed use development of the Carnival Pool 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 at paragraph 63.

Provision of public open space

35. Core Strategy Policy CP3 amplified by MDDL Policy TB08 requires development to provide for a framework of open space, including civic space, and the Masterplan SPD specifically identifies provision of a new town courtyard as one of the aims of the Carnival Pool development (Figure 39). A square is proposed within the development: see paragraphs 57 & 88 and Condition 4.

Loss of Employment floor space

36. The demolition of Southgate house would result in the loss of use of 916m² Class B1(a) office accommodation. Although Office use is not one anticipated by MDDL Policy SAL08, it is one of the uses proposed as part of the mixed use development of up to 500m² on the northern part of the site.
37. This land does not form part of the 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.
38. 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.
39. The Council's Employment Land Study (2006) indicates a need for around 78,000m² additional office floor space in the plan period, split between Reading and Wokingham Boroughs. It is anticipated that this will be provided primarily through implementation of existing commitments at Green Park and Thames Valley Park, redevelopment of existing sites in Wokingham and South Reading and new office development in the centre of Reading.
40. The Wokingham Borough Council Employment Land Monitoring Report April 2013

- March 2014, shows that there has been a net gain of 8,567m² Class B1 business floor space between 2006 and 2014, with permission in place for a further 84,661m². There is a surplus in supply against the Core Strategy requirements and, therefore, the loss of this floors pace should not result in an overall net loss.

41. The applicant is in discussions with the current occupants – BJP Insurance – regarding relocation within the town. Also there may be scope to re-provide some class B1(a) office floor space within the mixed use element of the proposed development.
42. Overall, the loss of up to 916m² office floor space would not be critical to office supply in the town or wider 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 Pool and Elms Field sites.

Conclusion regarding the principle and quantum of development

43. The principle of a leisure-led, mixed use development on this site is entirely consistent with Development Plan policy. The quantum of development does however need to be restricted to that tested by the Environmental Impact Assessment (see paragraphs 8 & 9 and Conditions 1 & 2), particularly given some of the issues discussed in the Character and Access and Movement sections of this appraisal (see Conditions 1 & 2).

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

44. 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.
45. 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, though as shown in the EIA, inter-visibility is limited. 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.
46. The site is also situated on a Green Route, designated due to the positive contribution made by the trees and other vegetation that line it. Core Strategy Policy CP3, saved WDL 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.
47. 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.

48. As explained in the summary at the start of this report, this is a hybrid application full planning permission is sought for the multi-storey car park and bowling alley but the proposals for the remainder of the site are in outline with all matters reserved. Hence, the design and impact of the proposed multi-storey car park will be considered separately from the remainder of the development

The multi-storey car park

49. The proposed car park would be up to five storeys in height, providing nine levels of parking. It would be 105 metres wide, range from 35-44 metres in depth and be 16 metres in height, with three circulation towers - one positioned centrally and one at either end of the building - rising to 18 metres. The structure would have a brick plinth with hit-and-miss timber cladding above.
50. One of the principles established by the Masterplan SPD (paragraph 9.8) is that multi-storey car parks should be wrapped by development to minimise their impact on the street scene and to ensure streets and public spaces remain active and are fronted by development of a human scale. The applicant considered the possibility of wrapping the car park in office development but concluded there were issues regarding the viability of office use and this would have added considerably to the depth of the building. The approach they have taken *“is that the building, being, alien, should be background, rather than foreground architecture, however it should be treated sensitively with high quality materials that are in keeping with, or complementary to the Wokingham built fabric.”* The concepts that have guided its design are that it should be cloaked in a light, semi-transparent veil, extrude a brick plinth and colonnade to create a human scale at street level and that a green screen should be planted to add a layer of visual amenity the simple backdrop of the building.
51. A range of cladding materials were considered based on their appearance, durability and cost. Metal cladding – steel, aluminium etc. or coloured – was considered too cold and urban; metals such as bronze were considered more appropriate to the town, would be long lasting and weather naturally but would be expensive if used throughout; brick is appropriate to the town but would appear too brutal if used across the whole building and is also expensive; timber was considered appropriate to the town and has a softer appearance. The primary material proposed is real wood veneered High Pressure Laminate, a coated timber product which has the visual appeal of wood but is coated making it is maintenance free, durable and graffiti-resistant. The hit-and-miss application will lighten the structure and allow daylight to enter.
52. Development on the remainder of the application site would screen views of the lower storeys of the car park to some extent but, due to its scale, in particular its height, from some viewpoints around the town centre it would break the wooded horizon – which is one of the important characteristics of the town - and some southerly views from the historic town centre. This impact must be balanced against the need for the car park and its supporting role for the viability and the

future of the town (see paragraphs 95-103).

