11090/INFRASTRUCTURE/006/WST/RCG/MPC/SK

Tanya Davis
Wokingham Unitary Council
Planning Department
PO Box 157
Council Offices
Shute End
Wokingham
RG40 1WR

16th August 2002

Dear Tanya

RE: M4 JUNCTION 11 IMPROVEMENTS:

Please find enclosed 5 copies of the informative leaflet as distributed to both Wokingham and Reading Borough Council residents.

If you require any further copies please let me know.

Yours sincerely

R.C.G

R C Groves
For and on behalf of
PETER BRETT ASSOCIATES

c.c. Julie Williams - RBC

11090/SNK/NH/DA

Pat Baxter
Transport Strategy Group
Reading Borough Council
Civic Centre
Reading
RG1 7 TD

6 September 2002

Dear Pat

M4 Junction 11- Environmental Statement

Following submission of the Planning Application and related Environmental Statement (ES) for the improvements to M4 Junction 11, it is the responsibility of the Applicant to ensure that copies of the Environmental Statement are made available to the public at a reasonable cost. I have spoken to Julie Williams who agrees that any requests for copies of the full ES should really be directed to the Transport Strategy Group rather than Development Control.

? - Enviro services? - not received by Admin

I therefore enclose 25 copies of the ES, which we have agreed with Julie should be sold at a cost of £175 (plus postage and packaging) if requested. I have also included a list of information which has been issued to other organisations, such as the Environment Agency, English Nature, English Heritage etc.

If you have any questions or require further copies of the ES to be printed, please do not hesitate to contact me.

Yours sincerely

Nick Hilton
For and on behalf of Peter Brett Associates

Encl.

cc. Anthony Bolton, Reading Borough Council
Julie Williams, Reading Borough Council
Rob Groves, PBA

READING BOROUGH COUNCIL
10 SEP 2002
ENVIRONMENTAL SERVICES

Reading
BOROUGH COUNCIL

MEMORANDUM

TO: Transport Section (Pat Baxter)

FROM: Julie Williams **EXTN NO**: 2435

DATE: 3 October 2002 **REFERENCE**: 02/01138/REG3

SUBJECT: Junction 11 / M4 redevelopment works application – Letters objecting to non-compliance with transport policies.

Attached are copies of letters received from groups and individuals raising concerns that the proposal is in breach of Local Plan, Transport Plan and national policies which aim to discourage use of private cars. While they welcome the provision of bus lanes, cycle routes and pedestrian paths the increase in capacity of the carriageway for motor vehicles is not agreed with in principle if by easing congestion more people are encouraged to drive.

One point is that to increase capacity before the influence of Mereoak Park & Ride and Green Park rail halt can be assessed is premature. Another that unless Mereoak is also implemented the whole concept of junction is flawed so should be legally linked in terms of implementation.

Most are calling for a public inquiry.

On the face of it all the letters raise good points and this potential conflict with policy needs to be resolved if we are going to justify departure to SoS. Could you prepare responses to points raised so that I can either reply or build into appraisal.

Thank you

Julie

Beacon Council 2001-2002 Town Centre Regeneration

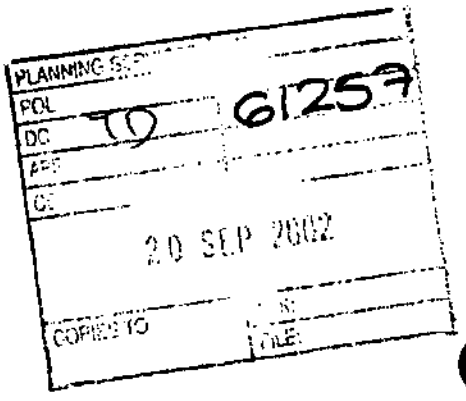
Babtie Group
technical and
management
consultants

School Green
Shinfield
Reading
Berkshire RG2 9HL
Tel 0118 988 1555
Fax 0118 988 1666
reading@babtie.com

Babtie

Our ref Kgb02

Your ref As below



19th September 2002

Tanya Davies
Planning Services
Wokingham District Services
PO Box 157
Shute End
Wokingham
RG40 1WR

Dear Tanya,

APPLICATION F/2002/7492
Junction 11 M4 Motorway, Reading

Regulation 4 Town and Country Planning (Applications) Regulations 1988
Request for further information

In line with advice contained in PPG16, Wokingham District Council Planning Policy WHE15 and 17 Development Affecting Archaeological Sites, Policy EN6 of the Berkshire Structure Plan, Policy LBE22 of the Loddon Area Local Plan. I would now advise you that the applicant should be required to provide further information relating to the archaeological impact of the proposed development. This should be achieved by means of an archaeological evaluation and recording. This evaluation and recording should be undertaken and reported on by a competent IFA registered archaeological contractor, *before* determination of this application as per PPG16, Planning Applications, Paragraph 25:

"it would be entirely reasonable for the planning authority to satisfy itself before granting planning permission, that the developer has made appropriate and satisfactory provision for the excavation and recording of the remains."

I would advise you that the above application has potential archaeological implications. The site has the potential to contain prehistoric remains and consequently requires an archaeological evaluation to be undertaken in order to establish the potential impact of the development on any remains present.

READING BOROUGH COUNCIL
DATE
- 1 OCT 2002
ENVIRONMENTAL SERVICES

I have enclosed a brief for the evaluation and recording, which should be forwarded to the applicant.

If you wish to discuss this matter, please contact me on 0118 988 1611.

Yours sincerely,

Kev Beachus
Senior Archaeologist

Group Offices:
Aberdeen
Aylesbury
Bedford
Belfast
Birmingham
Brighton
Cambridge
Cardiff
Chelmsford
Coventry
Croydon
Cumbria
Derby
Edinburgh
Exeter
Glasgow
Inverness
Ipswich
London
Manchester
Maidstone
Newcastle upon Tyne
Nottingham
Oxford
Preston
Reading
Telford
Wakefield

Ahmedabad
Dublin
Hong Kong
Hyderabad
Kuala Lumpur
Prague
Singapore

Babtie Group Ltd
Registered Office:
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Registered in Scotland
No: 141100

Recycled Paper

JUNCTION 11, M4 MOTORWAY, READING

BRIEF FOR AN

ARCHAEOLOGICAL EVALUATION AND RECORDING

Prepared For
Wokingham District Council
By
Babtie

JUNCTION 11, M4 MOTORWAY, READING
BRIEF FOR ARCHAEOLOGICAL EVALUATION AND RECORDING

1 INTRODUCTION

1.1 This brief sets out the background and general conditions to enable a detailed specification for an archaeological scheme to be prepared and submitted for approval to Wokingham District Council. The brief is valid for six months only, after which time the District should be contacted. Specifications produced in accordance with this brief will be considered valid for the same period of time.

2 SITE LOCATION AND DESCRIPTION

2.1 The site is located at Junction 11, M4 Motorway, Reading, at grid reference SU7150 6865.

3 PLANNING BACKGROUND

3.1 Planning application number F/2002/7492, submitted to Wokingham District Council, proposes a reconstruction of M4 J11 interchange including works to approach road, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of M4 maintenance depot & police facility and landscaping works.

4 ARCHAEOLOGICAL BACKGROUND

4.1 The site lies within the early Medieval core of Wokingham. The town appears from documentary and archaeological evidence to have been created in the late 12th Century. The proposed construction may disturb archaeological remains associated with the Medieval period.

5 REQUIREMENT FOR WORK

5.1 5.1 In order to enable the planning authority to make an informed and reasonable decision on the planning application, further information on the archaeological remains is required. This will be obtained through a programme of archaeological evaluation encompassing the following stages:

- Before conversion of existing WW2 Pillbox into bat roost, recording to no less than level II as recommended in the Royal Commission on the Historic Monuments of England publication 'Recording Historic Buildings' second edition 1991.

- Evaluation trenching

6 AIMS AND OBJECTIVES

6.1 The aims and objectives of the evaluation are as follows:

(i) To determine or confirm the general nature of the remains present.

(ii) To determine or confirm the approximate date or date range of the remains, by means of artefactual or other evidence.

(iii) To determine or confirm the approximate extent of the remains.

(iv) To determine the condition and state of preservation of the remains.

(v) To determine the degree of complexity of the horizontal and/or vertical stratigraphy present.

(vi) To determine or confirm the likely range, quality and quantity of the artefactual evidence present.

(vii) To determine the potential of the site to provide palaeoenvironmental and/or economic evidence and the forms in which such evidence may be present.

7 STAGES OF WORK AND TECHNIQUES

7.1 The Project Specification will provide a clear statement of the archaeological objectives, detailing the relevant aims, objectives and recording strategies.

7.2 The general requirements of work are as follows:

Recording work:

(i) To record by written account the precise location of the buildings, by name and or street number, civil parish, town, etc, and National Grid Reference. Whether listed or scheduled.

(ii) The date when the record was made and the name of the recorder.

(iii) A summary statement describing the building's plan, form, function, age and development sequence. The names of the architects and builder should be researched and reported, the report shall include a description of all internal funerary monuments

(iv) An account of the buildings overall form and of its successive phases of development, and of the evidence supporting this analysis.

(v) Any evidence for the former existence of demolished structures associated with the building.

(vi) Plans of all floors as existing.

(vii) Sections to illustrate the buildings overall form.

(viii) The form of roof timbers etc, to include details of jointing.

(ix) Elevations of the buildings design

(x) A site plan of 1:500

(xi) Copies of any earlier plans.

(xii) A photographic record of the building's external appearance, having regard to and special features.

(xiii) Any external detail, structural or decorative, which is relevant to the building's design, development and use that does not show adequately on general photographs.

(xiv) The buildings relationship to its setting, to other buildings, or to a significant viewpoint.

(xv) The overall appearance of principal rooms as far as possible recreating the lighting conditions in which they would have been used.

(xvi) Internal structural and decorative detailing.

Evaluation trenching

A 10% sample of the site area will be excavated. The project specification must contain a plan of the trench layout.

(i) Any mechanical excavation will be carried out in such a manner as to avoid or minimise damage to the archaeological remains. All machinery used must be of an appropriate nature to suit the situation and be fitted with an appropriate bucket. All machine work must be directly supervised by an archaeologist.

(ii) Spoil should be scanned for artefacts, which should be recorded and retained.

(iii) Sufficient of the features located will be excavated by hand in order to fulfil the aims of the project specification, with reference to the general aims and objectives given above. This will be achieved through an agreed sampling strategy.

(iv) Care should be taken not to compromise the integrity of archaeological features or deposits which might better be excavated under the conditions pertaining to full excavation.

(v) The depth and complexity of the deposits across the whole site should be assessed. Written and drawn records shall be made of the stratigraphy of all trenches, even if no archaeological deposits have been identified.

(vi) Full written and drawn records of all excavated contexts shall be made in accordance with best archaeological practice. Archaeological deposits which are not excavated should be recorded to the maximum extent possible. Records shall include overall trench and site plans. All excavation and recording shall be in accordance with the IFA *Standard and Guidance for Field Evaluations*.

(vii) Recording, cleaning and conservation of finds should follow the IFA *Guidelines for Finds Work*.

(viii) Where human remains are encountered, they should initially be left in-situ and the coroner should be informed as soon as possible. Where their removal is necessary, an appropriate licence should be obtained from the Home Office.

(ix) A programme of soil sampling to recover palaeobotanical, palaeozoological and pedological evidence shall be undertaken as appropriate. The scope of the programme shall be agreed prior to work commencing. Specialist advice shall be sought as necessary and at least one visit to each site made by a relevant specialist during the course of the fieldworks on that site.

7.4 The project will be supervised on a daily basis by a competent archaeologist and managed on a regular, agreed basis by a Member of the Institute of Field Archaeologists registered with an appropriate area of competence.

8 METHODS

8.1 The project specification will include a method statement detailing the methods and standards to be applied in the programme of evaluation, both field and post-field.

9 TIMETABLE AND MONITORING ARRANGEMENTS

9.1 Details of timing should be the subject of discussion between the developer's representative, Babtie Group (the archaeological consultant for Wokingham District Council) and the archaeological contractor. A programme of works, monitoring, recording and access will be agreed in writing before the project commences.

9.2 Babtie Group will monitor the progress and quality of the work at intervals to be agreed. A representative of the archaeological contractor should be present at all monitoring inspections.

9.3 In order to facilitate the monitoring programme, the following will be required:

- a period of notice required to start site works following the award of the contract.
- a projected timetable of work on site.
- the contractor will notify the planning archaeologist and/or archaeological consultant when work commences, and at the start of agreed stages during the course of the project.

9.4 Monitoring is held to be complete only when the archive has been deposited and a suitable report presented in accordance with the brief and/or specification, and/or agreement on publication reached.

10 SITE ARCHIVE

10.1 The site archive will contain all the data collected during the evaluation including records, finds and environmental samples. It should be quantified, ordered, indexed and internally consistent.

10.2 Adequate resources shall be provided during fieldwork to ensure that records are checked and internally consistent.

10.3 Archive consolidation shall be undertaken immediately following the conclusion of fieldwork.

10.4 The archive shall be assembled in accordance with the guidelines set out in *Management of Archaeological Projects* (English Heritage 1991).

10.5 The integrity of the primary field record shall be preserved. Security copies in digital or fiche format shall be maintained where appropriate.

10.6 All finds (other than those of gold or silver) are the property of the landowner. The agreement of the landowner for the ownership of any finds to be transferred to an appropriate museum will be sought.

10.7 Provision shall be made for the deposition of archive and artefacts in the appropriate museum or other repository. The museum shall be advised of the proposed investigation before excavation starts and the contractor shall adhere to any reasonable requirements they may have regarding conservation and storage of excavated material and archive. The archive shall be prepared in accordance with the guidelines published in *Guidelines for the preparation of Excavation Archives for long-term storage* (United Kingdom Institute for Conservation, 1990) and *Standards in the Museum care of archaeological collections* (Museum and Galleries Commission, 1994). Deposition shall take place after completion of the works.

11 REPORTING REQUIREMENTS

11.1 A report should be produced no later than 2 weeks after the completion of the fieldwork.

11.2 The report will address the aims and objectives of the evaluation.

11.3 An estimate of time and staff resources required for report production should be provided. This should include details of arrangements for specialist conservation and analysis of artefacts and ecofacts.

11.4 Details of style and format to be determined by the archaeological contractor. However, the report ***must*** have a front sheet providing the following information:

- Site Name
- Grid reference
- Site activity type (e.g. evaluation trenching, geophysical survey, fieldwalking, etc.)
- Date & duration of project
- Site code
- Area of site
- Summary of results
- Monuments identified (this ***must*** be referenced to the RCHME Thesaurus of Monument Types)
- Location and reference of archive

11.4 The report should include:-

(i) a summary of the project's background;
(ii) the site location;
(iii) a methodology;
(iv) a description of the project's results;
(v) an interpretation of the results in the appropriate context;
(vi) a summary of the contents of the project archive and its location (including summary catalogues of finds and samples);
(vii) site layout plans on an Ordnance Survey base, with the location of the trenches superimposed on the results of any earlier, non-intrusive surveys;

(viii) plans of each trench or area;
(ix) trench sections and feature sections;
(x) site matrices where appropriate;
(Xi) a consideration of evidence within the wider setting.

12 OASIS PROJECT REPORTING

The Wokingham SMR is taking part in the pilot study for the *Online Access to Index of Archaeological Investigations* (OASIS) project. The overall aim of the OASIS project is to provide an online index to the mass of archaeological grey literature that has been produced as a result of the advent of large-scale developer funded fieldwork. The archaeological contractor must therefore complete the online OASIS form at **http://ads.ahds.ac.uk/project/oasis/.** If the archaeological contractor does not have internet access a paper copy of the form can be obtained from the Wokingham SMR, Babtie Group, School Green, Shinfield, Reading RG2 9HL. Contractors are advised to contact the Wokingham SMR prior to completing the form. Once a report has become a public document by forming part of a planning application, Wokingham District Council will place the information on a website. Please ensure that you and your client agree to this procedure in writing as part of the process of submitting the report to the Principal Archaeologist.

13 STANDARDS

The project should be carried out to the highest professional standards and conform to the IFA *Code of Conduct and Code of Practice*. The IFA's *Code of approved Practice for the Regulation of Contractual Arrangements in Field Archaeology* will be applied throughout the selection procedure and contract period.

14 PUBLICATION & DISSEMINATION

14.1 A copy of the results will be supplied to the Wokingham SMR on the understanding that this will become a public document after an appropriate period of time (usually not exceeding six months).

14.2 The archaeological contractor will supply the SMR with a representative set of catalogued slides taken during the projects, together with selected negatives, for future use in lectures, publications, or other publicity material.

15 OTHER FACTORS

15.1 The specification may be varied, subject to agreement between the contractor, the landowner/developer and Babtie Group, in response to significant discoveries during the evaluation process.

15.2 Once a satisfactory report has been submitted a completion notice may be issued to the applicant if requested. The notice will confirm that the archaeological scheme of work has been completed and that it has complied to the brief and is of an acceptable standard. This notice has no statutory force, but if the work has been undertaken as part of a planning application, the planning authority may require it as proof of compliance with a planning condition or before they determine an application.

Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 𝒟 0118 939 0700
Our Ref: 02/01138/REG3/JW
Your Ref: Kgb02
Direct: ☎0118 939 0435

3 October 2002

Babtie Group (archaeology)
School Green
Shinfield
Reading
RG2 9HL

Attn: Kev Beachus

Your contact is: Julie Williams, Planning and Transport

Dear Mr Beachus

JUNCTION 11/M4 APPLICATION

I have just been sent your comments on this application by Wokingham D.C. This application was submitted to Reading and Wokingham as the site straddles the boundary but as the bulk of the site lies in Reading it will be for this authority to determine the application. I apologise for our not consulting you but in view of the response from English Heritage to the scoping report for the Environment Statement I had assumed that the archaeological interest had already been assessed and discounted as an issue.

It is not clear from your letter if you have seen the relevant section in the ES so I enclose a copy with this letter. Once you have read it could you clarify if you still have any concerns as I would hope that much of what you refer to in your letter is covered in this section.

I look forward to your reply, hopefully by the end of October.

Yours sincerely,

Julie Williams
Planning

Beacon Council: 2001-2002 Town Centre Regeneration

Reading Friends of the Earth
C/o. 27, Instow Road,
Earley,
RG6 5QH.
7th October 2002.

Planning Department
Reading Borough Council,
Civic Offices, Reading.

Dear Ms Williams,

M4 Junction 11 - Application 02/01138/REG3

Reading Friends of the Earth object to this application to expand Junction 11 of the M4, and believe that the Council should abandon it or request a Public Inquiry.

Our objection is on four principal grounds:

- It will allow an unsustainable growth in vehicle traffic on the M4 and A33, and is therefore a waste of money - this traffic growth appears to contravene many national and local Policies calling for reductions in the rate of traffic growth. The Council and Central Government should be pursuing policies to reduce long-distance commuting by car which would make major junction expansion un-necessary.

- Unless steps are taken to reduce demand the pressure for access will be so great that if the junction ceases to be a bottleneck traffic will increase to levels that will bring unacceptable congestion to the M4 and to the roads of South Reading. The concept of accommodating 'capped traffic growth from committed land uses' appears flawed.

- The proposed development is being pursued without any committment to the Mereoak Park-and-Ride or to the associated changes to the Mereoak Roundabout when the three projects are complementary.

- We question some of the detail of provision for pedestrians and cyclists.

Our objection draws on the published planing application, the July 2001 "M4 J11 Improvement Proposals" document from Peter Brett Associates, and on responses from Peter Brett Associates to questions we raised in an e-mail dated 23rd September 2002. We attach this last document as an appendix.

We hope you will keep us informed of progress with this application.

Best Regards,

John Booth for Reading Friends of the Earth.

1. **Objection in Principle - Unsustainable Traffic Growth**

Planned Traffic Growth Figures

The first table shows the simulated growth in vehicle movements through the junction:

Table 1: Total Junction Demand - Vehicle Movements				
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours	Change from previous (mean)
May 1999	5,746	6,261	5,988.5	
Autumn 1999	7,219	7,508	7,363.5	23%
Plan 2006	9,463	10,046	9,754.5	32%

It is clear that the Council is planning for a substantial increase in traffic, much of which will travel a considerable distance along the M4 or the A33.

The second table shows the simulated number of vehicle-hours taken on these journeys - the total travel time in the modelled area (near the junction) for the vehicles travelling during the peak hour:

Table 2: Travel Times - Vehicle-Hours			
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	1,102	1,339	1,220.5
Base Net 2006	4,339	5,386	4,862
Stage 1 2006	2,150	5,886	4,018
Ultimate 2006	572	1,559	1,065.5

The third table shows an estimate of the journey time for the average peak hour trip calculated by converting the figures in Table 2 to Minutes and dividing by the figures in Table 1:

Table 3: Time per Trip - Minutes			
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	9.2	10.7	9.9
Base Net 2006	27.5	32.2	29.9
Stage 1 2006	13.6	35.2	24.7
Ultimate 2006	3.6	9.3	6.6

This table is an estimate of delays at the junction as percieved by those using it.

It is important to understand that all the simulations for 2006 are made with the same '2006' estimated volume of traffic through the junction.

These figures suggest extreme congestion in the **'Base Net 2006'** scenario - the network simply cannot cope with the volume of traffic. This sort of 'Do Minimum'scenario is modelled so that developers can show 1) that the present junction can't take projected traffic flows and 2) that a great deal of time, which has a money equivalent in the cost/benefit analysis, could be saved by expanding the junction.

It can be argued that this scenario is unrealistic - drivers would not tolerate such levels of congestion with some journeys taking nearly an hour for a distance of less than a mile. For this reason the higher estimates of economic benefit of the junction, which assume high levels of congestion in the 'Base net 2006' scenario, are unrealistic.

The **Stage 1** simulation results show journey times in the PM peak longer than with the Base Network, with the same traffic flows, despite the £38 million improvement of J11 ..... This is explained as being due to the tail-back from the Mereoak roundabout blocking J11.'

The **'Ultimate Scheme'** simulation which includes the Mereoak roundabout changes shows a very significant reduction in journey times to on average two-thirds of those experienced in autumn 1999, despite the large increase in traffic flow.

The next table shows the changes in flows in specified directions over the three scenarios.

Table 4: A.M. Peak Flows - specified directions

	A.M. From M4	A.M. From A33(S)	A.M. A33 Into Reading	A.M. Onto M4	A.M. Onto A33 (S)
1999 May	2,651	1,693	1,303	1,849	1,585
1999 Autumn	3,433	1,835	2,504	2,593	1,800
2006 Plan	4,315	2,220	3,614	1,838	2,512
Change from Autumn 1999	+882	+385	+1,110	-755	+712

It can be from the first two columns that there is a large increase in traffic approaching the junction from the M4 and A33, and from the last column that there is a large increase in traffic southbound on the A33. The increase in traffic up the A33 into Reading (column 3) is almost as large as the increase in traffic approaching the junction from the M4 and A33.

Growth in Long Distance Commuting - Policy Framework:

The planned increase in use of the Junction is approx. 2,200 vehicles in the peak hour or 32% above autumn 1999 levels. We would expect traffic also to rise outside the peak hour. Much of this traffic will be engaged in long distance commuting on the A33 or M4.

This is directly contrary to PPG 1 which says in paragraph 23:
"In order to achieve sustainable patterns of development and to help reduce the environmental impacts of transport, local authorities should integrate their transport programmes and land-use policies in ways which help to:
* ***reduce growth in the length and number of motorised journeys;***
* ***encourage alternative means of travel which have less environmental impact;***
and hence
* ***reduce reliance on the private car.*** (our emphasis)

It is also contrary to PPG13 which says:
1. Our quality of life depends on transport and easy access to jobs, shopping, leisure facilities and services; we need a safe, efficient and integrated transport system to support a strong and prosperous economy. But the way we travel and ***the continued growth in road traffic is damaging our towns, harming our countryside and contributing to global warming***.
4. The objectives of this guidance are to integrate planning and transport at the national, regional, strategic and local level to:
• promote more sustainable transport choices for both people and for moving freight;

• promote accessibility to jobs, shopping, leisure facilities and services by public transport,
walking and cycling, and
• ***reduce the need to travel, especially by car.***
(our emphasis)

It is also contrary to Para. 3.05 of the Deposit Draft Structure Plan (2002) which says: People will have easy access to work, leisure, education, retail, health and other services and each other. ***The need to travel and the distance travelled will be less than at present*** because careful choices will have been made as to the location of commercial and residential development.....(our emphasis)

Policy T1 of the Deposit Draft Structure Plan says the Councils will use their planning and transport powers to:
(i) reduce the rate of growth in the number of car miles driven through the management of car parking and road space
.....
(v) secure the reliable movement of goods and people to, from and through Berkshire, in a manner compatible with the proinciples of sustainable development.

Explanatory memorandum 9.20 of the Deposit Draft Structure Plan discusses this policy.

The Council's policies of permitting employment growth above the needs of the local population is expected to increase the demand for travel. Increasing the capacity of J11 for general traffic will discourage the use of travel modes other than the private car.

Environmental Impacts:
Carbon Dioxide:
This is the main man-made 'greenhouse gas' which is believed to be speeding up climate change (as referred to in the PPG13 quotation above). It is liberated whenever fossil fuel is burned, so most of the carbon in petrol or diesel fuel is converted directly to carbon dioxide and emerges from the exhaust pipe.

The DETR document "Tackling Congestion and Pollution" (January 2000) states:
"CLIMATE CHANGE"
"47. Under the Kyoto Protocol, agreed in 1997, developed countries took on legally binding targets for reducing their greenhouse gas emissions. The UK's target is to reduce its greenhouse gas emissions to 12.5% below 1990 levels over the period 2008-2012. The Government also has a more challenging domestic goal of reducing carbon dioxide emissions to 20% below 1990 levels by 2010."
"48. The transport sector accounts for about 23% of total carbon dioxide emissions, and within this, road traffic is one of the fastest growing sources. Transport also produces other greenhouse gases, including nitrous oxide, methane and hydrofluorocarbons."

Speaking in Maputo, Mozambique, on his way to the World Summit, on September 2nd 2002 Tony Blair said:

" we need to build on Kyoto but we have to recognise, in my judgment, one stark fact. Even if we deliver on Kyoto and the commitments on climate change, it will at best mean a reduction of 1% of global emissions. Now that is far better than the emissions rising, and rising, and rising, but that is actually what we do if we all agree the Kyoto Accord and implement it. But we know from recent reports that to stop further damage from climate change, and to stabilise the global climate system, in fact we need a 60% reduction worldwide."

If many more people are commuting by car into Reading from increasing distances it is clear that they will be using more fossil fuels than if they did not do so, but instead worked closer to their homes or travelled by a less carbon-intensive mode than the private car.

Without the expansion of the Junctions significant numbers of travellers would be deterred from travelling by car by congestion at the junctions so less carbon dioxide would be released.

Expanding the Junctions encourages the use of motor vehicles for long-distance trips when to achieve a 60% reduction in emissions the authorites should be planning for a significant reduction in vehicle use.

The calculations in the Environmental Statement relate only to emissions by traffic on roads close to the junction, so do not reflect the much larger emissions on the much longer journeys along the A33 or M4 to or from the junctions. The modelled change between 1999 and 2006 is small because the increase in traffic is offset by the assumption of a significant improvement in fuel economy (mpg) of vehicles over this period.

The statement in the Environmental Statement Section 5.4.2 that "The improvements in the Junction are likely to generate a reduction in annual emissions of CO_2 in 2006" is true ***for the area close to the junctions*** if compared to the 'Base Net 2006' scenario because emissions are slightly reduced if traffic flows are less congested, but misrepresents the overall picture of emissions over the whole journey distance.

Air Quality:
The Environmental Statement does not analyse the effects of the level of traffic on the M4 on the Air Quality Management areas which Wokingham has declared along the M4. The LAQM areas have been designated on the assumption of traffic growth on the M4 to 2005. If policies of traffic reduction were followed leading to a reduction in traffic on the M4 it would improve air quality in these critical areas.

Of wider importance is the likely total quantity of Oxides of Nitrogen (NOx) emitted by the increased traffic along the M4. This chemical is formed during fuel combustion, especially during high speed running. It has local effects on health but, perhaps more importantly, is a precursor of ozone which is known as 'summer smog' which can exacerbate respiratory problems for many and is linked to many early deaths. Ozone is not included in the Local Air Quality management targets, precisely because NOx is persistent in the atmosphere and so high ozone levels do not necessarily reflect high local NOx emissions. Predictions of future Air Quality say that ozone levels are likely to continue to be a problem. Approx. 50% of ozone formation is due to vehicle emissions.

The environmental statement takes no account of the high levels of NOx emitted by traffic on the A33 and M4, nor of the increase in emissions due to additional traffic.

Noise:
The DETR document "Tackling Congestion and Pollution" (January 2000) states:
Noise
62. High levels of noise can lead to serious annoyance, affecting our quality of life. Road traffic growth is one of the main causes of increasing noise in our communities. There was a 64% growth in the number of complaints about road traffic to Environmental Health Officers between 1982 and 1993/4, far higher than the growth in traffic during that period. ***Policies to reduce road traffic growth,*** and to improve traffic flow by reducing the amount of stopstart driving, should help reduce the levels of noise in our communities.
(our emphasis).

The M4 already creates a substantial amount of noise which should be reduced. More traffic, 'generated' by the junction improvements, will increase the amount of disturbance.

Consequences for Congestion:
We note the Council's statement that local roads can accommodate the planned increase in traffic at the Junctions, which is not supported in the application by any simulation or analysis of the delays due to congestion in South Reading.

Section 3 of the Transportation Assessment describes the existing problems at the site. Para 3.3 states : traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening. If this is already the case surely the M4 will exhibit worse congestion with the planned increase in traffic.

Economic Evaluation:
We believe that the economic analysis is flawed in the direction of junction expansion and increased traffic. The economic analysis shows large benefits based on the hypothetical difference in journey time due to reduced delays at the junction ..... on the assumption that people would make these journeys anyway.

This is a false assumption - as discussed above levels of traffic at the junction have been shown to be very sensitive to the levels of congestion - rising by 23% in a few months in 1999. Without the junction improvements there would be less traffic. Without the continuing increase in employment in South Reading there would be less traffic. Yet neither of these options has been subjected to a full economic and environmental analysis.

There is no consideration of the benefits of reduced spending of time and money on travel which would result from people living closer to their places of work - thereby avoiding commuting into Reading - so the analysis does not show the true cost to the economy of wasted time and money resulting from present policies to increase employment in Reading.

Alternatives to Junction Expansion

Reading has a serious problem with the imbalance between the local labour supply and the number of employment opportunities being created. It should not try to solve this by expansion of housing south of the M4 on Wokingham's land - this would create an even more dispersed population which would still have to cross the M4 for work, shopping and recreation, and would tend to increase the population of the South East of England which is already overcrowded.

We are not suggesting a 'Do Nothing' approach. Here are some suggestions towards an alternative strategy:

Land Use Planning:

In the area between the M4 and the Thames Reading and Wokingham could adopt an aggressive policy of converting office space, and land with planning permission for employment, to housing use. This would address the imbalance between jobs and numbers of workers. In particular Phase 3 of Green Park expansion should be converted to housing or possibly a road/rail freight exchange.

Transport Initiatives:

The 'Green Park' station should be opened on the Basingstoke Line, with shuttle-bus links to the office area.

Businesses should be encouraged to develop green transport plans to get their staff to work in mini-buses or shared company cars.

Workplace car park charging should be introduced, with charges varying depending on location and on time of arrival and departure.

Mereoak Park-and-Ride should be implemented with bus lanes up to the M4 Junction and traffic signals at the Mereoak Roundabout.

Congestion Charging:
Vehicles entering or leaving Reading from the south could be charged a fee to enter Reading, based on time of journey. To avoid rat-running charges would have to be levied at all roads leading into Reading from the south. Local residents could be given discounts or rebates.

If traffic at J11 up the A33 to Reading was held to 2,500 vehicles in the peak hour, then total traffic over the day might be around 10,000 trips each way at busy times. Charging at a rate of £1 per day on 240 days would raise £24 million per year at this junction alone.

2. Will There Be More Traffic Growth than Planned?:

The Planning Application states that Reading's Roads can accommodate the increase in traffic modelled for 2006, but cannot take any further traffic growth. There is no simulation presented to support this assertion.

However Table 3 suggests that with the ultimate scheme trip times through the junction would be about two-thirds of the 1999 figure, which drivers would experience as relatively uncongested.

Table 4 shows that the planned increase in traffic northbound up the A33 in the AM peak is only 1,110 above the Autumn 1999 figure.

An analysis for Reading Borough Council by Prism (A Compendium of Research on Life in Reading – 2000/2001 - RBC, table 30) predicted an excess of jobs over workers of 30,000 for Reading and 65,000 for the Reading travel-to-work area, in 2011.

A similar analysis we have received from the Berkshire Joint Strategic Planning Unit gives the excess of jobs over workers for Berkshire as 6,770 in 1996, predicted to rise to 50,315 by 2006. These figures do not seem to take account of the large numbers of Berkshire people who commute to London and elsewhere outside the County, so the excess of jobs over workers wishing to work locally would be even greater.

The Deposit Draft Berkshire Structure Plan for 2001 to 2016 (6.07) says:
"Forecasts of the overall population of Berkshire, based upon the current RPG9 housing figures, suggest that it is likely to show a small increase of about 24,000 during the lifetime of the Plan. The economically active population may even fall during this period."

However the expected growth in employment at Green Park and WorldCom sites is said to be 19,000, and Reading has near-zero unemployment so very many of the workers to meet the increase in employment will commute in from some distance.

Clearly all these new employees will not use J11 in the morning peak hour, but it seems very likely that more than 1,110 will choose to drive in if the junction appears relatively uncongested.

Unless measures are taken to constrain the growth of traffic into Reading it seems very likely that traffic into Reading will rise above the 2006 simulated level, and will rise until congestion over the whole of people's trips rises to a high enough level to deter further traffic growth – at which point people will be wasting a lot of time in traffic jams.

The 23% increase in traffic at the Junction in 1999 when the A33 Relief Road was opened, of which 1,200 was an increase in traffic along the A33 into Reading, shows how quickly traffic can rise when a route becomes less congested.

