

Agenda Item 57.

Development Management Ref No	No weeks on day of committee	Parish	Ward	Listed By
150093	PPA	Wokingham	Emmbrook	Major

Applicant Location Proposal Bovis Homes Thames Valley Region (C/O Savilles)
Land at Matthewsgreen Farm, Matthewsgreen Road, Wokingham
Reserved Matters application pursuant to Outline planning consent number O/2014/2242 for the erection of 100 dwellings, associated amenity space, garaging and parking, internal roads, pathways, sustainable urban drainage with pond and associated landscaping (accessed from approved access on Matthewsgreen Road).

Type Reserved Matters for major application

PS Category 1

Officer Connor Corrigan

FOR CONSIDERATION BY Planning Committee on 14th October 2015
REPORT PREPARED BY Head of Development Management

SUMMARY

- 1) The application is a reserved matters application by Bovis Homes comprising 100 units which represents the first phase of development at the Matthewsgreen development site. The site is situated to the north of Wokingham. The application site is located about 2km to the north west of Wokingham on land to the north of Matthewsgreen Road, west of Twyford Road and east of Toutley Road. The site was allocated for development comprising 810 units, primary school and neighbourhood centre within the Council's adopted Core Strategy and Supplementary Planning Documents. It forms the main development site within the North Wokingham Strategic Development Location, as identified within the Core Strategy.
- 2) Outline planning approval was given for the phased development of up to 760 dwellings, including 60 units of assisted living homes / older person accommodation, a local centre (including retail), a primary school, community facilities and associated works and areas of open space and drainage / attenuation in March 2015 (application ref: O/2014/2242). As part of this approval accesses from Twyford Road, Matthewsgreen Road and Toutley Road were approved.
- 3) The site topography varies with the majority of the site sloping to the north, away from Matthewsgreen Road towards the Ashridge watercourse. However the land on this part of the site or phase 1 slopes to the south western corner next to Matthewsgreen Road. For this reason, this part of the site has been taken forward first. The Northern Distributor Road, a key section of which will be provided by this development, dissects the site and will run to the north of the phase 1 site. The NDR will form the main access for traffic from this parcel when constructed. Work on this will commence now that the Council has selected the alignment of the NDR in this area.
- 4) Concerns were originally raised over the residential accesses proposed onto Matthewsgreen Road and Toutley Road, however careful consideration was given to these accesses given public concerns over traffic and safety and following extensive traffic modelling, it was considered that the existing roads have sufficient capacity to accommodate the proposed accesses. The developer will also be undertaking off-site highway improvements works on Old Forest Road, Toutley Road and Matthewsgreen Road to improve capacity and safety, as secured by the Outline consent.
- 5) A Suitable Alternative Natural Greenspace (SANG) / open space will be provided on land to the northwest. Works for laying out of the SANG / open space and improvements

to the links from the development site to the SANG comprising improved footpaths and bridges within the Emmbrook Vale park and two new pedestrian crossings along Old Forest Road and Toutley Road have commenced. This has already been approved.

- 6) This application is the reserved matters associated with the phase 1 scheme and comprises details of appearance, landscaping and scale which are to be considered. Conditions applications have also been submitted in parallel to the reserved matters which determine the details of the scheme.
- 7) Concerns have been raised with respect to the routing of construction traffic to the site however this issue will be considered as part of the conditions applications and is not relevant to this application. Any decision on this will not impact construction traffic.
- 8) It is considered that following some amendments to the scheme, notably a reduction in bulk of the flat block and changes to some elevations, the submitted proposals are in accordance with the parameters set out under the outline consent and the Council's adopted policies and guidance in terms of its scale, design and appearance and provides appropriate levels of parking and amenity for future occupiers of the development. For these reasons, the scheme is recommended for approval.

PLANNING STATUS

- Within North Wokingham Strategic Development Area
- 7KM Thames Basin Heath SPA
- Archaeological Interest
- Flood Zones 1, 2 and 3 (mainly 1)
- Minerals Consultation Zone
- Contaminated Land Zone
- Ground Water Protection Zone
- Landfill Gas Protection Zone
- Minerals Consultation Zone

RECOMMENDATION

APPROVE RESERVED MATTERS subject to the following conditions:

1. Nothing herein contained shall be deemed to affect or vary the conditions imposed by planning permission O/2014/2242, which conditions shall remain in full force and effect save in so far as they are expressly affected or varied by this permission.
2. Approved plans – details to be submitted as part of members update (awaiting revised / updated plans)
3. Before the residential development is commenced (excluding access and ground works), samples and details of the materials to be used in the construction of the external surfaces of the buildings and footways / highways/ hard surfacing shall have first been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the external appearance of the building is satisfactory.
Relevant policy: NPPF, Core Strategy policy CP3 and Wokingham District Local Plan policy WBE4.

4. The land within the visibility splays shall be cleared of any obstruction exceeding 0.6 metres in height and maintained clear of any obstruction exceeding 0.6 metres in height at all times.

Reason: In the interests of highway safety and convenience. Relevant Policy: Core Strategy policy CP6.

5. Prior to the occupation of the residential development details of secure and covered bicycle storage/ parking facilities for the occupants of the development shall be submitted to and approved in writing by the local planning authority. The cycle storage / parking shall be implemented in accordance with such details as may be approved before occupation of the development, and shall be permanently retained in the approved form for the parking of bicycles and used for no other purpose.

Reason: In order to ensure that secure weather-proof bicycle parking facilities are provided so as to encourage the use of sustainable modes of travel. Relevant policy: NPPF and Core Strategy policies CP1, CP3 & CP6.

6. Prior to commencement of development, revised details of the geometry of the road junction linking the site north to the NDR and suitable swept path tracking of refuse vehicles at this junction shall be submitted to and approved in writing by the local planning authority.

Reason: In the interests of highway safety and convenience. Relevant Policy: Core Strategy policy CP6.

7. Prior to occupation of the residential development, the temporary turning head on the site of Plot 41, as shown on drawing no. 5162.006A shall be constructed to WBC standards and retained free from any obstruction to such use until such time as an alternative route is available for large vehicles to manoeuvre/ egress this road.

Reason: In the interests of highway safety and convenience. Relevant Policy: Core Strategy policy CP6.