53. There is currently a hedge along the south-western boundary of the cadet's compound widening into a broader landscaping strip, 5-11 metres in depth, between the existing surface car park and the boundary with the railway line. This contains a number of substantial trees provide significant screening from Oakey Drive, the railway line and the public right of way Wokingham Footpath 23. The siting of the proposed building, between five and 11 metres from the boundary, and the construction of the serving access for the bowling alley with drainage beneath (see paragraph 144), would leave a narrow strip (two metres tapering to nothing) for planting along the boundary plus up to 5.5 metres between the building and the access. It is uncertain whether any of the existing trees could be successfully retained and further work will be done through the landscaping conditions to seek to retain and supplement the landscape mitigation where possible.

The outline proposals

54. As explained in paragraph 8, it is proposed that the quantum of development be capped in accordance with the environmental and transport statements. (Condition 4 refers).
55. While the illustrative details submitted do show that a development broadly along the lines anticipated by the Masterplan SPD could be accommodated on the site there a number of issues that will need to be resolved at the reserved matters stage and they include building heights and the following other issues of importance.
56. Perimeter blocks which enable clearly defined public spaces as well as private areas with some defensible space.
57. A new town courtyard is suggested by the SPD at Figure 39 and this is interpreted in the illustrative plan as the 'promenade' and its final dimensions, location and orientation will need careful consideration to enable the delivery of a good quality civic space.
58. There are also issues regarding access and circulation which are considered in paragraphs 82-89

Making efficient use of land and the of development

59. Core Strategy Policy CP3 and CP5 require efficient use of land which makes use of the full potential for complimentary uses and the Borough Design Guide establishes that assessment of an appropriate density for residential development must be design-led.
60. 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 complimentary 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

61. Core Strategy Policy CP5 and MDDL Policy TB05 seek to provide a mix and balance of dwelling types and sizes, which have regard to both the underlying character of the area and the current and projected needs of households.
62. Although the design of the buildings is a reserved matter, based on the floor space proposed, it is likely that the proposed dwellings would be predominantly if not entirely one and two-bedroom flats. The scheme would offer limited variety although, given that the proposal is for a high density, mixed-use, leisure led development this is not unacceptable.

Residential Amenity

63. 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

64. 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 may be desirable between higher buildings and conversely that development in more urban settings or with a more intimate character may require a tighter, more compact layout.
65. The proposed buildings are of significant scale.
66. 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. The minimum separation distance shown – 24 metres – is between the flank of 21-31 Outfield Crescent (flats with kitchen, bathroom and secondary living room windows facing the application site) and Block C, which has a maximum height parameter of three storeys/14.5 metres. The separation would increase to the south-west, to a maximum of 38 metres between the rear Nos 69-73 (three-storey flats with habitable rooms facing the site) and the multi-storey car park, which would be 44 metres wide and 16 metres high, rising to 18 metres at the top of the stair and lift tower. The applicant has demonstrated (Drawing No 6960_08_250 A, Proposed Sections Site and shadow analysis) that development of the maximum heights proposed would not result in an unacceptable reduction in daylight. There would be some overshadowing on winter mornings. However, the outlook from the neighbouring flats, in particular those facing directly onto the car park, would change significantly due to the height and spread of the proposed development, with potentially limited gaps between buildings.
67. To the southwest of the site and separated from it by the railway is **Oakey Drive**. This is also development of two and three-storey houses and flats, with habitable rooms facing towards the application site. The minimum separation would be 33 metres from the car park at the rear of Nos 30-38 (flats) and 51-56 (also flats). The application (Drawing Nos 6960_08_250 A, Proposed Sections Site and 6960_08_251 A, Proposed Sections Detail and shadow analysis) demonstrates

that the height and proximity of the multi-storey car park would not cause an unacceptable reduction in daylighting or cause excessive overshadowing. As with Outfield Crescent, the height, width and proximity of the multi-storey car park (105 metres wide and 16 metres in height rising to 18 metres at the top of the stair and lift towers) would significantly alter the outlook from these dwellings.