There is no easy way to predict at what level traffic flows will peak because the published simulations are only for the M4 and Mereoak junctions, and give no information about the surrounding roads. It would be necessary to run a congested assignment model for South Reading to try to establish this information.

The increase of traffic on the A33 into Reading is only 1,110 and the 2006 total is only 3,614, so a further 50% increase, which might be enough to make local roads very congested, would only increase total traffic through the junction by about 1,800 vehicles. This will be used as an estimate of the likely ultimate increase in traffic at the junction, bringing the total to approximately 11,250 or approx. 4,000 more (53%) than in late 1999.

The comment from Peter Brett Associates in answer to our Question 6 that " the Borough aims to produce an improvement which would be capped at 2006 Structure Plan levels" is interesting. When the South Reading Traffic Model was being developed there was a cap on traffic to Green Park up to 2006 at 6,500 movements per day, by agreement with the developers. That agreement has now been removed. There is therefore no cap on traffic growth in South Reading.

3. Mereoak Roundabout and Park and Ride:

We believe that higher priority should be given to the Mereoak Roandabout and the Park and Ride than to the major changes to Junction 11. Certainly major changes to Junction 11 should not go ahead until the Mereoak Roandabout and the Park and Ride are committed schemes with funding and planning permission.

We do not necessarily support the detail of the proposals from Wokingham for changes to the roundabout - a less dramatic scheme might be more cost-effective if the Councils introduced effective traffic reduction measures as outlined above. However it is clear that some form of traffic light control will be necessary to give priority to buses and to manage the flows from J11 in the PM peak.

Evidence from traffic simulations is that changes to the Mereoak roundabout will have a very beneficial effect on congestion, and we believe that the Park and Ride should be implemented very soon, to give people from south of the motorway the opportunity to enjoy a high quality service across the junction.

4. Details of Walking and Cycling Provision:

We think it is important that good facilities for pedestrians and cyclists are created, but we are concerned that the proposed bridges will be unsightly and expensive, and un-popular with those who may use them.

In particular the bridge across the A33 southbound from the junction looks extremely steep and has dog-leg bends in two places. It seems very unlikely that many people would be able to manage this on bicycles without dismounting and walking, yet the route will not be attractive if people have to push cycles up steep and narrow slopes.

One possibility would be a spiral bridge for cyclists with direct steps for pedestrians.

However in general narrow bridges over heavy traffic are not attractive places to be - as anyone who has crossed the bridge to the east of the junction will agree.

Another alternative which should be considered is an at-grade crossing with the bus route, so that cyclists and pedestrians crossed between the bus lanes, and continued between the bus lanes to Mereoak Roundabout.

End of Objection by Reading Friends of the Earth.

Appendix: Responses to Questions from Reading Friends of the Earth forwarded by Peter Brett Associates on 3rd October 2002.

Junction 11, M4 Motorway – Air Quality

Responses to questions from Friends of the Earth

Q1. Over what road network were carbon dioxide emissions calculated? What allowance was made for improved vehicle m.p.g. between the base year and 2006?

The carbon dioxide (CO_2) emissions were calculated over the road network indicated in Figure 4 of Volume 2 Technical Report: Air Quality. The emissions of carbon dioxide were calculated using the methodology in the Design Manual for Roads and Bridges (DMRB), Volume 1, Section 3, Air Quality[1]. This methodology does take some account of changing fuel economy for different types of vehicles over time. Thus, although there is predicted to be an increase in traffic over the road network modelled between 2001 and 2006, emissions per vehicle kilometre are expected to decline. Overall the effect is a small decline in CO_2 emissions over the period 2001 to 2006.

In the assessment we have estimated the impact of the scheme, that is estimated the emissions from the current junction and proposed junction in 2006, and taken one from the other to determine the impact of the proposed scheme on CO_2 emissions.

Q2. Were any calculations done on the effect of increase in M4 traffic from 1999 to 2006 on Air Quality in Wokingham's AQM areas along the M4? If so, what were the results? If not, why not?

The declaration of an air quality management area (AQMA) is based on the prediction of concentrations for the year in which the relevant objective applies. For nitrogen dioxide, the pollutant for which the AQMA was declared, the objective must be met by the end of 2005. Wokingham District Council modelled concentrations, taking into account predicted increases in traffic along the M4 motorway, and the decline in emissions per vehicle kilometre due to improved vehicle technology, to estimate concentrations in 2005 as part of its Air Quality Review and Assessment.

The assessment of the proposed improvements to Junction 11 estimated concentrations in 2001 with the current junction layout (baseline) and in 2006 with the current and proposed junctions. These calculations take account of the increase in traffic using the road network modelled over the period 2001 to 2006. Concentrations were modelled at 8 locations (receptors) identified as those most likely to be affected by the proposed junction improvements. No impact of the scheme is anticipated on these receptors. Therefore it is very unlikely that there will

[1] The methodology n the DMRB is based on emission factors developed by TRL. The emission factors are available on www.trl.co.uk

be any impact on receptors within the Wokingham AQMA, and therefore they were not modelled. It should be noted that at the boundary of an AQMA there is not a sharp gradient in air quality. The boundaries are often decided on a very pragmatic basis e.g. following ward and/or district boundaries.

Claire Holman
23 September 2002

`M4 J11 Improvement Project
11090

Answers to Questions raised by John Booth of Reading Friends of the Earth by E mail dated 23 September 2002 in respect of several elements of the M4 J11 supporting Transportation Assessment.

Each question is repeated in full followed by a full answer which relies heavily on material extracted from the Transportation Assessment Report and other documents already in the public domain.

DJG
24/9/02

Question 1 – what is the network for which these figures were produced? How does it differ from the South Reading model used in the Wokingham District Plan Part 1 Inquiry (with which I am a little familiar from involvement in the Grazeley Inquiry)? Maybe send me a map? Does it include all traffic queuing on A33 and to the south on A33 and Basingstoke Road to the north? How far into Green Park does it go?

Answer to Q1

Para 8.3 of the Transportation Assessment states that

> 'Future year design flows were obtained from the South Reading Model for 2006 using Structure Plan commitment land uses'

The remainder of this paragraph describes how this model was constructed by the former County Council and accepted as the best tool available for the purpose of supporting the previous Structure and Local Plan development work including the extensive Local Plan Inquiry referred to in the question.

Operational assessment was undertaken with the Paramics micro simulation programme and Para 8.4 describes the base model as covering

- Imperial Way Roundabout
- RIPB Gyratory

- M4 J11
- Mereoak Roundabout

The remainder of para 8.4 and paras 8.5 and 8.6 describe the various Paramics models built and the origins of traffic flows used in those tests.

Question 2 Which version of the 1999 traffic flows and vehicle hours relate to the base network.

Answer to Q 2 Para 8.1 of the same document describes how the post A33 Relief Road figures - measured on site in Autumn 1999 – were used as the basis for scheme operational assessment. In addition the last two sentences of para 8.4 state that the base model

> " was validated against AM and PM Peak observed Post A33 Relief Road 1999 flows and typical queues and was independently appraised as a best fit model by the Paramics technique developers – SIAS"

Question 3 The figure I have for Stage 1 Bid Scheme 2006 PM total hours is 5886 which is more than the Base Network 2006 figure of 5386 is this a misprint? Does the stage 1 scheme really increase delays in the PM Peak beyond the figure for Base Network 2006? If so why? Is it true to say that the average journey time in the peaks (AM & PM) with the stage 1 scheme will be twice as long as in 1999.
Answer to Q3

The figures quoted are taken from Table 9.6 of the Borough Councils main funding submission document in July 2001 – M4 J 11 Improvement Proposals. These figures are extensively discussed in para 9.6 - 9.21. In particular paras 9.11 – 9.20 are relevant in answer to this question and are reproduced in full below. Para 9.18 is of particular importance in emphasising the specific residual operational management issues.

9.11 The base model shows quite extensive queuing with the network not able to accommodate the base demand for movement. This is reflected quite clearly in practice on the ground with the operators of Reading UTC control working hard to limit the length of queues at present particularly on the motorway approaches. However, this can only be achieved by penalising the local road network giving rise to extensive regular queuing on the A33 northbound approaches (am) and A33 southbound approaches (pm). There are also extensive diversions particularly via the A327 overbridge and residential roads both north and south of the M4.

9.12 The Paramics work reflected the difficulties experienced at the junction in practice with a tendency for the short weaving sections to block causing the junction to lock completely. This is a regular feature in reality which results in a complete failure of traffic throughput. With real traffic demands at the height of the peak period of around 150 vehicles per minute this situation can (and does) produce queues of several kilometres within 5-10 minutes. At present this can

be resolved only through direct operator intervention via the UTC system or by Police action on the ground.

9.13 The Paramics work also clearly demonstrated the sensitivity of the network to incidents such as breakdowns or accidents blocking a single lane. In practice this happens quite frequently and can affect travel conditions over 1 km from the source within a short period of time. The Paramics work also demonstrated the blocking back effect of southbound traffic during the PM Peak caused by the inadequacies of Mereoak Roundabout. In practice, this can cause significant problems (often beyond 18.00 and the end of the traditional peak period) leading to blocking of the S.E. quadrant and queues on the M4 westbound off slip road.

9.14 The base model was then tested with the modelled 2006 Structure Plan commitment demand flows described above. As anticipated this significant increase in demand exacerbated the problems discussed above and, quite clearly, demonstrated the total inadequacy of the present network to accommodate these demands. It is also thought unlikely that the viability of park and ride services could be maintained under such conditions.

9.15 Significant peak spreading has already taken place with, in effect, peak flows being largely sustained at present over 2 hour peak periods. Consequently there is little room in practice for additional peak spreading in order to accommodate these demands. The Borough Council is striving to bring forward car sharing schemes, innovative public transport projects and initiatives to promote walking and cycling with the enthusiastic support of local business. However,, concerns remain that the existing network if left unimproved will provide a major disincentive to local employment growth

9.16 The results contained in Table 9.3 demonstrate the modelling work which was done for instance to limit the extent of queuing on the M4 approaches in the morning peaks and the resultant knock on effect for journey times on approaches from the south (Basingstoke Road (S), A33 (S) and Mereoak Lane).

9.17 Even then (as can be seen from the results) the whole network is heavily congested and unbalanced and the modellers were unable to prevent additional delays arising particularly on the M4 approach from the east. The inadequacies of the Mereoak roundabout to the south also becomes a real constraining factor. In the AM peak this constrains all flows from the south and in the evening southbound traffic tends to block back through J11 itself fouling all movements, particularly from the M4.

9.18 The bid scheme was similarly tested using 2006 Structure Plan commitment predicted flows. In the am peak the network performed well under simulation although Mereoak Roundabout remains as a significant constraint on operations. In the pm peak it was found necessary to restrain throughput southbound on the A33 to prevent blocking back from Mereoak Roundabout (as described on the base model) from fouling the new gyratory. Hence benefits from this interim arrangement tend to be constrained particularly during the PM peak period. However, it should be emphasised at this stage that the project

partners are committed to bringing forward complementary improvements to Mereoak Roundabout as discussed below. The Bid Scheme represents the first stage only of this bigger scheme. Wokingham District Council is strongly committed to bringing forward this complementary work as soon as possible as covered by that authority's LTP and Annual Progress Report.

9.19 In practice it is considered that this effect can be designed out of the scheme by several possible measures which will be brought forward by the Borough and its partners if necessary during detailed design. However, these would only prove to be necessary should the southern elements of the project be delayed beyond Wokingham District's currently committed programme. These measures are:

- advanced signals on the Mereoak Roundabout approaches to enable forced discharge southbound if necessary.
- automatic incident management systems to react to blocked conflict points.
- careful operational management of the network to enable those traffic streams with a free exit to move whilst constrained streams remain held where stacking space is available.

These measures are considered to be effective to deal with any interim difficulties that may arise prior to completion of the ultimate scheme. However, all are difficult to model using any standard techniques.

9.20 It should be noted that bus journey times are considerably improved (see Table 9.7) by the Bid Scheme giving significantly more attractive journey times even with the residual issues of Mereoak Roundabout.

The penultimate part of Q3 is potentially misleading. Para 9.18 makes quite clear that the
Application Scheme is the first significant stage of a bigger project and that, as a result, the benefits do tend to be constrained initially although taken overall the scheme is sufficiently robust to justify the scheme as a standalone project. The PM peak results comparison made merely emphasises that it is inappropriate to make fine comparison on results within a modelled network that still has major operational constraints – the existing Mereoak roundabout. The Application Scheme, in essence, will provide the opportunity for optional dynamic management of traffic demands but only within the constraints of the remaining network. When the residual constraint is removed then the (Ultimate Scheme) figures demonstrate quite clearly the degree to which the overall scheme benefits had been constrained by the Mereoak Roundabout issue.

The Application Scheme will of course also afford an excellent degree of priority to public transport, pedestrians and cyclists. By contrast the existing junction would retain all of its existing difficulties for these modes. It should be emphasised that benefits arising to these modes were not included within the 2001 scheme justification.

The final part of Q3 is particularly misleading as it compares two significantly different (30%) traffic bases (1999 and 2006)

Question 4 It looks as if adding the Mereoak Roundabout (to give the ultimate scheme) gives a substantial improvement in flow rates – reducing vehicle hours by

approx 73% in both AM and PM peaks.....is this really the case? Why is the improvement so great? Is it a coincidence that both AM and Pm peaks are reduced by the same proportion.

Answer to Q 4

The figures referred to are again taken from Table 9.6 of the Borough Councils main funding submission document in July 2001 – M4 J11 Improvement Proposals. The answer to Q3 above has already relied on paras 9.11 – 9.20. Paras 9.17 – 9.20 particularly discuss the continued inadequacies of Mereoak Roundabout to the south with the bid scheme (now the application scheme). Consequently it is no surprise that if these inadequacies were to be resolved (as with the Ultimate Scheme) then significant benefits would be experienced with the operation of the improved J11. This fact was stated within para 9.21

Both the Application Scheme and Wokingham District's Mereoak Roundabout scheme have been developed as a comprehensive project to accommodate 2006 Structure Plan Commitment flows and future public transport needs. They are seen by the two authorities as a staged approach to transport need although Stage 1 – the Application Scheme is justified in its own right. Never-the-less it is entirely logical that the project in totality should perform better than stage 1 alone (or indeed Stage 2 alone). The degree of improvement is not considered questionable in view of the specific operational management difficulties that Stage 2 would resolve.

The overall percentage change arises as an accumulation of changes across the Paramics model and any similarity between AM and PM peaks is entirely coincidental.

Question 5 If the Mereoak roundabout changes make so much difference, have studies been done on a scenario involving major changes to the Meroak roundabout and only minor (and therefore less expensive) changes to M4 J11? What were the results?

Answer to Q 5

Section 3 of the Transportation Assessment describes the existing problems at the site. Para 3.3 is considered particularly relevant and is reproduced in totality below.

3.3 A number of particular problems exist at the site in respect of both traffic patterns and layout which are particularly pertinent and worthy of discussion at this stage. If these problems are not addressed positively then the situation will rapidly worsen. The issues are discussed briefly below:-

- tight weaving sections particularly at the northern end of the gyratory constrain the ability for traffic to use more than 3 lanes to any effect;
- long standing road safety concern (see Section 9);
-

- the proximity of the signalised Reading International Business Park Gyratory on the A33 to the north and the need to operate this closely linked to progression through M4 J11;
- the proximity of the Whitley Wood Road signals immediately along the B3270 to the north east of M4 J11 and the need for closely linked signal control;
- the overall complexity of a compact 5 entry signalised gyratory;
- 3 lane capacity over the existing motorway bridges which restricts overall throughput for all modes;
- lack of positive facilities for pedestrians and cyclists despite this being the motorway crossing point of a route to Ryeish Green School to the south, employment opportunities to the north and housing both to the north and south;
- the proximity of the inadequate Mereoak Roundabout to the south. This gives rise to morning capacity problems currently masked by blocking back from M4 J11. In addition, southbound tailbacks from this junction regularly foul the operation of J11 in the evening peak often causing queuing on the Wood to the north east of M4 J11;motorway;
- the junction regularly locks up causing rapid extensive queuing at peak times affecting both the motorway and the local network over a large radius;
- rat running at all times through inappropriate roads particularly in Whitley
- lack of positive bus priority to facilitate existing services, the planned Park and Ride site at Mereoak to the south and to link with the Basingstoke Road bus priority corridor to the north;
- regular incidents giving rise to extensive queuing both at peak and off peak times;
- daily peak period congestion giving rise to extensive queuing for prolonged peak periods including both motorway approaches;
- regular congestion when the Madejski Stadium complex is in use;
- regular intervention by operators at Reading UTC centre to prevent queuing on the motorway;
- traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening;
- variable trip patterns within individual peak periods caused by commuting to London. For instance at 7.00 there is a dominance of S to E trips which by 8.00 tends to be replaced by S to N trips. A similar phenomenon occurs in the evening giving rise to a heavy late E to S pattern which tends to block back from Mereoak Roundabout;
- the presence of fire, police and motorway maintenance premises just to the north of J11.

It will be seen that difficulties arise across the local network of closely spaced junctions. Consequently the Borough and its partners have accepted the need to provide for a comprehensive project dealing with all these issues rather than leaving some residual problems which will continue to undermine the effectiveness of the local network.

In addition Section 5 of the Transportation Assessment describes the 28 outline options (including minimal improvement options to J11 itself) and the 3 more detailed approaches considered by the Borough and its partners. The aims (described in para 5.4) were to provide

- a safe junction
- good facilities for pedestrians and cyclists
- good priority for buses servicing planned park and ride facilities
- improved peak low traffic capacity capped at Structure Plan 2006 commitment levels and in step with the practical capacity of the surrounding highway network.

It is considered that the suggested approach outlined in the question is flawed in that fail to achieve these aims by producing major capacity improvements at Mereoak but not dealing with the major existing inadequacies of J11 itself. Consequently this particular scenario has not been tested. The July 2001 submission –M4 J11 Improvement Proposals discusses in some depth the reason for dismissing all options considered and rejected (Section 7) whilst Section 8 discusses the logic behind the preferred option development.

Question 6 It looks as though journey times with the ultimate scheme are way below 1999 – so would there still be a lot of spare capacity at J11 before 1999 levels of congestion were reached? Have simulations been done to show sensitivity of journey times to extra traffic at the anticipated 2006 traffic levels with the ultimate road layout? How much could traffic grow before journey time through the junction were similar to those experienced in 1999? (i.e. what's the true capacity increase of the junction?) Would further traffic growth be constrained by congestion in other parts of the network not modelled in this work?

Answer to Q6

The Borough Council's sustainable design philosophy is covered within the Transportation Assessment as paras 4.13, 4.14 and 4.15 reproduced below:

'4.13 The project is considered to be a well balanced solution to longstanding problems which provides sufficient flexibility to permit progressive development of additional public transport capacity in future years. It will also greatly reduce the current barrier to movement by all modes formed by the present inadequate arrangements. The project is the key to delivering the Boroughs policy to encourage sustainable employment growth and inclusive prosperity and is fully in keeping with Government policy for intensification of use and regeneration of urban areas. The project is also an example of innovation resulting from strong

partnership working between neighbouring authorities, the Private Sector and the Highways Agency.

4.14 The above design philosophy could be considered as a departure from the historic Highways Agency approach to highway planning. This approach currently requires projects to be designed and appraised against a future design year of 15 years from day of opening. In the case of the Application Scheme this would be a future year of 2021 based on the current planned opening year of 2006. However, Structure Plan commitments are predicted to give rise to a substantial 30% rise on 1999 peak traffic demands at the junction. These design flows were considered a robust design philosophy by the Borough Council in view of the limited 'spare' highway capacity available on the surrounding unimproved network away from J11. This surrounding network capacity was considered to be the fundamental constraint on supplying further peak hour demand traffic flows to and from the improved junction. The Borough's approach, in essence, has now been endorsed by Government following the Implicit in this overall design philosophy is the need to bring forward parallel alternative travel mode projects (rail, bus, walking and cycling) to deal with additional growth in demand for movement beyond those levels accommodated directly within the Application Scheme. This approach complements the thrust of both Reading Borough and Wokingham Unitary's local transport policies covered by their relevant Local Transport Plans and in turn is supported by Government policy. The form of the Application Scheme has been developed, as a result, with this philosophy in mind and provides good facilities to promote future higher use of bus, walking and cycling modes as an integrated approach to future growth in demand for movement. The facilities are provided in such a way that future growth in these modes can be accommodated without further impact on general traffic operations acceptance of the scheme for funding in December 2001 subject to statutory processes.

4.15. Implicit in this overall design philosophy is the need to bring forward parallel travel mode projects (rail, bus, walking and cycling) to deal with additional growth in demand for movement beyond those levels accommodated directly within the Application Scheme. This approach complements the thrust of both Reading Borough and Wokingham Unitary's local transport policies covered by their relevant Local Transport Plans and in turn supported by Government policy. The form of the Application Scheme has been developed as a result, with this philosophy in mind and provides good facilities to promote future higher use of bus, walking and cycling modes as an integrated approach to future growth in demand for movement. The facilities are provided in such a way that future growth in these modes can be accommodated without further impact on general traffic operations.

This design philosophy is further emphasised within paras 5.4 and 5.5 reproduced below:-

5.4Consequently the Borough Council decided to focus attention and resources on further at grade improvements to M4 J11 which would provide:

- a safer junction
- good facilities for pedestrians and cyclists
- good priority for buses servicing planned park and ride facilities to the south
- improved peak hour traffic capacity capped at Structure Plan 2006 commitment levels and in step with the practical capacity of the surrounding highway network

5.5 The priority order of the above is important as the Borough did not wish to produce car led solutions which were out of step with the limited capability of the surrounding networks to accommodate peak period traffic growth, and with the thrust of national and local integrated transport strategies and policies.

In summary the Borough aims to produce an improvement which would be capped at 2006 Structure Plan traffic levels and which would be broadly in step with the ability of the surrounding unimproved highway network to supply traffic to the new arrangement. Conversely with the current situation the existing junction arrangements provide the fundamental constraint, which prevents the full operational performance of the wider network from being realised. With such complex junctions, there is also a need to ensure that sufficient operational flexibility exists to prevent "locking up" and to facilitate effective incident management.

It is unlikely that significant traffic growth beyond the peak hour traffic design flows is practical within the broader unimproved network and, consequently, this scenario has not been tested.

The intention is clearly that any growth in demand for movement beyond this level would need to be accommodated through the Borough's parallel initiatives to encourage wider and more sustainable use of the entire transport infrastructure.

Question 7 Is it reasonable to calculate average journey time through the network by dividing vehicle – hours by number of vehicles as I have done in my spreadsheet. Should I be aware of any risks in interpreting the data in this way? The figure of 3.6 minutes for AM peak with the ultimate scheme looks very short. If this is not a reasonable way of thinking of this data how should it be interpreted?

Answer to Q 7

This is one approach to enable comparison between options. However, it is difficult to see what this exercise achieves over and above what is already demonstrated by the August 2002 Transportation Assessment and the July 2001 Submission Documents. Paramics literally simulates the movement of individual vehicles throughout the network over the period modelled enabling design and signal timing optimisation. As a result manipulating the end products in this way may result in some degree of oversimplification.

The figure of 3.6 minutes is a case in point where oversimplification may not actually result in greater clarity. Table 9.5 of the 2001 main submission document - M4J11 Improvement Proposals shows average peak journey times through the model from each of the various approaches and will provide a better insight into which flows are considered by the simulation as receiving greatest benefit within the overall junction operation.
Section 8 of the Transport Assessment and Section 9 of the July 2001 submission document – M4J11 Improvement Proposals give detailed guidance on interpretation of the simulation work and numerical outputs.

Question 8 Have any estimates been made of induced traffic because of reduced journey time at the Junction – it looks as though traffic increased by 23% in a few months when the A33 Relief Road was opened in 1999, would there not be a similar effect in 2006?

Answer to Q 8

Significant peak demand growth was recorded at M4J11 following construction of the A33 Relief Road. This factor was discussed in paras 8.1 and 8.2 of the Transportation Assessment. Para 8.2 comments that

> "this reflects the initial increase in capacity following elimination of downstream bottlenecks. Little reduction in adjacent to peak periods is evident with similar to peak hour flows (in the order of 80 –90% of these peak hourly flows) being sustained over 2 hour periods"

The previous downstream bottlenecks formed by the original A33 Basingstoke Road narrowing down northwards from J11 to the Post House Roundabout had provided a major restraint on J11 capacity for many years, causing serious congestion problems, peak hour tailbacks and traffic displacement. This particular problem and its subsequent solution provide an excellent example of just how downstream inadequacies can impinge significantly on the effective operation of upstream junctions. This example also serves to illustrate better the residual issues of Mereoak Roundabout and their potential effects
on the overall performance of the Application Scheme. The effect of demand growth at J11 as a result of reassignment to the newly completed A33 scheme was anticipated and was the reason behind the Before and After turning counts being undertaken.

Para 8.3 explains that future year design flows were obtained from the South Reading Model. This type of model works by considering the optimum route between pairs of origins and destinations across a wider area, As a result the model will reassign trips from heavily congested routes to take advantage of any available junction capacity.

As regards induced traffic both logic and current research suggest that this will not be an issue. The project in effect aims to resolve bottlenecks and to accommodate capped traffic growth from committed land uses. The project is not intended to provide spare capacity to accommodate further peak period growth beyond this level which could

encourage induced traffic. Consequently, the 2006 predictions will represent robust peak period design scenarios.

These 2006 design flows represent some 33% increased demand in peak hours at J11. Logic suggests that this represents the practical carrying capacity of the surrounding highway network – much of which, particularly the motorway, demonstrates regular flow breakdown at peak times. The Borough Council considers that it is the fundamental capacity of the surrounding unimproved network which will provide the ultimate constraint on traffic demand growth at the improved J11. Consequently, one of the fundamental aims of the project is to provide excellent facilities for the more sustainable modes of public transport, walking and cycling which will continue to accommodate increased demand for travel, irrespective of traffic conditions, into the future.

Phil, please log on as objection to JCT 11 - formal copy also on its way to us. Acknowledge. Ta Julie

Martin & Pole, Nicholas - Reading

From: "booths" <booths@clara.net>
To: "Martin & Pole, Nicholas - Reading" <r@martinpole.co.uk>
Sent: 07 October 2002 22:13
Attach: 021007 M4 J11 Obj.rtf
Subject: Re: Reading FoE Objection to M4 J11

Dear Julie,

I attach Reading FoE Objection to M4 J11 proposals. A paper copy will follow by post.

Ps: Have we got copy of press notice for departure yet?

Thank you for getting answers to my questions from Peter Brett Associates - they helped to clarify my understanding of the documents. Unfortunately, with my four day response time included, they added a total of fifteen (calendar) days to the response time.

Please confirm that you have received this objection, and that you can accept it despite its late arrival.

Best Regards,

John Booth.

COMMENTS ACKNOWLEDGED

08/10/02

(6)

Shinfield
Parish Council
Clerk: Mrs. J Barnes, 36 Ryhill Way, Earley, Reading, Berkshire. RG6 4AZ
Tel/Fax: 0118 9547115
E-mail: shinfieldplanning@ukonline.co.uk

11th October 2002

Tanja Davies
Case Officer - Planning Section
Wokingham District Council
Shute End
Wokingham
Berkshire

Dear Ms Davies

Application No CON/2002/7563:M4 Junction 11 Improvements

At the last meeting of our Planning and Transportation Committee it was resolved to make the following comments on the above, inappropriately named 'Junction 11 Improvements' Application. Whilst we are very critical of many features of the scheme and the analysis of impacts on local communities and infrastructure, we do see the need to address the congestion at this important junction.

1. Our main comment as the immediately adjoining Parish Council, is that this scheme must be planned in close conjunction with the proposed improvements to the Mereoak Roundabout and the associated, yet to be funded, Park & Ride scheme. These projects must be treated as the complementary components of an integral scheme to be effective and representative of a Best Value solution. A coordinated approach is essential to minimise the disruption to local communities.

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3. The range of questions put in the Non-Technical Summary far exceed the questions that an individual might ask, yet there are a number of important questions that have not been answered:

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Continued....

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11. The traffic growth statistics suggest that daily traffic will increase by 30% by 2016, yet the design objective is to accommodate a 20 to 30% increase. This range is the difference between operationally acceptable congestion and total gridlock and is therefore unacceptable. The use of a daily statistical average is also flawed. What is needed are statistics relevant to peak use period traffic growth. Such statistics, or estimates of such statistics, have to be available, and without this information the comments we can make are limited.

12. The impact of this proposal on the wider area of Shinfield appears not to have been modelled. Nor have the consequences of replacing the Black Boy junction on the A327 with a Gyratory, been considered. This junction will be key to providing a route from the east which can access Green Park, the Reading International Business Park, Reading Gate, the Stadium and the Oracle without having to go round the new Junction 11 gyratory. Until full information is released on the impact of this arrangement, this Parish opposes the development as the environmental impact analysis is incomplete.

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Continued.....

let's say it costs £1,000 to fix. Then if the problem is not discovered until the next, design and modelling stage, it is likely to cost 10 times as much to fix, ie £10,000. If the problem is not discovered until the implementation and operational stage, then the cost is likely to be 10 times the cost of fixing it at the previous stage, ie £100,000. Have contingencies for such problems been recognised and built into the project costs? If not who will pay for the inevitable over-run costs?

Yours sincerely

Mrs Tracy Sampson
Assistant Clerk

Copies to:
District Councillors x 3

PLANNING SERVICES | HPT
DDL | T&S
DC | ENF
APP |
CS |
30 SEP 2002
COPIES TO |

(1)

17,Copse Drive,
Wokingham,
Berks. RG41 1NA

The Chief Planning Officer,
Environmental Services Dept.,
Wokingham District Council,
Council Offices,
Shute End,
Wokingham.

27 September,2002

Dear Sir,

APPLICATION NO.F/2002/7492 - JUNCTION 11,M4,RECONSTRUCTION OF INTERCHANGE.

The Committee of Wokingham District CPRE has studied the above proposal and has the following comments :

1).It cannot be stressed too strongly that,however good the traffic modelling algorithms are,if the data put into the system is less than precise then the outcome will be of little value.To the best of our knowledge NO origin and destination traffic survey has been done at this location for many years.Without such information any traffic predictions are of dubious value.

2).Because of piecemeal planning,the proposal does not appear to take full account of the future construction and operation of the Mereoak Park and Ride scheme and reconstruction of the Mereoak roundabout.

3).Whilst air quality may not be significantly affected when the scheme is completed and operating normally,during the period of construction there will be a marked impact on air pollution.The construction period of 2 years would appear to be rather hopeful in view of the length of time taken for recent smaller alterations at Junction 11.We would be most interested to have a sight of the Critical Path Analysis which afforded such an optimistic time frame.

4).Many of the answers to likely problems are bland and take little account of day-to-day problems that can occur.

Yours faithfully,

Dr.S.P.Wilford(Chairman,Wokingham District CPRE)

PRUDENTIAL PROPERTY INVESTMENT MANAGERS LTD
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PRUDENTIAL

Ms Tanya Davis
Planning Officer
Wokingham District Council
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26 SEP 2002	
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Our Ref: PruPIM/IM/DOM/MR
Email: mike.rolls@PruPIM.com

25 September 2002

Dear Ms Davis

M4 J11

I understand that the proposals for the new J11 are going to your planning committee in November. You may be aware that Prudential is both a major employer and investor in the area and has a particular interest in GreenPark.

I write to support the proposals for the construction of a new interchange at J11 which I believe is required urgently. I see this as a key junction along the vital corridor connecting businesses to national and international outlets.

One of the most important issues the new junction will address is road safety, a national priority. The scheme is also specifically designed to minimise queuing back on to the motorway from the slip roads. These issues, as well as vehicle integration, public transport, cycling and walking priorities, are all emphasized within the scheme. One of the most congested parts of the road network in Berkshire is the A33 leading North up to the M4. The junction 11 proposals together with the newly published proposals for the Mereoak roundabout are vital to improving this situation.

I therefore hope your members will support this proposal which is important not only to the businesses in the South Reading and Wokingham areas but also to the many residents who travel through the area.

Yours sincerely

pp Michael Rolls FRICS
Director - Property Development

JM/2509mr3em

Registered in England and Wales. Registered Office Laurence Pountney Hill, London EC4R 0HH.
Registered Number 3852763.
Prudential Property Investment Managers Limited is a part of the M&G Group of Companies, the investment arm of Prudential plc in the UK.

Shinfield
Parish Council
Clerk: Mrs. J Barnes, 36 Ryhill Way, Earley, Reading, Berkshire. RG6 4AZ
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13. It is well understood that resolving project and design problems at the planning stage is the very 'best value' approach. In looking at the most devastating project problems that arise, they are typically concerned with interfaces. These may be technical or organisational interfaces. With three complex projects, Junction 11, Mereoak Roundabout and the Park & Ride scheme, there are numerous interfaces to be managed. Is there a clear process in place to manage these interfaces with the authority, to assign costs for fixing interface problems agreed, when they arise? Although we can only cite experience from the Information and Communications Technology Industries, we believe this project management experience has relevance to major engineering projects, It has been found that if problems are identified in the requirements definition and proposal stage, then

Continued.....

let's say it costs £1,000 to fix. Then if the problem is not discovered until the next, design and modelling stage, it is likely to cost 10 times as much to fix, ie £10,000. If the problem is not discovered until the implementation and operational stage, then the cost is likely to be 10 times the cost of fixing it at the previous stage, ie £100,000. Have contingencies for such problems been recognised and built into the project costs? If not who will pay for the inevitable over-run costs?

Yours sincerely

Mrs Tracy Sampson
Assistant Clerk

Copies to:
District Councillors x 3

Martin & Pole, Nicholas - Reading

From: "booths" <booths@clara.net>
To: "Julie Williams" <r@martinpole.co.uk>
Sent: 18 September 2002 21:55
Attach: M4 J11 _1.XLS
Subject: Reading FoE Objection to M4 J11

Dear Julie,

Thanks for 'phone call today.