Informatives

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

Adopted Core Strategy: CP1, CP2, CP3, CP4, CP5, CP6, CP7, CP8, CP9, CP10, CP11, CP13 CP14, CP15, CP17, CP20 and Appendix 7.

Managing Development Delivery Development Plan Document (MDD Local Plan) February 2014: CC01, CC02, CC03, CC04, CC05, CC06, CC07, CC08, CC09, CC10, TB05, TB07, TB08, TB21, TB23, TB25 and SAL05.

North Wokingham Strategic Development Location SPD adopted October 2011.

Infrastructure Delivery and Contributions SPD for the Strategic Development Locations adopted October 2011.

Sustainable Design and Construction SPD adopted 2010.

Wokingham Borough Council Design Guide: Borough Guide Design SPD June 2012.

Affordable Housing SPD adopted June 2011.

Supplementary Planning Documents:

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

Planning Advice Note, Infrastructure Impact Mitigation, Contributions for New Development (Revised 28th April 2010)

Sustainable Design and Construction Supplementary Planning Document (28 May 2010)

North Wokingham Strategic Development Location Supplementary Planning Document (October 2011)
Infrastructure Delivery and Contributions Supplementary Planning Document (October 2011)
Wokingham Borough Affordable Housing Supplementary Planning Document (2 June 2011)

National Planning Policy:

National Planning Policy Framework (27 March 2012)

Planning Policy Statement 25: Development and Flood Risk - Practice Guide (7 December 2009)

2. The applicant is advised that the Council seeks that employers or developers within the borough commit to using local labour / contractors where possible. This should include:

- Advertisement of jobs within local recruitment agencies / job centres;
- Recruitment and training of residents from the local area;
- Seek tender of local suppliers or contractors for work.

3. The applicant is informed that parking will need to be restricted along the main routes (Northern Distributor Road and bus route) and on turning heads.

4. The applicant is informed that some of the visibility splays cut across residential properties which will be outside of the highway authority's control. As such, future occupiers of the affected units needs to be made aware that the visibility splays will need to be maintained.

5. All the new dwellings should be built to 'Secured by Design' part 2 accreditation in the interests of the safety, crime prevention and amenity of future occupiers of the development. National sustained research proves that Secured by Design housing developments suffer at least 50% less burglary, 25% less vehicle crime and 25% less criminal damage.

6. Work on Highway

The Corporate Head of Environment at the Council Offices, Shute End, Wokingham should be contacted for the approval of the access construction details before any work is carried out within the highway. This planning permission does NOT authorise the construction of such an access.

7. Mud on Road

Adequate precautions shall be taken during the construction period to prevent the deposit of mud and similar debris on adjacent highways. For further information contact Corporate Head of Environment on tel: 0118 974 6302.

8. Highway Adoption

If it is the developer's intention to request the Council, as local highway authority, to adopt the proposed access roads etc. as highway maintainable at public expense, then full engineering details must be agreed with the Corporate Head of Environment at the Council Offices, Shute End, Wokingham. The developer is strongly advised not to commence development until such details have been approved in writing and a legal agreement is made with the Council under S38 of the Highways Act 1980.

9. Highway Management

Any works/events carried out either by, or at the behest of, the developer, whether they are located on, or affecting a prospectively maintainable highway, as defined under Section 87 of the New Roads and Street Works Act 1991, or on or affecting the public highway, shall be coordinated under the requirements of the New Roads and Street Works Act 1991 and the Traffic management Act 2004 and licensed accordingly in order to secure the expeditious movement of traffic by minimising disruption to users of the highway network in Wokingham.

10. Utilities

Any such works or events commissioned by the developer and particularly those involving the connection of any utility to the site, shall be co-ordinated by them in liaison with Wokingham Borough Council's Street Works Team, (telephone 01189 746302). This must take place at least three months in advance of the works and particularly to ensure that statutory undertaker connections/supplies to the site are coordinated to take place wherever possible at the same time.

11. Noise

The attention of the applicant is drawn to the requirements of Section 60 of the Control of Pollution Act 1974 in respect of the minimisation of noise on construction and demolition sites. Application, under Section 61 of the Act, for prior consent to the works, can be made to the Environmental Health and Licensing Manager.

12. Employment and Skills plan should be provided in accordance with the Council's guidance. The applicant is advised to contact Angela Torr, Economic Sustainability Team, WBC.

PLANNING HISTORY

O/2014/2242; Outline application (access to be considered) for a phased development of approximately up to 760 dwellings including 60 units of assisted living homes / older person accommodation a local centre (including retail) a primary school community facilities and associated areas of open space and drainage/ attenuation parking etc. Accesses from Twyford Road, Matthewsgreen Road and Toutley Road. Development would also incorporate the demolition of outdoor storage buildings in employment use and 2 x dwellings (Matters reserved – layout, landscaping, scale, appearance) (Approved March 2015).

150036; Application to discharge conditions pursuant to outline approval (application reference O/2014/2242 - 2/4/2015) for sub phase 1 of Matthewsgreen relating to Condition 3 (Sub-phasing Strategy), Condition 6 (Levels), Condition 12 (Design Statement), Condition 14 (Detailed Landscaping), Conditions 27 and 28 (Parking) and Condition 44 (Sustainable Development) (Under consideration).

F/2014/1216; Proposed change of use of land from agricultural to form Green Infrastructure incorporating informal Open Space with walkways and bridges across the Emmbrook. Pedestrian access to be formed from Old Forest Road (Approved 04/09/14).

Of relevance;

O/2013/2295; Outline Application for the development of up to 225 dwellings and associated works at Kentwood Farm West (Phase 2 of the North Wokingham Strategic Development Location) (all matters reserved) (Approved 27/10/14).

O/2011/0699; Hybrid application, Phase 1 of the North Wokingham Strategic Development Location.

A) OUTLINE APPLICATION FOR:

The development of 274 dwellings, garages, driveways, car ports (total 557 parking spaces), internal roads, pathways, sub-stations, gas governor, the construction of a new access from Keephatch road and two new access points from Warren House road with associated amenity space, incorporating allotments (Matters for approval: Access and Layout).

B) FULLPLANNING PERMISSION FOR:

1) The laying out of an area of Public Open Space (informal) and a Suitable Alternative Natural Greenspace (SANG) on land west of Warren House Road (to serve the proposal phase 1 and future development at Kentwood Farm), including a car park (6 spaces), pathways, associated

landscaping and pathway features.