68. The proposed development – in particular the scale of the proposed multi-storey car park - would cause dwellings at Outfield Crescent and Oakey Drive to feel considerably more enclosed than is currently the case but this impact must be balanced against the relatively urban location and wider benefits of providing car parking to support the town centre and is therefore on balance considered to be acceptable in this respect.
69. Subject to detailed design, the relationships between the flats within the development (on the upper floors of blocks D & E in particular) will be sufficient to achieve appropriate levels of privacy and amenity.

Internal space standards

70. The minimum internal space standards for new dwellings established by the Borough Design Guide and MDDL Policy TB07 will be superseded by national standards from 1 October 2015, so it is most likely that any application pursuant reserved matters application would be assessed against the new standards. They are very similar to those in TB07 but are calculated slightly differently as they are based on number of bedrooms, number of bed spaces (persons), and number of storeys. They do not have a minimum requirement for the 'social spaces' but instead have a minimum amount of built-in storage required. The standards range from 37m² for a one-bedroom, one-person flat with a shower to 79m² for a two-bedroom, four-person property over two floors.
71. The applicant has assumed a mix of one-bedroom, two-person (minimum 50m²), and two-bedroom, three-person flats (minimum 61m²). They have demonstrated that the number of dwellings proposed could be accommodated in the proposed residential floors space with an indicative mix of either 50:50 or 25:75 one and two-bedroom flats.

External amenity space

72. 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.
73. Residential use is proposed on all or part of the ground-floor of Blocks A-C as well as the on the upper floors of these three buildings and on the upper floors over part of the Carnival Pool Extension (Block E). The layout demonstrates that there is space for small amenity spaces to the front and rear of Blocks A-C which would provide a buffer between any ground-floor flats and the public realm but be of limited use as private amenity space as there would be a public thoroughfare on both sides of the buildings. The applicant has not considered the scope to incorporate balconies, roof terraces or wintergardens at this stage but the expectation is that such provision should be incorporated at reserved matters

stage.

74. Occupants of the new development would also have easy access to a variety of public open space in the town centre, in particular the Market Place, Howard Palmer Park and Elms Field.

Access and movement

75. 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

76. 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.
77. 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.
78. 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

79. 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 as controlled by Condition 2 would be acceptable (see paragraph 8 with regard to the development assessed).
80. The model used by the Transport Assessment to assess traffic impact pre-dates the opening of the Station link road. Additional traffic counts have been undertaken, now that the new road is open and traffic flows have had time to normalise, and this data will be used to validate the modelling outputs. The outcome of this exercise will be reported at the meeting of the Planning Committee.
81. Construction traffic can be managed through a Construction Environmental Management Plan (CEMP). Condition 12 refers.