The points in the planning application I would like clarification on are:

Environmental Statement: Air Quality and Climate Change:
1/. Over what road network were carbon dioxide emissions calculated?
2/. Were any calculations done on the effect of increase in M4 traffic on Air Quality in Wokingham's AQM areas along the M4? If not, why not?
I feel these questions could be covered by a 'phone call or an e-mail (and perhaps a map in the post) - no need for meeting with an expert.

Transport Assessment:
There are a number of figures given for traffic on various roads, and on hours of time taken, and value of time saving.
I would like a better understanding of where they come from and what they mean .....
I attach a spreadsheet in which I have manipulated the top-level figures .....
1/. What is the network for which these figures were produced? How does it differ from S. Reading model used in Wokingham District Plan Part 1 Inquiry (with which I am familiar)? Which version of 1999 is the base year - before or after A33 Relief?
2/. It looks as if adding the Mereoak Roundabout gives a substantial reduction in journey times ..... is this really the case? Why? Some of the links that speed up don't superficially seem to be those to the A33 (S).
3/. It looks as though journey times with ultimate scheme are much below 1999 - so is there still a lot of spare capacity before 1999 levels of congestion are reached? Have simulations been done to show sensitivity of journey times to extra traffic at the anticipated 2006 traffic levels and road layout?
I would like to address these questions in a meeting or a long 'phone call, ideally on Friday p.m.
I don't think I need to talk to an expert modeller (I'm not criticising the modelling) but would like to talk to someone who understands where the figures come from, and what they mean in everyday terms - so that I don't misinterpret them.

I look forward to hearing from you.

Best Regards,

John Booth.

Total Junction Demand - Vehicle Movements

	AM Peak	PM Peak	Mean hr.	Increment %	Increase in Numbers
May 1999	5746	6231	5988.5	N/A	
Autumn 1999	7219	7508	7363.5	22.960675	1375
Str. Plan 2006	9463	10046	9754.5	32.470972	2391

Total Vehicle Hours

	AM Peak	PM Peak	Mean hr.
Base Network 1999	1102	1339	1220.5
Base Network 2006	4339	5386	4862.5
Stage 1 Bid Scheme 200(	2150	5886	4018
Ultimate Scheme 2006	572	1559	1065.5

Ratio	**Vehicles_per_hr**		
Base Network 1999	5.2	4.7	4.9
Base Network 2006	2.2	1.9	2.0
Stage 1 Bid Scheme 200(	4.4	1.7	2.4
Ultimate Scheme 2006	16.5	6.4	9.2

Ratio	**Minutes per Vehicle**		
Base Network 1999	11.5	12.9	12.2
Base Network 2006	27.5	32.2	29.9
Stage 1 Bid Scheme 200(	13.6	35.2	24.7
Ultimate Scheme 2006	3.6	9.3	6.6

Martin & Pole, Nicholas - Reading

From: "Breeze, David" <David.Breeze@reading.gov.uk>
To: <r@martinpole.co.uk>
Sent: 23 September 2002 11:07
Subject: FW: Meeting Re: Junction 11

Julie,

I'd like to attend this one

Thanks

David

David Elworthy
Head of Planning and Transport Strategy
tel: 0118 939 0448
x 2448

-----Original Message-----
From: Mary Matchwick [mailto:MMatchwick@pba.co.uk]
Sent: 20 September 2002 11:45
To: david.elworthy@reading.gov.uk; tedw@edwinhill.co.uk
Subject: Meeting Re: Junction 11
Importance: High

I have today received a fax from Julie Williams of Martin & Pole requesting a meeting on the above. She is available at 10.00am on Wednesday 2nd October at RBC offices. Please confirm your availability.

Regards

Mary Matchwick
Secretary to Mr. Rob Groves
Peter Brett Associates

****
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Reply to both:
Clarification - I have not requested this meeting, I was asked to give my availability for meetings and this was one of the dates. PBA 23/09/02 had suggested having regular meetings to update on progress/problems. Anthony Bolton and Bruce Tindall were also involved.

Martin & Pole, Nicholas - Reading

From: "Phil Coates" <pcoates@pba.co.uk>
To: "David Green" <DGreen@pba.co.uk>; "Nick Hilton" <nhilton@pba.co.uk>
Cc: "Rob Groves" <RGroves@pba.co.uk>; <julie.williams@reading.gov.uk>; <r@martinpole.co.uk>
Sent: 20 September 2002 10:02
Subject: J11 - response to J Booth FoE

Dave/Nick
Having told JB we are to respond in writing to his questions (not by phone) he wishes to re-phrase them. Consequently, we should await his revised note before proceeding. He intends to send them by Monday.
Phil

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> >
> > Transport Assessment:
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> > 1/. What is the network for which these figures were produced? How does
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> > figures come from, and what they mean in everyday terms - so that I
don't
> > misinterpret them.
> >
> > I look forward to hearing from you.
> >
> > Best Regards,
> >
> > John Booth.
> >
> > P.S. please acknowledge receipt of this mail ..... so I know it's
> > reached you.
> >
> >
> >
>
>

Martin & Pole, Nicholas - Reading

From: "booths" <booths@clara.net>
To: "Martin & Pole, Nicholas - Reading" <r@martinpole.co.uk>
Cc: <pcoates@pba.co.uk>
Sent: 23 September 2002 07:18
Attach: M4 J11 _1.XLS
Subject: Re: Reading FoE Objection to M4 J11

Julie,

Phil Coates 'phoned me on Friday and said that it had been agreed that someone would respond to my inquiries in writing, instead of having the meeting which I had requested.

I said that as my e-mail of 18th September had only been intended as a scoping statement for a meeting I would like to submit revised questions, to ensure that I had made them as clear as possible and had covered all the ground I am interested in.

As I am not a professional planner I do not understand all the 'jargon' used in the Planning Application. My aim in asking these questions is to avoid wasting peoples' time by raising spurious objections based on misunderstanding of the data and the analysis made available in the application.

My questions are as follows:

Environmental Statement: Air Quality and Climate Change:
1/. Over what road network were carbon dioxide emissions calculated? What allowance was made for improved vehicle m.p.g. between the base year and 2006?
2/. Were any calculations done on the effect of increase in M4 traffic from 1999 to 2006 on Air Quality in Wokingham's AQM areas along the M4? If so, what were the results? If not, why not?

Transportation Assessment:
There are a number of figures given in Chapter 8 for traffic on various roads, and on hours of time taken, and value of time saving. (I have used 2001 version of document, but I believe the figures are the same.)
I would like a better understanding of where they come from and what they mean .....
I attach a spreadsheet in which I have manipulated the top-level figures .....
1/. What is the network for which these figures were produced, and how does it differ from S. Reading model used in Wokingham District Plan Part 1 Inquiry (with which I am a little familiar from involvement in the 'Grazeley' Inquiry)? Maybe send me a map? Does it include all traffic queuing on A33 and to the south, and on A33 and Basingstoke Road to the North? How far into Green Park does it go?
2/. Which version of 1999 traffic flows and vehicle-hours relate to the base network
1999 figures - before or after A33 Relief opening?

3/. The figure I have for Stage 1 Bid Scheme 2006 PM total hours is 5886 - which is more than the Base Network 2006 figure of 5386. Is this a misprint? Does the Stage 1 scheme really increase delays in the PM peak beyond the figure for Base Network 2006? If so, why? Is it true to say that average journey times in the peaks (AM + PM) with the Stage 1 scheme will be twice as long as in 1999?

4/. It looks as if adding the Mereoak Roundabout (to give the 'ultimate' scheme) gives a substantial improvement in flow rates - reducing vehicle-hours by approx. 73% in both AM and PM peaks ..... is this really the case? Why is the improvement so great? Is it a coincidence that both AM and PM peaks are reduced by the same proportion?

5/. If the Mereoak roundabout changes make so much difference, have studies been done on a scenario involving major changes to the Mereoak roundabout and only minor (and therefore less expensive) changes to M4 J11? What were the results?

6/. It looks as though journey times with ultimate scheme are way below 1999 - so would there still be a lot of spare capacity at J11 before 1999 levels of congestion are reached? Have simulations been done to show sensitivity of journey times to extra traffic at the anticipated 2006 traffic levels with the 'ultimate' road layout? How much could traffic grow before journey times through the junction were similar to those experienced in 1999? (i.e. what's the true capacity increase of the junction?). Would further traffic growth be constrained by congestion in other parts of the network not modelled in this work?

7/. Is it reasonable to calculate average journey time through the network by dividing vehicle-hours by number of vehicles as I have done in my spreadsheet? Should I be aware of any risks in interpreting the data in this way? The figure of 3.6 minutes for AM peak with the 'ultimate scheme' looks very short ..... If this is not a reasonable way of thinking of this data, how should it be interpreted?

8/. Have any estimates been made of 'induced traffic' because of reduced journey times at the Junction - it looks as though traffic increased by 23% in a few months when the A33 Relief Road was opened in 1999 ..... would there not be a similar effect in 2006?

I look forward to hearing from you.

Best Regards,

John Booth.

P.S. Please confirm receipt of this e-mail and let me know when I may expect a full response.

23/09/02

Total Junction Demand - Vehicle Movements

	AM Peak	PM Peak	Mean hr.	Increment %	Increase in Numbers
May 1999	5746	6231	5988.5	N/A	
Autumn 1999	7219	7508	7363.5	22.96	1375
Str. Plan 2006	9463	10046	9754.5	32.47	2391

(Figures from Figs. 11, 12, 13 of "Improvement Proposals" July 2001)

Total Vehicle Hours

	AM Peak	PM Peak	Mean hr.
Base Network 1999	1102	1339	1220.5
Base Network 2006	4339	5386	4862.5
Stage 1 Bid Scheme 200(	2150	5886	4018
Ultimate Scheme 2006	572	1559	1065.5

(Figures from Table 9.6 of "Improvement Proposals" July 2001)

Trips per Vehicle-Hr.

Ratio	AM Peak	PM Peak	Mean hr.
Base Network 1999	5.2	4.7	4.9
Base Network 2006	2.2	1.9	2.0
Stage 1 Bid Scheme 200(	4.4	1.7	2.4
Ultimate Scheme 2006	16.5	6.4	9.2

Minutes per Trip

Ratio	AM Peak	PM Peak	Mean hr.
Base Network 1999	11.5	12.9	12.2
Base Network 2006	27.5	32.2	29.9
Stage 1 Bid Scheme 200(	13.6	35.2	24.7
Ultimate Scheme 2006	3.6	9.3	6.6

Barnett, Phil

From: Penner, Henry
Sent: 15 October 2002 09:47
To: Barnett, Phil
Subject: M4 JUNCTION 11 ES - Comments

Phil
Having had a chance to quickly review the Environmental Statement for the M4 Junction 11 submitted by Peter Brett Associates on behalf of Reading Borough Council my comments are as follows:

Generally a very good concise document which appears to have looked at all issues required. My comments relate more to issues concerning design then to the actual content of the documents but came as result of reviewing them.

I note no mention of the HA Biodiversity Action Plan is included and the question is whether there are opportunities to incorporate this into future design proposals. We have signed up to certain deliverables with our partners and there may be possibilities of for example developing areas for calcareous grasslands.
Mention is made of incorporating wildflowers where possible. We would therefore not encourage importation of any topsoil should there be a shortfall. If anything we would encourage minimal amount spread where possible.
The other issue to address is the opportunities for fauna and the possibility of developing underpasses or tunnels for the various wildlife to minimise fragmentation and future wildlife road deaths.

These are just some of the comments. Should others arise I shall forward them to you this week.

Henry Penner
Environmental Advisor
E-mail: henry.penner@highways.gsi.gov.uk
Tel: 01306 878345, GTN: 3904 8345

JW - cpp

ENVIRONMENT AGENCY

READING BOROUGH COUNCIL
DATE
21 OCT 2002
ENVIRONMENTAL SERVICES

Our Ref : WA/2002/007306-1/1
Your Ref : 02/01138/REG3/JW

Date : 18 October 2002

Director of Environment
Planning Manager
Reading Borough Council
Civic Centre
Reading,
Berkshire
RG1 7TD

Telefax
To: Julie Williams
Fax: 0118 958 9770
From:
Date: 18-10-2002 Pages: 2

Dear Sir/Madam,

PROPOSED : **RECONSTRUCTION OF M4 INTERCHANGE INCLUDING WORKS TO APPROACH ROAD, CONSTRUCTION OF NEW MOTORWAY BRIDGES, FOOTBRIDGES, CYCLEWAYS, FOOTPATHS, RELOCATION AND REBUILDING OF HIGHWAY MAINTENANCE DEPOT AND POLICE FACILITY AND LANDSCAPE WORKS**

LOCATION : **JUNCTION 11 M4 READING**

APPLICANT : **READING BOROUGH COUNCIL TRANSPORT STRATEGY**

READING BOROUGH COUNCIL
DATE
21 OCT 2002
ENVIRONMENTAL SERVICES

REF : SU76NW/17/8

Thank you for your letter and Environmental Impact Assessment dated 5th September 2002 which was received on 6th September 2002. The Environment Agency has the following comments.

The Environmental Impact Assessment does not contain enough detail of the highway drainage system. For example, the Environment Agency would require details of whether the interceptors shown are new or existing and details showing flow direction. In view of this, the following condition should be imposed on any planning permission granted.

CONDITION: The construction of the highway drainage system shall be carried out in accordance with details submitted to and approved in writing by the Planning Authority before the development commences.

REASON: To prevent pollution of the water environment.

(Note: The Environment Agency asks to be consulted on any details submitted in compliance with this condition).

DECISION NOTICE

Would you please forward a copy of the decision notice to this office quoting our reference.

Environment Agency
Isis House, Howbery Park, Crowmarsh Gifford, Wallingford, Oxon, OX10 8BD, Tel no:01491 832801, Fax no:01491 834703

PLANNING INFORMATIVES

The following planning informatives should be attached to any planning permission granted:

Culverting of a watercourse requires the prior written approval of the Local Authority under the Public Health Act 1936, and the prior written consent of the Environment Agency under the terms of the Land Drainage Act 1991/ Water Resources Act 1991. The Environment Agency seeks to avoid culverting, and its consent for such works will normally be withheld. **Contact Paul Bergin on 01491 828309 for further details.**

Under the terms of the Water Resources Act 1991, the prior written consent of the Environment Agency is required for dewatering from any excavation or development to a surface watercourse.
Contact David Holloway on 01491 828390 for further details.

ADVICE TO PLANNING AUTHORITY

Flooding : Contact Paul Bergin on 01491 828309.

The Environment Agency has been in discussion with the applicant and the details of the proposals meet the requirements of the Environment Agency in respect of land drainage and floodplain matters.

Yours faithfully,

SARAH GREEN
Planning Liaison Officer

CC: Mr R. Groves Peter Brett Associates

cc. Lisa Brooks, Environment Agency, Thames South East

Environment Agency
Isis House, Howbery Park, Crowmarsh Gifford, Wallingford, Oxon, OX10 8BD, Tel no:01491 832801, Fax no:01491 834703

READING BUR... COUNCIL

12 SEP 2002

pm/sw

GOVERNMENT OFFICE
FOR THE SOUTH EAST

Ms Julie Williams
Planning
Reading Borough Council
Civic Centre
Reading RG1 7TD

Berkshire, Oxfordshire & Buckinghamshire
Area Team
Planning
Bridge House
1 Walnut Tree Close
Guildford
GU1 4GA

Switchboard: 01483 882255
Tel: 01483 882 494
FAX: 01483 882 409
GTN: 3011 2494

E-mail: vkirton.gose@go-regions.gov.uk
Website: www.go-se.gov.uk

10 September 2002

Our Ref: GOSE/103/3/READ/CON
Your Ref: 02/01138/REG3/JW

Dear Ms Williams,

TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED)
TOWN AND COUNTRY PLANNING (GENERAL REGULATIONS) 1992
TOWN AND COUNTRY PLANNING (DEVELOPMENT PLANS AND CONSULTATION) DIRECTIONS 1999
TOWN AND COUNTRY PLANNING (ENVIRONMENTAL IMPACT ASSESSMENT) (ENGLAND AND WALES) REGULATIONS 1999

PLANNING APPLICATION: 02/01138
PROPOSED RECONSTRUCTION OF M4 INTERCHANGE INCLUDING WORKS TO APPROACH ROADS, CONSTRUCTION OF NEW MOTORWAY BRIDGES, FOOTBRIDGES, CYCLEWAYS, FOOTPATHS, RELOCATION AND REBUILDING OF HIGHWAY MAINTENANCE DEPOT AND POLICE FACILITY

Thank you for your letter of 5 September 2002 in relation to the above named development. Please can you let me know whether this application will be referred to this office under the above departure directions, if so (and you are minded to grant planning permission) you will need to send the following information (in accordance with Circular 07/99):

(i) A copy of the requisite notice; ✓
(ii) A copy of the certificate of ownership; ✓
(iii) Copies of all the relevant plans; ✓
(iv) A copy of any representations made to the authority in respect of the application; ✓
(v) A copy of a report on the application prepared by an officer of the authority; ✗
(vi) Unless contained in the report supplied, a statement of the material considerations which the authority consider indicate otherwise for the purposes of section 54A of the Town & Country Planning Act 1990; ✗

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GOVERNMENT OFFICE
FOR THE SOUTH EAST

(vii) Copies of any statement of any views expressed on the application by a government department, another local planning authority or a parish council.

I also noticed from the letter dated 2 September 2002 from PBA Consulting Engineers that there is an Environmental Statement submitted with the application. In accordance with Regulation 13(2)(a) of the Town & Country Planning (Environmental Impact Assessment) (England & Wales) Regulations 1999, you are required to send the Government Office 3 copies of the statement within 14 days of receipt.

I look forward to hearing from you.

Yours sincerely,

Victoria Kirton
Administration Officer for the Berkshire, Oxfordshire and Buckinghamshire Planning Team

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Government Office of the South East
Berkshire, Oxfordshire & Buckinghamshire Area
Team – Planning
Bridge House
1 Walnut Tree Close
Guildford
GU1 4GA

Attn: Victoria Kirton

Tony Lear
Director of Environment
Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Our Ref: 02/01138/REG3/JW
Your Ref: GOSE/103/3/READ/CON
Direct: ☎0118 939 0435

28th October 2002

Your contact is: Julie Williams, Planning

Dear Ms Kirton,

Planning Application 02/01138/REG3
Proposed reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths relocation and rebuilding of highway maintenance depot and police facilities

Further to our last correspondence and telephone conversation I enclose copies of additional information requested in your letter dated 10th September and to comply with Departures Directions 1999.

We have already sent to you on 24 September:
A copy of the press notice regarding the Environmental Statement;
The certificate of ownership
Copies of all relevant plans and documents.

With this letter I enclose:
- The press notice announcing the application as a departure
- Copies of all representations received
- Copy of a report on the application prepared for Planning Applications Committee (to be heard on 6th November)
- Letters from other government departments and local authorities.

As you know, in Departures Directions 1999 (para 4) 21 days is given from receipt for the Secretary of State to notify us of his intentions. As we discussed, this is a "major" application, which we are endeavouring to determine within 13 weeks to help meet your performance targets for Local Planning Authorities. We would therefore appreciate an early response.

I also draw your attention to the requests made by some objectors for the application to be determined by a Public Inquiry. They are concerned about a conflict of interest arising from the Council being applicant and decision maker. Our response is that this Council (and other Councils) is often in this position and has always handled such applications with the same

Reading
BOROUGH COUNCIL

TOWN AND COUNTRY PLANNING ACT 1990
TOWN AND COUNTRY PLANNING GENERAL REGULATIONS 1992

APPLICATION MADE UNDER REGULATION 3/4

To: Peter Brett Associates
16 Westcote Road
Reading
RG30 2DE

Application No: 02/01138/REG3

Applicant: Reading Borough Council Transport Strategy

READING BOROUGH COUNCIL as local planning authority PASS a resolution in accordance with Regulation 3 Planning Approval of the above regulations to the effect that the following development may be carried out:

Proposal: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

At: Junction 11 M4 Reading

Subject to such conditions and for such reasons as may be attached

OTHER STATUTORY CONSENTS MAY BE REQUIRED
PLEASE READ THE NOTES ISSUED WITH THIS DECISION NOTICE

Date: 29th November 2002

David Gworthy

Head of Planning and Transport

DB

Reading
BOROUGH COUNCIL

Application At: Junction 11 M4 Reading

Application No: 02/01138/REG3

CONDITIONS & REASONS

1. The development to which this permission relates must be begun not later than the expiration of five years beginning with the date on which the permission was granted. Reason: to prevent an accumulation of unimplemented planning permissions, and in accordance with Section 91(1) of the Town & Country Planning Act 1990.

2. This permission relates only to the application as changed by drawings 11090/PA/005D & 11090/PA/009A which were received by the local planning authority on 16th October 2002. Reason: as some plans were changed and to clarify which plans are approved.

3. Details of the materials to be used on the police and highway maintenance compound structures and the external surfaces of the bridge and ramp structures are to be submitted to the Local Planning Authority for approval in writing before any development commences. Thereafter, only the approved materials shall be used unless changes are subsequently agreed in writing by the Local Planning Authority. Reason: As no details have been submitted and in the interests of the final appearance of the development in relation to its surroundings.

4. The landscape masterplan as depicted on submitted drawings 04-4104.01.02A2, 04-4104.01.03A2, 04-4104.01.04A2, 04-4104.01.05A2, 04-41-4.01.06A2, 04-4104.01.07 A1, 04-4104.01.08A1 is approved but details of fencing, walling and other means of enclosures and screening; planting of trees, shrubs and grass, formation of banks, terraces and other earthworks and laying of hard surfaces shall be submitted to and approved in writing by the Local Planning Authority before any work on the landscaping scheme is commenced. Following approval, the approved scheme shall be implemented to a timetable to be agreed between the contractor and the Local Planning Authority and shall thereafter be maintained to an agreed standard. Reason: The landscaping masterplan is approved in principle but a mechanism for approving details is required in the interests of the environment and visual appearance of the area.

5. If any tree, shrub or grassed area is removed, uprooted, destroyed or dies or becomes in the opinion of the Local Planning Authority seriously damaged or defective within a period of five years from the date of planting replacements of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation. Reason: to ensure that the approved landscaping is properly established in the interests of the environmental and visual amenity of the area.

Date: 29th November 2002

David Gworthy

Head of Planning and Transport DB

Reading BOROUGH COUNCIL

6. If any hard landscaped areas or any landscape structures are removed or destroyed or becomes in the opinion of the Local planning Authority seriously damaged or defective within a period of five years from the date of installation replacement surfacing and structures of the approved type and materials shall be installed at the same place, unless the Local Planning Authority gives its written consent to any variation. Reason: to ensure that the hard landscape features are properly maintained in the interests of the environmental and visual amenity of the area.

7. The development hereby permitted shall not commence until a Construction Method Statement addressing those areas highlighted in section 5 (Construction Impacts) of the submitted Environmental Statement has been submitted to the Local Planning Authority for its written approval. The Construction Method Statement should include details of:

1 reception and dispatch of construction workers traffic including parking areas for such vehicles;
2 construction vehicle routing and access points;
3 means of segregation of construction traffic from other traffic and cycle/pedestrian routes;
4 methods of construction;
5 location of temporary site buildings, site compounds, throughout the construction period;
6 controls over dust, noise and vibration during the construction of any part of the approved scheme and from any materials and plant storage areas;
7 measures to prevent mud from being carried on to public highways by construction vehicles;
8 provision for storage, collection and disposal of rubbish from the site during the construction period;
9 hours of deliveries, and
10 hours of working;

The development shall then be carried out in accordance with the approved Construction Method Statement by all involved on the site unless otherwise agreed in writing, in advance, by the Local Planning Authority. Reason: As the scale of construction proposed is likely to have a significant impact on those living, working and travelling nearby unless all aspects are managed to mitigate any impacts to a reasonable level.

8. In addition to the requirements of the above Construction Method Statement condition, details of the location and establishment of the appointed contractor's compound(s) shall be submitted to and approved in writing by the Local Planning Authority before any construction or demolition work begins. Reason: As these details have not been provided and in the interests of minimising the impact of the development and safeguarding the amenity of residents and the locality. The developer should note the Informative attached to this permission, concerning contactors' compounds.

9. No works shall commence until the Detrunking and Side Roads Orders associated with the proposed works at Junction 11 of the M4 have been made. Reason: To ensure that the necessary approvals are in place to enable the proposed slip roads works to be carried out and on request from the Highways Agency.

Date: 29th November 2002

David Gworthy

Head of Planning and Transport DB

Reading
BOROUGH COUNCIL

10. That the works for the alteration of the slip roads shown on drawing 11090/SK/006RevA, /007RevA, 008 revA and 009 rev A be completed to a timetable, to be agreed between the developer and the Local Planning Authority, in consultation with the Highways Agency, to cover all of the other highway works that are the subject of this consent. Reason: In the interests of ensuring that the highway works are completed to a sensible and agreed timetable and in the interests of the safety of trunk road users.

11. The construction of the highway drainage system shall be carried out in accordance with details submitted to and approved in writing by the Local Planning Authority, in consultation with the Environment Agency, before the development commences. Reason: To prevent pollution of the water environment.

12. The development hereby permitted shall not commence until details of the noise barriers shown on the approved drawings (their construction, materials and maintenance) designed to achieve the level of noise attenuation described in the Environmental Statement have been submitted to the Local Planning Authority for its written approval. Thereafter, the installation of the noise barriers shall proceed to a schedule to be agreed by the Local Planning Authority. Reason: As no details have been provided and to ensure that appropriate noise attenuation is in place before adjacent construction works commence in the interests of local residential amenity.

13. The development hereby permitted shall not commence until details of compensatory works to South Whitley Park incluidng a timetable for implementation, have been submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out in accordance with the agreed timetable. Reason: As these details are still to be finalised and to ensure that appropriate compensatory provision is made in accordance with Local Plan policy LEI4, Neighbourhood Recreation Areas.

14. Before development commences on the pedestrian path ways details showing how the facilities will be made accessible to all disabled persons shall be submitted for the written approval of the Local Planning Authority. These details shall include the materials used in the running surfaces, signage and any planting proposed alongside the pathways as well as details of pedestrian crossing facilities and traffic control mechanisms. The approved details shall be completed in accordance with an agreed timetable. Reason: in accordance with the Council's policies and practice in respect of access for disabled persons and in the interests of ensuring access for all.

15. The detailed environmental protection and mitigation measures applicable to geology, water quality and drainage, air quality, noise, vibration, ecology and construction as described in Section 5 of the Environmental Statement submitted with the approved application shall be implemented as part of a time table of works to be submitted to and approved in writing by the Local Planning Authority, in consultation with other agencies as appropriate. Reason: in accordance with the Council's policies and respect of environmental protection and the submitted and agreed Environmental Statement.

Date: 29th November 2002

David Gworthy

Head of Planning and Transport

Reading
BOROUGH COUNCIL

16. Before any development begins on the depot site (currently used by Thames Valley Police, Berkshire Fire & Rescue, Horseman Coaches and Highway Maintenance) details including the provision of the new access road, its proposed junction with the A33, the provision of control mechanisms to prohibit its use by non-emergency or highway maintenance vehicles and the eventual closure of the link to the B3270 shall be submitted to and approved in writing by the Local Planning Authority. These details shall also include the phasing of the approved works. Reason: in the interest of highway safety and as these details have not been approved, and to ensure that the details addresss the working practices of site occupants in a staisfactory manner.

17. In addition to the above condition and before any development begins on the depot site details of the proposed side access for the Fire Station on to the proposed emergency vehicle access road with a junction radius showing that it can adequately accommodate Berkshire Fire & Rescue vehicles shall be submitted to and approved in writing by the Local Planning Authority. Reason : As these details are still to be resolved and to ensure that the junction meets the requirements of the Fire Service.

18. Before any part of the approved development commences a timetable and schedule of works for the whole of the construction shall be submitted to the Local Planning Authority for its written approval. The details shall clarify what will happen when and what needs to be completed before the next phase can commence. Thereafter any changes to the methods of construction or timings shall be agreed in consultation with the Local Planning Authority before those changes are implemented. Reason: As the scale of the approved scheme is such that its eventual implementation relies on all of its elements being understood and agreed. This is the interest of local residents, businesses and the travelling public.

19. Having regard to the contaminated nature of all or part of the site, no development shall take place until such time as details of the measures described in the Environmental Statement to ensure the avoidance of pollution to groundwater and surface water have been submitted to and approved in writing by the Local Planning Authority. The implementation of such measures shall take place to the written satisfaction of, and to a timetable to be agreed with, the Local Planning Authority and the Environment Agency. Reason: to ensure that proper provision is made to control pollution should it be encountered.

20. Details of bridge designs, street furniture, public art, lighting, signage and signage gantries are to be submitted for approval to the Local Planning Authority before any development commences. Thereafter only the approved designs and specifications shall be used unlesschanges are subsequently agreed in writing by the Local Planning Authority. Reason: As these details have not been finalised and in the interests of ensuring that the completed scheme makes a positive visual contribution to the local environment.

INFORMATIVES

Date: 29th November 2002

David Gworthy

Head of Planning and Transport DB

Reading
BOROUGH COUNCIL

1 Contractors' Compounds

Conditions 7 & 8 above apply to any contractors' compound or area of working located anywhere within the application site as defined by the red line on the submitted planning application site plan drawing 11090/PA/002 Revision D. The developer is reminded that should a contractors' compound be required outside of this red line area they need to check with the appropriate local planning authority whether planning permission is required.

Date: 29th November 2002

David Gworthy

Head of Planning and Transport DB

NOTES

APPEALS

(1) If the applicant is aggrieved by the decision of the local planning authority to refuse permission or approval for the proposed development, or to grant permission or approval subject to conditions, he may appeal to the Secretary of State for the Environment in accordance with section 78 of the Town and Country Planning Act 1990 within six months of receipt of this notice. Appeals must be made on a form which is obtainable from the Planning Inspectorate, 3/26 Hawk Wing, Temple Quay House, 2 The Square, Temple Quay, Bristol, BS1 6PN. The Secretary of State has power to allow a longer period for the giving of a notice of appeal but he will not normally be prepared to exercise this power unless there are special circumstances which excuse the delay in giving notice of appeal. The Secretary of State is not required to entertain an appeal if it appears to him that permission for the proposed development could not have been granted by the local planning authority, or could not have been so granted otherwise than subject to the conditions imposed by them, having regard to the statutory requirements (a), to the provisions of the development order, and to any directions given under the order. He does not in practice refuse to entertain appeals solely because the decision of the local planning authority was based on a direction given by him.

(2) If permission to develop land is refused or granted subject to conditions, whether by the local planning authority or by the Secretary of State for the Environment and the owner of the land claims that the land has become incapable of reasonably beneficial use in its existing state and cannot be rendered capable of reasonably beneficial use by the carrying out of any development which has been or would be permitted he may serve on the Common Council, or on the Council of the district in which the land is situated, as the case may be, a purchase notice requiring that council to purchase his interest in the land in accordance with the provisions of Part VI of the Town and Country Planning Act 1990.

(3) In certain circumstances, a claim may be made against the local planning authority for compensation, where permission is refused or granted subject to conditions by the Secretary of State on appeal or on a reference of the application to him. The circumstances in which such compensation is payable are set out in section 114 of the Town and Country Planning Act 1990.

(a) The statutory requirements are those set out in section 79(6) of the Town and Country Planning Act 1990, namely sections 70 and 72(1) of the Act.

BERKSHIRE ACT 1986 – Section 32

(1) Except as provided in subsection (a) below, where plans for the erection or extension of a building are deposited with a district council in accordance with building regulations, the district council shall reject the plans unless, after consultation with the fire authority, they are satisfied that the plans show –

(a) that there will be adequate means of access for the fire brigade to the building or, as the case may be, to the building as extended; and

(b) that the building or, as the case may be, the extension of the building will not render inadequate existing means of access for the fire brigade to a neighbouring building.

(2) No requirement concerning means of access to a building or to a neighbouring building shall be made under this section in the case of a building to be erected or extended in pursuance of a planning permission granted upon an application made under the Act of 1990, unless notice of the provisions of this section is endorsed on or accompanies the planning permission.

(3) Section 16(7) and (8) and section 36(2) to (6) of the Building Act 1984 (notice of rejection or passing of plans and enforcement of requirements) shall apply as if this section were a section of the said Act 1984.

(4) Any person aggrieved by the action of the district council in rejecting plans under this section, may appeal to a magistrates' court.

(5) In this section references to the adequancy or inadequacy of means of access for the fire brigade shall b construed as references to a means of access adequate or, as the case may be, inadequate for use for fire-fighting purposes by members of one or more fire brigades and their appliances.

SECTION 76 TOWN AND COUNTRY PLANNING ACT 1990

76-(1) This section applies when planning permission is granted for any development which will result in the provision –

(a) of a building or premises to which section 4 of the Chronically Sick and Disabled Persons Act 1970 applies (buildings or premises to which the public are to be admitted whether on payment or otherwise);

(b) of any of the following (being in each case, premises in which persons are employed to work)-

(i) office premises, shop premises and railway premises to which the Offices, Shops and Railway Premises Act 1963 applies;

(ii) premises which are deemed to be such premises for the purposes of that Act; or

(iii) factories as defined by section 175 of the Factories Act 1961;

(c) of a building intended for the purposes of a university college or college, or of a school or hall of a university;

(d) of a building intended for the purposes of an institution within the PCFC funding sector; or

of a building intended for the purposes of a school or an institution which provides higher education or further education (or both) and is maintained or assisted by a local education authority.

(2) The local planning authority granting the planning permission shall draw the attention of the person to whom the permission is granted –

(a) in the case of such a building or premises as are mentioned in subsection (1)(a)

(i) to sections 4 and 7 of the Chronically Sick and Disabled Persons Act 1970; and

(ii) to the Code of Practice for Access of the Disabled to Buildings (British Standards Institution code of practice BS 5810: 1979) or any prescribed document replacing that code;

(b) in the case of such premises as are mentioned in subsection (1)(b), to sections 7 and 8A of that Act and to that code or any such prescribed document replacing it;

(c) in the case of such a building as is mentioned in subsection (1)(c), (d) or (e), to sections 7 and 8 of that Act and to Design Note 18 "Access for Disabled People to Educational Buildings" published in 1984 on behalf of the Secretary of State, or any prescribed document replacing that note.