2) The construction of a 3.5 metre high landform (noise bund) and 2.5 metre fence for a distance of 405 metres on the west side of Warren House Road and 635 metres on the East side of Warren House Road, parallel with the A329(M).

3) The erection of a sewage pumping station with interim access from the present access from Warren House Road.

This application was consent at appeal (ref: APP/X0360/A/11/2157754);

O/2010/0943; Hybrid application on the site which was refused. Under this proposal, outline approval was sought for the development of 357 dwellings, garages and associated infrastructure and landscaping, with two new access from Keephatch Road and Warren House Road, the erection of a substation and gas governor and associated amenity space (matters for approval access and layout). (REFUSED)

C/2013/2500 – Kentwood Farm East (Phase 1)

Application for submission of details to comply with the following conditions of planning appeal decision O/2011/0699 (Partial Discharge):

4) Strategy for sub-phasing of development.

11b) Landscape, ecology and open space strategy (in relation to sub-phase 1).

13) Landscaping and external works (in relation to sub-phase 1).

20) Archaeology.

29) Section 38 / section 278 details including 3 proposed site access points.

Note Condition 11b is referred to as 11 under appeal (duplication error – 11 Affordable Housing provision)

C/2013/1161 – Kentwood Farm East (Phase 1)

Application for submission of details to comply with conditions; 4, 7, 8, 11b, 13 & 23 of appeal planning consent ref: O/2011/0699;

4) Strategy for the sub phasing of development.

7) Waste Management Strategy.

8) Detailed Design Code.

11b) Landscape, Ecology & Open Space.

13) Detailed scheme of landscaping.

23) Details of the measurements of the flows of watercourses.

RM/2013/1164 – Kentwood Farm East (Phase 1)

Reserved Matters application pursuant to Outline Planning Consent O/2011/0699 for the erection of 274 dwellings, garages, parking and carports (total 608 parking spaces) internal roads pathways substations gas governor the construction of a new access from Keephatch Road and two new access points from Warren House Road with associated amenity space incorporating allotments (appearance, landscaping and scale to be considered) (Approved at Committee 18th Sept).

VAR/2013/1162 – Kentwood Farm East (Phase 1)

Application for removal of conditions 11a (affordable housing) and 35 (road junctions) of appeal consent O/2011/0699 (amendment to S106 agreement includes these details) (Condition 11a – Approved / Condition 35 – no longer being proceeded with).

NMT/2013/1171 – Kentwood Farm East (Phase 1)

Application for non material amendment for minor alterations relating to condition 1 of planning consent O/2011/0699 (approved layout for siting of dwellings). (Approved)

VAR/2014/1846 – Kentwood Farm East (Phase 1)
 Application to vary condition 35 of planning consent O/2011/0699 for the erection of 274 dwellings, garages, driveways and car ports. Condition 35 relates to off-site junctions, the variation proposes to delete this condition. (Approved)

O/2013/2295 – Kentwood Farm West (Phase 2)
 Outline Application for the development of up to 225 dwellings and associated works at Kentwood Farm West (Phase 2 of the North Wokingham Strategic Development Location) (all matters reserved). (Approved)

F/2012/2031 – Erection of 30 dwellings with associated access, landscaping and car parking on Land east of Buttercup. (Approved)

Land East of Buttercup Close (planning ref: F/2012/2035) for 65 Plough Lane (planning ref: F/2011/0182 / appeal ref: X0360/A/11/2152037/NWF) for proposed erection of two 4 bedroom detached dwellings with associated access, landscaping and parking.

Approved under planning ref: F/2013/2515 (30/05/14).

Scoping Opinion (ref: SO/2007/2997) was undertaken for 2500 dwellings, community centre, medical centre, retail centre, nursery and primary school. This set out that an environmental statement was required.

SUMMARY INFORMATION

Site Area	(Overall area approx. 34 ha)
Thames Basin Heath SPA	7km
Dwellings	100 (total site up to 760)
School	2.3 ha site
Public Open Space	Approx. 8.5 ha
Childrens Play	LEAP (800m ²) and NEAP (1600m ²) plus a contribution for off-site provision
Allotments	1.34ha - Off-site provision
Parking	Dependant on Housing Nos. but in accordance with parking standards

CONSULTATION RESPONSES

Berkshire No comments
Archaeology:
Countryside Officer (Biodiversity) and Public Open Space: No objection - submitted mitigation and LEMP as part of the conditions are acceptable.

Environmental Health: No comments

Environment Agency: No objection - The information provided is acceptable and overcomes the EA's previous concerns and therefore from the EA's point of view the reserved matters application can now be approved.

There is however a discrepancy in the peak discharge figures between the rate stated in the letter and the rate in Table 1 and the WinDes Greenfield Runoff Calculations. Provided the rates are restricted as per the developed discharge rates stated in Table 1 this will be acceptable.

Note no detailed drainage plans have been submitted giving pipe

	numbers, proposed swale mitigation, or that there will be no development within the 1 in 100 year plus 20% climate change flood extent. We anticipate that these details will be forthcoming within the information submitted to discharge the conditions relating to the outline permission and will be reviewed at that time.
Highways and Drainage:	Reserved Matters - reviewed impact of flooding and drainage on the proposed development, have found no issues with reserved matters proposals. Applicants need to discharge conditions before commencing.
Highways Agency:	No objection.
Network Rail:	No objection.
Historic England:	Application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.
Housing:	No comments.
Landscape and Trees:	Layout is acceptable on reserved matters proposals. Detailed landscaping will be assessed as part of conditions submission.
Land Use and Transport (Policy):	Principle of development accepted.
Natural England:	No objection – SANG provided to mitigate impacts on Thames Basin Heaths SPA; freehold of SANG should be transferred to WBC with commuted sum to cover management in perpetuity. NE would expect LPA to consider the possible impacts upon local sites and local landscape character; measures to enhance biodiversity of the site should be secured from the applicant.
Royal Berkshire Fire and Rescue Service:	Requirement for fire hydrants on the site.
Sport England:	No comments.
Thames Valley Police (RPS):	No comments.
Waste Services:	No comments.
Access Officer:	No comments.
Scottish and Southern Energy:	No comments.
Southern Gas Networks:	Due to presence of low/medium/intermediate pressure gas main in proximity to the site, no mechanical excavations to take place above or within 0.5m of low pressure system, 0.5m of medium pressure system and 3m of intermediate pressure system. Positions of mains should be confirmed using hand dug trial holes.
Reading Borough:	No comments.