Vehicular access and servicing

82. In addition to the requirements of Core Strategy Policy CP6, 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.

83. There are currently two vehicular accesses to the site: one from Carnival Pool roundabout which is the primary access for the majority of the application site - Carnival Pool, Phoenix Plaza, SERFCA and the public car park - plus West Forest Gate offices 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 at its junction with Wellington Road and serves Southgate House and provides a secondary access to the remainder of the site.
84. The Masterplan SDP (Figure 35: Movement Hierarchy) anticipates a secondary access route running through the site from Finchampstead Road (to the south of the Carnival Pool roundabout) to Wellington Road (in approximately the same location as the existing access. There would be no access from the roundabout, which would be improved. In addition there would be a direct pedestrian link from the Car park to Wellington Road.
85. Subsequent modelling has shown that it would be preferable to maintain access from the Carnival Pool roundabout rather than creating a new access from Finchampstead Road. Hence, both existing accesses are proposed to be retained. The proposal differs from the Masterplan in that two cul-de-sacs are proposed rather than one connected route. The Carnival Pool access falls within the area for which full planning permission is sought and is proposed remain in its current form, providing access to the extended Carnival Pool complex, multi-storey car park and bowling alley. The turning area and pedestrian link along the front of the car park also fall within the area for which full planning permission is sought. The northern access is within the outline area and – as illustrated would provide cul-de-sac access to the residential parking and commercial servicing for Blocks A-C from a bell mouth junction.
86. It is proposed that Wellington Road be redesigned to provide a more people friendly environment and encourage connectivity to this part of the town. The existing access and footways from the Carnival Pool Roundabout require some realignment to meet these wider objectives. It is therefore recommended that a condition be imposed to agree access and circulation and to provide a more people friendly environment (Condition 23).
87. The applicant has prioritised providing a dedicated, traffic free pedestrian route from the multi-storey car park to Elms Field for reasons explained in paragraph 92. The implication of this is that there is no provision for through traffic, resulting in the need to provide for turning within the site.
88. As currently proposed, coaches and vehicles servicing the extended Carnival Pool (including Blocks D & E) would turn within the site using the existing cul-de-sac on the north-western side of the leisure centre and the reserved matters would determine the final layout. Although full planning permission is sought for to car park, the servicing arrangements will need some further development and Conditions 4 and 24 is suggested accordingly.
89. Servicing for the bowling alley (Block G) is proposed to be via a 4.5 metre wide

access the length of the rear of the MSCP. This layout creates some challenges for turning and again conditions 4 and 24 will address this issue.

Access for pedestrians, cyclists and those with restricted mobility and integration with the primary shopping area

90. Policies CP6 and CP10 promote 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.
91. Wokingham Footpath 23 runs along the north-western edge of the site (within the application site boundary). The intention is that the route of the path should be maintained and it should be integrated within the development whilst maintaining an appropriate character. The illustrative details demonstrate that this would be achievable.
92. Consistent with the Masterplan SPD the illustrative details show a pedestrian boulevard, the alignment of which is intended to integrate with the emerging proposals for Elms field, so together they have the potential to provide a direct and attractive pedestrian route from the car park into the Primary Shopping Area. However - due to the amount of traffic it carries and to its current design - the A321 Wellington Road is a barrier to movement across it for people travelling from the application site and the wider area. The application proposes a major town centre car park plus a significant increase in the amount of town centre uses on the south side of Wellington Road and to successfully integrate the site with the Primary Shopping Area, improvements will need to be made Wellington Road more attractive to pedestrians and to reduce the perception of it as a barrier.
93. The applicant has indicated the intention to develop proposals for Wellington Road as part of the Elms Field proposals (paragraph 5.2.2 of the transport Assessment) and a Feasibility Study has been submitted in support of the application which looks at the options for the Carnival Pool Roundabout and the section of Wellington Road extending along the frontages of this site and Elms Field. The approach proposed is consistent with the 2013 Wokingham Public Realm Design and Delivery Strategy which, whilst not being an adopted planning policy document, establishes the approach to the public realm in the town centre; the underlying idea is to provide more pleasant, safe spaces for people to use and reduce the domination of vehicular traffic.
94. These preliminary proposals would need to be developed further, in conjunction with the proposals for Elms Field, and would also need to allow for improved provision for buses, as the number of destinations in the southern part of the town increases. In normal circumstances, these are off-site works would be required as mitigation for the combined impact of this and the emerging Elms Field proposals and Condition 23 would secure the refinement and implementation of these proposals.

Car parking

95. The existing Carnival Pool car park is a short-stay (up to three hours), pay-and-display public car park, although charges for visitors to the Carnival Pool and Bowling Alley can be refunded.