(3) Expressions used in subsection (1)(d) and (e) and in the Education Act 1944 have the same meanings as in that Act.

HAZARDOUS WASTE AND MATERIALS

Your attention is drawn to the possibility that development of land or redevelopment of properties will give rise to hazardous material probably in the form of contaminated soil or building construction waste (e.g. asbestos lagging around pipework) needing disposal.

Under the requirements of the Control of Pollution Act 1974 and regulations made thereunder it is an offence if such material is not deposited in appropriate sites licensed by the County Council acting in their capacity as Waste Disposal Authorities and additional procedures may have to be followed.

Details of the sites in Berkshire and advice on suitability of wastes involved and procedures necessary can be obtained from:

Waste Management Branch , County Surveyor's Department,
Berkshire County Council, Shire Hall, Shinfield Park, Reading RG2 9XG. Tel: Reading 875444

There may also be occasions when hazardous substances such as gas from former landfil sites could be a problem. The County Surveyor's Waste Management Group have agreed to list and map all such sites and copies will be available from the above address.

BUILDING REGULATIONS

This planning permission does not give approval under the Building Regulations. Before any works are commenced you should check with the Building Control Section of the Planning Department whether any approval is required under the Building Regulations.

GOVERNMENT OFFICE
FOR THE SOUTH EAST

Berkshire, Oxfordshire & Buckinghamshire
Team
Planning Branch
Bridge House
1 Walnut Tree Close
Guildford
GU1 4GA

Switchboard: 01483 882255
Tel: 01483 884844
FAX: 01483 882 409
GTN: 3011 4844

e-mail: jgilks.gose@go-regions.gov.uk
www.go-se.gov.uk

Tony Lear
Director of Environment
Reading Borough Council
Civic Centre
Reading
RG1 7TD

READING BOROUGH COUNCIL
18 NOV 2002
ENVIRONMENTAL SERVICES

Your ref: 02/01138/REG3/JW
Our Ref: GOSE/103/3/READ/CON

07 November 2002

Dear Sir,

TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED)
TOWN AND COUNTRY PLANNING (GENERAL REGULATIONS) 1992
TOWN AND COUNTRY PLANNING (DEVELOPMENT PLANS AND CONSULTATION) DIRECTIONS 1999

PLANNING APPLICATION: 02/01138
PROPOSED RECONSTRUCTION OF M4 INTERCHANGE INCLUDING WORKS TO APPROACH ROADS, CONSTRUCTION OF NEW MOTORWAY BRIDGES, FOOTBRIDGES, CYCLEWAYS, FOOTPATHS, RELOCATION AND REBUILDING OF HIGHWAY MAINTENANCE DEPOT AND POLICE FACILITY

1. I refer to your letter of 28 October referring to the Secretary of State, an application for planning permission for the above development.

2. As you may know, the Secretary of State's general approach is not to interfere with the jurisdiction of local planning authorities unless it is necessary to do so. Parliament has entrusted them with responsibility for day-to-day planning control in their areas. Local planning authorities are normally best placed to make decisions relating to their areas and it is right that in general, they should be free to carry out their duties responsibly, with the minimum of interference.

3. There will be occasions, however, when the Secretary of State may consider it necessary to call in a planning application to determine himself instead of leaving it to the local planning authority. His policy is to be very selective about calling in planning applications. He will, in general, only take this step if planning issues of more than local importance are involved and if those issues need to be decided by the Secretary of State rather than at a local level. Each case is, however, considered on its own facts.

INVESTOR IN PEOPLE

GOVERNMENT OFFICE
FOR THE SOUTH EAST

4. The Secretary of State has carefully considered all the matters put to him about this application. The issue before the him for decision is not whether the application should be granted planning permission, but whether or not he should call it in for his own determination. The Secretary of State considers that the main matters relevant to his decision in this case are the planning policies to: ensure that nature conservation objectives are taken into account in all planning applications (PPG 9); promote more sustainable transport choices for both people and moving freight and to promote accessibility to development comprising jobs, shopping, leisure facilities and services so that there is a realistic choice of access by public transport, walking and cycling. (PPG13).

5. Having considered carefully these and other relevant planning issues raised by this proposal, and having regard to his call in policy, the Secretary of State has concluded that there is not sufficient conflict in this case with national policies on the above matters, or other sufficient reason, to warrant calling in the application for his own determination. The Secretary of State is satisfied that issues raised do not relate to matters of more than local importance, he has therefore decided that the decision as to whether to grant planning permission will remain with Reading Borough Council.

6. Accordingly, your Council is hereby authorised to determine the application as it thinks fit.

7. A copy of any permission that may be granted by the Council should be sent to this office at the above address in accordance with paragraph 6 of the Town and Country Planning (Development Plans and Consultation) (Departures) Direction 1999.

Yours faithfully,

Jennie Gilks.

Mrs J Gilks

INVESTOR IN PEOPLE

Copy DE
PB.
P. Schwepp.

JW - APP

Tel: (0118) 974 6229 (Direct Line)
E-Mail: tanya.davies@wokingham.gov.uk
Date: 18 November 2002
My ref: TD/con/ 2002/7563
Your ref: PO2/S0053

WOKINGHAM UNITARY
Aiming for Excellence

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

READING BOROUGH COUNCIL
21 NOV 2002
ENVIRONMENTAL SERVICES

Ms J Williams
Planning
Reading Borough Council
Civic Centre
Reading RG1 7TD

Dear Ms Williams

Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footpaths, cycleways, footbridges, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Application 02/01138/REG3

Thankyou for consulting on this application and I apologise for the delay in responding with detailed comments. I write to confirm that at the Development Control Committee on 13 November 2002 members resolved to;

1. Delegate Officers to GRANT PLANNING PERMISSION –Subject To Reading Borough Council Approving Their Application And No Intervention From The Secretary Of State As A Result Of Notification Under The Town & Country Planning (Development Plans And Consultations)(Departures) Directive 1999.

2. To confirm that Wokingham District Council raises no objections to 02/01138/ Reg3 (Reading's Application) (WDC Reference: CON/2002/7563).

In making this decision Members raised concerns regarding the need for integration of these proposals with other developments in the area and in referring the application to the Government Office have made the following comments;

Whilst realising that it would be unreasonable to link the improvements at Junction 11 by condition to developments at Mereoak roundabout and Mereoak Park and Ride. Members felt that it was essential that funding was secured for these schemes before works commenced at Junction 11, and that the three schemes were treated as a comprehensive package of improvements.

To this end the Council, is keen to continue working in partnership with Reading and other stakeholders to agree and implement an overall project management and programme scheme in order to co-ordinate all of these roadworks envisaged for this area.

Please contact Tanya Davies with any queries.

Yours faithfully
T. G Watson
Trevor Watson
Development Control Manager

File: JUnction 11
181002
Page 1 of 1

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 𝒯 0118 939 0700
Our Ref: 02/01138/REG3/JW
Your Ref: F/2002/7492
Direct: ☎0118 939 0435

8th November 2002

Tanya Davies
Wokingham District Council
Environmental Services Department
PO Box 157
Shute End
Wokingham
RG40 1WR

Your contact is: Julie Williams, Planning and Transport

Dear Tanya,

JUNCTION 11/M4 APPLICATION

Thank you for sending to me a copy of the committee report now on the agenda for your Planning Committee, which meets on 13 November. I note that the recommendation is to grant subject to no intervention from the Secretary of State and to Reading Borough Council not raising any objections.

I can confirm that Members of Reading Borough Council's Planning Applications Committee (6th November) agreed with officer recommendations to grant subject to no direction from GOSE and confirmation that Wokingham DC have raised no objections. Please inform your Members of this decision.

By now the model and display boards should be with you. I also enclose, in case it helps, my discussion of the landscaping proposals.

Call me if you need any more help.

Yours sincerely,

Julie Williams
Planning

COPY

Tel: (0118) 974 6229 (Direct Line)
E-Mail: tanya.davies@wokingham.gov.uk
Date: 15 November 2002
My ref: TD/F2002/7492

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

Ms V Kirton
Berks, Oxon & Bucks Area Planning Team
Government Office for the South East
Bridge House
1 Walnut Tree Close
Guildford GU1 4GA

Dear Ms Kirton,

Wokingham Planning Application F/2002/7492
(Reading Application Number 02/01138/reg3/JW)

Applicant: Reading Borough Council: Transport Strategy
Location: Junction 11, M4 Motorway, Reading.
Proposal: The Proposed Reconstruction of M4 J11 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of M4 maintenance depot and police facility and landscaping works.

Referral to The Secretary Of State Under The Town & Country Planning (Development Plans And Consultations)(Departures) Directive 1999.

Thankyou for your letter dated 13 November acknowledging receipt of Junction 11.

I write to inform you that at the Development Control Committee on 13 November 2002 members resolved to;

1. Delegate Officers to GRANT PLANNING PERMISSION –Subject To Reading Borough Council Approving Their Application And No Intervention From The Secretary Of State As A Result Of Notification Under The Town & Country Planning (Development Plans And Consultations)(Departures) Directive 1999.

2. To confirm that Wokingham District Council raises no objections to 02/01138/ Reg3 (Reading's Application) (WDC Reference: CON/2002/7563).

Please contact me with any queries.

Yours sincerely

Tanya Davies

Senior Planning Officer

Reading
BOROUGH COUNCIL

Government Office of the South East
Berkshire, Oxfordshire & Buckinghamshire Area
Team – Planning
Bridge House
1 Walnut Tree Close
Guildford
GU1 4GA

Attn: Victoria Kirton

Tony Lear
Director of Environment
Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Our Ref: 02/01138/REG3/JW
Your Ref: GOSE/103/3/READ/CON
Direct: ☎0118 939 0435

8th November 2002

Your contact is: Julie Williams, Planning

Dear Ms Kirton,

Planning Application 02/01138/REG3
Proposed reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths relocation and rebuilding of highway maintenance depot and police facilities

I am writing to confirm that the Planning Applications Committee at Reading Borough Council agreed the recommendation on the report about this application. This is to "delegate to officers to grant subject to no objections from Wokingham District Council and no intervention by the Secretary of State, and to notify Wokingham District Council that Reading Borough Council raise no objections to the application submitted to them".

Wokingham District Council considers their application next week (13th November) and the recommendation in their report is also to grant subject to no intervention by the Secretary of State and no objection from Reading Borough Council. I have written to the case officer (Tanya Davies) there to confirm the outcome of our Committee's consideration of the application.

I enclose with this letter a copy of the draft planning conditions as agreed by Committee for your information.

Please let me know if more information is required.

Yours sincerely,

Julie Williams
Planning

Beacon Council 2001-2002 Town Centre Regeneration

COMMITTEE REPORT BY THE DIRECTOR OF ENVIRONMENT
READING BOROUGH COUNCIL

ITEM NO. 33.

WARD: Whitley

PLANNING APPLICATIONS COMMITTEE: 6 November 2002

Applicant: Reading Borough Council Transport Strategy Section

Application No: 02/01138/REG3 Site Address: Junction 11 of the M4 & Whitley Depot
Proposal: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycle ways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Landscape Proposals
This additional report has been prepared to provide more information about the landscape proposals submitted with this application. Although the main report confirms that the principle of the scheme has been accepted it has been noticed that there is little description of the scheme itself. The details of the landscape proposals are set out in the Landscape Master Plan drawing and in Section 5.7 of the Environmental Statement. The overall concept of the Landscape Master Plan is to move as a transition between the urban/commercial environment of the area north of the junction with formal landscaping and sculptured shapes here through to a more natural environment around the motorway itself and to the south of the motorway junction.

North of M4
The traffic islands on the A33 Relief road, to the east of the WorldCom building, are proposed to be treated with a series of pyramid shaped mounds, very sculptured in profile. Two of the faces of these shapes will be turfed and third face planted in ground cover planting to give a faceted appearance. Tree planting here will be a combination of semi-mature deciduous trees planted in avenues along side the road and lines of coniferous trees on the traffic islands.

The 3 metre wide pedestrian/cycle path runs through these features and is proposed to be finished using a resin bound gravel, buff in colour. This path eventually meets a path coming from South Whitley Park area at a junction formed on the top of a conical shaped mound. Radiating from this mound are shown lines of decorative large boulders with feature lighting, which lead down towards a proposed wetland area with fingers of reed bed planting to continue to impression of lines radiating from the centre. The proposed wet land area at the centre of this part of the junction would be planted with aquatic marginal planting designed to encourage wildlife and feeding habitats.

The second wetland area is proposed at the bottom of the island formed between the re-routed B 3270 and the eastbound motorway slip road. There is already a balancing pond in this area but the proposal for culverts and a series of depressions with wet land

planting and timber logs is designed to encourage insects and invertebrates. Towards the upper slopes of this island a woodland mix of planting is proposed leading in to planted meadow grassland.

The pedestrian/cycle path proceeds at level between ornamental planting across the proposed bus lanes southwards over the existing vehicle carriageway, which is proposed to be made into a "green bridge". This is proposed to be finished in decorative hard landscaping with bands of concrete sets on the paved area and ornamental shrubs and specimen plants located in large (15 metres long) planting boxes across the bridge. Ornate railings are proposed to screen the views of the motorway.

South of M4

To the south of the junction woodland planting is proposed on the central area between the A33 southbound and northbound carriageways and on the new embanked outside edges to the east and west of this area. The woodland planting to the west side is proposed to be quite dense, eventually to shield views from Great Lea Common of the junction. This planting will include the area around the world war II pill box, which is proposed to be retained and treated to encourage its use by roosting bats. Also in this area a third wet land area is proposed, which will be formed from constructed depressions linking the existing but proposed enlarged ditch. A similar planting strategy to the one described above is proposed here with water loving plants and habitats to encourage insects and invertebrates.

The M4

The motorway and slip road verges and central reservation are proposed to be planted out as a wildflower grassland.

Existing trees

The only area where a significant number of trees will be lost in this proposal is on the eastern edge of the screen planting between the WorldCom building and the Motorway. However, the proposal includes plans to re-plant with a mix of native woodland trees along either side of the existing but now overgrown footpath 11.

Altogether 124 semi-mature trees and 27 pines will be planted in the formal landscaped area. The number of tree and shrub planting proposed for the native tree planting areas are more difficult to quantify but it involves the planting of just under 32,000 m2 of land. In addition the grassed area equates to 59,500 m2 with meadow/wild flower seeded areas of it covering just under 13,000 m2. 1,200 m2 of reed beds and aquatic planting is proposed in the wet land areas.

Although the masterplan does include details of plant sizes, planting spacing and suggested materials details the Council's landscape team have commented that these details need to be thought through in conjunction with other factors, such as the location of cctv cameras, maintenance, durability and so on. For this reason a condition has been recommended to establish a timetable and mechanism for the implementation of the landscaping scheme.

COMMITTEE REPORT BY THE DIRECTOR OF ENVIRONMENT
READING BOROUGH COUNCIL

ITEM NO. 33

WARD: Whitley

PLANNING APPLICATIONS COMMITTEE: 6 November 2002

Applicant: Reading Borough Council (Transport Strategy Section)
RBC Application No: 02/01138/REG3 Site Address: Junction 11 of the M4 & Whitley Depot
WDC Application No: F/2002/7492

Proposal: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycle ways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Date received: 2nd September 2002

RECOMMENDATION
a) 02/01138/REG3
Delegate to officers to GRANT subject to
(i) confirmation of no objections from Wokingham District Council, and
(ii) no intervention from the Secretary of State as a result of notification under the Town & Country Planning (Development Plans and Consultations)(Departures) Directive 1999

CONDITIONS
Standard 5 years
Amended pedestrian/cycle ways plan
Details of materials to be used on the police structures, the road structures and bridges to be submitted for approval and thereafter used.
Landscape details to be finalised before any works commence and thereafter implemented as approved within an agreed time scale
Landscaping protection/replanting/maintenance condition
Details of structures (gantries, bridges, street furniture, public art) to be approved
Slip road works to be agreed with Highways Agency and implemented within an agreed timetable
Details of construction compound and any satellite compounds to be approved. (Include as an informative that if these fall outside red line area or in Wokingham District's area a separate planning application will be required)
Construction method statement details as set out in the Environmental Statement to be approved before development commences and thereafter implemented
Environmental protection details as set out in the submitted Environmental Statement and approved by the Environment Agency to be implemented and maintained
Noise attenuation measures as a set out in the Environmental Statement to be implemented and maintained
Details of improvements to South Whitley Park to be submitted for approval and thereafter implemented to agreed timetable
Details of pedestrian pathway materials/crossing mechanisms for those with disabilities to be submitted for officer approval and thereafter implemented
Highway drainage system details to be submitted to and approved by officers and the Environment Agency before development commences
Final details of access and egress for emergency vehicles, including barriers, warning lights and signs to be submitted and approved in consultation with the emergency services before development commences

b) F/2002/7492
To confirm that Reading Borough Council raises no objections to F/2002/7492 but recommends that conditions be applied to control details of materials, landscaping and construction methods.

1. INTRODUCTION

The site lies at the southern edge of Reading, straddling the boundary with Wokingham District. The application site includes all of the existing Junction 11 on the M4, most of the adjacent ex-County Council depot site (including the sites currently occupied by Horseman Coaches, the Highways Maintenance compound and police) and the approach roads of the A33 and B3270. This amounts to a site area of about 21.4 hectares. Two applications have been submitted, one to Reading Borough Council and the other to Wokingham District. Wokingham will consider the application (which is also recommended for approval but subject to departure procedures) at their development control meeting on 13th November. Officers at both Councils have worked together to exchange consultation responses and to discuss issues raised by the proposal.

This junction is one of three on the M4 which serve Reading. For traffic from the south using the A33 and from the M4 it gives access to the town centre and to the older industrial estates off Basingstoke Road and the new office, retail and stadium developments accessed from the A33.

Works to Junction 11 of the M4 are identified as a major highway scheme proposal in Policy TRN8 of the adopted Local Plan but its identification on the Proposals Map does not include all of the land now forming part of this current application. By including part of the former County Council depot site it could also be argued that the proposal conflicts with Policy EMP1, which identifies this site as Site 6 for employment uses (B1/B2 workshops and B8 storage). For these reasons the application has been identified as a "departure" from the Local Plan.

In accordance with the procedures for dealing with departures, the Government Office of the South East (GOSE) has been sent a copy of all of the application submission, copies of the Press Notices and copies of all representations received from consultees and the general public. They have also been sent a copy of this report to explain why the recommendation is to grant planning permission. 21 days from the date of receipt is given for the Secretary of State to decide whether to intervene. Therefore, if members resolve to agree with the recommendation to grant planning permission, the date of the decision will be dependent on the response from GOSE.

2. PLANNING HISTORY

The existing junction was constructed as part of the M4 works in 1972. The Depot site to the north of the junction was formed from land left over from that acquired for the motorway construction and initially used as a highway maintenance depot. Subsequent developments included a road testing laboratory, a police compound and fire station. In more recent times a coach depot has established on part of the site and permission has been granted in September 2001 to develop that part of the site for B8 (storage) use (98/00691/OUT).

3. PROPOSAL

To redevelop Junction 11 by adding a new four-lane signalised vehicle route around the periphery of the existing motorway junction. This will involve the construction of two new road bridges over the motorway. The existing western motorway bridge is proposed to be used as part of a bus way to be constructed through the junction linking the Basingstoke Road bus priority corridor and a planned Park and Ride site at Mereoak to the south. The existing eastern motorway bridge would be used for pedestrian and cycle pathways accessed by footbridges and at level crossing points.

The proposal extends the area of the junction northwards to include most of the old County Council depot site within the application site area with the enclosed land used for landscaping. As well as displacing the existing Highway Maintenance Depot and the coach depot, a large part of the Thames Valley Police compound will be affected. The proposal includes a new access road running directly along the southern boundary of properties in Kingsley Close for emergency and highway maintenance vehicles only connecting directly onto the A33 and the deletion of the existing link on to the B3270.

Replacement police facilities form part of the proposal. The proposed vehicle compound measures 4,300 m2 with a 730 m2 like for like replacement of buildings. These comprise a covered garage/workshop area (5 metres high with flat roof measuring 217 m2), a garage/store (5 metres high with flat roof and 460 m2) and an open sided structure for incident vans (5 metres high and 45 m2). The materials are not specified.

The replacement Highway Maintenance facility (4,300 m2) is shown to the south of the proposed emergency access road. 4,425 m2 of buildings will be demolished and replaced by a 640 m2 domed salt barn structure, oval shaped in plan form, measuring 26 metres by 30 metres at its widest points and just under 13 metres to the top of the dome. A 6 metre by 5 metre entrance way allows gritting lorries to re-stock from the salt store inside. The materials indicate a shingle roof cladding over a waterproof membrane with a concrete 2.4 m high ring beam wall to the base

The proposal also involves encroachment into the very south western corner of South Whitley Park to allow for associated engineering works and cycle/pedestrian route.

4. CONSULTATIONS

External consultees included Hampshire County Council, West Berkshire District Council, Wokingham District Council and the Joint Strategic Planning Unit for Berkshire. Berks, Bucks & Oxon Wildlife Trust, the Environment Agency, GOSE, Sustrans, Ramblers Association, Highways Agency, Countryside Agency, English Nature, Reading Cycle Campaign, British Horse Society, English Heritage, Countrywide Travel, Horseman Coaches, National Express, Reading Buses, Weavaway Travel, Bus Users Council, Transco, Southern Electric, Mercury Communication, Berkshire Fire and Rescue, Worldcom, Compaq Computers and Little Chef.

Internal Consultees were the Council's Access Officer, Highways Engineering Officer, Landscape and Urban Design Officer, Transport, Environmental Health, Leisure, Valuation and Town Centre Management Sections.

General public consultation in the Reading Borough Council area included all living in Swallowfield Drive, Village Close, Harness Close, Farmers Close, Woodman Close, Wrenswood Close, Creswell Close, Copenhagen Close, Bob Green Court, Sampidge Close, Sandleford Close, Lexington Grove, Vernon Crescent, Kingsley Close, Heroe's Walk, St. Elizabeth Close, 250 – 268 Whitley Wood Road and from 27 inclusive, all of Spencer Road. Wokingham District Council also consulted extensively along the Basingstoke Road and Three Mile Cross area, and Hartley Court Way and Great Lea on their application. Notices were placed in the local press advertising the application as a departure and to notify the public that an Environment Statement had been submitted. Site notices were displayed around the junction area on the main approach roads to it.

Prior to the application being submitted, the applicant distributed information leaflets to all of the households listed above.

The planning officer handling the planning application for Wokingham District Council has responded to our consultation by confirming that "Wokingham District Council supports the principle of the proposed development, however as consultation responses are still outstanding, further detailed comments will be submitted before your committee meeting". The report on their application is due to be heard at their development control committee meeting on 13th November and the recommendation will be to delegate to officers to grant subject to no objections from Reading Borough Council and no intervention by the Secretary of State.

A summary of the responses received so far appears below with a more thorough discussion, where necessary, in the appraisal section. 9 letters of objection were received from companies or interest groups plus 4 from individuals. No letters were received from local residents. Most objection letters welcomed the proposed cycle/pedestrian/bus routes.

- Horseman Coaches object to the loss of their coach depot site for operational reasons and the loss of employment for their staff.
- Friends of the Earth, The South-East Forum for Sustainability, the Reading Sustainability Network, Newtown Globe Group, and 4 individuals object on the basis that the increase in capacity of the junction would promote the use of private cars contrary to national and local policy, that other non-car transport initiatives in the area should be implemented first and that the new junction could increase pressure for more development in the area. Some of these respondents have requested that the application be dealt with by a Public Inquiry because the proposal has wider than local significance and because of the potential conflict of interest between Reading Borough Council as Planning Authority and as Applicant. These concerns have been passed on to GOSE for comment.
- Living Streets (Pedestrians Association) object to the lack of a pedestrian route on the south west side of the junction, seek the deletion of the bends shown on the proposed path and the physical segregation of cyclists and pedestrians.
- Cycle Touring Club Reading and Reading Cycle Campaign commented that they welcomed the provision of cycle ways as an improvement over the existing provision but sought reductions to the indicated gradients and fewer bends.
- National Express Coaches had no objections but sought clarification about how coaches eastbound would be able to stop easily at Mereoak. The applicants have explained that traffic coming from the west and heading south would basically make the same manoeuvre as at present. The additional queuing capacity through the junction will reduce congestion currently experienced. Rejoining eastbound will also involve the same manoeuvre as now.
- Berkshire Fire and Rescue submitted a holding objection, subject to clarification of access and egress from their facility. They have since confirmed that subject to these details being resolved through a planning condition they will withdraw their objection.

Hampshire County Council had no objections, nor did West Berkshire District Council. English Nature had no objections, subject to the ecology section of the Environment Statement being implemented. The Countryside Agency supported the proposal. The Environment Agency has no objections but request conditions to control details of surface water run off interceptors. The Highways Agency has commented on the need for complementary slip road improvements. Mercury Communication confirmed that there is no cable or wireless plant within the vicinity. Most consultees with access to it have commented favourably on the scope and content of the Environmental Statement and the accompanying summary document.

5. TRANSPORT IMPLICATIONS

The planning application was accompanied by a transportation assessment, in which the applicants have set out the context for the proposal in terms of national and local guidance and also in terms of

the requirement for obtaining the necessary central government funding for highway work. This assessment noted that the existing problems experienced at Junction 11 are extensive and are identified to stem from:

- Tight weaving sections, which prevent the provision of more than 3 lanes;
- Long standing road safety concern;
- The proximity of the signalised Reading International Business Park junction to the north and on the B3270 to the north-east and the potential for these to prevent the smooth passage of traffic to and from Junction 11;
- The overall complexity of a compact 5 entry signalised junction, which restricts overall throughput for all modes;
- lack of positive facilities for pedestrians and cyclists;
- the proximity of Mereoak Roundabout to the south, which gives rise to capacity problems with traffic tailing back southwards most mornings and on to the M4 itself in the evening;
- the junction regularly locks up or suffers from traffic incidents causing rapid extensive queuing at most times affecting both the motorway and the local network over a large radius;
- rat running through inappropriate roads particularly in Whitley Wood area;
- lack of positive bus priority to facilitate existing services, the planned Park and Ride site at Mereoak to the south, and the link with the Basingstoke Road bus priority corridor to the north;
- daily peak period congestion giving rise to extensive queuing for prolonged peak periods including both motorway approaches;
- regular congestion when the Madejski Stadium complex is in use;
- the presence of fire, police and motorway maintenance premises just to the north of J11.

The transport assessment makes clear that the primary objective of the proposal is to achieve a balanced approach to transport provision for all modes. Pedestrians and cyclists have had a major influence on the design of the scheme. The observed pedestrian and cyclist movements across the junction on most days were low. However it can be surmised that the difficulties experienced in crossing the junction, plus the unpleasant environment act as a very strong deterrent to most people. On normal days the majority of pedestrians and cyclists are comprised of children accessing Ryeish Green School to the south but significant levels of pedestrians and cyclists were recorded on match days at Madejski Stadium.

Comments from the Council's Transport Strategy Section (development control) sought clarification on how cyclists can re-join the carriageway on Basingstoke Road travelling northwards, and where cyclists travelling south on Basingstoke Road can join the shared path on the east side of Basingstoke Road. These points of detail have been addressed in an amended plan showing the pedestrian/cycle routes.

On Transport Policy it was found that all relevant policies set out in the Reading Borough Local Plan 2001-2006, Berkshire Structure Plan 2001-2006, Deposit Draft Berkshire Structure Plan 2001-2016, Reading Borough Local Transport Plan 2001-2006 and in the Regional Transport Strategy document "From Crisis to Cutting Edge" June 2002 were satisfied by the proposal.

6. ACCESS FOR THE DISABLED

The Council's Access Officer advises that the proposal has taken on board current design criterium for providing safe routes for those with disabilities or in wheelchairs. However, she notes that although 1:12 is the current gradient standard attempts are being made to reduce this to 1:15. She asks for a condition requiring that details of materials, landscaping and crossing mechanisms incorporate consideration for the needs for those with disabilities. For example, by allowing for the lower sight lines for those in wheelchairs when putting signage or other structures at junctions and by ensuring that planting will not overhang the footpaths.

7. SUSTAINABILITY IMPLICATIONS

The proposal will involve a substantial amount of new construction to enable the new gyratory to be constructed, however, the existing junction structure will be re-used to provide for more sustainable transport options. The improved junction will facilitate movements across the junction for those living in Three Mile Cross and for those in Whitley trying to reach the local secondary school. The landscaping proposals will provide an opportunity for new habitats to be established and for improving the overall environmental quality of the area. The supporting environmental statement states that local residents will not be disadvantaged by the proposal through unacceptable increases in noise and pollution, which is confirmed by the Council's environmental health section. These immediate factors along with the wider economic and environmental benefits associated with the proposal lead me to conclude that on balance the proposal will have positive sustainability implications overall.

8. APPRAISAL

This planning application for the redevelopment of not only the motorway junction itself but also adjacent land needs to be assessed in the context of national, regional, structure plan and local plan strategies and policies. Objections have been received suggesting that the proposal fails to comply with current transport strategy objectives (local, regional and national) in that the scheme, which will relieve congestion at the junction, will encourage car borne commuting. Other areas of concern included the need for this scheme to be designed comprehensively with the Mereoak proposals or indeed that this scheme is premature until the impact of Mereoak and other transport initiatives being planned for the area have been tested. The appraisal therefore looks at the policy context in detail to determine if the objections are sound and discusses the implications for other transport proposals.

National policy context

The overall objective of Planning Policy Guidance Note 13 (Transport) seeks to promote more sustainable transport choices for people and freight by improving accessibility to destinations by public transport, walking or cycling and reducing the need to travel, especially by car. The Government's New Deal for Transport document (a 10 year plan for transport investment) makes clear that local authorities will need to demonstrate that highway schemes are necessary for achieving the objectives of the local transport plan and that this cannot be achieved in other ways. The applicant has confirmed that the proposed works to Junction 11 have been accepted for Central Government funding, which demonstrates that the project has met national policy objectives and requirements.

Regional policy context

The Regional Transport Strategy for the south-east is set out in the report 'From Crisis to Cutting Edge' published in June 2002. This recognises the regional importance of the Thames Valley to the south eastern and national economy. This document identifies improvements to Junction 11 as a key sub-regional priority, along with other local works to improve the rail service provision. The scheme is identified as part of a "selective investment in the road network by removing key bottlenecks and/or providing relief to heavily polluted and congested interchange facilities". The submitted proposal followed the examination of many scheme options and is based on provision for limited growth in private, motorised traffic with full provision for non-car modes of travel, consistent with the Reading Urban Area Package Strategy. The proposal therefore complies with regional policy, which gives Regional Assembly support for those proposals, "where they are justified after a thorough examination of options on a multi-modal basis".

Structure plan context

The Berkshire Structure Plan 1996 – 2006 and its draft replacement identify the need for a sustainable improvement scheme for Junction 11.

Policy OS1: The overall strategy seeks, inter alia, to promote an appropriate balance between all forms of transport by continuing to develop an integrated transport strategy. The proposal is designed to encourage other forms of transport across the junction with a solution that balances the needs of all road-based transport users.

Policy LD4: Environmental impact of transport schemes. The planning application was accompanied by a full environmental statement that included looking at the impact of the scheme on a range of environmental concerns. In most cases the proposal was shown to not have a negative impact and in some cases is likely to improve the prevailing environment. Reading Sustainability Network raised concerns for the impact of the proposal on the landscape character of the rural area to the south of the junction and the loss of open space. The Environmental Statement included a landscape assessment and impact chapter. This concluded that the land to the south was already degraded as a result of the proximity to this junction and the motorway. The proposal will not cause any additional harm to this landscape. The site survey shows that the land affected by the new junction does not encroach into Great Lea Common. Replacement ecological habitats, supported by English Nature, are provided within the scheme. The encroachment into South Whitley Park is discussed below.

Policy T1: Integrated approach to transport. As discussed above the proposal has been designed to give modes of transport hitherto ignored or disadvantaged by the current junction design easier access. This policy requires consideration to be given to the level of demand for each mode. It is to be hoped that there is a latent demand from those pedestrians and cyclists who would like to use this route but have been deterred by the danger and poor environment experienced at the current Junction layout.

Policies T2: Pedestrians and T3: Cyclists. These policies promote the provision of improved and new pathways. The major feature of this proposal is the dedicated pedestrian and cycling routes across the junction. It is considered that the standard of provision proposed for pedestrians and cyclists and the level of improvement it represents over existing complies with these policies. (The response to the cyclist's objections comes in the local plan section below.)

Policy T4: Encouraging the increased use of public transport. This policy seeks to improve the attractiveness, frequency and reliability of bus services by bus priority and other traffic management measures. Park-and-ride schemes will be pursued which, should be co-ordinated with bus priority measures. The proposal will provide a significant improvement in bus priority for north/south movements through the junction. Provision of park-and-ride at Mereoak, which already has planning consent and is supported by the Borough Council, would be facilitated by the scheme. The park-and-ride proposal lies within Wokingham's area and its implementation therefore is that authority's responsibility.

Policy T5: Private car use. This policy states "Within the constraints imposed by highway capacity and the objectives of the integrated transport strategy, the maintenance and improvement of standards of transport by private car will be sought where practicable". Many of the objections were based on the new vehicle carriageway proposals, which will increase the capacity of the junction for motorised vehicles. The concern is that this will breach policies aimed at reducing the use of private cars for routine journeys by making junction 11 less congested. However, the area has a high level of committed growth still under construction or awaiting final approval. It is expected that the traffic generation arising from these committed development schemes will add to traffic using Junction 11 by about 30%. The capacity increase allowed by the proposal is considered to be in scale with these committed schemes and the strategy for economic growth for the region.

Deposit Draft Berkshire Structure Plan 2001-2016 (March 2002)

The Transport chapter of the document notes that the County's transport network – both road and rail – has been put under great pressure as a result of the rapid growth in the region. The document suggests that the way forward is careful location of development in tandem with targeted improvement of transport links, with provision for all modes, and transport choices that encourage people to use non-car modes. Policy T1 (General Transport Policy) aims to reduce the rate of growth of car mileage, but its other criteria promotes alternatives to the car, seeks to increase safety for these alternatives, equality of opportunity and the reliable movement of goods and people, compatible with sustainable development. Policy T3 includes improvements to Junction 11 in the list of schemes proposed for the Primary Route Network and identifies it as a key element of the local and regional transport strategy. This strategic policy context and my earlier comments on the cycle/pedestrian and bus proposals and their compliance with current strategic transport policies lead me to consider that emerging strategic transport policies are also met by this proposal.