Bracknell Forest Council: No comments.

Thames Water: No comments.

REPRESENTATIONS

Local Residents:

15 received objecting to the proposals, summarised as follows:-

- Concerns over flooding, scheme could make situation worse
- Buildings over 2.5 storeys; not in keeping with the area
- Construction traffic using local roads would result in congestion and highway safety issues
- Tree lined area along Matthewsgreen Road could be made wider
- General greenspace should be on Matthewsgreen/Toutley side
- Strain on local roads
- Loss of attractive open area: harmful to local wildlife
- Street elevations deceptive and misleading
- Should be rejected until construction of NDR has been completed
- Condition 3 of outline should be approved before reserved matters
- Further consultation for balancing pond and community orchard
- Affordable housing is clustered and could lead to anti-social issues
- Impact of cars parking on existing roads
- New crossing on Toutley Road will reduce existing street parking in the area
- Vehicular access across green-link pathway will result in rat running
- Not clear how public footpath will be protected during construction
- Toutley Rd and Matthewsgreen Rd are not wide enough for existing traffic
- There should be restrictions on timings of heavy traffic going to the site
- Plots 29-31 should be moved forward; plot 31 has change in roof design to that shown at consultation
- Impact upon existing sewage services
- Pollution monitoring for pond should be required
- Cycle paths should be on all roads

Note * - Principle of development has been established by outline consent ref: O/2014/2242, impact upon roads and services deemed to be acceptable subject to planning obligations where appropriate.

Emmbrook Residents Association – Concerned that (02/08/15);

- Condition 3 of the outline approval makes it clear that any reserved matters given in Condition 2a) cannot be submitted and approved before Condition 3 is submitted and approved. In this respect the applicant is in breach of condition 3 by not submitting a standalone reserved matters application to discharge this condition before submitting any further reserved matters application/s.
- Lack of 'street views' – before and after of Matthewsgreen Road and Emmbrook Road needed in order to make decision.
- Architecturally the proposal offers nothing innovative or interesting in the design of the dwellings.
- The proposed layout represents an inefficient use of land which has an impact on other aspects of the proposal such as the scale and mass of built form and hard landscaping and the provision of open space.
- The layout fails to conform to the North Wokingham Masterplan principle 4a requiring the location of the community hub in the south east corner of the site to "reinforce the objective of integrating new and existing communities".
- No effort has been made to "contribute to a sense of place in the buildings and spaces

themselves and in the way they integrate with their surroundings, especially existing dwellings, including the use of appropriate landscaping” as required by Core Strategy Policy CP3.

- Further detail and consultation on the design of the Balancing Pond area is required, including: visual presentation of the planting, impact of changes in water level, how wildlife would be attracted, potential for stepped access down to decked area at permanent level for use by school children for pond-dipping, seating around the pond, etc.
- All the affordable housing for the site has been grouped in one single cul-de-sac which has been intentionally isolated from the rest of the development.
- The ERA have serious concerns about the impact of cars parking on existing roads adjacent to the development.
- The new Toutley Road new crossing will mean that existing street parking will be significantly reduced in this area. Concerns were raised at the outline stage about what alternative plans were to be put in place to address this loss of on-street parking. No detail concerning these alternative plans has been forthcoming.
- We also have concerns about whether adequate modelling has been carried out on whether the crossing is far enough away from the Matthewsgreen junction to ensure the safe use of the crossing.
- There appears to be vehicular access across the green-link walkway at the end closest to the existing footpath. This will not be necessary when access is provided off the NDR, and indeed should not be permitted in order to minimise the opportunity for rat-runs and also to ensure the safety of those using the green-walkway.
- It should be noted that the total opposition of local residents to the developer’s current plans to use Toutley Road via Old Forest Road as the initial access point onto the site can be seen from the responses the developers got at their Phase 1 exhibition in June, as stated in the developer’s own Reserved Matters.
- It is noted that even if these two applications were to be approved in their current form, there are numerous other conditions that need discharging before construction can begin. The outstanding ones of most interest to local residents being conditions 9 and 33, requiring approval of the Construction Environmental Management Plan and the construction access(es) respectively.

Wokingham Town Council – Generally supportive of scheme however;

- Apartments and 3 storey town houses do not integrate or relate well to existing established residential development, neighbouring area is principally 2 storey;
- Plots 1-12 have no real design quality or private amenity space, will form an overbearing impact when viewed from Matthewsgreen Road;
- Concerns of flooding and balancing pond/becoming stagnant in dry weather – no indication of measures to protect children from risk of drowning;
- Lacking pedestrian footways – no provision for safe cycle routes – pedestrian crossing should be provided on Matthewsgreen Road;
- Plots facing Matthewsgreen should have a condition restricting development above eaves level;
- Concerns that parking standards are being met through unallocated parking.

Joel Park Residents Association – No response received.

The Wokingham Society – Object to the construction access road off Toutley Road and remain concerned by the accesses to the development off Matthewsgreen Road due to traffic impacts

Berkshire, Buckinghamshire & Oxford Wildlife Trust – Concerns have been addressed through the imposition of planning conditions within the permission granted for outline application O/2014/2242. Detail relating to all ecological planning conditions required;

8 – Lighting; 9 – Construction and Environmental Management Plan; 17 – Landscape

Management Plan; 19 – Ecological Surveys; 20 – Ecological Permeability, 21 – Reptiles; 22 – Hedgerows; 24 – Landscape and Ecological Management Plan and 62 – Access to SANG.

In absence of this information, not possible to provide appropriately considered comments.

PLANNING POLICY

National Planning Policy Framework

Adopted Core Strategy: CP1, CP2, CP3, CP4, CP5, CP6, CP7, CP8, CP9, CP10, CP11, CP13, CP14, CP15, CP17, CP20 and Appendix 7.

Managing Development Delivery Development Plan Document (MDD Local Plan) adopted February 2014: CC01, CC02, CC03, CC04, CC05, CC06, CC07, CC08, CC09, CC10, TB05, TB07, TB08, TB21, TB23, TB25 and SAL05.

Appendix 2 (Car Parking Standards).