96. One of the key components of this application is delivery of a 529 space multi-storey car park (nine half-levels, so a maximum of five, with levels four and above extending over the bowling alley). This is not intended simply to serve the development itself but as part of the parking provision for wider town centre and needs to be considered in this context.
97. 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 Policy CP14 4) h) highlights the importance of this in facilitating a viable and sustainable town centre. MDDL Policy CC07 requires provision of appropriate parking, established standards for different land uses and types of vehicle.
98. Consistent with this, the Masterplan SPD sees parking provision as one element of the wider approach to facilitating sustainable travel, emphasising the importance of demand management and suggesting that future developments should reduce parking provision at the same time as improving car park management and sustainable transport, to offer comparable door-to-door journey times (paragraph 7.4.6). The 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 (where practical within a 400 metre catchment/a five minute walk of the town centre core). This approach will reduce the need to travel by car into the heart of the town centre, assist in reducing congestion and improving the environment for people (paragraphs 7.4.1-7.4.6 and Figure 35). It anticipates enhanced provision of at least 300 spaces south of Wellington Road (paragraph 7.4.4).
99. There are currently 220 parking spaces on the site: 165 pay-and-display (including 9 disabled), 15 operational spaces for the swimming pool and bowling alley and 40 at Southgate house. Of these 180 (the pay-and-display and operational spaces are proposed to be re-provided).

100. The existing supply across the town centre is 1886 parking spaces. Car parking surveys during 2013 and 2014 established that existing town centre car parks together have spare capacity of around a third on weekdays and approaching half at weekends.

	2013 demand	2014 demand
Weekday	1243 +643 (34%)	1274 +612 (32%)
Weekend	1015 +871 (46%)	987 +899 (48%)

101. Implementation of extant planning permission for "Peach Place" and development of the allocated site at Elms Field will result in a reduction in parking during the plan period, reducing the existing supply to 1,521.

Location	Spaces lost or gained
Rose Street	-99
The Paddocks	-212
Wellington House	-81
Shute End (part)	-53 (of 209)
Elms Field	+80
Net change	-365

102. The Travel to Wokingham Vision sets out the parking numbers and was adopted by the Council in July. The document was created using the Council's strategic Transport Model, which was

used to forecast car parking demand in 2026, with allowance for growth in trips and population (this includes the parking demand generated by the development and other allocated sites within the town centre): 1,560 spaces on weekdays and 1,500 at weekends. Applying occupancy levels of 80-85% to peak demand, an increase of 260-375 spaces is forecast to be required by the end of the plan period. With the re-provision of existing on-site parking (paragraph 99) this gives an overall requirement of 440-555. Making an allowance for some allocated residential parking within the multi-storey car park (paragraph 109) the applicant has calculated a total requirement of 449-614 spaces. Thus, the proposed 529 space car park would be able to accommodate on-site requirements and forecast future demand for the town centre.

103. The possibility of reducing the height of the car park by one storey has been suggested in response to consultations: while the application must be assessed on its own merits, given that the decision is finely balanced, it is worth considering what the implications of this would be. The amount of parking would be reduced by 132 spaces, to 397. This would be below the lower end of the range of parking provision forecast to be required to meet the needs of this development and the wider town centre which would be likely to result in the need to provide additional parking elsewhere in the town centre.

"blue badge" parking

104. There are currently 9 disability spaces on site: six outside Carnival Pool and four outside the bowling alley.
105. For car parks with overall provision of 501-1,000 parking pays, MDDL Appendix 7 recommends that five blue "blue badge" parking bays are provided plus 3% of the total capacity. It is anticipated that 507 of the proposed spaces will be publicly available (the remainder being allocated for residential use) which suggests 21 'blue badge' parking bays should be provided: this is what is proposed. Of these four are indicated to be external (close to the existing entrance of the Carnival Pool), nine are proposed to be on the ground-floor of the multi-storey car park and the remaining five would be on level 5 (the lowest level that would be served by two lifts, allowing access to be maintained in the case of breakdown).
106. The Highway Officer's preference would be for all of the disabled parking to be provided within the multi-storey car park and due to the uncertainty regarding the layout of the outline element of the application. Condition 26 requires a strategy for delivery of disabled parking provision which would allow the precise number and location of any external bays to be agreed once there is more certainty.
107. Although there is no policy requirement for parent and child parking, nine spaces are proposed, also on level 5, in line with advice given to the applicant by the Council's Car Park Manager. Four of the first-floor spaces will be provided with electric charging points.