Local Plan context
Reading Borough Local Plan 2001-2006 contains numerous policies of relevance to this proposal.

Policy TRN1: A balanced transport strategy calls for the restriction of the growth of car usage and making alternative modes more attractive. The reason given for this policy is "to help ensure that Reading develops a balanced transport strategy that will minimise congestion and enable people and goods to move around the town".

The proposal complies with policy TRN1 as the extra capacity for motorised traffic permitted by the scheme as discussed above is controlled provision to accommodate growth in conjunction with permitted and anticipated major development in the area. This controlled growth provides for the minimising of congestion keeping goods and people moving. The scheme provides good quality facilities for bus priority and for safe, direct routes across the junction by bicycle and on foot.

Policy TRN2: Bus priority and interchange seeks to achieve effective bus priority routes and efficient links with other forms of transport. Road congestion is a major constraint on bus operations therefore the potential for bus priority should be sought in conjunction with major new highways and car park (park-and-ride) developments at the edge of Reading.

The scheme is designed to dovetail with Mereoak park-&-ride, thus assisting with bringing forward this scheme. It also provides full bus priority for north/south movement to ensure the necessary priority route for park-&-ride and other bus services. This satisfies Policy TRN2.

Policy TRN3: Park-and-ride states that "The Borough will assist in the development of park-and-ride schemes" including supporting the efforts of adjoining authorities. As for TRN2, the Junction 11 scheme includes essential infrastructure for the Mereoak park-and-ride proposal and follows close working with Wokingham District Council on the proposal.

Policy TRN4: Cycle routes seeks to promote cycling and create a network of cycle routes across and beyond the Borough. The Borough's Interim Cycling Strategy proposes cycle routes between the city centre and Junction 11, with a link to the south of the motorway towards Three Mile Cross/Spencers Wood. The application scheme provides for these, mostly via segregated paths. There will also be cross links to provide for east/west movement between residential and employment areas. Some objectors raised concerns about the ability for cyclists to use the proposed cycle ways because of the bends and slopes indicated. The pedestrian/cycle route proposed is a minimum 3 metres wide, even on the bends. Most cyclists should be able to cope with this given that as they are using a shared path they will be cycling at moderate speeds. Generally gradients have been kept to a maximum of 1:20

but there are a few areas where this increases to 1:12 due to site constraints. However, as this gradient satisfies the standards for wheelchair users (see below) they are likely to be acceptable to the majority of cyclists. It is relevant to consider the current provision for cyclists at the junction, which is almost non-existent and recognise the benefits that the proposed scheme will bring in this respect. The now established procedure in Reading for safety audits to be carried out on cycle ways in Reading will be applied here.

Policy TRN6: Pedestrians seeks to promote walking as a preferred mode of transport for short journeys. A network of paths is proposed in the application scheme. They will provide for and encourage pedestrian movement across the junction for work or leisure purposes.

Living Streets have requested that a path be provided across the south west corner of the junction as well as changes to the proposed pathway to reduce the number of bends and "detours". The supporting data with the application showed that only one pedestrian was counted using that side of the A33, the majority followed the route now included as the proposed pathway. The implications for providing either a pedestrian bridge or an at grade crossing are significant on structural and safety grounds and not justified by the existing or anticipated demand. Crossing facilities are included in the Wokingham District Council proposals for Mereoak roundabout, which will connect to the route proposed in this scheme. The proposed pathways have broadly met with the approval of most objectors and consultees and meet the needs of all those likely to be using the route. Some might be slightly inconvenienced by ramps and bends but when compared to the existing lack of dedicated provision I am satisfied that the proposal complies with policies aimed at encouraging walking.

The concerns about potential conflicts between pedestrians and cyclists are valid. A minority of cyclists and pedestrians can be irresponsible in how they use shared paths. However, the 3 metre wide path proposed complies with minimum guidance on shared paths. As noted in the cycle policy discussion above a cycle safety audit will be conducted on the proposed route and details of materials and devises to reduce points of conflict can be required by condition. The Council's access officer has confirmed that the proposals meet the needs of those with disabilities but has suggested that conditions be used to ensure that materials and mechanisms used are approved with those with disabilities in mind. The details of the lighting and landscape proposals have taken on board pre-application advice from the Thames Valley Police Liaison Officer by incorporating measures to enable clear views through and along the pathways and to eliminate potential risk areas. Most consultees have welcomed the provision of bridges in preference to earlier schemes showing underpasses.

Policy TRN8: Major highway schemes seeks to ensure that any major highway scheme implemented is instrumental in achieving substantial environmental benefits and/or improvements in public transport services. An improvement at Junction 11 is included in the list of proposals in the Local Plan. The application proposal should facilitate improvements to public transport by inclusion of substantial bus priority measures as well as reducing congestion on the approaches to the junction.

Policy EMP1: Major employment generating development identifies part of the application site (the former County Council depot/coach depot) as Site 6, a major employment site with potential for small workshop units, and B8 storage uses. This site was identified because of its location close to major highway routes and as the site had already been used for industrial type uses. Redevelopment for B8 use was granted in September 2001 to Horseman Coaches on that part used by them for their depot. It is concluded that the wider benefits associated with the reconstruction of the motorway junction justify the loss of this employment site.

Policy LEI4: Neighbourhood Recreation Areas protects existing recreation areas and seeks compensatory improvements if a proposal involves any loss of an area. The wider benefits of the

proposals for Junction 11 represents an acceptable justification for allowing some loss of this recreation area. Discussions with the Council's Leisure Section have concluded the land involved is of such a size and in such a location as to cause little loss to the recreational use of the park (5% around the very edge of the south west corner). However, the applicants and the Council's Leisure Section has agreed to look at ways of making better use of the remaining open space in consultation with the local residents' group and ward councillors.

Policy NE7: Creative Nature Conservation promotes measures in new development to introduce nature conservation. These include enhancing existing habitats, creating new ones, using native vegetation and reducing rainwater run-off. The Environmental Statement details how this policy will be complied with and English Nature has confirmed that it has no objections subject to the measures proposed being implemented. This should be controlled through conditions.

Policy CUD14: Standards of Design in Development seeks high quality design features in all new development. These might include providing public art, the creation of pleasant public spaces, landscaped areas, careful use of lighting and street furniture. The proposal includes landscaping measures that incorporate areas for public seating and opportunities for public art or similar focal points for example; sculptures or details for the motorway bridges. These matters should be the subject of conditions to ensure that they happen. The Council's Landscape and Urban Design officer has welcomed the landscape design but has made numerous comments on the details of the scheme. With the size and complexity of the scheme proposed these are things best addressed as the project progresses rather than cast in stone at this stage. Landscaping details and implementation conditions are recommended if you approve the proposal.

The Borough Council's Transport Plan 2001 – 2006 contains proposals for major improvements to the Junction 11. This document highlights the Council's intention to create a high quality bus route along the Basingstoke Road serving Park and Ride facilities at Mereoak and Madejski Stadium, other new developments in this area as well as providing for existing local bus services. It promotes the need to work in partnership with Wokingham District Council, the Highways Agency and the Council's private sector partners to achieve this. The document includes a number of principles aimed at enabling more people to travel, including the disabled, elderly people and women as well as improving road safety for all travellers, to reallocate road space to public transport, pedestrians and cyclists and to improve air quality. Wokingham District Council's Local Transport Plan also identifies support for a Junction 11 improvement scheme and confirms their intention to promote the complimentary improvements to the Mereoak Roundabout and the provision of the Mereoak Park and Ride site.

Other issues
The proposal raises other issues about the direct impact for local residents and the actual appearance of the junction in the context of the varied surroundings.

The outlook for the nearest residential properties in Kingsley Close and to some extent Hartley Court Way is unlikely to change significantly. For residents in Kingsley Close the Highways Maintenance compound moves closer to their properties. It includes a salt barn enclosed in a domed structure. However the distances (60 metres between the nearest house and the salt barn) and heights involved (the barn is just under 13 metres high at the top of the dome) are such that any impact on these properties through visual intrusion, noise or light pollution will be negligible. At present they look out onto a 15 metre high industrial/office building 35 metres south of their rear fence. The Environmental Statement confirms that noise levels for most people will slightly improve as a result of the proposed noise mitigation measures. In addition, by simplifying the route for emergency

vehicles to reach the main road network and deleting the Whitley Wood Road junction with the B3270 vehicles will no longer be able to rat run using that route.

Visually, the proposal has the potential to be more intrusive through the dominance of pedestrian/cycle bridges and the introduction of traffic information gantry signs. However, the proposed landscaping measures should help to soften the impact of what is unavoidably a large development scheme.

Conclusion

I have considered the numerous objections which are concerned that this proposal conflicts with local, regional and national transport policies against the relevant policies, the agreement of Regional office for funding the scheme, and current announcements by Central Government on the need to tackle congestion. I sympathise with the concern that Junction 11 should be considered in the context of Mereoak, other road initiatives nearby and rail network changes but cannot accept that the granting of permission for this element at this stage is premature or likely to hinder these schemes from coming forward.

The Mereoak roundabout scheme is currently subject to a funding bid undertaken by Wokingham District Council with a decision expected in December. The proposed junction 11 improvements, Mereoak roundabout and Mereoak Park & Ride will combine to provide a comprehensive and integrated solution to the longstanding traffic problems in the area. It will also connect to the new A33 Relief Road in keeping with government policies to intensify the use of and the regeneration of urban areas. Negotiations on the station proposal have been hindered by the internal problems faced by the rail companies at this time but are still on the agenda.

So on the contrary, as all of these schemes have been under consideration for so long I consider that the granting of permission for this proposal will offer a certainty that has been missing. The scale of what is being proposed for Junction 11 and the time table for implementing the works are so long term that the planning and eventual approval of these other schemes to proceed could easily come about in the interim and therefore be completed comprehensively. However, as these other schemes are within Wokingham District Council's control it would be unreasonable to make this proposal subject to a condition requiring their prior approval or implementation.

Some objected to the traffic modelling for the junction. The detailed modelling of the junction improvements was carried out using established appraisal techniques and data from the South Reading Traffic Model. The Department of Transport and GOSE have audited the assessment and confirm that the estimated accident reductions accredited to the scheme design are acceptable. Modelling using worse case scenarios would be difficult to run given the complexity of the junction and such levels of modelling are not normally required by central government when assessing highway proposals.

The congestion experienced by those using Junction 11 is easily witnessed. Likewise the disturbance and inconvenience caused to local residents by traffic seeking to either avoid crossing the M4 using Junction 11 or trying to jump the queues on the A33 (north and south bound) by using residential streets. By easing congestion on Junction 11, traffic will be encouraged to use the more suitable approach routes, which have been designed to accommodate this volume and type of traffic. Also by facilitating the park and ride bus services as well as established bus routes more people may be encouraged to use this mode of transport. The proposal will also encourage walkers and cyclists who hitherto might have been put off from crossing this noisy and dangerous junction. Local Transport Plan and Local Plan policy objectives seek these benefits for all travellers as part of the overall transport strategy as well as seeking improvements to the urban environment. The proposal therefore

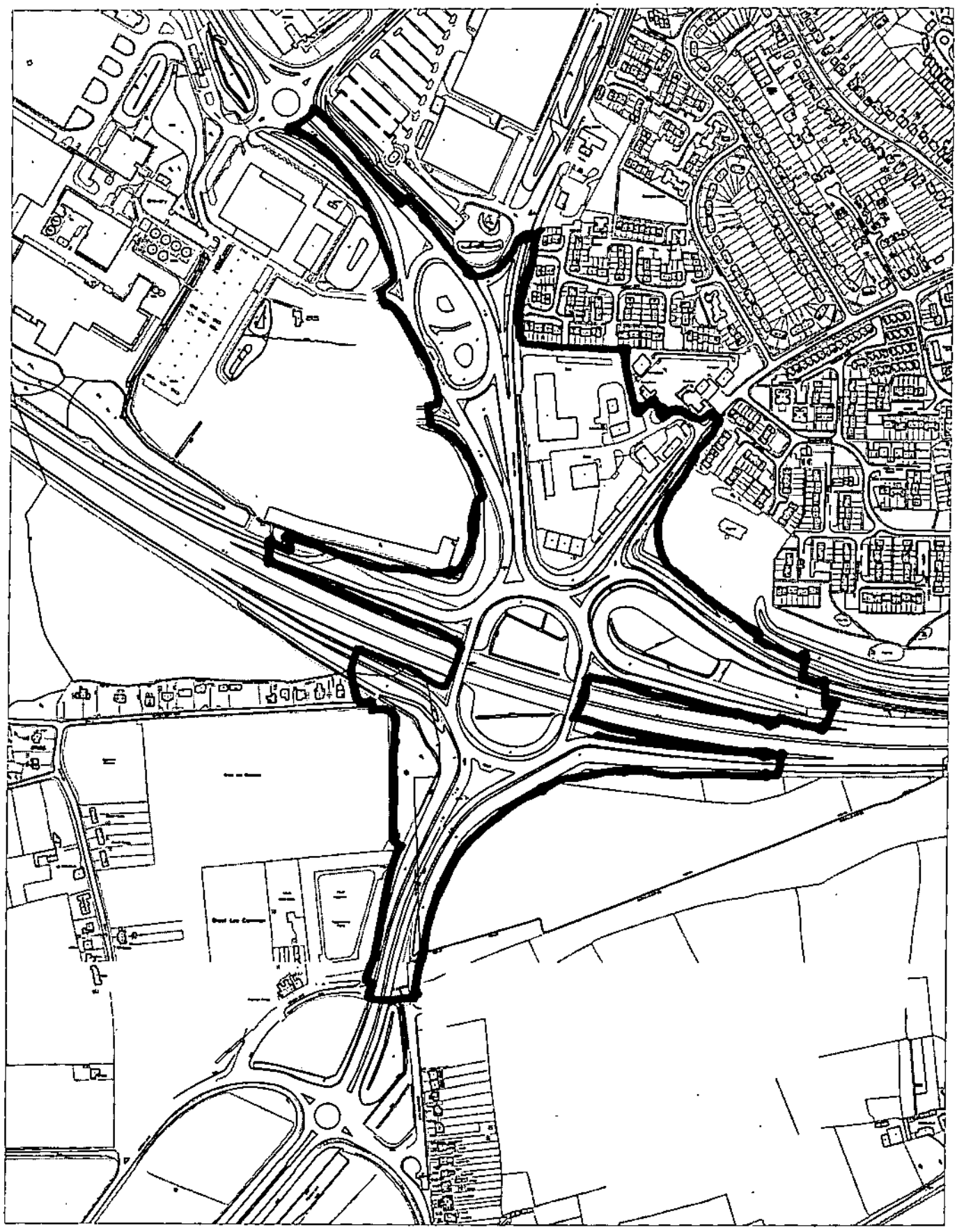
helps to meet these objectives and complies with all relevant policies. The many conditions proposed are as a consequence of managing the implementation of this major, complex and long-term project as well as standard conditions one might expect on any other planning permission.

Requests from objectors that the application should be determined via a Public Inquiry have been notified to GOSE to consider as part of their consideration of the departure aspects of this proposal. The requests stem from their concern that a conflict of interest might exist as the Council is determining its own proposal and that the proposal raises planning issues of more than local importance.

As noted in the introduction, this application has been considered as a departure from the Local Plan due to the site area shown for Junction 11 being larger than as shown on the Proposals Map and the impact on Site 6 identified in employment policy EMP1. .The (Departures) Directions 1999 sets out what information needs to be sent to GOSE and this has already been sent to them. The Secretary of State has 21 days from the date of receipt of the information to decide if the decision should be taken at a higher level or following a Public Inquiry. The Secretary of State must notify us before the expiry of the 21 days that he does not intend to issue a direction under section 77 of the Town and Country Planning Act 1990 to enable us to proceed to determine the application. For this reason the recommendation is to delegate to officers to grant subject to this notification being received.

This Council also needs to comment on the identical planning application that was submitted to Wokingham District Council. As their Development Control Committee will consider the proposal after your meeting it is also recommended that you authorise officers to confirm that this Council raises no objections.

Case officer: Julie Williams
Background papers: planning application, environmental statement, flooding impact assessment report, objection letters



Reading BOROUGH COUNCIL

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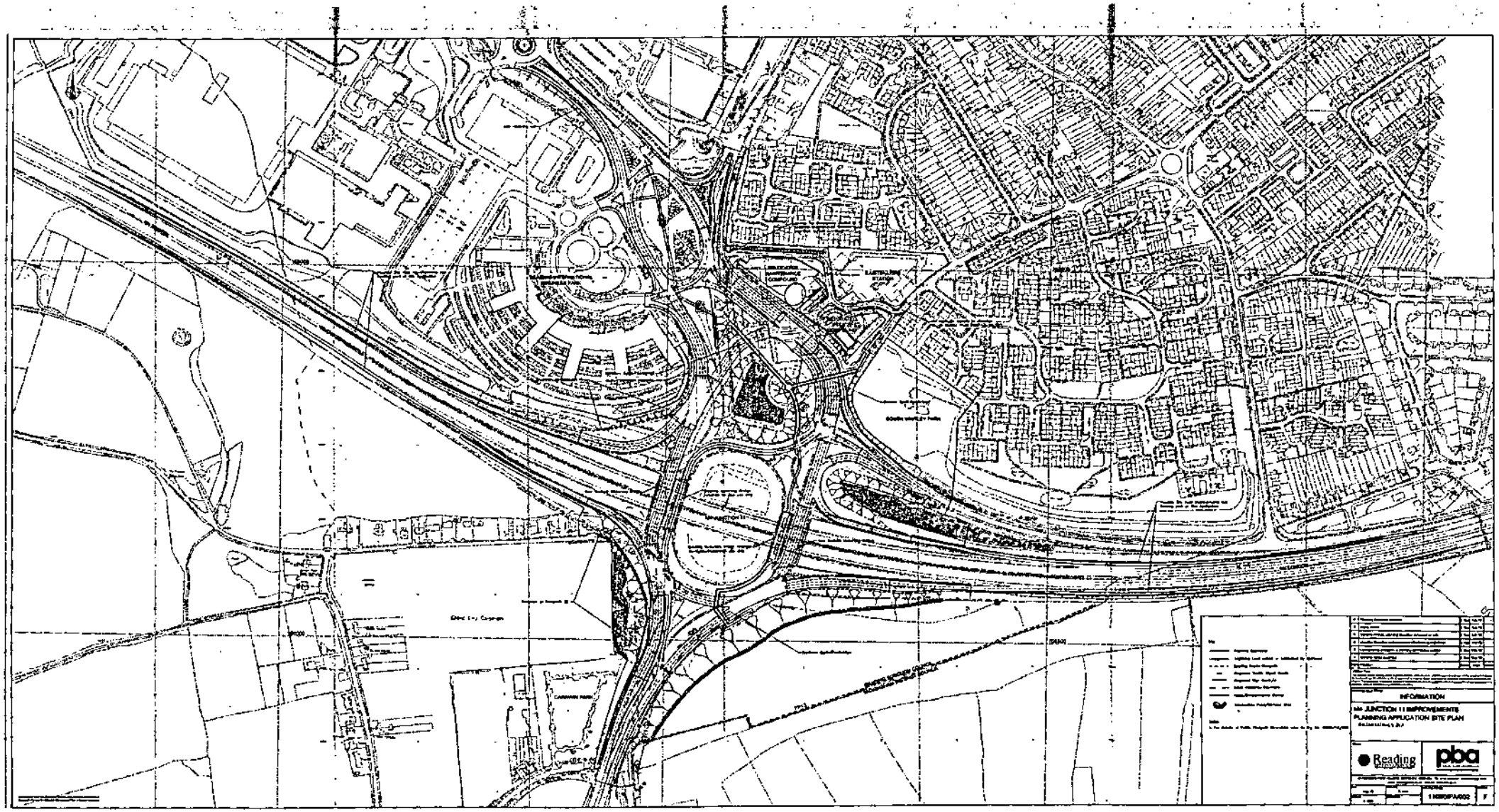
RG1 7TD

project: M4 JUNCTION 11			
drawing: LOCATION PLAN			
drawn: CJB	checked:	approved:	date: OCT 02
scale: NTS		drawing no.:	


INFORMATION
M4 JUNCTION 11 IMPROVEMENTS
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Minicom 𝒻 0118 939 0700
Our Ref: 02/01138/REG3/JW
Your Ref: F/2002/
Direct: ☎0118 939 0435

30th October 2002

Tanya Davies
Wokingham District Council
Environmental Services Department
PO Box 157
Shute End
Wokingham
RG40 1WR

Your contact is: Julie Williams, Planning and Transport

Dear Tanya,

JUNCTION 11/M4 APPLICATION

I enclose copies of letters from Environment Agency and Highways Agency and you should have received an emailed copy of my report yesterday.

As confirmed in our telephone conversation the required information has now been sent to GOSE and our covering letter reminds them of our need to meet their 13 weeks target! You may wish to do the same.

Yours sincerely,

Julie Williams
Planning

JW 990.

GOVERNMENT OFFICE
FOR THE SOUTH EAST

READING BOROUGH COUNCIL
- 1 NOV 2002
ENVIRONMENTAL SERVICES

Ms Julie Williams
Planning
Reading Borough Council
Civic Centre
Reading RG1 7TD

Berkshire, Oxfordshire & Buckinghamshire Area Team
Planning
Bridge House
1 Walnut Tree Close
Guildford
GU1 4GA

Switchboard: 01483 882255
Tel: 01483 882 494
FAX: 01483 882 409
GTN: 3011 2494

E-mail: vkirton.gose@go-regions.gsi.gov.uk
Website: www.go-se.gov.uk

30 October 2002

Our Ref: GOSE/103/3/READ/12
Your Ref: 02/01138/REG3/JW

Dear Madam,

TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED)
TOWN AND COUNTRY PLANNING (GENERAL REGULATIONS) 1992
TOWN AND COUNTRY PLANNING (DEVELOPMENT PLANS AND CONSULTATION) DIRECTIONS 1999

PLANNING APPLICATION: 02/01138
PROPOSED RECONSTRUCTION OF M4 INTERCHANGE INCLUDING WORKS TO APPROACH ROADS, CONSTRUCTION OF NEW MOTORWAY BRIDGES, FOOTBRIDGES, CYCLEWAYS, FOOTPATHS, RELOCATION AND REBUILDING OF HIGHWAY MAINTENANCE DEPOT AND POLICE FACILITY.

Thank you for your letter of 28 October 2002 in relation to the above named development, which has been referred to this department under the Town and Country Planning (Development Plans and Consultation) Directions 1999.

The department's consideration of this application has begun and the 21-day period during which the Secretary of State may intervene will expire on 19 November 2002.

Yours faithfully,

Victoria Kirton
Administrative Officer for the Berkshire, Oxfordshire and Buckinghamshire Planning Team

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INVESTOR IN PEOPLE
POSITIVE ABOUT DISABLED PEOPLE

Reading
BOROUGH COUNCIL

file copy

Tony Lear
Director of Environment
Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Our Ref: 02/01138/REG3/JW
Your Ref: 11090
Direct: ☎0118 939 0435

25 September 2002

Peter Brett Associates
16 Westcote Road
Reading
Berkshire
RG30 2DE

Your contact is: Julie Williams, Planning and Transport

Dear Mr Groves

M4 JUNCTION 11 APPLICATION – FEEDBACK ON CONSULTATIONS SO FAR

Due to the number of consultation methods; statutory notifications, neighbours letters, site notices and press notices, there is a range of deadlines for consultations. The one given to neighbours and standard consultees is 26th September but for the first press notice the deadline is 30th September. Unfortunately I have also had to conclude that the proposal could be construed as a departure as the proposed site area is larger than as depicted on the Local Plan Proposals Map and impacts on another site identified in the plan (the depot site). A second advert will be placed this week to ensure that all regulations are covered.

Our reception staff has told me that many people have been in to see the model and look at the plans but I have not yet received any communication from the public. I have received some letters though and these are summarised below:
West Berkshire District Council – no objections
Hampshire County Council – no objections
English Nature – no objections subject to recommendations in the ecology section of ES being implemented
Mercury Communications – no objections as cable and wireless plant is unaffected
Highways Agency (Colin Ferguson) has instructed their consultants Mott Macdonalds to advise them and I understand has already been in touch with you for more information.
Berkshire Fire & Rescue – have raised 4 queries. I understand that you have spoken to them so their concerns may have been resolved but for the record I enclose a copy of their letter.
Transport Section of RBC – Phil Schnepp has already spoken to you but I enclose a copy of his comments for your action.
Friends of the Earth – have raised a number of questions about the methodology of the transport modelling and pollution measurements etc. I understand that you are dealing with these questions direct with them and assume that I will be copied in on replies.

Yours sincerely,
Julie Williams, Planning
Cc Tanya Davis - WDC

Beacon Council
2001-2002
Town Centre Regeneration

DEPARTMENTAL MEMORANDUM

To: **Planning Manager** Your Ref: **JW**

From: **Transport Strategy** My Ref: **PWS**
Ext: 2612

Date: 16 Oct 2002

Application No. 02/01138/REG3

Proposed Development Reconstruction of Junction 11 of M4.

Development Address Junction 11, M4, Reading.

I refer to the note from Julie Williams dated 15 October 2002.

My practice in such cases, where the Council as highway/transport planning authority is promoting an application relating to public infrastructure, has always been to leave the relevant project manager to advise the planning authority on issues arising from the application. In support of this approach, I would ask you to note that the project manager would normally be the expert witness at any public inquiry.

Accordingly, and further to earlier detailed comments on third party access (the fire station), and walking/cycling provision (in my capacity of advisor to the Borough on the Cycleways programme), I have asked Rob Groves of PBA to comment on the letters from Peter Burt, SEFS, Reading Sustainability Network, GLOBE, and FoE.

Phil Schnepp
Development Control (Transport)

Copy to Rob Groves, PBA

Reading
BOROUGH COUNCIL

NOTICE OF APPLICATION FOR PLANNING PERMISSION

Article 8 Town and Country Planning (GPD) Order 1995

The following applications have been received by the Borough Council:

Notice under Article 8 of application for planning permission (Departure)

Application Number: 02/01138/REG3/JW
Proposed development at: Junction 11 of the M4, Whitley Wood depot and adjacent roads.

I give notice that Reading Borough Council's Transport Strategy Section is applying to Reading Borough Council and Wokingham District Council for planning permission for reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works. The proposed development does not accord with the provisions of the development plan in force in the area in which the land to which the application relates is situated.

Members of the public may inspect copies of the:

- Application
- Plans
- Environmental Statement, and
- Other documents submitted with the application,

at the Planning Reception, Ground Floor, Civic Offices between 9am and 5pm Monday to Friday, and also the Whitley Advice Shop and Whitley Library - both in Northumberland Avenue (during their normal hours).

Anyone wishing to make representations about this application should write to Reading Borough Council within 21 days of this Notice appearing on site or 14 days of this Notice being published at: Planning Section, Civic Offices, Reading RG1 7TD.

D. Breeze

Dated: ???

02/01138/REG3/JW
Invoice to: Jane Greenway

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Reading Evening Post
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SIGNED: [signature] NAME: J. GREENWAY

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Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom ☎ 0118 939 0700

Our Ref: 02/01138/REG3/JW
Your Ref: GOSSE/103/3/READ/CON

Direct: ☎ 0118 939 0435
Extension: 4545

24 September 2002

Victoria Kirton
Government Office For The South East
Bridge House
1 Walnut Tree Close
Guildford
GU1 4GA

Your contact is: Phil Moule – Planning and Transport

Dear Ms Kirton,

RE: PLANNING APPLICATION 02/01138/REG3
Proposed Reconstruction of M4 Interchange Including Works to Approach Roads, Construction of New Motorway Bridges, Footbridges, Cycleways, Footpaths, Relocation and Rebuilding of Highway Maintenance Depot and Police Facility

Further to your letter received on the 12th September 2002 concerning the above named development, I can confirm that this application will be referred to your office as a departure.

Please find enclosed a copy of the requisite notice, the certificate of ownership, copies of all relevant plans and a copy of the flood risk assessment.

Please also find enclosed 3 copies of the Environmental Statement, as requested.

If you have any queries concerning the above, please do not hesitate to contact me on the number above.

Yours sincerely,

Phil Moule
Planning Technician

Beacon Council 2001-2002 Town Centre Regeneration

NOTICE UNDER ARTICLE 8 OF APPLICATION FOR PLANNING PERMISSION (DEPARTURE)

Proposed development at: Junction 11 of the M4, Whitley Wood depot and adjacent roads. Application no. 02/01138/REG3/JW

I give notice that Reading Borough Council's Transport Strategy Section is applying to Reading Borough Council and Wokingham District Council for planning permission to reconstruct junction 11 etc. **The proposed development does not accord with the provisions of the development plan in force in the area in which the land to which the application relates is situated.**

add in as on last one.

Members of the public may inspect copies of the

- Application
- Plans
- Other documents submitted with the application

at Planning Reception, (ground floor of the civic offices – 9-5 mon to fri), Whitley Advice Shop & Whitley Library (both in Northumberland Avenue, during their normal hours).

Anyone wishing to make representations about this application should write to Reading Borough Council within 21 days of this notice appearing on site or 14 days of this notice being published at: Planning Section
Civic Offices
Reading RG1 7TD

Signed..... Council's authorised officer
On behalf of Reading Borough Council
Date:

Jane, Looks like it might be a departure too. Typical. As soon as I can confirm can you get this into paper asap.

TA
Julie

21489

Reading
BOROUGH COUNCIL

NOTICE OF APPLICATION FOR PLANNING PERMISSION

Article 8 Town and Country Planning (GPD) Order 1995

The following applications have been received by the Borough Council:

Notice under Article 8 of application for planning permission accompanied by an Environmental Statement.

Application Number: 02/01138/REG3/JW
Proposed development at: Junction 11 of the M4, Whitley Wood depot and adjacent roads.
For: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

I give notice that **Reading Borough Council's Transport Strategy Section** is applying to Reading Borough Council and Wokingham District Council for planning permission to reconstruct Junction 11 etc and that the application is accompanied by an **Environmental Statement.**

Members of the public may inspect copies of the:

- Application
- Plans
- Environmental Statement, and
- Other documents submitted with the application.

at the Planning Reception, Ground Floor, Civic Offices between 9am and 5pm Monday to Friday, and also the Whitley Advice Shop and Whitley Library - both in Northumberland Avenue (during their normal hours).

Members of the public may obtain copies of the Environmental Statement from Reading Borough Council's Transport Strategy Section, so long as stocks last, at a charge of £175. Non technical summaries of the Statement are available free of charge at the above places.

Anyone wishing to make representations about this application should write to Reading Borough Council within 21 days of this notice appearing on site or 14 days of this notice being published at: Planning Section, Civic Offices, Reading RG1 7TD

C.D. Breeze

Dated: 5 September 2002

20450LES - 02/00722/REG3/RE
Invoice to: Jane Greenway

19 x 2
Reading Evening Post
Cost: £494.00 + vat
Discounted cost: £456.95 + vat
Artwork: £15.00 + vat

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NOTICE OF APPLICATION FOR PLANNING PERMISSION

Article 8 Town & Country Planning (GPD) Order 1995

The following applications have been received by the Borough Council:

NOTICE UNDER ARTICLE 8 OF APPLICATION FOR PLANNING PERMISSION (DEPARTURE)

Proposed development at: Junction 11 of the M4, Whitley Wood depot and adjacent roads. Application no. 02/01138/REG3/JW

I give notice that Reading Borough Council's Transport Strategy Section is applying to Reading Borough Council and Wokingham District Council for planning permission for reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works. **The proposed development does not accord with the provisions of the development plan in force in the area in which the land to which the application relates is situated.**

Members of the public may inspect copies of the

- Application
- Plans
- Environmental Statement
- Other documents submitted with the application

at Planning Reception, (ground floor of the civic offices – 9-5 Mon to Fri), Whitley Advice Shop & Whitley Library (both in Northumberland Avenue, during their normal hours).

Anyone wishing to make representations about this application should write to Reading Borough Council within 21 days of this notice appearing on site or 14 days of this notice being published at: Planning Section
Civic Offices
Reading RG1 7TD

Signed ..D...BREEZE.... Council's authorised officer
On behalf of Reading Borough Council
Date: 25/09/02

JW

21

globe

Go Local On a Better Environment

Civic Centre, Reading RG1 7TD
Tel (0118) 939 0200
Fax (0118) 939 0862
E mail: Julie.Wickham@reading.gov.uk
Direct Tel:

READING BOROUGH COUNCIL
DATE
27 SEP 2002
ENVIRONMENTAL SERVICES

Julie Williams
Planning Department
Reading Borough Council
Civic Centre
Reading
RG1 7TD

26th September 2002

Dear Julie Williams,

Planning Application 02/01138/REG3 - M4 Junction 11

On behalf of the Newtown Globe Group, I am writing to object to the above planning application. Newtown Globe Group is a local community group in East Reading who work and campaign on issues relating to the environment and sustainable development.

We are concerned that the plans for redeveloping Junction 11 of the M4 represent a highly unsustainable development. The scheme looks set to cause a large increase of car journeys into a town which is already heavily congested and seems likely to increase pressure for further business development in the Reading area.

Although we support the elements of the scheme which would create new pedestrian, cycle, and bus routes and prevent rat-running, we object to the scheme as it stands as it would result in a large increase in road capacity for private motorists and therefore contribute to increased car use. Neither the Reading Local Plan nor the Local Transport Plan include policies which support an increase in capacity for private car users. Policy TRN1 in the local plan explicitly states that the council will aim to restrict the growth of car usage, and the Local Transport Plan has a target for reducing the number of car trips into the town centre.

Construction of a larger roundabout which allows more traffic into the town would result in increased consumption of fossil fuel energy resources as a result of increased car use, generating carbon dioxide and thus contributing to the greenhouse effect. Policy R2 in the Local Transport Plan sets a goal to reduce this type of energy consumption.