North Wokingham Strategic Development Location SPD adopted October 2011.

Infrastructure Delivery and Contributions SPD for the Strategic Development Locations adopted October 2011.

Affordable Housing SPD adopted June 2011.

Sustainable Design and Construction SPD adopted 2010

Wokingham Borough Council Design Guide: Borough Guide Design SPD June 2012

Affordable Housing SPD adopted June 2011.

PLANNING ISSUES

Principle of development

- 1) The principle of development has been established by outline planning permission ref: O/2014/2242; for up to 760 dwellings, primary school, neighbourhood centre, community facilities, Northern Distributor Road and associated works including open space. The application site is located within the North Wokingham Strategic Development Location (SDL) (Policy CP 20) and forms part of the 1500 houses allocated within North Wokingham. Therefore the broad principle of development at this location is acceptable and remains consistent with Core Strategy policy CP20.
- 2) The outline consent was subject to an Infrastructure Delivery Plan and s106 legal agreement, which secured the coordinated delivery of the infrastructure necessary to support the development. These included contributions towards off-site infrastructure and services such as roads, education, sports facilities and health services and on-site provision of a SANG, affordable housing, allotments and open space in accordance with the Core Strategy and Infrastructure Delivery and Contributions Supplementary Planning Document (the Infrastructure SPD).
- 3) The details approved under the outline planning consent established parameters for the development including general site layout including location of the housing, open space, density and general heights of buildings. The local provision of Suitable Alternative Natural Greenspace (SANG) was secured under a different consent (ref: F/2014/1216)
- 4) The transport network was also established, this included the route of the Northern Distributor Road and other roads and paths within the development site, including paths within the SANG area. The approach was set out within the Design and Access Statement (DAS) and other supporting documents and plans.

Design, scale appearance and layout

- 5) Condition 12 of the Outline consent requires a Design Statement to accompany all applications for reserved matters. The Statement should explain how the proposals conform to the approved Design and Access Statement (DAS). In accordance with Condition 12 of the Outline application, a Design Statement has been submitted in support of this reserved matters application which sets out the approach being undertaken within this scheme. Appendix 1 of the Design Statement includes 'The Pattern Book' which was also submitted as an appendix to the approved design and access (DAS) submitted under the Outline consent.
- 6) Policies CP1, CP2 and CP3 and Appendix 7 of the Core Strategy and the NW SPD state that architectural design should be high quality and distinctive while considering the prevailing character of the area which should be maintained and enhanced. The submitted Design Statement accompanying this application seeks to demonstrate how the proposal accords with the above relevant guidance and how it responds to the Pattern Book contained within Appendix 1 of the approved Design and Access Statement.
- 7) In terms of the design approach, the proposed development would largely comprise traditional residential houses, consisting of detached, and semi-detached properties of 2 to 3 storeys in height. There would be a number of 3 storey semi-detached properties located on either side of the centrally located landscaped green link, and a further 8 located along the south eastern boundary of the site. There would be two other 3 storey buildings located within the development, one of which would comprise a block of flats forming part of the affordable housing provision, and a further block of flats for private provision. These would be located at the south west and north eastern ends of the landscaped linear park. The internal street layout within the development remains unaltered from the outline, comprising a central landscaped green link which would split the road network to discourage vehicular through routes. This approach is considered to reflect the local character and the general architectural vernacular of Wokingham and would be appropriate to the residential character of the proposed development. The ridge heights of the buildings would range from circa. 7.5m – 9.2m for the 2 storey buildings while the 3 storey dwellings and apartment blocks would range from between 10.5m for the 3 storey semi-detached dwellings to a maximum height of circa. 12m for the 3 storey apartment blocks.
- 8) A key aspect to achieving high quality development in any location is the use of materials and use of hard and soft landscaping incorporated within a development. In this respect, the materials proposed for the houses are considered consistent with the general character and appearance of Wokingham. The elevational treatments would mostly comprise stock brick elevations, however, combinations of multi-stock and render; multi-stock with tile hanging; red stock and render or red stock and tile hanging would also be used. It is considered that the various proposed elevational finishes would help to break up the overall colour and texture of the development and provide some variety to the general appearance within the development. The roof materials would range between tile and blue/black artificial slate which are considered acceptable. It is considered that the overall approach to the design and external finishes to the development scheme would be appropriate to the character and appearance of the development and surrounding area and would provide a successful and well designed scheme.
- 9) The two, three storey apartment blocks containing flats within the development would follow the same approach and would comprise the use of brick on the upper floors with white render on the ground floors. The flat blocks have been redesigned following comments from local residents and officers. The height of the flat block to

the southwestern corner has been reduced in bulk and scale facing onto the pond and Matthewsgreen Road. There have also been some elevational changes, balconies added and brick course bands added to help break up its scale and appearance. The other block containing flats within the development would be two storeys in height. All three blocks housing the apartments would also have balconies to afford some of the residents some private amenity space in addition to the communal amenity spaces. It is considered that the use of balconies also benefits the scheme in that they provide more interesting elevational treatments to these buildings and help break up their scale and mass, thereby improving the appearance of the buildings.

- 10) It is noted that the location of the flat block to the southwest has been raised as an issue by some residents and local residents association, stating this area should contain more traditional two storey housing to reflect the existing area. Likewise for the two and half storey dwellings. Officers did seek for the flat block in this corner to be relocated to the area of the neighbourhood centre and school however the developers have advised they are unwilling to revise their layout. This would not be a sufficient reason to warrant refusal on the application on this basis and moreover larger dwellings and flat blocks are commonly found in more suburban locations across the south east and UK given the pressures on housing. Although it is acknowledged that the existing area comprises principally two storey housing. It is considered that the design changes to this flat block help reduce its visual bulk and scale and given the majority of the site comprises principally housing of traditional scale, the current proposals are on balance acceptable.
- 11) An important aspiration of the SDL's is to achieve good design which reflects the existing styles and characters but does not simply replicate and copy the traditional design. In this case, the overall design approach, that is the massing, scale and appearance, is considered to be successful, and would reflect the character of Wokingham whilst establishing its own character within North Wokingham, providing a high quality scheme within NW SDL.
- 12) The use of appropriate materials (ie. bricks / render, tiles / slate, windows, soffits etc) is key to the successful delivery of the appearance of any development, and it is essential to ensure that the materials used are of high quality in appearance and would weather well. Given this represents phase 1 of the wider development, ensuring good materials are used is all the more important. The broad pallet of materials proposed (where brick / render or tile hanging is used and in what combination) is considered to be appropriate for this development, however, samples of the materials will be required to be submitted by condition to ensure they are of an acceptable quality. The Council has advised developers that the use of cladding should be avoided.

