

**TOWN AND COUNTRY PLANNING ACT 1990
PLANNING AND COMPENSATION ACT 1991
THE TOWN & COUNTRY PLANNING
(DEVELOPMENT MANAGEMENT PROCEDURE) (ENGLAND) ORDER 2015**

APPLICATION FOR OUTLINE PLANNING PERMISSION

To: Pegasus Group
The Columbia Centre
Station Road
Bracknell
RG12 1LP

Application No: 210018
Application type: Outline Planning Approval

Applicant: Fairfax (Reading) Limited and Reading Golf Club Limited

READING BOROUGH COUNCIL as Local Planning Authority **REFUSE** outline planning permission for the following development.

Proposal: Outline planning application, with matters reserved in respect of Appearance, for demolition of the existing clubhouse and the erection of a new residential-led scheme (c3 use to include affordable housing) and the provision of community infrastructure at Reading Golf Club

At: Reading Golf Club, Kidmore End Road, Emmer Green, Reading RG4 8SQ

For the attached reasons:

PLEASE READ THE NOTES ISSUED WITH THIS DECISION NOTICE

Date: 2nd August 2021



Head of Planning, Development
& Regulatory Services

Application At: Reading Golf Club, Kidmore End Road, Emmer Green, Reading RG4 8SQ

Application No: 210018

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REASONS FOR REFUSAL

1. The application site forms a significant area of Undesignated Open Space within Reading Borough. The application proposals would lead to the loss of a significant part of this space through built form and related enclosed domestic gardens, roads and driveways. The proposal fails to demonstrate that replacement open space of a similar standard and function can be provided at an accessible location close by; or that improvements to recreational facilities on remaining open space can be provided to a level sufficient to outweigh the loss of the open space and that the off-site compensation arrangement is deliverable. The Layout applied for in this application proposal will therefore lead to an unacceptable loss of undesignated open space on the site/in the local area, contrary to Policy EN8 (Undesignated Open Space) of the adopted Reading Borough Local Plan (2019).

2. The outline application has failed to demonstrate how the proposed Layout, Scale and Landscaping would bring forward an acceptable development of up to 257 residential units with public open space and a Health Care Facility for the following reasons:

- The uniformity of the layout leads to repetitious groupings of buildings across the site failing to create a development with its own identity, character areas and a strong sense of place;
- The poor relationship of the proposed Layout and Scale of buildings and plots would lead to likely future pressure to prune or fell retained, protected trees of high amenity value due to perceived natural 'nuisance issues' as a result of the lack of 'usable' amenity space unaffected by those retained trees; including Plots 1, 8-15, 21-24, 49, 59-66, 78 & 84 and 161-164.
- Fails to suitably enhance/retain a continuous green link for ecology through the site;
- There is a failure to provide suitable usable areas of on-site open space for the needs of the residents of the development due to open space provision being fragmented and eroded by road infrastructure, often isolated and unusable due to size and shape; resulting in poor quality communal spaces;
- By building so close to the adjacent open space beyond the site boundary the layout would introduce unacceptable urbanisation on the settlement edge blurring the distinction between urban and rural failing to preserve, enhance or respond positively

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to the local context of this sensitive urban fringe location of the Borough and to the detriment of the pleasant landscape character of this part of Reading.

Therefore, this outline application is considered to be unsympathetic to the landscape setting of the site leading to overdevelopment of the site, contrary to the objectives of Policies EN9 (Provision of Open Space); EN12 (Biodiversity and the Green Network); CC7 (Design and the Public Realm); EN14 (Trees, Hedges and Woodlands) and H10 (Private and communal Outdoor Space) of the adopted Reading Borough Local Plan (2019; paragraph 130 of the NPPF (July 2021) and objectives of the adopted Reading Borough Council Tree Strategy (2021) and Reading Biodiversity Action Plan (2021).

3. The proposal fails to propose any improvement to the Peppard Road / Kiln Road / Caversham Park Road junction to mitigate the impact of the development, this would result in a material detrimental impact on the functioning of the transport network contrary to Policy TR3 (Access, Traffic and Highways-related Matters) of the adopted Reading Borough Local Plan 2019.

4. The proposal results in a net loss of biodiversity within the site. It is not considered that there are exceptional circumstances, where the need for development clearly outweighs the need to protect the value of this substantial area of open space, to justify the provision of off-site compensation to ensure there is no loss of biodiversity. The proposal is therefore contrary to Policy EN12 (Biodiversity and the Green Network) of the adopted Reading Borough Local Plan 2019 and paragraph 180 of the National Planning Policy Framework (July 2021).