Motorcycle Parking

108. For uses within Class A, B1, C3 and D1 Appendix 7 of the MDDL requires one motorcycle parking space per 20 car parking spaces for car parks of up to 100 spaces, reducing to one space per 40 car parking spaces thereafter (the rate is slightly lower for D2 uses at one space per 40 car parking spaces). Based on the

higher rate and 529 car parking spaces, the requirement would be for 16 motor cycle spaces: this is what is proposed, located outside the car park, in line with advice given to the applicant by the Council's Car Park Manager.

Residential car parking

109. The applicant has proposed that residential car parking should be partly surface parking, with access from Wellington Road, and partly within the multi-storey car park. Given the concerns about the quantum of development and layout of the site the amount and location of residential parking can be resolved at the reserved matters stage (Condition 25 refers).

Car park management

110. The intention is that the public car parking will be transferred to and managed by the WBC Highways Team, to manage as part of the town centre parking portfolio. This will enable the Council to ensure that it fulfils its anticipated role in provision of parking to support the regeneration of the town centre. Control of Town Centre Parking will assist in the Council taking a lead in controlling transport strategy around the town.

Car parking provision during the construction phase

111. The existing public car park is currently used primarily by visitors to the leisure facilities on the site and WBC staff. The construction of the MSCP and new bowling alley will necessitate temporary loss of public car parking, although both the Carnival Pool and the existing bowling alley will remain in operation.

112. During this period the applicant intends to provide temporary (short-stay, pay & display) parking on land in their control on the opposite side of Wellington Road (80-100 spaces at the former Wellington House site). Condition 14 would secure this provision, which it is anticipated would be used mainly by visitors to the Carnival Pool and bowling alley. It has been agreed that WBC staff parking will be relocated to other town centre car parks (which parking surveys show has spare capacity) during the construction of the new car park.

Cycle parking: residential and commercial

113. Appendix 7 of the MDDLDP also establishes requirements for cycle parking, based on floor area, dwelling size or staff and visitor numbers depending on the land use.

114. Based on the assumptions set out in paragraph 79 the application has calculated their total cycle parking requirement to be 111 spaces, the majority (98) of which would be long term spaces for staff or residents. The Design and Access Statement indicates that cycle parking would be located close to the entrance of the building it would serve but does not consider the space requirements for this, which is of concern given the very limited space available within the development (paragraph), although – to achieve security, shelter and convenience - it would be good practice for much of the long term storage to be incorporated within the envelope of the buildings.

115. This assessment does not taken into account the full quantum of development potentially proposed, the needs of the wider town centre - the Masterplan SPD identifies the site as a location for town centre cycle parking as well as car parking

– or existing provision on site which appears to be lower than current standards would require. Condition 12 and informative would require approval and implementation of a cycle storage strategy to address these issues.

Drop-off and pick-up facilities.

116. There are currently two coach trips (drop-off and collection) per day on weekdays. The applicant proposes that the square, to the south-west of existing Carnival Pool, will be used as a space for dropping-off and picking up visitors by car and also by coach. However, for the reasons explained in paragraphs 57 & 88 this arrangement is not considered satisfactory and Condition 24 requires the layout of the site to be revised to address this.

Environmental Health Issues

117. 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 impact of noise on residential amenity of the proposed dwellings (paragraphs 118-120), construction noise (paragraph 121), odour (paragraph 122), air quality (paragraphs 123-124), contamination (paragraph 125) and light spill (paragraph 126).

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

118. Core Strategy Policy CP1 seeks to avoid development in areas where noise may impact on the amenity of future occupants and MDDL 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.

119. The application seeks a flexible consent for a range of town centre uses, including up to 67 new dwellings. The site lies between the Reading-Waterloo railway line and the A321, which is a potentially noisy environment. Although this has not been considered in any detail in the Environmental Impact Assessment the Environmental Health Officer's experience is that railway noise can be dealt with by use of standard or acoustic specification glazing and, in this case the car park buildings will provide screening. Accordingly this can be dealt with by condition (Condition 31).

120. 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 achieve acceptable amenity for existing and future residents. Subject to suitable design at the reserved matters stage and conditions to control hours of operation and servicing (Conditions 32-37) the proposed mix of uses need not give rise to unacceptable disturbance to occupants of nearby residences (Outfield Close and Oakey Drive in particular) or within the development. Use of sound amplifying equipment would be controlled under a premises licence.