We would like to ask the Council to arrange for this planning application to be decided at a Public Inquiry. Reading Borough Council is both promoter and planning authority for the scheme, and is not in a position to make a neutral decision on the matter. The scheme is of Regional, not just local importance, and a public inquiry would be able to address

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Reading BOROUGH COUNCIL

(3)

Julie Williams
Reading Borough Council
Civic Centre
Reading
RG1 7TD

Reading Sustainability Network
c/o RISC
35-39 London Street
Reading
RG1 4PS

READING BOROUGH COUNCIL
DATE 27 SEP 2002
ENVIRONMENTAL SERVICES
COMMENTS ACKNOWLEDGED

25th September 2002

Dear Julie,

M4 Junction 11: Planning Application reference number 02/01138/REG3

Reading Sustainability Network is a coalition of local environmental and community groups based in the Reading area. We would like to **object** to the current proposals for expanding Junction 11 of the M4 because we feel that it is incompatible with the objectives and policies of the Local Plan and Local Transport Plan and National planning policy relating to traffic reduction. We request that the scheme is referred to a Public Inquiry for a decision as to whether or not it should go ahead.

According to the Environmental Statement for the scheme, the proposed improvements would result in an increase of traffic capacity of 20-30% through the junction. Although we warmly welcome the elements of the scheme which would create new pedestrian, cycle, and bus routes, prevent rat-running, and allow environmental enhancements to be made, we object to the scheme as it currently stands because it would result in a large increase in road capacity for private motorists and therefore contribute to increased car use, contrary to planning policy.

Junction capacity and increases in private car use.

The main grounds for our opposition to the scheme are that it would provide increased road capacity for car users at Junction 11, thus encouraging private car use, contrary to the intentions of the Local Plan.

Neither the Reading Local Plan nor the Local Transport Plan include policies which support an increase in capacity for private car users. On the contrary, the Local Plan has as a strong theme the need to reduce private car use in Reading. The Plan states that "Reading cannot continue to rely so heavily on the private car to move people around. ...The Plan seeks every opportunity to shift emphasis away from the private car" (paragraph 1.14).

One of the specific transport objectives of Reading's Local Plan is "to find ways of containing the town's growing traffic congestion by restricting the growth of car usage" (paragraph 4.1.iii). Another objective of the Plan is "to help make alternatives to the private car...safe, efficient, and attractive to potential users and reduce reliance on car based travel" (paragraph 4.1.iv).

Policy TRN1 in the Local Plan explicitly states that the council will aim to restrict the growth of car usage: "The Borough Council will use its planning and transport powers, where appropriate, to ensure that a balanced transport strategy is implemented which seeks to restrict the growth of car usage and to make alternatives to the use of private cars such as public transport, cycling, and walking attractive, particularly in congested conditions."

Some elements of the plans for rebuilding Junction 11 would help to promote alternatives to private car use – and we welcome these elements – but rather than restricting car use, expansion of capacity at the junction would have the opposite effect and would in fact encourage car use. The argument that increased road capacity results in increased car use is now generally accepted by transport analysts following research conducted by the government's Standing Advisory Committee on Trunk Road Assessment (SACTRA) and is accepted by Reading Borough Council in paragraph 4.6 of the Local Plan: "Where extra highway capacity is created along a transport corridor, the opportunity must be taken at the same time to give some of that space for public transport. If it is not done at the same time, *car traffic will grow and use up the spare capacity.*" (our emphasis)

Paragraph 4.4 of the Local Plan states that "The Council is not promoting further major road schemes for the area." We would argue that, with an increase in road capacity of 20-30%, the Junction 11 enlargement scheme is just such a major road scheme, which is being promoted contrary to the intention of the Local Plan.

Although there is a specific policy in the Local Plan aimed at restricting the growth of car usage, we note that there are no specific policies in the plan promoting the construction of an enlarged Junction 11.

Local Transport Plan

Reading's Local Transport Plan (2001-2006) has a target for reducing the number of car trips into the town centre (target G2). The timetable for construction of the new Junction 11 does not anticipate the scheme being completed before Summer 2006, and so the targets in the current plan will have expired before the impacts of the completed scheme are felt. However, it seems reasonable to expect that the next draft of the Local Transport Plan (2006-2011) will include targets for reducing car use which are at least as stringent as those in the current plan. We are concerned that, by facilitating the entry of cars into Reading, the increase in road capacity at Junction 11 will compromise the ability to meet local traffic reduction targets in future years.

We also believe that increased traffic resulting from construction of a larger roundabout at Junction 11 would result in increased consumption of fossil fuel energy resources and generation of carbon dioxide, contributing to the greenhouse effect. Policy R2 in the Local Transport Plan sets a goal for the reduction of energy consumption to ensure that Reading contributes to national and global sustainability goals, and expansion of Junction 11 would therefore hinder our ability to achieve this goal.

Like the Local Plan, Reading's Local Transport Plan says nothing about increased road capacity – not even at Junction 11. The emphasis of the plan is heavily based on demand management, road space re-allocation, and network management, rather than increased road capacity.

National and Regional level policy

Government policy at the national level also indicates that transport problems should be solved using methods other than construction of new road capacity. The Transport White Paper of 1998 ('A New Deal for Transport') outlines government policy to large schemes, stating: "When they submit bids we expect local authorities to demonstrate that they have explored the scope for alternative solutions that do not involve major new construction." However, the proposals to expand Junction 11 represent a major new construction scheme.

Planning Policy Guidance Note 1 (PPG1) on General Policy and Principles has the objectives of reducing the growth in the length and number of motorised journeys, and reducing reliance on the private car. Policy T1 of the Berkshire County Structure Plan (deposit draft) reflects this, with the aim of reducing the growth in the number of car miles driven. Policy T1 of the Regional Policy Guidance for the South East states that "Policies should be developed which minimise the distance which people need to travel whilst enhancing choice and ease of access to activities, taking into account the needs of all users including disabled people and others with reduced mobility." By facilitating road transport into Reading, the proposals to expand Junction 11 encourage commuting from outside the town and run contrary to the intention of this policy to minimise travel distances.

We recognise that the same policies that we are using to support our arguments against this scheme have also been quoted by the scheme's proponents to justify the scheme as an integrated transport project. However, the key principle behind these policies is the aim of reducing private car use, and the elements of the scheme which increase road capacity fundamentally contradict this principle.

Junction 11 expansion and other transport developments in South Reading

Before a new motorway junction is considered, public transport projects should be completed in South Reading which support the aims of the Local Plan and the Local Transport Plan to provide alternatives to car use.

Policy TRN3 in the Local Plan relates to a Park and Ride scheme for Mereoak, just South of Junction 11. The Park and Ride scheme should be opened to provide a public transport alternative to driving into Reading via Junction 11 before expansion of the junction is considered. Given that there is at present little bus traffic passing through the junction, the dedicated busway elements of the new scheme are likely to have little value until the Mereoak Park and Ride scheme opens.

Transport issues in the Thames Valley are currently the subject of the Thames Valley Multi Modal Study which has been commissioned by the Government Office for the South East. We feel it is inappropriate for a decision to be made on Junction 11 until the full results of this study have been published, in order to ensure that plans for expanding capacity at the junction are compatible with likely recommendations of the study relating to reduction of traffic congestion on the M4.

The South Reading Rail Study has recommended building a new railway station at Green Park. This station should be opened before moves to expand the capacity of Junction 11 are considered.

We believe that alternatives to the proposed scheme exist, based around prompting a modal shift in transport use from use of the private car to more sustainable modes of transport. We feel this approach has not been adequately explored during inception of the scheme and that it has the potential to result in viable alternatives to the current proposal.

Economic issues

Unemployment in Reading is currently virtually zero, and further business development in the area looks set to draw in more commuters from the surrounding area. The objective of the Junction 11 expansion scheme is to enable easy access to the town from outside the area, and thus in the long term it is difficult to see how it can result in local employment opportunities for local people.

As it stands, the scheme looks set to benefit corporate interests in the South Reading area far more than it will benefit local people. It seems highly unlikely that economic growth generated as a result of the scheme will benefit low income families in the nearby Whitley area or elsewhere in Reading Borough.

Enlargement of Junction 11 is likely to lead to pressure for further business development in the area to the South of the M4 motorway, resulting in encroachment of the Reading urban area beyond its current Southern boundary.

Local environmental impacts

We are also concerned that the scheme would result in the following local environmental impacts:

- Loss of mature trees at Hartley Court Road and elsewhere.
- Deterioration of the landscape character of the rural land to South of scheme.
- The 'footprint' of the roundabout will increase substantially as a result of the proposed scheme, causing encroachment of the road area into surrounding areas of common land, agricultural land, and recreational land, and resulting in the loss of public open space adjacent to Whitley Wood.

- In the long term, by increasing the potential for car use and traffic congestion, the scheme is contrary to the sustainability objectives in the 'Reading 2020' vision for the town's development, which focus on improving the quality of life for local people.

Public Inquiry

We are asking that this planning application should be referred to a Public Inquiry, rather than dealt with by Reading Borough Council's Planning Applications Committee, for the following reasons:

- Reading Borough Council is both promoter and planning authority for the scheme. The council also owns some of the land in the project area. The Council has a material interest in the outcome of the scheme and there would therefore be a conflict of interest if the Council were itself allowed to make a decision on the scheme.
- The scheme is of Regional, not just local importance, with implications for development of the whole of the Thames Valley and the wider South-East, and not just the Reading area.
- The scheme is likely to result in strong pressure for secondary development in the area to the South of the M4 motorway, which lies outside the Reading Borough area.
- The scheme represents a departure from the Local Plan.
- The issues surrounding this project are complex and relate to Regional transport policies as well as straightforward planning matters.
- A Public Inquiry could consider alternatives to the current scheme which preserve the sustainable elements without resulting in an increase in road capacity.

We note that time for a Public Inquiry has been allocated in the timetable for building the scheme, and thus a Public Inquiry would not unduly delay implementation of this project.

Should the scheme be referred to an Inquiry, we would like to have the opportunity to present evidence to the inspector at the Inquiry.

Thank you for considering these points and I should be grateful if you would keep us informed of progress in dealing with this planning application.

Yours sincerely,

Peter Burt

Peter Burt

(JW) (19)

NIGEL D ROSE MA CEng MIMechE MCMI
South East Forum for Sustainability – Transport Group – Thames Valley
SPINNEY SIDE
HOLME PARK FARM LANE
SONNING-ON-THAMES
READING RG4 6SX
Tel: [illegible] Mobile: 07967-227542
E-mail: nigelrose@[illegible]

READING BOROUGH COUNCIL
DATE
- 1 OCT 2002
ENVIRONMENTAL SERVICES

23rd September 2002

Ms Julie Williams
Planning Department
Reading Borough Council
Civic Centre
Reading
RG1 7TD

Dear Ms Williams

Junction 11 – Planning Application 02/01138/REG3

SEFS is the umbrella grouping for the various environmental organisations.

We are most concerned about the implications of this scheme's increase in capacity for car traffic on the local environment. It has been suggested that there is not a problem because the rest of the local road network is constrained and even with a 30% increase of traffic through J11, local congestion will remain at acceptable levels. It will also not encourage new strategic flows across the sub-region. This is very questionable particularly if local and P+R bus services are not in place to take advantage of the bus priority components of the scheme. Without the new bus services, the only environmental benefit (as opposed to mitigation measures) left to offset the increased car traffic will be just the additional cycling and walking provision. Although welcomed, there are a number of detailed concerns which have been expressed to us by local cyclists – for example the doubling-back ramp in the south-east corner to gain access to the A33 south-bound. Would this route not be better achieved by a straight bridge over both the gyratory carriageway and the A33 south-eastern slip, followed by a gentle slope parallel alongside and down to the grade of the A33 southbound? May we please suggest that further discussions are held with cycling groups about this and other aspects of the detailed design.

On balance therefore we must register an objection to the scheme, as the increased capacity will lead to further environmental degradation – noise and air pollution, additional traffic on local roads as drivers perceive the new junction provides "easier" access to the M4 and Green Park – traffic generally on the A33 and in to Reading town centre will increase leading to disbenefits for residents in some of the already more disadvantaged parts of the Borough.

We have additional concerns about the associated projects south of the M4.

We have gone through the appraisal statement for the Mereoak Lane Roundabout proposal, kindly provided for us by DfT. The scheme, as proposed to GOSE for funding, is insufficiently "integrated" with public transport provision and will not deliver what is expected in this area. It has always been assumed that M4 J11, Mereoak Lane roundabout and Mereoak Lane Park+Ride would be delivered as a total package – a three legged stool. If one of the legs is missing, the whole concept becomes flawed. There are currently insufficient local bus services to justify bus priority

through both Mereoak Lane roundabout and J11 – however, the situation would be very different if the P+R were operational. An attempt was made a couple of years ago to save some future expenditure at J11 by putting in a small bus lane at the J11 roundabout southern approach in the expectation of the P+R – however, there was such a fuss from motorists and a local MP about this road space not being used that Reading Borough were forced to put it back for general use. If the P+R is not in place at the start when J11 and Mereoak roundabout are changed, there is a danger that the same thing will happen again and it will be almost impossible to claw back the bus priority facilities at J11 and Mereoak if and when the P+R does happen.

For reasons that are not clear to us, Wokingham District Council have been delaying implementation of the P+R, despite it having conditional planning permission. In fact Mereoak P+R could have significant benefits for the sub-region – for example, ORBIT and TV MMSs are proposing north-south coach routes and SWARMMS is proposing a number of coachways. Mereoak Lane would be a very good location for an interchange between coach services, for the P+R services linking the car park and these N/S and E/W coach services with Green Park, Reading Town Centre and Rail Station. Local bus and dial-a-ride services could also link into the location, which could be provided with small scale "station" facilities – ticket booking, waiting room, coffee shop, newsagents etc – very different from the "suburban bus stop" at the so called coachway at Calcot near M4 J12.

If all this can be delivered as a package then the major disadvantages of the simple capacity increases at J11 can be offset to an extent. We therefore request that, if you are still minded to approve the J11 scheme, a strict planning condition is applied requiring that Mereoak Lane Roundabout and the P+R be implemented at the same time as an integrated package. J11 works should not commence until funding and permissions are granted for the other two components and a delivery programme agreed by all concerned.

We should be pleased if you would take on board our objections as part of your planning evaluations and draw our concerns and proposals for conditions to the attention of the Committee members. If there is an opportunity, we should be pleased to present our case to the members at the meeting.

Yours sincerely,



Nigel Rose
South East Forum for Sustainability – Transport Group – Thames Valley



LIVING STREETS

READING BOROUGH COUNCIL
DATE
24 OCT 2002
ENVIRONMENTAL SERVICES

Planning Manager
Reading Borough Council

20 October 2002

Dear Sir,

APPLICATION REF: 02/01138/REG3/JW
JUNCTION 11, M4

We have received a copy of the Environmental Statement for the proposed reconstruction of Junction 11 of the M4, and wish to comment on the planning application.

We welcome the improved access proposals for pedestrians, but believe that they fail to take into account the needs of all potential users, and also contain too many reversals of direction, dictated solely by insufficiently imaginative engineering.

South-West to North-West and North East pedestrian journeys

No account has been made of the need for pedestrian journeys starting and finishing in the south-west corner of the junction. There are many properties in the Great Lea Common area, including a mobile home site, shown on the attached plan as A. Residents from this area can often be seen trying to cross the existing appalling junction. In addition, there are cyclists from the Mortimer and Burghfield area who need to cross the junction from the south-west.

If nothing is done to improve the current proposals, then pedestrians and cyclists will take the desire-line and use the existing western bridge, once it is converted into a bus route. That will expose them to danger as they cross the carriageways to reach the bridge.

On the attached plan, we have shown, from F to G, a proposed link between the south-west corner and the proposed cycle-pedestrian route. A safe crossing is also needed across the southern approaches to allow residents to reach their homes from the nearest bus-stop.

Main Proposed North - South Pedestrian route

It is good that the main north-south pedestrian route is raised and does not pass through any subways. However, the ramps required by the bridges unnecessarily turn back on themselves, despite there apparently being plenty of space for direct approaches. This lengthening of the non-vehicular route will make journeys longer, and less attractive, within the main area of noise and fumes from the A33 and the M4. The real need here is to encourage as many non-vehicular journeys as possible, as the Reading's road system north of the junction is already almost saturated and unable to cope with any more vehicular journeys.

On the attached plan, we have shown alternative approaches to the bridges, from B to C and from D to E. These avoid the need for ramps which turn back on themselves.

COMMENTS ACKNOWLEDGED

LIVING STREETS 

Shared Cycle-Pedestrian Use

While appreciating the need for both cycle and pedestrian routes across the junction, we are concerned that both types of user lose out when the routes are shared, and pedestrians are always the most vulnerable when any conflict arises. There is enough room for separate parallel cycle and foot paths where they cross level ground. Where they are elevated, they must be segregated, preferably by means of a physical barrier. There also needs to be some form of 'cycle-calming' on the sloping ramps, to prevent irresponsible cyclists from intimidating others.

Wherever cyclists and pedestrians have to share the route, then the width must be at least 3 metres. This is the standard laid down by SUSTRANS (the national cycle route charity). It allows two cyclists (or a pair of walkers), to pass two walkers comfortably. If you think this is an unlikely combination, please remember that a very important category of users at this point is schoolchildren, walking from Whitley Wood to Ryeish Green School. Children, like everyone else, like to talk to their friends as they walk, and the same goes for those children who use their cycles.

Please do not spoil this route improvement by failing to do it properly. Remember that all the landscaping and nature areas will not make the busy & noisy junction a pleasant place. Non-motorised users deserve a good short and comfortable route which serves all of their reasonable needs.

Yours sincerely

Stuart Shurlock
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cc Living Streets Development Officer
Peter Brett Associates

JW - app

right to ride network

ctc
working for cycling

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Reading Borough Council
Civic Centre
Reading
RG1 7TD

READING BOROUGH COUNCIL
DATE
21 OCT 2002
ENVIRONMENTAL SERVICES

17 October 2002

F.A.O Julie Williams

Dear Madam

Consultation on the Proposals for Improvements to J11 on the M4

On behalf of the CTC Reading District Association thank you for the papers inviting comments on the above.

I have the voluntary role of Rights Officer to the CTC Reading DA and as such campaign on behalf of the membership for improvements in cycling facilities in the Reading and Wokingham area. I reside in Wokingham, am a regular cyclist and a member of the CTC Right to Ride Network.

The CTC Reading DA has over 800 members many of which are regular cyclists. The general view of members in the Reading area is that the current J11 configuration is a barrier to cycling.

Good cycling facilities should be :-

- Direct - detours mean the route will not be used.
- Continuous - stopping and starting is confusing and often dangerous.
- Safe - routes need to be well maintained, well lit and safely designed.
- Convenient - routes need to go from somewhere to something.
- Coherent - routes should be easy to follow.

Considering the J11 proposals and the facilities outline above are the cycling facilities direct? As set out in the Environmental statement (Volume 1) the proposed route through the junction is reasonably direct , providing that the route is effectively integrated with existing cycle ways on the Reading Relief Road and the proposals to develop the Mereoak roundabout.

The proposed route would appear to continuous. I have reservations about the tightness of bends on the elevated sections of the route. There are several tandem enthusiasts in the DA. Would a tandem get round these bends ? The gradient and surface of the inclines must be appropriate.

Are the proposed routes safe. A Cycle Audit **must** be carried out on these proposals? I note that the

footpaths and cycle ways have been designed in consultation with the " Crime Prevention Design Advisor" to offer a safe and ambient route across the junction. Does this advisor have any cycling experince?

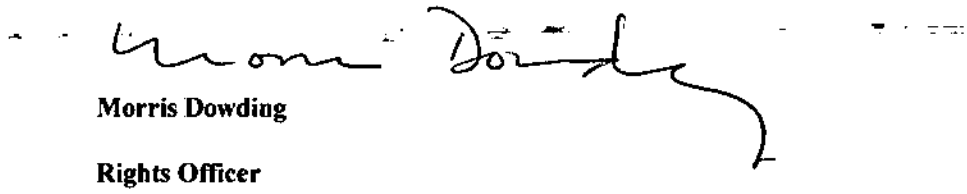
The proposed route would appear to be convenient in that it enables cyclists to get through the junction and access the adjacent business park.

With practical signage the route will be coherent.

I have assumed that the non elevated road crossings are Toucan crossings.

I trust that these comment are helpful and that proposal proceeds on the basis of a thorough cycle audit in line with D.E.T.R. Traffic Advisory Leaflet 7/98

Your Faithfully



Morris Dowding

Rights Officer
CTC Reading DA

READING BOROUGH COUNCIL
DATE
14 OCT 2002
ENVIRONMENTAL SERVICES

JW

Reading Friends of the Earth
C/o. 27, Instow Road,
Tilehurst,
RG31 6QH.

Planning Department
Reading Borough Council
Civic Offices, Reading.

11th October 2002.

Dear Ms Williams,

M4 Junction 11 - Application 02/01138/REG3

Reading Friends of the Earth object to this application to expand Junction 11 of the M4, and believe that the Council should abandon it or request a Public Inquiry.

Our objection is on four principal grounds:

- It will allow an unsustainable growth in vehicle traffic on the M4 and A33, and is therefore a waste of money - this traffic growth appears to contravene many national and local Policies calling for reductions in the rate of traffic growth. The Council and Central Government should be pursuing policies to reduce long-distance commuting by car which would make major junction expansion un-necessary.

- Unless steps are taken to reduce demand the pressure for access will be so great that if the junction ceases to be a bottleneck traffic will increase to levels that will bring unacceptable congestion to the M4 and to the roads of South Reading. The concept of accommodating 'capped traffic growth from committed land uses' appears flawed.

- The proposed development is being pursued without any committment to the Mereoak Park-and-Ride or to the associated changes to the Mereoak Roundabout when the three projects are complementary.

- We question some of the detail of provision for pedestrians and cyclists.

Our objection draws on the published planing application, the July 2001 "M4 J11 Improvement Proposals" document from Peter Brett Associates, and on responses from Peter Brett Associates to questions we raised in an e-mail dated 23rd September 2002. We attach this last document as an appendix.

We hope you will keep us informed of progress with this application.

Best Regards,

John Booth

John Booth for Reading Friends of the Earth.

Note: This version dated 11th October has a minor change to the last paragraph of Section 2.

1. Objection in Principle - Unsustainable Traffic Growth

Planned Traffic Growth Figures

The first table shows the simulated growth in vehicle movements through the junction:

Table 1: Total Junction Demand - Vehicle Movements				
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours	Change from previous (mean)
May 1999	5,746	6,261	5,988.5	
Autumn 1999	7,219	7,508	7,363.5	23%
Plan 2006	9,463	10,046	9,754.5	32%

It is clear that the Council is planning for a substantial increase in traffic, much of which will travel a considerable distance along the M4 or the A33.

The second table shows the simulated number of vehicle-hours taken on these journeys - the total travel time in the modelled area (near the junction) for the vehicles travelling during the peak hour:

Table 2: Travel Times - Vehicle-Hours			
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	1,102	1,339	1,220.5
Base Net 2006	4,339	5,386	4,862
Stage 1 2006	2,150	5,886	4,018
Ultimate 2006	572	1,559	1,065.5

The third table shows an estimate of the journey time for the average peak hour trip calculated by converting the figures in Table 2 to Minutes and dividing by the figures in Table 1:

Table 3: Time per Trip - Minutes			
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	9.2	10.7	9.9
Base Net 2006	27.5	32.2	29.9
Stage 1 2006	13.6	35.2	24.7
Ultimate 2006	3.6	9.3	6.6

This table is an estimate of delays at the junction as percieved by those using it.

It is important to understand that all the simulations for 2006 are made with the same '2006' estimated volume of traffic through the junction.

These figures suggest extreme congestion in the **'Base Net 2006'** scenario - the network simply cannot cope with the volume of traffic. This sort of 'Do Minimum'scenario is modelled so that developers can show 1) that the present junction can't take projected traffic flows and 2) that a great deal of time, which has a money equivalent in the cost/benefit analysis, could be saved by expanding the junction.

It can be argued that this scenario is unrealistic - drivers would not tolerate such levels of congestion with some journeys taking nearly an hour for a distance of less than a mile. For this reason the higher estimates of economic benefit of the junction, which assume high levels of congestion in the 'Base net 2006' scenario, are unrealistic.

The **Stage 1** simulation results show journey times in the PM peak longer than with the Base Network, with the same traffic flows, despite the £38 million improvement of J11 ..... This is explained as being due to the tail-back from the Mereoak roundabout blocking J11.

The **'Ultimate Scheme'** simulation which includes the Mereoak roundabout changes shows a very significant reduction in journey times to on average two-thirds of those experienced in autumn 1999, despite the large increase in traffic flow.

The next table shows the changes in flows in specified directions over the three scenarios.

Table 4: A.M. Peak Flows - specified directions

	A.M. From M4	A.M. From A33(S)	A.M. A33 Into Reading	A.M. Onto M4	A.M. Onto A33 (S)
1999 May	2,651	1,693	1,303	1,849	1,585
1999 Autumn	3,433	1,835	2,504	2,593	1,800
2006 Plan	4,315	2,220	3,614	1,838	2,512
Change from Autumn 1999	+882	+385	+1,110	-755	+712

It can be seen from the first two columns that there is a large increase in traffic approaching the junction from the M4 and A33, and from the last column that there is a large increase in traffic southbound on the A33. The increase in traffic up the A33 into Reading (column 3) is almost as large as the increase in traffic approaching the junction from the M4 and A33.

Growth in Long Distance Commuting - Policy Framework:

The planned increase in use of the Junction is approx. 2,200 vehicles in the peak hour or 32% above autumn 1999 levels. We would expect traffic also to rise outside the peak hour. Much of this traffic will be engaged in long distance commuting on the A33 or M4.

This is directly contrary to PPG 1 which says in paragraph 23:
"In order to achieve sustainable patterns of development and to help reduce the environmental impacts of transport, local authorities should integrate their transport programmes and land-use policies in ways which help to:
* ***reduce growth in the length and number of motorised journeys;***
* ***encourage alternative means of travel which have less environmental impact;***
and hence
* ***reduce reliance on the private car.*** (our emphasis)

It is also contrary to PPG13 which says:
1. Our quality of life depends on transport and easy access to jobs, shopping, leisure facilities and services; we need a safe, efficient and integrated transport system to support a strong and prosperous economy. But the way we travel and ***the continued growth in***

road traffic is damaging our towns, harming our countryside and contributing to global warming.

4. The objectives of this guidance are to integrate planning and transport at the national, regional, strategic and local level to:

- promote more sustainable transport choices for both people and for moving freight;
- promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
- ***reduce the need to travel, especially by car.***

(our emphasis)

It is also contrary to Para. 3.05 of the Deposit Draft Structure Plan (2002) which says: People will have easy access to work, leisure, education, retail, health and other services and each other. ***The need to travel and the distance travelled will be less than at present*** because careful choices will have been made as to the location of commercial and residential development.....(our emphasis)

Policy T1 of the Deposit Draft Structure Plan says the Councils will use their planning and transport powers to:

(i) reduce the rate of growth in the number of car miles driven through the management of car parking and road space

.....

(v) secure the reliable movement of goods and people to, from and through Berkshire, in a manner compatible with the proinciples of sustainable development.

Explanatory memorandum 9.20 of the Deposit Draft Structure Plan discusses this policy.

The Council's policies of permitting employment growth above the needs of the local population is expected to increase the demand for travel. Increasing the capacity of J11 for general traffic will discourage the use of travel modes other than the private car.

Environmental Impacts:

Carbon Dioxide:

This is the main man-made 'greenhouse gas' which is believed to be speeding up climate change (as referred to in the PPG13 quotation above). It is liberated whenever fossil fuel is burned, so most of the carbon in petrol or diesel fuel is converted directly to carbon dioxide and emerges from the exhaust pipe.

The DETR document "Tackling Congestion and Pollution" (January 2000) states:

"CLIMATE CHANGE"

"47. Under the Kyoto Protocol, agreed in 1997, developed countries took on legally binding targets for reducing their greenhouse gas emissions. The UK's target is to reduce its greenhouse gas emissions to 12.5% below 1990 levels over the period 2008-2012. The Government also has a more challenging domestic goal of reducing carbon dioxide emissions to 20% below 1990 levels by 2010."

"48. The transport sector accounts for about 23% of total carbon dioxide emissions, and within this, road traffic is one of the fastest growing sources. Transport also produces other greenhouse gases, including nitrous oxide, methane and hydrofluorocarbons."

Speaking in Maputo, Mozambique, on his way to the World Summit, on September 2nd 2002 Tony Blair said:
" we need to build on Kyoto but we have to recognise, in my judgment, one stark fact. Even if we deliver on Kyoto and the commitments on climate change, it will at best mean a reduction of 1% of global emissions. Now that is far better than the emissions rising, and rising, and rising, but that is actually what we do if we all agree the Kyoto Accord and implement it. But we know from recent reports that to stop further damage from climate change, and to stabilise the global climate system, in fact we need a 60% reduction worldwide."

If many more people are commuting by car into Reading from increasing distances it is clear that they will be using more fossil fuels than if they did not do so, but instead worked closer to their homes or travelled by a less carbon-intensive mode than the private car.

Without the expansion of the Junctions significant numbers of travellers would be deterred from travelling by car by congestion at the junctions so less carbon dioxide would be released.

Expanding the Junctions encourages the use of motor vehicles for long-distance trips when to achieve a 60% reduction in emissions the authorites should be planning for a significant reduction in vehicle use.

The calculations in the Environmental Statement relate only to emissions by traffic on roads close to the junction, so do not reflect the much larger emissions on the much longer journeys along the A33 or M4 to or from the junctions. The modelled change between 1999 and 2006 is small because the increase in traffic is offset by the assumption of a significant improvement in fuel economy (mpg) of vehicles over this period.

The statement in the Environmental Statement Section 5.4.2 that "The improvements in the Junction are likely to generate a reduction in annual emissions of CO_2 in 2006" is true ***for the area close to the junctions*** if compared to the 'Base Net 2006' scenario because emissions are slightly reduced if traffic flows are less congested, but misrepresents the overall picture of emissions over the whole journey distance.

Air Quality:
The Environmental Statement does not analyse the effects of the level of traffic on the M4 on the Air Quality Management areas which Wokingham has declared along the M4. The LAQM areas have been designated on the assumption of traffic growth on the M4 to 2005. If policies of traffic reduction were followed leading to a reduction in traffic on the M4 it would improve air quality in these critical areas.

Of wider importance is the likely total quantity of Oxides of Nitrogen (NOx) emitted by the increased traffic along the M4. This chemical is formed during fuel combustion, especially during high speed running. It has local effects on health but, perhaps more importantly, is a precursor of ozone which is known as 'summer smog' which can exacerbate respiratory problems for many and is linked to many early deaths. Ozone is not included in the Local Air Quality management targets, precisely because NOx is persistent in the atmosphere and so high ozone levels do not necessarily reflect high local NOx emissions. Predictions of future Air Quality say that ozone levels are likely to continue to be a problem. Approx. 50% of ozone formation is due to vehicle emissions.

The environmental statement takes no account of the high levels of NOx emitted by traffic on the A33 and M4, nor of the increase in emissions due to additional traffic.

Noise:
The DETR document "Tackling Congestion and Pollution" (January 2000) states:
Noise
62. High levels of noise can lead to serious annoyance, affecting our quality of life. Road traffic growth is one of the main causes of increasing noise in our communities. There was a 64% growth in the number of complaints about road traffic to Environmental Health Officers between 1982 and 1993/4, far higher than the growth in traffic during that period. ***Policies to reduce road traffic growth,*** and to improve traffic flow by reducing the amount of stopstart driving, should help reduce the levels of noise in our communities. (our emphasis).

The M4 already creates a substantial amount of noise which should be reduced. More traffic, 'generated' by the junction improvements, will increase the amount of disturbance.

Consequences for Congestion:
We note the Council's statement that local roads can accommodate the planned increase in traffic at the Junctions, which is not supported in the application by any simulation or analysis of the delays due to congestion in South Reading.

Section 3 of the Transportation Assessment describes the existing problems at the site. Para 3.3 states : traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening. If this is already the case surely the M4 will exhibit worse congestion with the planned increase in traffic.

Economic Evaluation:
We believe that the economic analysis is flawed in the direction of junction expansion and increased traffic. The economic analysis shows large benefits based on the hypothetical difference in journey time due to reduced delays at the junction ..... on the assumption that people would make these journeys anyway.

This is a false assumption - as discussed above levels of traffic at the junction have been shown to be very sensitive to the levels of congestion - rising by 23% in a few months in 1999. Without the junction improvements there would be less traffic. Without the continuing increase in employment in South Reading there would be less traffic. Yet neither of these options has been subjected to a full economic and environmental analysis.

There is no consideration of the benefits of reduced spending of time and money on travel which would result from people living closer to their places of work - thereby avoiding commuting into Reading - so the analysis does not show the true cost to the economy of wasted time and money resulting from present policies to increase employment in Reading.

Alternatives to Junction Expansion

Reading has a serious problem with the imbalance between the local labour supply and the number of employment opportunities being created. It should not try to solve this by expansion of housing south of the M4 on Wokingham's land - this would create an even more dispersed population which would still have to cross the M4 for work, shopping and recreation, and would tend to increase the population of the South East of England which is already overcrowded.

We are not suggesting a 'Do Nothing' approach. Here are some suggestions towards an alternative strategy:

Land Use Planning:

In the area between the M4 and the Thames Reading and Wokingham could adopt an aggressive policy of converting office space, and land with planning permission for employment, to housing use. This would address the imbalance between jobs and numbers of workers. In particular Phase 3 of Green Park expansion should be converted to housing or possibly a road/rail freight exchange.

Transport Initiatives:

The 'Green Park' station should be opened on the Basingstoke Line, with shuttle-bus links to the office area.

Businesses should be encouraged to develop green transport plans to get their staff to work in mini-buses or shared company cars.

Workplace car park charging should be introduced, with charges varying depending on location and on time of arrival and departure.

Mereoak Park-and-Ride should be implemented with bus lanes up to the M4 Junction and traffic signals at the Mereoak Roundabout.

Congestion Charging:
Vehicles entering or leaving Reading from the south could be charged a fee to enter Reading, based on time of journey. To avoid rat-running charges would have to be levied at all roads leading into Reading from the south. Local residents could be given discounts or rebates.