Landscaping, Ecology and SANG

- 13) In accordance with Condition 2 of the outline, the applicant has submitted landscaping details with this application. It should however be noted that landscaping detail is being considered and dealt with in more detail under conditions application (ref: 150036) in accordance with condition 14 of the outline consent.
- 14) It is considered that landscaping is key to the delivery of a successful scheme. The location of street furniture, boundary treatments, hard landscape materials and soft landscape planting are reflected in the concepts set out within the Design Statement and other landscaping details submitted with this application with the details of these being considered via the conditions application.
- 15) The landscaping proposed would represent a mixture of native species throughout

the development with a variety of planting types. There would be three significant areas of landscaping within this development parcel which would contribute towards the overall setting of the development, whilst providing residential amenities for the future residents. At the south western corner of the development, a balancing pond would be located in the centre of an open greenspace. The pond would form part of the surface water attenuation drainage scheme. It is proposed that this area would be laid out as an area of meadow grassland set within the existing boundary hedgerows. A pedestrian path would be located around the pond, linking the area with the Emmbrook Open Space corridor to the west as well as the bus stop and local amenities to the south. The pond would provide the focus of the open space with its margins being planted with wetland plant and grass species. The intention is for the pond to retain water all times.

- 16) A further landscaped open space would be linked to the pond area to the north east to form a tree lined linear park. A footpath would run through the centre of the park to link the pond open space with the centre of the site and towards the school and local centre (which do not form part of this reserved matters, but were approved within the outline application). It is proposed that this area would comprise a group of lime trees leading to a group of flowering cherry trees to form a vista along the park. There would be a number of seating areas located along the park, together with a natural play area for younger children at the southern end.
- 17) The third large landscaped area would be located within the south east corner of the site, in the form of a community orchard. This would comprise an area of meadow grassland and trees running parallel with the public right of way and crossed with pedestrian paths from Matthewsgreen Road. The community orchard would be planted within the central part of this area.
- 18) Across the rest of the development, the landscaping proposals include the retention of the existing hedgerow which runs along the Matthewsgreen Road frontage, with new sections of native species hedgerows being planted. A number of oak trees are also proposed to be planted along Matthewsgreen Road. The landscaping proposed for the immediate setting of the housing would comprise sections of hedge or blocks of shrubs within front gardens to run parallel with the highway/footway, thus creating a sense of enclosure and creating a green corridor along the access roads. A number of trees are proposed to be planted within larger front gardens at intervals along the access roads and within the parking courtyards. This approach is considered acceptable as it is important in terms of not only breaking down the hard landscaped appearance of the roads but also in creating a pleasant residential environment for future and existing residents. It is considered that the overall landscaping proposals will ensure an appropriate setting for the development both visually, but also in terms of the residential amenities of future occupiers.
- 19) Given the sites location within 7km of the Thames Health Basin Special Protection Area (SPA), there is a requirement to provide SANG as part of any residential development to mitigate its impacts upon the SPA. The proposed SANG associated with this development has already been approved under planning application ref: F/2014/1216. This is located off-site on land to the northwest of this site. The SANG site provides sufficient SANG and open space to provide adequate mitigation for the new residential development on the SPA. The SANG will need to be transferred to the Council with a maintenance contribution which was secured as part of the s106 associated with the outline consent. The laying out of the SANG and works are required before any occupation.
- 20) The SANG comprises informal open space comprising mainly open grass areas, planting, ponds and Emmbrook river (which will form a wetland) and a network of informal public footpaths including two new bridges to form a circular walk. The

SANG area is intended to provide a local a natural landscape which promotes ecology and will prevent people travelling to the SPA.

- 21) No parking is required for this SANG given the proximity of the development site, however improvements to the paths linking the SANG site to the development site are required (Emmbrook Vale park and pedestrian crossings on Toutley Road and Old Forest Road).
- 22) In relation to ecology on the site, Core Strategy Policy CP7, carried forward by MDD DPD Policy TB23, requires appropriate protection of species and habitats of conservation value. Design Principle 1b (i-ii) is concerned with protection of ecological habitat and biodiversity features, together with mitigation of any impacts that do arise.
- 23) The Council's landscaping and ecology officers have reviewed the proposals and are generally satisfied with the overall landscape proposals and approach being undertaken for the site, that is, the proposed layout can accommodate landscaping. As such the proposed areas for landscaping, open space and biodiversity promotion are considered to be acceptable as part of the reserved matters submission.
- 24) As advised above the detailed landscaping is being considered as part of conditions application ref. 150036, which is being considered separate to this submission.

Density of development and housing mix

- 25) The Council under policies CP5, Wokingham District Local Plan Policy saved Policy WH1, MDD DPD Policy TB05 and the North Wokingham SPD seek a mix and balance of densities, dwelling types and sizes in all new developments.
- 26) The outline application established an approximate density of 30 dwellings per hectare (dph) across the site as a whole. This density is similar across adjacent residential areas and is in accordance with that set out within the adopted Core Strategy and SPD's.
- 27) There would be a range of dwelling types and sizes, proposing an overall mix of dwellings broadly in line with the target mix set out in the Wokingham District Local Plan. As advised the majority of the properties proposed would be houses with three larger blocks housing apartments. The development would provide a mixture of house types, detached, and semi-detached as well as a mixture of flats. The housing mix is considered appropriate and the different dwelling types help to create different areas of character within the development and reflect the residential nature of the development whilst providing variety to the appearance and character of the development.
- 28) With respect to affordable housing provision on the site, the outline application for the whole of the SDL included 35% affordable provision, comprising 22% provision on site and a commuted sum towards off-site provision. The affordable homes to be provided on the site would be located on the western side of the development site and comprise a mixture of units, (5x 2bed houses; 3x 3bed houses 6x 1bed flats and 10x 2bed flats). The flats would be provided within two separate apartment blocks. There are no objections to the level or quality of the affordable housing being provided and the units accord with the Council's standards as advised elsewhere in the report.
- 29) As advised, concerns were raised about the affordable housing being located in a cluster adjacent to Toutley Road. However, affordable housing providers do not want the units they manage to be spread across a site. As such the Council is limited in

what it can do in this instance. In any case the area is linked to the rest of the site with the main open space areas located throughout the site and access to the town and shops / school being through the main site. This means they are not segregated. Also the design of this housing is similar in appearance to the market housing to ensure they are tenure blind.