Construction Noise

121. Noise during construction may cause disturbance to local residents but can be adequately controlled through a Construction Environmental Management Plan (Condition 12 and Informative 5).

Odour

122. The proposed uses include Class A3 restaurants and cafés and Class A5 hot food takeaways, which can cause nuisance due to cooking smells if not adequately ventilated: subject to a condition to secure appropriate ventilation (Condition 38), there should be no harm to amenity due to odours from new food outlets within the development.

Air Quality

123. 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 NO₂ are above the annual mean NO₂ 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.

124. The applicant's Environmental Impact Assessment identifies the potential for dust to have a significant impact on air quality during the construction phase but demonstrates that this could be avoided through appropriate management techniques, which would be secured by Condition 12. The development would not have a significant impact on air quality during its operational phase.

Contamination

125. As is common within the town centre, the site is identified as potentially being contaminated from historic uses. The Environmental Impact Assessment includes a preliminary investigation which concluded that there is no significant risk of contamination other than perhaps the presence of asbestos in buildings to be demolished: there is nothing to suggest contamination of such magnitude as to be a significant constraint on development but further assessment is required and a condition to secure this, together with remediation and validation if necessary (Condition 35).

Light spill

126. The applicant's intention is that the car park will be designed to Park Mark Safe Parking Standards, which specify optimum levels of lighting for the security of users. Unless carefully designed, lighting has the potential to disturb occupants of neighbouring properties and a condition to secure a lighting scheme is recommended to address both residential amenity and ecological issues (see paragraph 129 and Condition 40).

Ecology

127. Core Strategy Policies CP3 and CP7 and MDDL 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.

- 128. Protected reptiles are known to be present on sites adjoining the railway line, which might well act as a habitat corridor connecting these sites. Hence, it either needs to be demonstrated that reptiles are not present on or adjacent to the site or a reptile mitigation strategy should be secured. Condition 42 refers.
- 129. The railway line that runs adjacent to the application site has the potential to act as a dark corridor for nocturnal wildlife allowing commuting in an otherwise light polluted landscape. The new multi-storey car park will need to be lit during the evening/night so has potential to cause additional light pollution, causing fragmentation of this corridor. This could constitute a significant disturbance for a protected species such as bats, though this would be mitigated via the imposition of condition 40.
- 130. A condition is also recommended to ensure protection of nesting birds (Condition 44).
- 131. Consistent with the requirement to enhance or provide new biodiversity features the Environmental Impact Assessment identifies scope ecological enhancements including provision of bird nesting boxes and use of native trees within the landscaping scheme. Condition 43 and informative 6 refer.

Thames Basin Heaths Special Protection Area

- 132. 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 the project, alone or in combination with others, would be likely to have a significant effect upon the SPA.
- 133. Core Strategy Policy CP8 and paragraph 4.45, build on the Thames Basin Heaths Delivery Framework, establishing that new residential developments which result in a net gain of one or more dwellings within 5km of the SPA can have a significant impact upon its integrity. Developments of 50 dwellings or more, within 7km of the SPA can also 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).
- 134. The application site is between 5 -7km of the SPA and up to 67 dwellings are proposed in outline: the precise number and mix of dwelling sizes will be established at the reserved matters stage.
- 135. The residential element of the development will be Community Infrastructure Levy (CIL) liable and, if the number of dwellings delivered on the site exceeds 50, the Council will give priority to funding provision of SANG at Rooks Nest Wood (MDDL 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
two-bedroom dwellings.....	£132.93

Three-bedroom dwellings	£174.52
Four-bedroom dwellings	£230.03
Five-bedroom and larger dwellings.....	£275.03

136. 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 (Conditions 45 & 46 refer).

Archaeology

137. Core Strategy Policy CP3 establishes that development should not have a detrimental impact upon heritage assets. This is amplified by MDDL 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.

138. The site is beyond the identified area of high archaeological potential but the Archaeology and Cultural Heritage chapter of the applicant’s Environmental Statement identifies the potential for archaeological remains to survive within the site. Hence, a phased archaeological investigation, including a programme of trial trenching for the first phase of the development, is recommended (Condition 49 refers).