If traffic at J11 up the A33 to Reading was held to 2,500 vehicles in the peak hour, then total traffic over the day might be around 10,000 trips each way at busy times. Charging at a rate of £1 per day on 240 days would raise £24 million per year at this junction alone.

2. Will There Be More Traffic Growth than Planned?:

The Planning Application states that Reading's Roads can accommodate the increase in traffic modelled for 2006, but cannot take any further traffic growth. There is no simulation presented to support this assertion.

However Table 3 suggests that with the ultimate scheme trip times through the junction would be about two-thirds of the 1999 figure, which drivers would experience as relatively uncongested.

Table 4 shows that the planned increase in traffic northbound up the A33 in the AM peak is only 1,110 above the Autumn 1999 figure.

An analysis for Reading Borough Council by Prism (A Compendium of Research on Life in Reading – 2000/2001 - RBC, table 30) predicted an excess of jobs over workers of 30,000 for Reading and 65,000 for the Reading travel-to-work area, in 2011.

A similar analysis we have received from the Berkshire Joint Strategic Planning Unit gives the excess of jobs over workers for Berkshire as 6,770 in 1996, predicted to rise to 50,315 by 2006. These figures do not seem to take account of the large numbers of Berkshire people who commute to London and elsewhere outside the County, so the excess of jobs over workers wishing to work locally would be even greater.

The Deposit Draft Berkshire Structure Plan for 2001 to 2016 (6.07) says:
"Forecasts of the overall population of Berkshire, based upon the current RPG9 housing figures, suggest that it is likely to show a small increase of about 24,000 during the lifetime of the Plan. The economically active population may even fall during this period."

However the expected growth in employment at Green Park and WorldCom sites is said to be 19,000, and Reading has near-zero unemployment so very many of the workers to meet the increase in employment will commute in from some distance.

Clearly all these new employees will not use J11 in the morning peak hour, but it seems very likely that more than 1,110 will choose to drive in if the junction appears relatively uncongested.

Unless measures are taken to constrain the growth of traffic into Reading it seems very likely that traffic into Reading will rise above the 2006 simulated level, and will rise until congestion over the whole of people's trips rises to a high enough level to deter further traffic growth – at which point people will be wasting a lot of time in traffic jams.

The 23% increase in traffic at the Junction in 1999 when the A33 Relief Road was opened, of which 1,200 was an increase in traffic along the A33 into Reading, shows how quickly traffic can rise when a route becomes less congested.

There is no easy way to predict at what level traffic flows will peak because the published simulations are only for the M4 and Mereoak junctions, and give no information about the surrounding roads. It would be necessary to run a congested assignment model for South Reading to try to establish this information.

The increase of traffic on the A33 into Reading is only 1,110 and the 2006 total is only 3,614, so a further 50% increase, which might be enough to make local roads very congested, would only increase total traffic through the junction by about 1,800 vehicles. This will be used as an estimate of the likely ultimate increase in traffic at the junction, bringing the total to approximately 11,250 or approx. 4,000 more (53%) than in late 1999.

The comment from Peter Brett Associates in answer to our Question 6 that " the Borough aims to produce an improvement which would be capped at 2006 Structure Plan levels" is interesting. When the South Reading Traffic Model was being developed there was a cap on traffic to Green Park up to 2006 at 6,500 movements per day, by agreement with the developers. That agreement has now been removed. There is therefore no cap on traffic growth in South Reading.

3. Mereoak Roundabout and Park and Ride:

We believe that higher priority should be given to the Mereoak Roandabout and the Park and Ride than to the major changes to Junction 11. Certainly major changes to Junction 11 should not go ahead until the Mereoak Roandabout and the Park and Ride are committed schemes with funding and planning permission.

We do not necessarily support the detail of the proposals from Wokingham for changes to the roundabout - a less dramatic scheme might be more cost-effective if the Councils introduced effective traffic reduction measures as outlined above. However it is clear that some form of traffic light control will be necessary to give priority to buses and to manage the flows from J11 in the PM peak.

Evidence from traffic simulations is that changes to the Mereoak roundabout will have a very beneficial effect on congestion, and we believe that the Park and Ride should be implemented very soon, to give people from south of the motorway the opportunity to enjoy a high quality service across the junction.

4. Details of Walking and Cycling Provision:

We think it is important that good facilities for pedestrians and cyclists are created, but we are concerned that the proposed bridges will be unsightly and expensive, and un-popular with those who may use them.

In particular the bridge across the A33 southbound from the junction looks extremely steep and has dog-leg bends in two places. It seems very unlikely that many people would be able to manage this on bicycles without dismounting and walking, yet the route will not be attractive if people have to push cycles up steep and narrow slopes.

One possibility would be a spiral bridge for cyclists with direct steps for pedestrians.

However in general narrow bridges over heavy traffic are not attractive places to be - as anyone who has crossed the bridge to the east of the junction will agree.

Another alternative which should be considered is an at-grade crossing with the bus route, so that cyclists and pedestrians crossed between the bus lanes, and continued between the bus lanes to Mereoak Roundabout.

End of Objection by Reading Friends of the Earth.

Appendix: Responses to Questions from Reading Friends of the Earth forwarded by Peter Brett Associates on 3rd October 2002.

Junction 11, M4 Motorway – Air Quality

Responses to questions from Friends of the Earth

Q1. Over what road network were carbon dioxide emissions calculated? What allowance was made for improved vehicle m.p.g. between the base year and 2006?

The carbon dioxide (CO_2) emissions were calculated over the road network indicated in Figure 4 of Volume 2 Technical Report: Air Quality. The emissions of carbon dioxide were calculated using the methodology in the Design Manual for Roads and Bridges (DMRB), Volume 1, Section 3, Air Quality[1]. This methodology does take some account of changing fuel economy for different types of vehicles over time. Thus, although there is predicted to be an increase in traffic over the road network modelled between 2001 and 2006, emissions per vehicle kilometre are expected to decline. Overall the effect is a small decline in CO_2 emissions over the period 2001 to 2006.

In the assessment we have estimated the impact of the scheme, that is estimated the emissions from the current junction and proposed junction in 2006, and taken one from the other to determine the impact of the proposed scheme on CO_2 emissions.

Q2. Were any calculations done on the effect of increase in M4 traffic from 1999 to 2006 on Air Quality in Wokingham's AQM areas along the M4? If so, what were the results? If not, why not?

The declaration of an air quality management area (AQMA) is based on the prediction of concentrations for the year in which the relevant objective applies. For nitrogen dioxide, the pollutant for which the AQMA was declared, the objective must be met by the end of 2005. Wokingham District Council modelled concentrations, taking into account predicted increases in traffic along the M4 motorway, and the decline in emissions per vehicle kilometre due to improved vehicle technology, to estimate concentrations in 2005 as part of its Air Quality Review and Assessment.

The assessment of the proposed improvements to Junction 11 estimated concentrations in 2001 with the current junction layout (baseline) and in 2006 with the current and proposed junctions. These calculations take account of the increase in traffic using the road network modelled over the period 2001 to 2006. Concentrations were modelled at 8 locations (receptors) identified as those most likely to be affected by the proposed junction improvements. No impact of the scheme is anticipated on these receptors. Therefore it is very unlikely that there will

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[1] The methodology n the DMRB is based on emission factors developed by TRL. The emission factors are available on www.trl.co.uk

be any impact on receptors within the Wokingham AQMA, and therefore they were not modelled. It should be noted that at the boundary of an AQMA there is not a sharp gradient in air quality. The boundaries are often decided on a very pragmatic basis e.g. following ward and/or district boundaries.

Claire Holman
23 September 2002

`M4 J11 Improvement Project
11090

Answers to Questions raised by John Booth of Reading Friends of the Earth by E mail dated 23 September 2002 in respect of several elements of the M4 J11 supporting Transportation Assessment.

Each question is repeated in full followed by a full answer which relies heavily on material extracted from the Transportation Assessment Report and other documents already in the public domain.

DJG
24/9/02

Question 1 – what is the network for which these figures were produced? How does it differ from the South Reading model used in the Wokingham District Plan Part 1 Inquiry (with which I am a little familiar from involvement in the Grazeley Inquiry)? Maybe send me a map? Does it include all traffic queuing on A33 and to the south on A33 and Basingstoke Road to the north? How far into Green Park does it go?

Answer to Q1

Para 8.3 of the Transportation Assessment states that

> 'Future year design flows were obtained from the South Reading Model for 2006 using Structure Plan commitment land uses'

The remainder of this paragraph describes how this model was constructed by the former County Council and accepted as the best tool available for the purpose of supporting the previous Structure and Local Plan development work including the extensive Local Plan Inquiry referred to in the question.

Operational assessment was undertaken with the Paramics micro simulation programme and Para 8.4 describes the base model as covering

- Imperial Way Roundabout
- RIPB Gyratory

- M4 J11
- Mereoak Roundabout

The remainder of para 8.4 and paras 8.5 and 8.6 describe the various Paramics models built and the origins of traffic flows used in those tests.

Question 2 Which version of the 1999 traffic flows and vehicle hours relate to the base network.

Answer to Q 2 Para 8.1 of the same document describes how the post A33 Relief Road figures - measured on site in Autumn 1999 – were used as the basis for scheme operational assessment. In addition the last two sentences of para 8.4 state that the base model

> " was validated against AM and PM Peak observed Post A33 Relief Road 1999 flows and typical queues and was independently appraised as a best fit model by the Paramics technique developers – SIAS"

Question 3 The figure I have for Stage 1 Bid Scheme 2006 PM total hours is 5886 which is more than the Base Network 2006 figure of 5386 is this a misprint? Does the stage 1 scheme really increase delays in the PM Peak beyond the figure for Base Network 2006? If so why? Is it true to say that the average journey time in the peaks (AM & PM) with the stage 1 scheme will be twice as long as in 1999.

Answer to Q3

The figures quoted are taken from Table 9.6 of the Borough Councils main funding submission document in July 2001 – M4 J 11 Improvement Proposals. These figures are extensively discussed in para 9.6 - 9.21. In particular paras 9.11 – 9.20 are relevant in answer to this question and are reproduced in full below. Para 9.18 is of particular importance in emphasising the specific residual operational management issues.

9.11 The base model shows quite extensive queuing with the network not able to accommodate the base demand for movement. This is reflected quite clearly in practice on the ground with the operators of Reading UTC control working hard to limit the length of queues at present particularly on the motorway approaches. However, this can only be achieved by penalising the local road network giving rise to extensive regular queuing on the A33 northbound approaches (am) and A33 southbound approaches (pm). There are also extensive diversions particularly via the A327 overbridge and residential roads both north and south of the M4.

9.12 The Paramics work reflected the difficulties experienced at the junction in practice with a tendency for the short weaving sections to block causing the junction to lock completely. This is a regular feature in reality which results in a complete failure of traffic throughput. With real traffic demands at the height of the peak period of around 150 vehicles per minute this situation can (and does) produce queues of several kilometres within 5-10 minutes. At present this can

be resolved only through direct operator intervention via the UTC system or by Police action on the ground.

9.13 The Paramics work also clearly demonstrated the sensitivity of the network to incidents such as breakdowns or accidents blocking a single lane. In practice this happens quite frequently and can affect travel conditions over 1 km from the source within a short period of time. The Paramics work also demonstrated the blocking back effect of southbound traffic during the PM Peak caused by the inadequacies of Mereoak Roundabout. In practice, this can cause significant problems (often beyond 18.00 and the end of the traditional peak period) leading to blocking of the S.E. quadrant and queues on the M4 westbound off slip road.

9.14 The base model was then tested with the modelled 2006 Structure Plan commitment demand flows described above. As anticipated this significant increase in demand exacerbated the problems discussed above and, quite clearly, demonstrated the total inadequacy of the present network to accommodate these demands. It is also thought unlikely that the viability of park and ride services could be maintained under such conditions.

9.15 Significant peak spreading has already taken place with, in effect, peak flows being largely sustained at present over 2 hour peak periods. Consequently there is little room in practice for additional peak spreading in order to accommodate these demands. The Borough Council is striving to bring forward car sharing schemes, innovative public transport projects and initiatives to promote walking and cycling with the enthusiastic support of local business. However,, concerns remain that the existing network if left unimproved will provide a major disincentive to local employment growth

9.16 The results contained in Table 9.3 demonstrate the modelling work which was done for instance to limit the extent of queuing on the M4 approaches in the morning peaks and the resultant knock on effect for journey times on approaches from the south (Basingstoke Road (S), A33 (S) and Mereoak Lane).

9.17 Even then (as can be seen from the results) the whole network is heavily congested and unbalanced and the modellers were unable to prevent additional delays arising particularly on the M4 approach from the east. The inadequacies of the Mereoak roundabout to the south also becomes a real constraining factor. In the AM peak this constrains all flows from the south and in the evening southbound traffic tends to block back through J11 itself fouling all movements, particularly from the M4.

9.18 The bid scheme was similarly tested using 2006 Structure Plan commitment predicted flows. In the am peak the network performed well under simulation although Mereoak Roundabout remains as a significant constraint on operations. In the pm peak it was found necessary to restrain throughput southbound on the A33 to prevent blocking back from Mereoak Roundabout (as described on the base model) from fouling the new gyratory. Hence benefits from this interim arrangement tend to be constrained particularly during the PM peak period. However, it should be emphasised at this stage that the project

partners are committed to bringing forward complementary improvements to Mereoak Roundabout as discussed below. The Bid Scheme represents the first stage only of this bigger scheme. Wokingham District Council is strongly committed to bringing forward this complementary work as soon as possible as covered by that authority's LTP and Annual Progress Report.

9.19 In practice it is considered that this effect can be designed out of the scheme by several possible measures which will be brought forward by the Borough and its partners if necessary during detailed design. However, these would only prove to be necessary should the southern elements of the project be delayed beyond Wokingham District's currently committed programme. These measures are:

- advanced signals on the Mereoak Roundabout approaches to enable forced discharge southbound if necessary.
- automatic incident management systems to react to blocked conflict points.
- careful operational management of the network to enable those traffic streams with a free exit to move whilst constrained streams remain held where stacking space is available.

These measures are considered to be effective to deal with any interim difficulties that may arise prior to completion of the ultimate scheme. However, all are difficult to model using any standard techniques.

9.20 It should be noted that bus journey times are considerably improved (see Table 9.7) by the Bid Scheme giving significantly more attractive journey times even with the residual issues of Mereoak Roundabout.

The penultimate part of Q3 is potentially misleading. Para 9.18 makes quite clear that the
Application Scheme is the first significant stage of a bigger project and that, as a result, the benefits do tend to be constrained initially although taken overall the scheme is sufficiently robust to justify the scheme as a standalone project. The PM peak results comparison made merely emphasises that it is inappropriate to make fine comparison on results within a modelled network that still has major operational constraints – the existing Mereoak roundabout. The Application Scheme, in essence, will provide the opportunity for optional dynamic management of traffic demands but only within the constraints of the remaining network. When the residual constraint is removed then the (Ultimate Scheme) figures demonstrate quite clearly the degree to which the overall scheme benefits had been constrained by the Mereoak Roundabout issue.

The Application Scheme will of course also afford an excellent degree of priority to public transport, pedestrians and cyclists. By contrast the existing junction would retain all of its existing difficulties for these modes. It should be emphasised that benefits arising to these modes were not included within the 2001 scheme justification.

The final part of Q3 is particularly misleading as it compares two significantly different (30%) traffic bases (1999 and 2006)

Question 4 It looks as if adding the Mereoak Roundabout (to give the ultimate scheme) gives a substantial improvement in flow rates – reducing vehicle hours by

approx 73% in both AM and PM peaks.....is this really the case? Why is the improvement so great? Is it a coincidence that both AM and Pm peaks are reduced by the same proportion.

Answer to Q 4

The figures referred to are again taken from Table 9.6 of the Borough Councils main funding submission document in July 2001 – M4 J11 Improvement Proposals. The answer to Q3 above has already relied on paras 9.11 – 9.20. Paras 9.17 – 9.20 particularly discuss the continued inadequacies of Mereoak Roundabout to the south with the bid scheme (now the application scheme). Consequently it is no surprise that if these inadequacies were to be resolved (as with the Ultimate Scheme) then significant benefits would be experienced with the operation of the improved J11. This fact was stated within para 9.21

Both the Application Scheme and Wokingham District's Mereoak Roundabout scheme have been developed as a comprehensive project to accommodate 2006 Structure Plan
Commitment flows and future public transport needs. They are seen by the two authorities as a staged approach to transport need although Stage 1 – the Application Scheme is justified in its own right. Never-the-less it is entirely logical that the project in totality should perform better than stage 1 alone (or indeed Stage 2 alone). The degree of improvement is not considered questionable in view of the specific operational management difficulties that Stage 2 would resolve.

The overall percentage change arises as an accumulation of changes across the Paramics model and any similarity between AM and PM peaks is entirely coincidental.

Question 5 If the Mereoak roundabout changes make so much difference, have studies been done on a scenario involving major changes to the Meroak roundabout and only minor (and therefore less expensive) changes to M4 J11? What were the results?

Answer to Q 5

Section 3 of the Transportation Assessment describes the existing problems at the site. Para 3.3 is considered particularly relevant and is reproduced in totality below.

3.3 A number of particular problems exist at the site in respect of both traffic patterns and layout which are particularly pertinent and worthy of discussion at this stage. If these problems are not addressed positively then the situation will rapidly worsen. The issues are discussed briefly below:-

- tight weaving sections particularly at the northern end of the gyratory constrain the ability for traffic to use more than 3 lanes to any effect;
- long standing road safety concern (see Section 9);
-
-

- the proximity of the signalised Reading International Business Park Gyratory on the A33 to the north and the need to operate this closely linked to progression through M4 J11;
- the proximity of the Whitley Wood Road signals immediately along the B3270 to the north east of M4 J11 and the need for closely linked signal control;
- the overall complexity of a compact 5 entry signalised gyratory;
- 3 lane capacity over the existing motorway bridges which restricts overall throughput for all modes;
- lack of positive facilities for pedestrians and cyclists despite this being the motorway crossing point of a route to Ryeish Green School to the south, employment opportunities to the north and housing both to the north and south;
- the proximity of the inadequate Mereoak Roundabout to the south. This gives rise to morning capacity problems currently masked by blocking back from M4 J11. In addition, southbound tailbacks from this junction regularly foul the operation of J11 in the evening peak often causing queuing on the Wood to the north east of M4 J11;motorway;
- the junction regularly locks up causing rapid extensive queuing at peak times affecting both the motorway and the local network over a large radius;
- rat running at all times through inappropriate roads particularly in Whitley
- lack of positive bus priority to facilitate existing services, the planned Park and Ride site at Mereoak to the south and to link with the Basingstoke Road bus priority corridor to the north;
- regular incidents giving rise to extensive queuing both at peak and off peak times;
- daily peak period congestion giving rise to extensive queuing for prolonged peak periods including both motorway approaches;
- regular congestion when the Madejski Stadium complex is in use;
- regular intervention by operators at Reading UTC centre to prevent queuing on the motorway;
- traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening;
- variable trip patterns within individual peak periods caused by commuting to London. For instance at 7.00 there is a dominance of S to E trips which by 8.00 tends to be replaced by S to N trips. A similar phenomenon occurs in the evening giving rise to a heavy late E to S pattern which tends to block back from Mereoak Roundabout;
- the presence of fire, police and motorway maintenance premises just to the north of J11.

It will be seen that difficulties arise across the local network of closely spaced junctions. Consequently the Borough and its partners have accepted the need to provide for a comprehensive project dealing with all these issues rather than leaving some residual problems which will continue to undermine the effectiveness of the local network.

In addition Section 5 of the Transportation Assessment describes the 28 outline options (including minimal improvement options to J11 itself) and the 3 more detailed approaches considered by the Borough and its partners. The aims (described in para 5.4) were to provide

- a safe junction
- good facilities for pedestrians and cyclists
- good priority for buses servicing planned park and ride facilities,
- improved peak low traffic capacity capped at Structure Plan 2006 commitment levels and in step with the practical capacity of the surrounding highway network.

It is considered that the suggested approach outlined in the question is flawed in that fail to achieve these aims by producing major capacity improvements at Mereoak but not dealing with the major existing inadequacies of J11 itself. Consequently this particular scenario has not been tested. The July 2001 submission –M4 J11 Improvement Proposals discusses in some depth the reason for dismissing all options considered and rejected (Section 7) whilst Section 8 discusses the logic behind the preferred option development.

Question 6 It looks as though journey times with the ultimate scheme are way below 1999 – so would there still be a lot of spare capacity at J11 before 1999 levels of congestion were reached? Have simulations been done to show sensitivity of journey times to extra traffic at the anticipated 2006 traffic levels with the ultimate road layout? How much could traffic grow before journey time through the junction were similar to those experienced in 1999? (i.e. what's the true capacity increase of the junction?) Would further traffic growth be constrained by congestion in other parts of the network not modelled in this work?

Answer to Q6

The Borough Council's sustainable design philosophy is covered within the Transportation Assessment as paras 4.13, 4.14 and 4.15 reproduced below:

'4.13 The project is considered to be a well balanced solution to longstanding problems which provides sufficient flexibility to permit progressive development of additional public transport capacity in future years. It will also greatly reduce the current barrier to movement by all modes formed by the present inadequate arrangements. The project is the key to delivering the Boroughs policy to encourage sustainable employment growth and inclusive prosperity and is fully in keeping with Government policy for intensification of use and regeneration of urban areas. The project is also an example of innovation resulting from strong

partnership working between neighbouring authorities, the Private Sector and the Highways Agency.

4.14 The above design philosophy could be considered as a departure from the historic Highways Agency approach to highway planning. This approach currently requires projects to be designed and appraised against a future design year of 15 years from day of opening. In the case of the Application Scheme this would be a future year of 2021 based on the current planned opening year of 2006. However, Structure Plan commitments are predicted to give rise to a substantial 30% rise on 1999 peak traffic demands at the junction. These design flows were considered a robust design philosophy by the Borough Council in view of the limited 'spare' highway capacity available on the surrounding unimproved network away from J11. This surrounding network capacity was considered to be the fundamental constraint on supplying further peak hour demand traffic flows to and from the improved junction. The Borough's approach, in essence, has now been endorsed by Government following the Implicit in this overall design philosophy is the need to bring forward parallel alternative travel mode projects (rail, bus, walking and cycling) to deal with additional growth in demand for movement beyond those levels accommodated directly within the Application Scheme. This approach complements the thrust of both Reading Borough and Wokingham Unitary's local transport policies covered by their relevant Local Transport Plans and in turn is supported by Government policy. The form of the Application Scheme has been developed, as a result, with this philosophy in mind and provides good facilities to promote future higher use of bus, walking and cycling modes as an integrated approach to future growth in demand for movement. The facilities are provided in such a way that future growth in these modes can be accommodated without further impact on general traffic operations acceptance of the scheme for funding in December 2001 subject to statutory processes.

4.15. Implicit in this overall design philosophy is the need to bring forward parallel travel mode projects (rail, bus, walking and cycling) to deal with additional growth in demand for movement beyond those levels accommodated directly within the Application Scheme. This approach complements the thrust of both Reading Borough and Wokingham Unitary's local transport policies covered by their relevant Local Transport Plans and in turn supported by Government policy. The form of the Application Scheme has been developed as a result, with this philosophy in mind and provides good facilities to promote future higher use of bus, walking and cycling modes as an integrated approach to future growth in demand for movement. The facilities are provided in such a way that future growth in these modes can be accommodated without further impact on general traffic operations.

This design philosophy is further emphasised within paras 5.4 and 5.5 reproduced below:-

5.4Consequently the Borough Council decided to focus attention and resources on further at grade improvements to M4 J11 which would provide:

- a safer junction
- good facilities for pedestrians and cyclists
- good priority for buses servicing planned park and ride facilities to the south
- improved peak hour traffic capacity capped at Structure Plan 2006 commitment levels and in step with the practical capacity of the surrounding highway network

5.5 The priority order of the above is important as the Borough did not wish to produce car led solutions which were out of step with the limited capability of the surrounding networks to accommodate peak period traffic growth, and with the thrust of national and local integrated transport strategies and policies.

In summary the Borough aims to produce an improvement which would be capped at 2006 Structure Plan traffic levels and which would be broadly in step with the ability of the surrounding unimproved highway network to supply traffic to the new arrangement. Conversely with the current situation the existing junction arrangements provide the fundamental constraint, which prevents the full operational performance of the wider network from being realised. With such complex junctions, there is also a need to ensure that sufficient operational flexibility exists to prevent "locking up" and to facilitate effective incident management.

It is unlikely that significant traffic growth beyond the peak hour traffic design flows is practical within the broader unimproved network and, consequently, this scenario has not been tested.

The intention is clearly that any growth in demand for movement beyond this level would need to be accommodated through the Borough's parallel initiatives to encourage wider and more sustainable use of the entire transport infrastructure.

Question 7 Is it reasonable to calculate average journey time through the network by dividing vehicle – hours by number of vehicles as I have done in my spreadsheet. Should I be aware of any risks in interpreting the data in this way? The figure of 3.6 minutes for AM peak with the ultimate scheme looks very short. If this is not a reasonable way of thinking of this data how should it be interpreted?

Answer to Q 7

This is one approach to enable comparison between options. However, it is difficult to see what this exercise achieves over and above what is already demonstrated by the August 2002 Transportation Assessment and the July 2001 Submission Documents. Paramics literally simulates the movement of individual vehicles throughout the network over the period modelled enabling design and signal timing optimisation. As a result manipulating the end products in this way may result in some degree of oversimplification.

The figure of 3.6 minutes is a case in point where oversimplification may not actually result in greater clarity. Table 9.5 of the 2001 main submission document - M4J11 Improvement Proposals shows average peak journey times through the model from each of the various approaches and will provide a better insight into which flows are considered by the simulation as receiving greatest benefit within the overall junction operation.
Section 8 of the Transport Assessment and Section 9 of the July 2001 submission document – M4J11 Improvement Proposals give detailed guidance on interpretation of the simulation work and numerical outputs.

Question 8 Have any estimates been made of induced traffic because of reduced journey time at the Junction – it looks as though traffic increased by 23% in a few months when the A33 Relief Road was opened in 1999, would there not be a similar effect in 2006?

Answer to Q 8

Significant peak demand growth was recorded at M4J11 following construction of the A33 Relief Road. This factor was discussed in paras 8.1 and 8.2 of the Transportation Assessment. Para 8.2 comments that

> "this reflects the initial increase in capacity following elimination of downstream bottlenecks. Little reduction in adjacent to peak periods is evident with similar to
> peak hour flows (in the order of 80 –90% of these peak hourly flows) being sustained over 2 hour periods"

The previous downstream bottlenecks formed by the original A33 Basingstoke Road narrowing down northwards from J11 to the Post House Roundabout had provided a major restraint on J11 capacity for many years, causing serious congestion problems, peak hour tailbacks and traffic displacement. This particular problem and its subsequent solution provide an excellent example of just how downstream inadequacies can impinge significantly on the effective operation of upstream junctions. This example also serves to illustrate better the residual issues of Mereoak Roundabout and their potential effects
on the overall performance of the Application Scheme. The effect of demand growth at J11 as a result of reassignment to the newly completed A33 scheme was anticipated and was the reason behind the Before and After turning counts being undertaken.

Para 8.3 explains that future year design flows were obtained from the South Reading Model. This type of model works by considering the optimum route between pairs of origins and destinations across a wider area, As a result the model will reassign trips from heavily congested routes to take advantage of any available junction capacity.

As regards induced traffic both logic and current research suggest that this will not be an issue. The project in effect aims to resolve bottlenecks and to accommodate capped traffic growth from committed land uses. The project is not intended to provide spare capacity to accommodate further peak period growth beyond this level which could

encourage induced traffic. Consequently, the 2006 predictions will represent robust peak period design scenarios.

These 2006 design flows represent some 33% increased demand in peak hours at J11. Logic suggests that this represents the practical carrying capacity of the surrounding highway network – much of which, particularly the motorway, demonstrates regular flow breakdown at peak times. The Borough Council considers that it is the fundamental capacity of the surrounding unimproved network which will provide the ultimate constraint on traffic demand growth at the improved J11. Consequently, one of the fundamental aims of the project is to provide excellent facilities for the more sustainable modes of public transport, walking and cycling which will continue to accommodate increased demand for travel, irrespective of traffic conditions, into the future.

Gardiner & Theobald

Reading Portal Landscaping Scheme

Cost Estimate based on Derek Lovejoy Partnership Drawings:

04-4104.01.sk05 rev A1 - received 18/06/02

Planting				
Semi-mature tree avenues	124	Nr	1,500.00	186,000.00
Groups of pines placed for effect (3 Nr per group) (£11,500)	11	Nr	4,500.00	49,500.00
Individual pines (£3500)	16	Nr	1,500.00	24,000.00
Grassed areas This is difficult to judge as there are large areas of seeding, turfing and maybe hydro-seeding on the motorway slips	59,550	m^2	1.50	89,325.00
Ornamental shrub planting (£20.00)	12,900	m^2	35.00	451,500.00
Native tree and shrub mix (£30.00) For woodland matrix areas this figure could possible drop however there are areas of semi-native/ ornamental planting,which will be more expensive, so it depends where you have catorgorised areas. Leave the rate as it is at the moment.	31,850	m^2	20.00	637,000.00
Meadow / wildflower seeding	12,950	m^2	2.00	25,900.00
Reed beds / acquatic planting	1,200	m^2	15.00	18,000.00
Hedge (£100.00)	310	m	55.00	17,050.00
Maintenance to end of DLP		Item	90,000.00	90,000.00
Footpaths & Wallings				
Tarmac footways / cycleways (£20.00) with resin bound finish and decorative banding etc	7,650	m^2	29.00	221,850.00
Stone walling 1200mm high sandstone rubble	92	m	500.00	46,000.00
Lighting				
Feature Lighting to walling	1	Item	15,000.00	15,000.00
Water Features				
Water feature (balancing Pond)				
As per main cost plan		inc.		
Other Costs				
Watering points	1	Item	30,000.00	30,000.00
Boulders	316	m^2	200.00	63,200.00

COMMITTEE REPORT BY THE DIRECTOR OF ENVIRONMENT
READING BOROUGH COUNCIL

ITEM NO.

WARD: Whitley

PLANNING APPLICATIONS COMMITTEE: 28th July 2004

Applicant: Reading Borough Council Transport Strategy Section

Application No: 04/00741/VARIAT
Site Address: Junction 11 of the M4 & Whitley Depot

Proposal: Variation of conditions 11,12,14 and 20 of planning application 02/01138/REG3 which was approved for the reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycle ways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Date received: 25th May 2004

RECOMMENDATION
GRANT

REDRAFTED CONDITIONS

11 Further to the requirements of Condition 18, which requires details of the timetable and schedule of works for the whole project to be submitted before any development commences; details of the construction of the highway drainage system for each section of the scheduled highway works shall be submitted to the Local Planning Authority for its approval in writing, in consultation with the Environment Agency, before any development of the relevant section(s). Thereafter, only the approved highway drainage design shall be implemented unless the Local Planning Authority agrees changes to it in writing. Reason: As these details have not yet been provided and to prevent pollution of the water environment as required by policy NE10 (Surface water run-off and development) in the Reading Borough Local Plan 1998.

12 Further to the requirements of Condition 18, which requires details of the timetable and schedule of works for the whole project to be submitted before any development commences, these details should include a schedule for the installation of the approved noise barriers, which is coordinated with the construction of each relevant stage of the improvement works. Thereafter, details of the construction, materials and maintenance of the approved noise barriers shall be provided for written approval to the Local Planning Authority and the approved scheme installed before development starts on the relevant section(s). Reason: As these details have not yet been provided and noise barriers are proposed to mitigate noise pollution to local occupiers and the general environment as required by policy NE8 (Environmental Pollution) in the Reading Borough Local Plan 1998.

Reading
BOROUGH COUNCIL

14 Details of the approved pedestrian pathways, including details showing how they will be made accessible to all disabled persons, shall be submitted for the written approval of the Local Planning Authority before any works on constructing the pathways begin. These details shall include the materials used in the running surfaces, signage and any planting proposed alongside the pathways as well as details of pedestrian crossing facilities and traffic control mechanisms. The approved details shall be completed and made available for use by the public in accordance with a timetable to be agreed by the local planning authority. Reason: As these details have not yet been provided and in accordance with the Council's policies in the Reading Borough Local Plan 1998; KEY1 (equality of access to development) and TRN6 (Pedestrians).

20 Details of the bridge designs, street furniture, public art, lighting, signage and signage gantries are to be submitted to the Local Planning Authority for written approval before any development involving these features commences. Thereafter only the approved designs and specifications shall be used unless changes are subsequently agreed in writing by the Local Planning Authority. Reason: As these details have not yet been provided and to enable the local planning authority to control the final appearance and character of the redeveloped junction in accordance with policy CUD14 (Standards of design in development) in the Reading Borough Local Plan 1998.

1. INTRODUCTION

Planning application: 02/01138/REG3 was approved in November 2002 for the redevelopment of all of the existing Junction 11 on the M4 and includes most of the adjacent ex-County Council depot site, part of which is currently occupied by Horseman coaches and the Highways Maintenance compound and the approach roads of the A33 and B3270. This amounts to a site area of about 21.4 hectares.

A few of the conditions applied required prior approval of details before any works on the junction could start. The applicant has requested that the discharge of some of these conditions be phased as it is not likely, given the scale of the project, that these details will be known or indeed needed until some time into the project itself. For example the pedestrian pathways will not go in until nearing completion of the central area but the overall timetable/phasing for the scheme will not be known until the project contractor is appointed. It is feasible that some details will change as the project progresses to respond to problems encountered or to take advantage of new opportunities (such as increased funding from nearby developments).

The principle of what is being required from the conditions is not changed just the timing of when they need to be approved by.

2. PLANNING HISTORY

02/01138/REG3 was approved in November 2002.

3. PROPOSAL

To vary 4 of the planning conditions imposed with the above planning permission, which required approval of details before any development commenced. The applicant had suggested word changes to connect the timing of discharge to phases in the development. These have been amended to give a little more clarity and control over ensuring that the details, once approved, are incorporated into the final scheme.