Residential amenity and layout

- 30) The NPPF, Core Strategy policies CP2 and CP3 and NW SPD seeks to ensure that all new development should be high quality in design and does not cause detriment to the amenities of adjoining land users or their quality of life. The Council within its adopted Residential Design Standards reinforces this and sets out the minimum standards it expects new developments to accord with in terms of garden sizes, separation distances and internal floorspace standards.
- 31) In terms of amenity areas, the proposed houses all include private rear garden areas while the flats have communal amenity space associated with them. There would also be the three main areas of open space within the site, and as advised above, these would comprise the pond area and associated open space, the tree lined linear park, as well as the community orchard open space area. All of these spaces would be readily accessed by future residents and therefore providing good levels of public accessible open space on the site. These areas, together with linkages with the SANG / open space areas are considered to be of good quality. There would also be an area of natural informal play located at the southern end of the linear park. For these reasons the approach to amenity and open space is considered acceptable.
- 32) The Borough Design Guide establishes minimum separation distances of 10m front-to-front across the street, 22m back-to-back and 12m back-to-flank and the majority of the development complies with the Design Guidance. Likewise the guide sets out the standard for private gardens and recommends that gardens should be minimum 11m in depth, roughly rectangular in shape, receive direct sunlight for some of the day, be capable of accommodating activities such as sitting, play, clothes drying and provide a secure external access to provide access to outside storage include cycle stores. Again the proposed dwellings gardens are broadly in compliance with the Borough Design Guide's criteria for gardens and as such it is considered that the future occupiers would be afforded sufficient levels of privacy and amenity.
- 33) With respect to internal floorspace of the units, the Borough Design Guide, the Affordable Housing SPD and the Policy TB07 of the MDD DPD establish internal space standards for new dwellings, setting standards for both the gross internal area (GIA) and the minimum combined area of the living, kitchen and dining spaces for houses (the GIA requirements for market and affordable housing differ slightly). The scheme has been designed in accordance with this guidance. These standards are considered particularly important when assessing smaller units or flats where living accommodation is more constrained. However, the units accord with the required standards. Therefore it is considered that the quality of accommodation proposed would provide good levels of residential amenity and as such is considered to be acceptable.
- 34) In terms of the security, the areas of recreational use and parking would be overlooked.
- 35) To minimise disturbance to residents, Condition 3 of the outline consent required details of phasing while Condition 9 required approval of a Construction Management Plan before development and also controlled hours of work. The

details of the above are being assessed under the conditions applications and will be controlled. This is not relevant to the reserved matters proposals.

- 36) In terms of light pollution, lighting is controlled by Condition 8 of the outline which requires a lighting strategy to be submitted prior to commencement. This will ensure adequate lighting is provided without unnecessary harm to the local environment or to residential amenity.

Relationship with nearby properties

- 37) The plans demonstrate that the development will not be significantly detrimental to the amenities of any of the adjoining residential properties. Separation distances are adequate and the Design and Access Statement for the outline scheme advised that the layout was developed in accordance with the layouts of neighbouring residential developments and would meet the Council's standards for spacing of development and private amenity space as set out in the Borough Design Guide. As is shown the reserved matters proposals do achieve these. On this basis, it is considered that the scheme will not result in significant harm from loss of light, overlooking or overbearing issues to the existing neighbouring properties.

Noise

- 38) Core Strategy Policy CP1 and MDD DPD Policy CC06 directs development away from areas where noise would impact upon amenity and require mitigation where noise cannot be completely avoided.
- 39) The main noise sources that affect this development site are A329(M), Toutley industrial site and NDR. It should be noted that National Planning Policy Framework does not expect noise to be considered in isolation, separately from the economic, social and other environmental dimensions of proposed development.
- 40) The ES submitted with the outline application assessed noise impacts and concluded that the majority of the site falls where noise is not a problem. This included impacts upon existing properties from noise and also to proposed properties adjacent to Toutley. However the ES does indicate that some properties, those with facades facing onto the NDR could fall into areas where noise can be an issue, particularly during the daytime.
- 41) Within this reserved matters application, the number of properties potentially affected by the NDR would be limited to those located at the north eastern side of the site. However none of the properties would face directly on to the road and a condition was imposed on the outline application which requires scheme of works, to ensure the protection of the occupiers of the development (including the residential accommodation, open spaces and the school) from externally generated noise for each sub phase (condition 51).

Access and movement

- 42) Core Strategy Policies CP1 and CP6 and MDD DPP Policies CC08 seek to manage travel demand by a variety of measures CP10 and CP20 identifying specific measures relevant to the North Wokingham SDL including provision of the North Distributor Road, improvements to capacity along the A329 and A321 corridors, improved provision for travel by means alternative to the private car. The travel impacts of the development were considered at the outline stage (in line with the Council's modelling protocol) mitigation was secured through a combination of conditions and the S106 legal agreement.

- 43) It should be noted that this proposal merely looks at the internal layout of Phase 1 and new accesses and not the wider highway issues. The section of the NDR through the development falls outside of phase 1 and accesses have already been approved under the outline approval. Under this reserved matters application details of the two main accesses from Matthewsgreen Road and Toutley Road have been included and are considered acceptable. Two new formal pedestrian crossings are also proposed along both Matthewsgreen and Toutley Roads and bus stops have been included along Matthewsgreen Road.
- 44) Other local highway improvement works are also being constructed (including the new access off Tywford Road) but these do not form part of this submission.
- 45) It is noted that local residents are concerned by the traffic generated from the additional housing, specifically the impacts upon the local highway network. It should be noted however that these are not for consideration as part of this application and it has been determined at outline stage that this proposal can be accommodated without significant detriment to the highway network subject to certain improvements being undertaken. As such these concerns are not material to this application.
- 46) The routes within the site will have a clear hierarchy, with the NDR providing an east – west route. The roads on phase 1 are clearly residential streets with on and off-street parking and shared surface areas. There are also pedestrian paths running through the development, most notably through the central green corridor at the centre from the pond to the school area and the Public Right of Way which will run along the northern boundary of phase 1. All roads are designed in accordance with Manual for Streets. It is considered that the overall approach and alignment of the routes / new junctions are considered acceptable, with only a minor amendment required to the junction with the NDR to the north to ensure adequate swept path of large refuse and servicing vehicles.
- 47) In summary therefore the proposals are considered acceptable for phase 1.