Flooding and Drainage Issues

139. 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.

140. 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. Both 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.

141. 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 (approximately 1.12 hectares of this 2.23 hectare site is currently impermeable, which is proposed to increase to approximately 1.91 hectares). Sustainable Urban Drainage Systems (SUDS) should also be provided where practicable, with appropriate arrangements for adoption by the Council as the Lead Local Flood Authority). There should be no adverse impact on the public

sewerage network when discharging to a public sewer.

142. The site area is over one hectare and, therefore, a Flood Risk Assessment (FRA) is required. The FRA sets out the flood risk at the site from fluvial, pluvial and groundwater sources. It also sets out an outline drainage strategy: it has been assumed that because the majority of the site is on London Clay discharge to ground water is not practicable and a surface water storage system (cellular & linear storage under the pedestrianised area, green spaces to the northeast of the site and under the rear servicing area connected by a series of surface water sewers) with discharge to the Thames Water sewer is proposed.
143. The FRA demonstrates that acceptable drainage can be provided although it is recommended that infiltration testing is undertaken, to confirm the assumption that discharge to ground water is not reasonably practicable, before the strategy is confirmed (Condition 47 refers).
144. Implementation of the proposed drainage strategy has other implications. In particular the linear storage under the service access between the car park and the railway line, results in a loss of trees described in paragraph 53. The surface water sewer network and the cellular storage to the north-east of the Carnival Pool would also have implications for retention of existing landscaping and the system as a whole would place limitations on new planting, especially the ability to incorporate structural landscaping such as the trees which are proposed to line the promenade. It will be necessary to balance the requirement for satisfactory planting with the layout proposals through release of conditions at this stage and at reserved matters stage. The FRA demonstrates that an acceptable strategy can be delivered and would be secured by Condition 47.

Affordable housing

145. Core Strategy Policy CP5 establishes that, subject to viability, developments of at least five dwellings (net) or on sites of at least 0.16 hectares (net) should provide up to 50% affordable housing. The policy also establishes triggers and minimum requirements depending on the location and whether the land was previously developed. In this case the proposal relates to previously developed land in the Major Development Location of Wokingham and the net gain (up to 67 dwellings) exceeds the 15 dwellings (net) threshold, so the policy requirement is for 30% affordable housing (this equates to up to 20 dwellings assuming the maximum proposed are delivered).
146. 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 has been reviewed by an independent financial advisor, acting on behalf of the Local Planning Authority.
147. Apart from the mandatory Community Infrastructure Levy charges (see paragraph 149) the appraisal assumes that (relatively profitable) residential development is maximised within the parameters of the scheme; 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 (£1 million towards indoor sports provision) and money that has been identified for refurbishment of the Carnival Pool (approximately £800,000). It shows that, even

without delivery of any affordable housing, the development is not expected to achieve a positive return. Given the assumptions that have had to be made about the precise composition of the development, the proposed phased delivery and changing market conditions it is recommended that the viability should be reviewed at when there is more certainty about the scheme: further advice regarding triggers is awaited and will be reported at the meeting of the Planning Committee. Condition 7 refers.

148. This is not unexpected given that the application is for redevelopment of previously developed land to deliver infrastructure and other, not particularly lucrative, leisure development and parking which are required to support the growth and renaissance of the town centre; itself a development plan aim. In this case, the benefits that the scheme will deliver outweigh the inability to deliver affordable housing.

Infrastructure Impact Mitigation

149. 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 by a Community Infrastructure Levy (CIL). The Council’s charging schedule establishes a charge of £365/m² for residential development: the charge will be calculated at the reserved matters stage. There is no charge for retail development within existing town centres or other types of development.

Economic Development

150. MDDL Policy TB12 indicates that proposals for major development should be accompanied by an Employment and Skills plan 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. The applicant has indicated their willingness to develop an Employment and Skills plan which would be secured by Condition (Condition 50 refers).

CONCLUSION

The proposed quantum and mix of uses (as recommended to be controlled by condition) are consistent with development plan policy and the principle of development is supported. The impact of the proposed multi-storey car park is on balance acceptable, given the need to provide parking to support the vitality and viability of the town centre and other design issues are reserved for later consideration.

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