5. The proposal has failed to demonstrate that the development has been designed to incorporate measures to adapt to climate change; provide sufficient justification of the proposed decentralised energy provision and achieve zero carbon homes contrary to Policy CC3 (Adaptation to Climate Change), CC4 (Decentralised Energy), H5 (Standards for New Housing) of the adopted Reading Borough Local Plan 2019 and the adopted SPD 'Sustainable Design and Construction' 2019.

6. In the absence of a completed legal agreement to secure; the provision of Affordable Housing, a health care centre, carbon offsetting financial contribution, open space financial contributions, various transport related works (see informative 5. for details) and ecological and biodiversity mitigation; the proposal fails to make an appropriate contribution to the housing needs of the Borough, fails to mitigate its impact on the social and economic infrastructure of the Borough, fails to make an appropriate contribution to the provision and improvement of existing open space in the borough, fails to acceptably adapt to climate change, achieve zero carbon homes standards and provide appropriately towards energy infrastructure, fails to implement measures to improve sustainable transport facilities and meet the objectives of the

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Local Transport Plan, and fails to mitigate and compensate the ecological impacts of the development.

The proposal is therefore contrary to Policy CC3, CC4, CC6, CC7, CC9, EN8, EN9, EN12, EN15, H3, H5, TR1, TR3 and OU1 of the adopted Reading Borough Local Plan (2019), the National Planning Policy Framework (2021) and the following adopted Reading Borough Supplementary Planning Documents: Affordable Housing (March 2021); Employment, Skills and Training (2013); Revised Parking Standards and Design (2011); Planning Obligations under Section 106 (2015); Sustainable Design and Construction (2019).

INFORMATIVES

1. This decision relates to the following drawings and documents received:

2054-PL01 Location Plan 7/1/2021
2054-PL02 Constraints Plan 7/1/2021
2054-PL03 Opportunities and Parameters Plan 7/1/2021
2054-PL04 Site Layout, Rev G 27/5/2021
2054- PL04 Site Layout Rev G 27/5/2021
2054-PL05 Site Layout Section 1, Rev A 7/1/2021
2054-PL06 Site Layout Section 2, Rev A 7/1/2021
2054-PL07 Site Layout Section 3, Rev A 7/1/2021
2054-PL08 Site Layout - Affordable Units Rev A 27/5/2021
2054-PL09 Site Layout - Car Parking Rev A 27/5/2021
2054-PL10 Indicative Street Scenes Sheet 1 7/1/2021
2054-PL11 Indicative Street Scenes Sheet 2 7/1/2021
2054-PL12 Indicative Floor Plans Sheet 1 7/1/2021
2054-PL13 Indicative Floor Plans Sheet 2 7/1/2021
2054-PL14 Indicative Floor Plans Sheet 3 7/1/2021
2054-PL15 Indicative Floor Plans Sheet 4 7/1/2021
2054-PL16 Indicative Floor Plans Sheet 5 7/1/2021
2054-PL17 Indicative Floor Plans Sheet 6 7/1/2021
2054-PL18 Indicative Floor Plans Sheet 7 7/1/2021
2054-PL19 Indicative Floor Plans Sheet 8 7/1/2021
2054-PL20 Indicative Floor Plans Sheet 9 7/1/2021
2054-PL21 Indicative Floor Plans Sheet 10 7/1/2021
2054-PL22 Indicative Floor Plans Sheet 11 7/1/2021
P19-2877_01H Community Infrastructure Plan, Rev H 7/1/2021
P19-2877_03 Density Plan 7/1/2021
• Landscape and Open Space Plans by fabrik, comprising:
D2743 Reading Golf Club L_101 Compensatory Tree Planting Plan, Rev 01 7/1/2021