Parking

- 48) In line with Core Strategy Policy CP6 and MDD DPD Policy CC07, the reserved matters will incorporate parking in line with the Council's standards. The standards require allocated parking to be supplemented with unallocated parking.
- 49) Allocated parking is proposed on the site by a combination of on-plot parking (drives and garages), formally marked-out parking bays within the public realm areas and communal parking areas serving the flats and houses. On-street parking will also be incorporated as a means of managing the flow of traffic and vehicle speeds thereby improving road safety and preventing rat-running.
- 50) The applicant has submitted a parking schedule which demonstrates that the overall parking provision reflects the Council's current standards and comprises a total of 272 spaces, 141 allocated, 72 garage spaces; 38 unallocated and 21 visitor spaces. This is equivalent to 2.72 spaces per dwelling (including garages) which is in accordance with the Council's Parking standards.
- 51) A number of the unallocated parking spaces are located adjacent to the affordable housing and flat block to the west of the site and are considered to be generally well located in relation to the units they are intended to serve. It should be noted that the Registered Providers generally prefer this approach to parking as it reduces management issues which may arise with allocated parking. Overall the amount of parking is proportionate to the dwelling mix.

- 52) Where communal parking is proposed, both for the affordable and private apartment blocks, these would be overlooked by dwelling units and therefore offering security. These are necessary to accommodate the level of development and parking required within the development and as such the communal parking areas are considered acceptable.
- 53) As previously advised, no parking is required for this SANG given the proximity of the development site

Cycle parking

- 54) Condition 27 (Cycle Parking) of the outline consent requires details of cycle storage and parking to be provided. The Council's parking demand assessment recommends provision of at least one cycle space for dwellings with three or fewer habitable rooms, two spaces for dwellings with four or five habitable rooms and three cycle spaces for larger dwellings. The reserved matters incorporate cycle storage in line with the Council's standards.
- 55) Cycle storage is proposed within garages (3 x 7) metres (internal dimensions) where they are available and sheds will be provided for those properties that do not have garages. There is also a cycle parking area provided for the larger flat blocks. For the occupiers of the flat, separate cycle stores will be provided within the communal parking area in order to provide secure storage of bikes. These need to be secure and overlooked. This strategy is considered acceptable.
- 56) No cycle parking provision is provided for the SANG, however given its location and intention to serve the residents of this development this is considered acceptable

Flooding and Drainage

- 57) Core Strategy Policy CP1 and MDD DPD Policies CC09 and CC10 establish that new development should avoid increasing and where possible reduce flood risk and NW SPD generally requires provision of a comprehensive system for water management, which takes account of existing features and includes proposals for effective sustainable urban drainage (SUDS), measures to avoid flood risk and new ponds.
- 58) At the outline stage, the applicant undertook a Flood Risk Assessment which determined that the residential part of the outline site is not located within areas shown to be at risk of flooding, as indicated by Flood zone 1 on the Environment Agency's Flood map.
- 59) Drainage was fully assessed at outline stage, the Council and the EA were satisfied that the site has sufficient storage capacity and that the provision of SUDs, which will incorporate flood attenuation ponds, can be accommodated on-site and will mitigate the impacts of the development. The benefit of SUD's over the existing field use is that these should improve the current situation by preventing water from running off the land too quickly. It is noted that residents have raised concerns over local flooding from the development but the Council drainage consultants have reviewed subsequent submissions on drainage in relation to the reserved matters and have raised no issues.
- 60) However in order to ensure no harm occurs a surface water drainage scheme for the site, based on sustainable drainage principles is required to be submitted for review as part of the conditions imposed (Condition 39).
- 61) Given flooding and drainage issues will be considered in detail under separate

condition submission and mitigation can be accommodated within the site, there is no objection to the proposed layout in respect to the reserved matters submission.

- 62) An issue has been raised over the SUDs pond and that it could be unsafe to children. The gradient of the slopes are relatively shallow and within accepted standards. Also the outer sections of the pond will be landscaped. Given SUDs ponds and ditches are an accepted practice, the proposed pond is considered acceptable. Moreover clearly a large fence would not be appropriate in terms of its appearance.

Sustainable Design and Construction

- 63) Core Strategy Policy CP1 requires development to contribute towards the goal of achieving zero carbon development by including on-site renewable energy features and minimising energy and water consumption. MDD DPD policies CC04, CC05 and the Sustainable Design and Construction Supplementary Planning Document (May 2010) also emphasise this.
- 64) The outline application was supported by a strategy which established a preliminary strategy for achieving a sustainable homes and reduction in CO2 emissions. Conditions 44 - 48 of the outline consent enforces this requirement. Again these issues are being considered in detail by a separate application (ref: 150036) however the proposals demonstrate that the development will be capable of achieving the required standards in delivering sustainable development on the site.
- 65) The Council would normally expect measures to reduce water consumption to be included within the development. This can be achieved by the inclusion of aerated taps, shaped low capacity baths, dual flush toilets, low flow rate showers and the provision of water butts. Facilities and space for composting should also be included.
- 66) Overall it is considered that the proposed sustainable measures will be achievable on phase 1 and that the Council's sustainable targets or aims and objectives can be achieved.

Archaeology

- 67) Core Strategy Policy CP3 and MDD DPD Policy TB25 require the archaeological impact of development to be taken into consideration. Condition 50 of the outline consent required an archaeological written scheme of investigation to be completed for each phase. This is being undertaken and will be submitted separately.

CONCLUSION

The reserved matters are consistent with the principles and parameters established by the outline planning permission, which themselves reflect the Council's adopted policies and guidance for development within the North Wokingham SDL. It is considered that the applications will deliver high quality development in accordance with the Council' spatial strategy and vision and therefore can be recommended for approval.

NB All reports seek to identify environmental, community safety, customer care and equal opportunities implications. Consultation with residents and organisations which has or is about to take place, will also be reported

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