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D2743 Reading Golf Club L_102 Green Space Provision, Rev 03 7/1/2021
D2743 Reading Golf Club L_103 Tree Plan, Rev P11 27/5/2021
D2743 Reading Golf Club L_104 Cross Sections, Rev 03 7/1/2021
D2743 Reading Golf Club L_105 Key Area 1, Rev 03 7/1/2021
D2743 Reading Golf Club L_106 Key Area 2, Rev 03 7/1/2021
D2743 Reading Golf Club L_107 Wider Open Space, Rev 02 27/5/2021
• Tree Constraints and Protection Plans by Arbortrack Systems, comprising:
Tree Protection Plan (Proposed layout + tree data & shadows), Rev G 1/7/2021
Tree Protection Plan (Proposed layout + tree data), Rev G 7/1/2021
Tree Constraints Plan (Tree survey plan on existing layout), Rev F 1/7/2021
Utilities Plans by Temple Group/Ridge and Partners LLP, comprising: 5010065-RDG-XX-ST-PL-ME-9901 - C Services Diagram 7/1/2021
2054 Rev G Schedule of accommodation and parameters detail by Paul Hewett Architects 27/5/2021
Design and Access Statement by Paul Hewett Architects - as Amended 27/5/2021
Landscape DAS, December 2020 Addendum, by Fabrik - as Amended 27/5/2021
Arboricultural and Planning Integration Report, December 2020 Update, by Arbortrack 7/1/2021
Dormouse Survey Report by Ecology Co-op 7/1/2021
Energy and Sustainability Strategy by Temple Group/Ridge and Partners LLP 7/1/2021
Geophysical Survey Report by Magnitude Surveys 1/7/2021
Landscape and Ecological Management Plan & Biodiversity Impact Calculation (LEMP & BIC), by Ecology Co-op Issue 2 27/5/2021 Calculation Tool 27/5/2021
Lighting Assessment, December 2020 update, by Stantec 1/7/2021 Minerals Resource Assessment by Stantec 7/1/2021
Planning Statement, including Affordable Housing Statement and CIL/S106 7/1/2021
Obligations Statement, by Pegasus Group 7/1/2021
Soils Survey Report and Figures by Temple Group/Reading Agricultural Consultants 7/1/2021
Statement of Community Involvement by Cumpsty Communications 7/1/2021 Superfast Broadband Strategy Statement, December 2020 Update, by Stantec 7/1/2021
Topographical Survey by MAP 7/1/2021
Environmental Impact Assessment: 1/7/2021
Statement of Environmental Impact Assessment Conformity, December 2020 Volume 1 Non-Technical Summary (NTS)
Volume 2 Main Text
1. Introduction
2. The Site Description of the Site and its surrounding environs
3. EIA Methodology Methods used to prepare each chapter (including limitations), description of ES structure and content, generic significance criteria, scoping and consultation.

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4. Alternatives Considered and Design Iterations Description of the main alternatives considered.
5. The Proposed Development and Construction Overview Description of the Proposed Development and details of the construction.
6. Socio-Economic Assessment of effects on social factors, housing and recreational facilities.
7. Air Quality Assessment of air quality effects, December 2020 update.
8. Traffic and Transport Assessment of traffic and transport effects, December 2020 update.
9. Noise and Vibration Assessment of noise and vibration effects.
10. Water Resources, Drainage and Flood Risk Assessment of effects on water quality, including effects relating to drainage and flood risk.
11. Ecology Assessment of ecological effects.
12. Archaeology and Built Heritage Assessment of effects on local archaeology and built heritage.
13. Climate Change and Greenhouse Gas Emissions Assessment on the effect on global climate change and greenhouse gas emissions.
14. Effect Interactions Assessment of potential for both intra (Type 1) and inter (Type 2) cumulative effects.
15. Residual Effects and Conclusions Summary of the conclusions of the technical chapters of the ES (including Residual and Cumulative Effects).

Volume 3 Landscape and Visual Impact Assessment (LVIA) of effects on landscape and views. & Volume 3 LVIA Addendum, December 2020

Volume 4 ES Technical Appendices Supporting Assessments, Data, figures and photographs to support of Volume 2.

Technical Appendices:

A: Consultation A1: Scoping Report A2: Scoping Opinion

B: Traffic Assessment

C: Noise and Vibration Impact Assessment

D: Water and Flood Risk D1: Flood Risk Assessment (FRA) D2: Outline Drainage Strategy (SuDS) D3: Utilities Strategy

E: Air Quality

F: Phase 1 Ground Contamination Survey

G: Ecology G1: Ecological Impact Assessment (EclA) G2: Preliminary Ecological Assessment (PEA)

H: Archaeology and Built Heritage H1: Archaeology Desk Based Assessment (Heritage Statement)

I: Climate Change

Traffic and Transport - Addendum Technical Note No 5500/TN008 dated 19th March 2021 31/3/2021

Energy and Sustainability Strategy - Contribution to Response to KEG Feedback dated 22nd March 31/3/2021

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Response to Minerals Resource Assessment 27/5/2021

D2743 Landscape DAS Addendum revised -Part 1 27/5/2021

D2743 Landscape DAS Addendum revised -Part 2 27/5/2021

D2743 Reading Golf Club LVIA Revised 27/5/2021

Response to Transport Officer comments 27/5/2021

Response to Tree Officer comments Reading golf Club Tree Report Part 1,2 and 3 27/5/2021

Compliance Check List re Reading Borough Local Plan Policies 27/5/2021

- Briefing Note issued to LPA on behalf of the developer Dated 24th June 2021 received 24/6/2021

- Briefing Note issued to LPA on behalf of the developer Dated 2nd July 2021 received 5/7/2021 to include Counsels Legal Opinion re the interpretation of Local Plan Policy EN8

- Further Legal Opinion received re the interpretation of Local Plan Policy EN8 received 6/7/2021

2. The Local Planning Authority has worked positively and proactively on this application to see if relevant concerns could be resolved to allow permission to be granted. However, that has not been possible within the prescribed target or agreed extended timescale due to the volume of considerations that needed to be taken into account. Significant concerns have been raised by the proposed development and therefore the decision to refuse planning permission has been taken.

3. The applicant is advised that the refused scheme, had it been able to be approved, would have been a CIL (Community Infrastructure Levy) liable development.

4. Without prejudice to any future application or appeal, the applicant is advised that reason for refusal 6 could be overcome by the applicant entering into a Section 106 Legal Agreement or unilateral undertaking to secure the policy compliant contributions or works needed for a proposal that was in all other respects acceptable.

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NOTES

APPEALS TO THE SECRETARY OF STATE

If you are aggrieved by the decision of the Council to refuse permission for the proposed development or to grant it subject to conditions, then you can appeal to the Secretary of State under section 78 of the Town and Country Planning Act 1990.

If this is a decision on a planning application relating to the same or substantially the same land and development as is already the subject of an enforcement notice, if you want to appeal against the Council's decision on the application you must do so within 28 days of the date of this notice.

If an enforcement notice is served relating to the same or substantially the same land and development as in your application and you want to appeal against the Council's decision on your application, you must do so within 28 days of the date of service of the enforcement notice, or within 6 months (or 12 weeks in the case of a householder appeal) of the date of this notice, whichever period expires earlier.

If the above circumstances do not apply, any appeal must be made within the following time limits.

If this is a householder application and you want to appeal against the Council's decision then you must do so within 12 weeks of the date of this notice. If this is an advertisement application and you want to appeal against your local planning authority's decision then you must do so within 8 weeks of the date of this notice. If you want to appeal against your local planning authority's decision for any other type of application (which is not a householder or advertisement application, or an application for a Certificate of Lawfulness) then you must do so within 6 months of the date of this notice.

Appeals can be made online at: <https://www.gov.uk/planning-inspectorate>.

If you are unable to access the online appeal form, please contact the Planning Inspectorate to obtain a paper copy of the appeal form on tel: 0303 444 5000.

The Secretary of State can allow a longer period for giving notice of an appeal but will not normally be prepared to use this power unless there are special circumstances which excuse the delay in giving notice of appeal.

The Secretary of State need not consider an appeal if it seems to the Secretary of State that the local planning authority could not have granted planning permission for the proposed development or could not have granted it without the conditions they imposed, having regard to the statutory requirements, to the provisions of any development order and to any directions given under a development order.

If you intend to submit an appeal that you would like examined by inquiry then you must notify the Local Planning Authority and Planning Inspectorate (inquiryappeals@planninginspectorate.gov.uk) at least 10 days before submitting the appeal. Further details are on GOV.UK.

Purchase Notices

If either the Local Planning Authority or the Secretary of State refuses permission to develop land or grants it subject to conditions, the owner may claim that he can neither put the land to a reasonably beneficial use in its existing state nor render the land capable of a reasonably beneficial use by the carrying out of any development which has been or would be permitted. In these circumstances, the owner may serve a purchase notice on the Council in whose area the land is situated. This notice will require the Council to purchase his interest in the land in accordance with the provisions of Part VI of the Town and Country Planning Act 1990.