4. CONSULTATIONS

External consultees include West Berkshire District Council, Wokingham District Council, the Environment Agency, Highways Agency & Mercury Communication.

Internal Consultees were the Council's Transport and Environmental Health sections.

Neighbouring businesses or members of the general public were not consulted as the proposed word changes were not considered to be of significance in terms of their amenity interests. A site notice has been displayed on the boundary fence to the Whitley Wood depot site adjacent to Junction 11.

The only comment received at the time of writing this report was from environment health concerned that the proposed wording could imply that noise barriers might not have to be erected.

5. TRANSPORT IMPLICATIONS

There are no transport implications following from the proposed word changes.

6. ACCESS FOR THE DISABLED

The requirement for details to be approved to provide for the needs of those with disabilities remains unchanged by this application.

7. SUSTAINABILITY IMPLICATIONS

None arising from this application.

8. APPRAISAL

This planning application to change the timing of planning conditions needing to be approved does not raise any policy concerns as the items that are to be controlled by the four conditions remain unchanged. So drainage issues, noise disturbance, the appearance of design features and the specifications of the pedestrian footpaths will still be within the Local Planning Authorities control to ensure that the relevant policies in the Reading Borough Local Plan 1998 are met.

Case officer: Julie Williams
Background papers: planning application

RICS Martin & Pole

Chartered Surveyors

24 Friar Street
Reading
Berks.
RG1 1DP

Telephone (0118) 959 1231
Fax (0118) 958 5061

FAX COVER SHEET

To: Ian Tant

From: JShe Williams

Fax No: 943 0001

Date: 6/11/02

Number of pages including cover sheet: 3

The proposed conditions for Depot site are attached. They aim to control the specific points of concern for Fire Service without being too restrictive.

The access one I assume I have right as being their Link to Whitley Wood Road ?

IMPORTANT NOTICE Call 959 1231 if need any changes.

This communication, together with any papers attached is intended solely for the addressee named above. It may contain confidential and/or privileged information; If you are not the intended recipient or agent responsible for its delivery any disclosure, dissemination, distribution or copying of this communication is strictly prohibited and you must not act in reliance of its contents. If you have received this communication by mistake, please notify us immediately by telephone or facsimile and return the documents by post as soon as possible. We will refund the postage and telephone costs.

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FAX COVER SHEET

To: Rebecca McAllister (Ian Tant)

From: JShe Williams

Fax No: 943 0002

Date: 5/11/02

Number of pages including cover sheet: 2

Copy of 1st page of report. As explained, as objection was based on technical details being resolved thought best to not be too prescriptive. Works are not due to start until 2004 (if approved) so I anticipate that all will be resolved in meantime.

By the way, still not had email. Try faxing on number underlined above.

JSh

IMPORTANT NOTICE

This communication, together with any papers attached is intended solely for the addressee named above. It may contain confidential and/or privileged information; If you are not the intended recipient or agent responsible for its delivery any disclosure, dissemination, distribution or copying of this communication is strictly prohibited and you must not act in reliance of its contents. If you have received this communication by mistake, please notify us immediately by telephone or facsimile and return the documents by post as soon as possible. We will refund the postage and telephone costs.

I trust the concerns set out in this letter are clearly expressed: should you have any queries arising from these points, please contact me or Rebecca McAllister in this office.

Yours sincerely,

IAN E. TANT
Senior Planning Partner

cc. R. Groves, Esq., Peter Brett Associates
Ms P. Arther, Berkshire Fire and Rescue Service,
M. Pinnell Esq., Berkshire Fire and Rescue Service,
C. Perry, Esq., Vail Williams

Shinfield
Parish Council
Clerk: Mrs. J Barnes, 36 Ryhill Way, Earley, Reading, Berkshire. RG6 4AZ
Tel/Fax: 0118 9547115
E-mail: shinfieldplanning@ukonline.co.uk

11th October 2002

Tanja Davies
Case Officer
Planning Section
Wokingham District Council
Shute End
Wokingham
Berkshire

Dear Ms Davies

Application No CON/2002/7563:M4 Junction 11 Improvements

At the last meeting of our Planning and Transportation Committee it was resolved to make the following comments on the above, inappropriately named 'Junction 11 Improvements' Application. Whilst we are very critical of many features of the scheme and the analysis of impacts on local communities and infrastructure, we do see the need to address the congestion at this important junction.

1. Our main comment as the immediately adjoining Parish Council, is that this scheme must be planned in close conjunction with the proposed improvements to the Mereoak Roundabout and the associated, yet to be funded, Park & Ride scheme. These projects must be treated as the complementary components of an integral scheme to be effective and representative of a Best Value solution. A coordinated approach is essential to minimise the disruption to local communities.

2. The Non-Technical Summary was a helpful and informative document, given the three 3" Ring Binders, drawings and additional documents that form the supporting documentation for this planning application. The general public is unable to assess such details in the time permitted.

3. The range of questions put in the Non-Technical Summary far exceed the questions that an individual might ask, yet there are a number of important questions that have not been answered:

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3.1 Who in the end will actually pay for this proposal to be implemented? We understand that the £38 million funding required, will be provided as a loan by Central Government which will need to be repaid. We assume that the householders of Reading will be required to do this through their Council Tax. We are concerned that this fact appears not to have been made clear in any of the documentation provided. Nor is it made clear who will pay for any increase in costs for this scheme.

3.2 The essential statistics for modelling, estimating delay times, queue lengths and pollution effects are Origin and Destination data. Without this information there can be no accurate calculation of these important statistics.

3.3 Where has the data used in modelling the Junction 11 gyratory come from? We would be most concerned if a further statistical adjustment to the 1980s Origin and Destination data had been made, as this data is now quite invalid for such an exercise. Assuming that new traffic count data have been used to model the junction to produce average traffic volumes into and out of the junction on each arm, the data must also be used to calculate the variances for these traffic movements, if valid statistical inferences are to be drawn. These variances do not appear to have been reported.

3.4 Where are the results from modelling the junction under adverse conditions? We should like assurance that modelling was undertaken for bad weather days and for days when there were accidents. What are the probability statistics of accident risks within the total infrastructure, Junction 11 plus the Mereoak Gyratory plus the A33 relief road, for all accident types? These data are essential to making an assessment of likely 'gridlock' incidents. If such statistics have been calculated, will you please release them as essential to being able to make properly informed comment on the proposal.

4. We were disappointed by the quality and accuracy of answers given to many of the questions in the Non-Technical Summary. In too many cases, answers are little more than wishful thinking, are unsupported by acceptable evidence and only relate to Reading Borough. We have been repeatedly assured that the two Unitary Authorities were working together, yet the replies indicate several areas of non-agreement:

4.1 Chapter 2. *'What are the alternatives?'*
The answer assumes that there will be a Park & Ride facility at Mereoak. No updated plans have been provided to us and we are not aware of any funding provision for such a scheme. To suggest that there will be additional spaces provided is therefore illusory. It would seem to us that a Park & Ride scheme at Mereoak will only materialise if Reading Borough, as the main beneficiary, funds it. Late breaking news from the Thames Valley Multi-Modal Study suggests that not all alternatives have been given full consideration: e.g. better travel management and congestion charging

4.2 .Chapter 5. 5.1 Transportation. *'Will the Application Scheme reduce the congestion during the morning and evening rush hours?'*
To suggest that an increase in traffic capacity of 20 – 30% will be achieved is much too imprecise. If this reflects the measured statistical variance, then

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we can have no confidence in any of the measures provided, nor in the proposed solution. Variances of this size can mean the difference between solution and gridlock. Furthermore, peak traffic congestion lasts for more than an hour.

4.3 Chapter 5. 5.1 Transportation. *'How much additional traffic will the improvements contribute to the local network?'*
To suggest that the Application Scheme only needs to be considered is flawed, as it is only one of the three components that will contribute to additional traffic at this location. The three components together will be a trip attractor, generating additional traffic. To also suggest that other areas may benefit from reduced rat-running, is most unlikely south of the motorway.

4.4 Chapter 5. 5.1 Transportation. *'Will journey ambiance be improved as a result of the Application Scheme?'.*
A short term benefit is not the objective. The longer term beneficial impact for bus passengers, pedestrians and cyclists is not disputed. It is regretted that there are no claimed benefits for the people in the 84,000 vehicles a day that will use the junction.

4.5 Chapter 5. 5.1 Transportation. *'How will journey reliability be affected by the Application Scheme?'.*
To suggest that 'journey time reliability across junction 11 ..... is anticipated to improve....' after having spent £38m, is an unacceptable outcome. If the only beneficiaries are bus passengers, pedestrians and cyclists, it is hardly a Best Value proposition.

4.6 Chapter 5. 5.3 Water Quality and Drainage. *'Will surface water run-off increase as a result of the Application Scheme?'.*
The carelessness of the response to this question puts in doubt the quality of responses to the questions that have been asked. The answer is an obvious YES. It is clear that the water run-off surface area will be significantly increased and therefore will directly increase the water run-off volume. The fact that mitigating measures will be taken, is an irrelevance. The equally irresponsible suggestion that the provision of additional wetland storage areas 'will ensure no additional surface water run-off is experienced' simply serves to question the value of this document.

4.7 Chapter 5. 5.4 Air Quality. *'Will the air quality in the local area deteriorate as a result of the Application Scheme?'*
Whilst the design objective, not to cause loss of air quality, might be achieved when everything is running smoothly, it is clear that when things go wrong this will not be the case. When accidents and adverse weather affects the operation of the gyratory and near gridlock conditions arise, we believe that with the hundreds of additional vehicles likely to be involved, that seriously increased loss of air quality will occur. This should be pointed out, together with appropriate statistics of the frequency with which this will happen.

4.8 Chapter 5. 5. Noise and Vibration.
We challenge the suggestion that residents in Hartley Court Road, Mereoak Park and Mereoak Orchard will not be entitled to compensation for increased Noise and Vibration.

Continued....

4.9 Chapter 5. 5.7 Landscape and Visual Impact. *Will the Application Scheme affect the landscape character of the area?*
To suggest that 'within some small areas to the south of the motorway a slight adverse impact may be experienced' is a travesty of the truth. Residents will be faced with a quarter mile long, 6 ft high noise barrier to their north and east.

4.10 Chapter 5. 5.7 Landscape and Visual Impact. *How will the street lighting effect(sic) the local area?*
We endorse the proposal to 'minimise light spillage' which is seen as essential in rural areas.

4.11 Chapter 5. 5.9 Socio-economic Impacts and Sustainability.
What is an '*identified desire line*'? We are pleased at the attempts to minimise the jargon in this document, but this one escaped.

4.12 Socio-economic Impacts and Sustainability. *'Does the Application Scheme contribute to sustainability objectives?*'.
It is not acceptable to specifically exclude Wokingham District in reply to this question. The conclusion we draw is that Shinfield Parish in particular will suffer environmental damage and Reading Borough is refusing to accept its responsibility for this. It has been claimed that the two Unitary Authorities are working closely together on this project. This response clearly indicates that they are not in total accord. We are therefore concerned that there are other important areas where there are disagreements. We have not been given time to undertake an analysis to discover these other areas of disagreement and suggest that additional time for consultation is provided before this Application is granted permission.

4.13 Chapter 5. 5.10 Construction Impacts. '*What measures have been taken to minimise traffic disruption during construction?*'.
The casual and dismissive response to this critical question is not acceptable. To suggest that 'Traffic disruption will be minimised...' does not mean that it will be reduced to an acceptable level. In Shinfield Parish we will suffer the consequences as many commuters will choose to rat-run through the villages of Shinfield Parish rather than face the probability of congestion on the gyratory. This will inevitably occur whenever the road works occupy existing road space. It should not be too difficult for the engineers to provide an accurate estimate of the number of days when the existing road space of the junction will be occupied by road works. From a simple inspection there would appear to be at least 20 cross over points between the old and the new gyratories. This of course omits any disruptive road works arising from the Mereoak Roundabout construction and works associated with the yet to be funded Mereoak Park and Ride facility. Allowing an average of 10 working days for each cross over point there will be 200 days of disruption out of a proposed project duration of 520 working days (equivalent to the number of working days in two years). We would say that this is a minimal estimate and is not acceptable.

5. We reiterate our comments on the earlier release of information on the proposal, that to make the proposal on a piecemeal basis is unacceptable. Whilst it is claimed that the documentation has been prepared in conjunction with Wokingham Unitary Authority, who, in parallel, are preparing proposals for the replacement of the Mereoak Roundabout, we cannot accept that all necessary information has been available, as proposals for this scheme are still at the funding application stage.

Continued....

6. This comment equally applies to the other component of major infrastructure involved, the Mereoak Park & Ride. This is heavily referenced in the documentation provided, yet no detailed proposals have been released to the public and no funding base has been established.

7. Mereoak Park is a long established Mobile Home site, providing affordable housing for numerous local residents and it should not be trivialised by referring to it as a Caravan Park.

8. We would point out that the A33 does not lead to Swallowfield as depicted in some maps, it leads to Basingstoke, bypassing Swallowfield.

9. In the Transportation Assessment at Para 7.17. To suggest that the 'residential area to the south' is Swallowfield, demonstrates an ignorance of the geography in this area.

10. We are concerned that the solution proposed for getting pedestrians and cyclists through the junction is neither safe nor 'best value'. Preliminary estimates indicate that it will cost three times more to bring a pedestrian/cyclist across the gyratory compared with the cost of getting a vehicle through it. A major safety issue is raised by the several pelican crossings across the three lane roads north of Junction 11, whilst there are none approved for installation south of the junction.

11. The traffic growth statistics suggest that daily traffic will increase by 30% by 2016, yet the design objective is to accommodate a 20 to 30% increase. This range is the difference between operationally acceptable congestion and total gridlock and is therefore unacceptable. The use of a daily statistical average is also flawed. What is needed are statistics relevant to peak use period traffic growth. Such statistics, or estimates of such statistics, have to be available, and without this information the comments we can make are limited.

12. The impact of this proposal on the wider area of Shinfield appears not to have been modelled. Nor have the consequences of replacing the Black Boy junction on the A327 with a Gyratory, been considered. This junction will be key to providing a route from the east which can access Green Park, the Reading International Business Park, Reading Gate, the Stadium and the Oracle without having to go round the new Junction 11 gyratory. Until full information is released on the impact of this arrangement, this Parish opposes the development as the environmental impact analysis is incomplete.

13. It is well understood that resolving project and design problems at the planning stage is the very 'best value' approach. In looking at the most devastating project problems that arise, they are typically concerned with interfaces. These may be technical or organisational interfaces. With three complex projects, Junction 11, Mereoak Roundabout and the Park & Ride scheme, there are numerous interfaces to be managed. Is there a clear process in place to manage these interfaces with the authority, to assign costs for fixing interface problems agreed, when they arise? Although we can only cite experience from the Information and Communications Technology Industries, we believe this project management experience has relevance to major engineering projects, It has been found that if problems are identified in the requirements definition and proposal stage, then

Continued.....

let's say it costs £1,000 to fix. Then if the problem is not discovered until the next, design and modelling stage, it is likely to cost 10 times as much to fix, ie £10,000. If the problem is not discovered until the implementation and operational stage, then the cost is likely to be 10 times the cost of fixing it at the previous stage, ie £100,000. Have contingencies for such problems been recognised and built into the project costs? If not who will pay for the inevitable over-run costs?

Yours sincerely

Mrs Tracy Sampson
Assistant Clerk

Copies to:
District Councillors x 3

Shiner, Anna

From: Shiner, Anna
Sent: 07 July 2004 16:50
To: Williams, Julie
Subject: Junction 11 M4 Reading

LEVEL 8.

Julie

I have looked at the request to vary condition 12 in relation to the noise barrier.

I can see the argument in relation to the commencement of the whole project when pieces of work are being carried away from the affected site, however I am not in agreement with the alternative suggested. The barriers must be constructed as part of the application. If you use the suggested wording you will end up with a condition that just says that if they decide to install noise barriers they need to show the local authority the design etc before doing so.....they may just decide not to install them and they have not technically done anything wrong!

I would suggest that it is amended to something like, before Phase X of the development commences the details of the.....etc etc.

Let me know what you think

Thanks

Anna

READING BOROUGH COUNCIL
-8 JUL 2004
ENVIRONMENTAL SERVICES

Anna Shiner
Senior Environmental Health Officer
Housing and Environmental Protection
0118 939 0326 (or ext 2326)

A. Shiner 07/07/04

36162

Engn → SB

PLANNING AND TRANSPORT

Memo

Anna
Any comments??
Steve

To: Robert Kiff, Environmental Health
From: Julie Williams, 939 0461
Date: 29th June 2004
Re: Consultation on Planning Application

Application Number: 04/00741/VARIAT/JW

Address: Junction 11 M4 Reading

For: Variation to conditions 11, 12, 14 and 20 of planning application 02/01138/REG3

Please may I have your comments in relation to any Environmental Health issues in relation to the above development by 20th July 2004

I have consulted you because the development involves:

A3/Catering	☐	New A3 use
	☐	Alterations to existing A3 use
	☐	Alteration to commercial kitchen/food prep area
Residential	☐	New builds residential
	☐	Change of use to form residential unit(s)
	☐	Subdivision of existing residential unit(s)
Industry/Commercial	☐	Installation of new plant and machinery
	☐	Installation of extraction/filtration equipment
	☐	New build/change of use to industrial/commercial
	☐	Vehicle related uses
	☐	Other

Comments made will be taken into consideration before any decision is made.

If you are not able to meet the 20th July 2004 deadline please contact me to explain the delay and to agree an extension of the consultation period. Please return all plans.

Julie Williams

You may find the following useful for your response:

- ☐ No objections
- ☐ No objections subject to conditions attached
- ☐ Clarification required - see attached
- ☐ Object - see attached

TO SAVE PAPER PLEASE USE THIS MEMO FOR REPLY

READING BOROUGH COUNCIL

30 JUN 2004

ENVIRONMENTAL HEALTH

040741

Reading Borough Council - Planning Application Conditions

Ref	Description of Condition	Suggested Modification	Consultee
11	The construction of the highway drainage system shall be carried out in accordance with details submitted to and approved by the LPA, in consultation with the Environmental Agency, before the development commences.	It is unlikely the Contractor will have completed his designs for the highway drainage system before wishing to commence work elswhere on site. Further he may wish to complete the design in stages to permit an early start on site. Therefore request condition is revised from ***"before the development commences."*** to ***"before any development of sections of the highway drainage system commences."***	Environment Agency
12	The development hereby permitted shall not commence until details of the noise barriers shown on the approved drawings (their construction, materials and maintenance) designed to achieve the level of noise attenuation described in the ES have been submitted to LPA for its written approval. A schedule for the installation of the barrier should also be included.	It is unlikely the Contractor will have completed his designs for the Noise barriers before wishing to commence work elswhere on site. Therefore request condition is revised from ***"The development hereby permitted shall not commence"*** to ***"The development of the noise barriers hereby permitted shall not commence"***	Reading Borough Council
14	Before development commences on the pedestrian pathways details showing how the facilities will be made accessible to all disabled persons shall be submitted for the written approval of the LPA. These details shall include the materials used used in the running surfaces, signage and any planting proposed alongside the pathways as well as details of pedestrian crossing facilities and traffic control mechanisms. These works also require a timetable.	It is unlikely the Contractor will have completed his designs for the pedestrian pathways before wishing to commence work elswhere on site. Therefore request condition is revised from ***"Before development commences on the pedesrian pathways"*** to ***"The development of the noise barriers hereby permitted shall not commence"***	Reading Borough Council
20	Details of bridge designs, street furniture, public art, lighting, signage and signage gantries are to be submitted for approval to the LPA before any development commences.	It is unlikely the Contractor will have completed his designs for the various elements listed before wishing to commence work elswhere on site. Therefore request condition is revised from ***"before any development commences "*** to ***"before development on each individual element listed above commences. "***	Reading Borough Council

I Junction 11 Application
3A Comments on Feedback Received So Far.

ef	Date	Respondee	Comments
1	13/09/02	RBC Transport Strategy Phil Schnepp	Comments on points raised as follows • 11090/PA/009 has been revised to show modified access to rear of Fire Station. • Shared path on east side of Basingstoke Road (north) has been extended to just north of the existing Tucan crossing. Drawing 11090/PA/005 has been amended accordingly. • Details of junction of shared path with Whitley Wood Road will be developed during the next design phase. It is proposed that cyclists will rejoin Whitley Wood Road at this point. Drawing 11090/PA/005 has been amended accordingly. • The shared path at the southern junction with old Basingstoke Road has been realigned to direct users towards Three Mile Cross and Spencers Wood. Revised drawings are attached.
2	13/09/02	National Express Mike Lambden (General Manager – Planning & Corporate Affairs)	Comments on points raised as follows • Traffic coming from the West and heading south would effectively make the same manoeuvre as at present. There will be additional capacity through the junction which will reduce congestion currently experienced. Further, additional queuing capacity will avoid the current dangerous situation where vehicles queue back on to the motorway at peak periods. • The junction has been designed around the outside of the existing to avoid, as far as is possible, disruption during construction.
3	19/09/02	Royal Berkshire Fire & Rescue Service. Mark Pinnell (Assistant Divisional Officer)	All Fire Service comments to be channelled through their consultants, Val Williams. Meeting to be arranged where all concerns can be discussed.

4 Junction 11 Application
BA Comments on Feedback Received So Far.

Ref	Date	Respondee	Comments
4 4 cont	20/09/02	Reading Borough Council. David Moore (Landscape and Urban Design Officer)	Comments on points raised as follows (using same annotation): 1.1 Noted, although space is limited within this area. 1.2 The highway verge (generally 2.5m) will be maintained as grass (i.e. free from landscape planting). Reference to footpath is noted. 1.3 Agreed and noted. 1.4 Agreed and noted. 1.5 Drought resistant shrubs do not really exist to be honest, but we will endeavour to use more drought resilient species where possible. 1.6 The intention was to use hedging specifically to hide safety barriers. If an estate management type of operation was to be established a specific methodology could also be developed to address this concern. 1.7 Noted, however it may be desirable at some junctions to have thorn bearing species to deter pedestrians leaving the footpath and taking 'short cuts'. 1.8 Confirm, all areas will be mulched; however use of biodegradable mulch mats will be kept to a minimum as visually unappealing. We are currently hoping to have slopes with no steeper gradients than 1:2.5 so mats would not be required. 1.9 Tree size is important. We will ensure that tree pits are increased in size if the results of the soil survey confirm poor topsoil quality. We will also be importing all topsoil used on the scheme. In relation to using Populus canescen we will look into this at detail design stage. 1.10 Agreed, discussion is ongoing regarding finalising gantry and CCTV positions. Planting can then be reviewed 1.11 Noted. Refer to 1.9.

4 Junction 11 Application
3A Comments on Feedback Received So Far.

ef	Date	Respondee	Comments
4 cont			1.12 Noted. It is unclear at the moment how the area will be maintained. 2.1 Noted. No edging boards will be used to keep shrubs and grass separate, this is not standard practice, the grass would simply be edged two or three times a year 2.2 Noted. Refer 1.2. 4.1 Slopes need to be 1:3 for aesthetic reasons, it is not possible to mow with these slopes with a sit on mower. 4.2 This will depend on the final design. Extent of planting is being discussed with Highways Agency and the need for a watering system will be considered following conclusion of these discussions. 4.3 This area is to be kept open for visual reasons to retain views across the site; therefore no tree planting is proposed. 5.1 Hedge mix to be decided at detailed design stage. 6.1 The southern tie-in has been revised to connect with old Basingstoke Road. This is a temporary layout and will eventually tie-in to the future Mereoak proposals. 6.2 Noted. Refer 1.2.
5	25/09/02	Royal Berkshire Fire & Rescue Service. Mike Clement-Green (Chief Fire Officer)	All Fire Service comments to be channelled through their consultants, Val Williams. Meeting to be arranged where all concerns can be discussed.
6	23/09/02	Horseman Coaches Keith Horseman (Managing Director)	Objection to loss of business/relocation etc. RBC to draft response?
7	23/09/02	Mr & Mrs Horsemen (Horseman Coaches, owners)	As above.

Ref	Date	Respondee	Comments
8	25/09/02	Reading Cycle Campaign Ros Furley (Secretary)	Comments on points raised as follows: • Ramp gradients have been designed to current standards (BD 29/87, Design Criteria for Footbridges). Generally, gradients have been kept to a maximum of 1:20 (5%). However, in a few locations it has been necessary to increase gradients to a 1:12 maximum due to site constraints etc. In each of these cases the appropriate horizontal landings have been provided as per the standard. These standards meet the requirements for disabled use and should therefore be more than acceptable to the majority of cyclists. • Alignments have been kept as straight as possible. It should be noted that the shared path is 3m wide in all locations in line with current design guidance. This, it is considered, provides adequate space to negotiate the more severe sections of path E.g. ramps on the southern over-bridge. • Comments on signs, sight lines and lighting are noted and will be considered at the detail design stage. • Consultation is well progressed in ensuring compatibility with any future Mereoak scheme.
9	25/10/02	Prudential Property Investment Managers Ltd. Michael Rolls (Director, Property Development)	Support Scheme.
10	27/09/02	Wokingham District Council Dr S P Wilford (WDC CPRE)	Refer No 18 for general response to traffic queries. The construction methodology has been given careful consideration and five different phases are envisaged. The period for each has been assessed based on experience of similar work which determined a total period of 106 weeks. This assessment was based on the scheme as presented for planning and assumes a contractor would work normal working hours. This would have to be reconsidered should any major changes be implemented. Obviously the final

Ref	Date	Respondee	Comments
			construction programme will be determined by the successful tenderer.
11	02/10/02	The Countryside Agency Fiona Fraser Boulton (Countryside Officer)	Support Scheme.
12	02/10/02	Roger Brown 58 Defane Drive, Winersh, Berks, RG41 5AT.	Refer No 18 for general response to traffic queries.
13	11/10/02 Revised from 07/10/02	Friends of the Earth John Booth (Reading FoE)	Refer No 18 for general response to traffic queries. Crossing options have been carefully considered. Each has both advantages and disadvantages. Underpasses were discounted due to the security issues (a view endorsed by the police). At grade crossings would require numerous crossings, making the journey unattractive to both cyclists and pedestrians and introducing unacceptable safety issues. Overbridges have in general been welcomed by most commentators. Ramp gradients have been designed to current standards (BD 29/87, Design Criteria for Footbridges). Generally, gradients have been kept to a maximum of 1:20 (5%). However, in a few locations it has been necessary to increase gradients to a 1:12 maximum due to site constraints etc. In each of these cases the appropriate horizontal landings have been provided as per the standard. These standards meet the requirements for disabled use and should therefore be more than acceptable to the majority of cyclists. Alignments have been kept as straight as possible. It should be noted that the shared path is 3m wide in all locations in line with current design guidance. This, it is considered, provides adequate space to negotiate the more severe sections of path E.g. ramps on the southern over-bridge.
14	26/09/02	G.L.O.B.E Mark Hampton (Chair, Newtown Globe)	Refer No 18 for general response to traffic queries. PI request?

Ref	Date	Respondee	Comments
15	25/09/02	Reading Sustainability Network	Refer No 18 for general response to traffic queries. *Loss of mature trees at Hartley Court Road and elsewhere*- Ecologically the loss of this habitat of low value is mitigated and enhanced by the proposals to create additional and enhanced habitats in this location, these mitigation proposals have been supported by English Nature. *Deterioration of the landscape character of the rural land to the south of the scheme*- Whilst it is recognized within the landscape character assessment that land lying to the south of the motorway corridor is of more rural character than that to the north of it, the value and condition of that land lying directly to the south of M4 and west of the A33 corridor, in the vicinity of Great Lea Common, has been degraded as a result of extreme traffic noise, pollution and light pollution. The impact grading of the proposals on the landscape character of the area has been determined on the basis on the existing situation. Given the current impact of the junction therefore it is deemed that the character of the area would remain largely unaffected by the proposals, inclusive of the erection of the noise barrier. *encroachment of road area onto surrounding areas of common land, agricultural land and recreational land and resulting in loss of public open space adjacent to Whitley wood*- With regard to common and agricultural land loss the scheme does not go beyond the current fenceline into Great Lea common and is in fact providing additional ecological habitat in this area (again supported by English Nature). The loss of public open space adjacent to Whitley Wood is a valid point although only 5% of the total area is lost. PI request?
16	25/09/02	Peter Burt 4 Norwood Road, Reading, RG1 3LD	Refer No 18 for general response to traffic queries PI request?

Ref	Date	Respondee	Comments
17	23/09/02	South East Forum for Sustainability Nigel Rose	Refer No 18 for general response to traffic queries The gradient (slope) of existing A33 south is already 3.5% (1 in 28). To align the ramp south at 1 in 20 (recommended) would necessitate a ramp 210m in length. This would not only be unjustifiably expensive but would also be very unsightly.
18			**GENERAL NOTE TO COVER TRAFFIC RELATED QUERIES** 1. The Junction 11 scheme has been tested as both a 'stand alone' and as the 'Ultimate' scheme including the effect of the Mereoak scheme to the south. The Mereoak scheme is currently subject to a funding bid undertaken in July this year by Wokingham Unitary Authority with a decision expected in December. These schemes together with the Mereoak Park and Ride site will combine to provide a comprehensive and integrated solution to the longstanding problems of the area. The scheme is in keeping with government policies for the intensification of use and regeneration of urban areas. The proposals for this interchange build on the recently completed A33 Relief Road. They are fully compatible with the strategy provision of a high quality bus route along Basingstoke Road serving local bus services, Park and Ride to the consented Mereoak site and the existing Madejski Park and Ride. 2. The traffic modelling has used the South Reading Traffic Model for the future year forecast of 2006, which includes Structure Plan commitments. This model was used as an assessment tool within the extensive Local Plan Inquiry into housing proposals to the south of the M4. The detailed modelling of the junction 11 improvements was carried out using established appraisal techniques and has been validated against traffic turning count data. These assessments have also been audited by the Department for Transport and GOSE. Additional traffic modelling assessments are currently under development for the whole of the Reading Urban Area. Until such time as this traffic modelling data is available it is considered that the South Reading Traffic Model represents the most suitable assessment tool available. This approach has been accepted by the DfT and GOSE. 3. The improvement scheme will provide benefit in terms of road safety by increasing the weaving distance between junctions, improved geometry and allowing greater flexibility for the management of the junction. The estimated likely accident reductions due to the scheme have been reviewed and accepted by the Department for Transport as reasonable forecasts.

Ref	Date	Respondee	Comments
			4. The traffic modelling undertaken has not included specific modelling of accidents or adverse conditions as this would be problematic given the complexity of the overall network and multitude of potential incident locations. Such modelling is not required for appraisal of such schemes by central government or established guidelines. 5. The TVMMS is a strategic multi modal study of the area. A formal letter received by Reading Borough Council from the Government Office for the South East stated 'the scheme is not likely to be incompatible with the outcomes from the multi modal studies'. A press release attached to the letter quoted the Minister saying 'we have also decided that the scheme to improve junction 11 does not need to await the outcome of the multi modal studies.' The press release also stated that the TVMMS team viewed the junction 11 scheme as offering significant benefits which would be delivered relatively quickly. 6. The Park and Ride site at Mereoak is a long established scheme associated with the Southern Corridor Strategy within the Reading Urban Area Package section of the Reading Local Transport Plan and the Wokingham Local Transport Plan. The site is consented for use as a Park and Ride site. The Junction 11 scheme will ensure bus journey time reliability through the provision of bus priority. 7. The journey ambience has been assessed within the submissions to the Department of Transport. The ambience of journeys by all means of travel will be enhanced by the scheme proposals in terms of journey time predictability, and the extensive landscaping proposals. 8. The increase of traffic capacity at Junction 11 will provide sufficient capacity for committed structure plan development in the vicinity. This increase in capacity is in scale to accommodate the strategy for economic growth for the region. The capacity increase is considered to be to an appropriate scale to the surrounding highway network. 9. Wider travel management measures have also been introduced on the A33 corridor including employer travel plans, dedicated Fastrack bus services to Reading town centre / rail station and Urban Traffic Management and Control Demonstration Project 29 (UTMC29). These schemes have been effective in reducing the proportion of car trips made to these sites, and given greater confidence that restrained car trip growth forecasts will be met. Although the proportion of single occupant car trips in the south Reading area is significantly lower than other

Ref	Date	Respondee	Comments
			areas just outside Reading, the traffic generation of these and other committed development schemes will still add to the traffic pressure at Junction 11 by approximately 30%. The scheme has hence been designed to increase the capacity at the junction to enable this restrained level of traffic to be accommodated. 10. The Junction 11 scheme has been jointly developed through a partnership including Reading Borough Council, Wokingham District Council, Highways Agency and private sector partners. In a regional context the scheme has also received full support from the Thames Valley Economic Partnership, Thames Valley Chamber and the Association of Councils of the Thames Valley Region. The wider benefits of the scheme are acknowledged by all partners and by the Department for Transport. 11. The provision for pedestrians and cyclists across the junction has been developed with the consideration of safety of these vulnerable road users. The scheme design has reflected the need to improve the provision for walking and cycling. An independent safety audit of the proposals has further ensured road safety considerations are paramount within the design process.

(1)

DEPARTMENTAL MEMORANDUM

To: **Planning Manager**

From: **Transport Strategy**

Your Ref : **JW**

My Ref : **PWS**
Ext : 2612

Date: 13 Sept 2002

Application No. 02/01138/REG3

Proposed Development Reconstruction of Junction 11 of M4.

Development Address Junction 11, M4, Reading.

I have the following detailed comments, which I have discussed briefly with Rob Groves of PBA. I believe these are all matters that can easily be incorporated as minor modifications to the plans.

Clarification may be needed on the plans as to how the existing south-western access to the fire station compound is to be maintained in relation to the modified access road (reference in particular drawing 11090/PA/009).

At the northern limit of the scheme on Basingstoke Road (and with reference to drawing 11090/PA/005C) the detailed design needs to ensure that:

- cyclists travelling northwards along the shared path on the west side of Basingstoke Road can rejoin the carriageway just north of the Toucan crossings;
- cyclists travelling south on Basingstoke Road can join the shared path system on the east side of Basingstoke Road at a point just north of the Toucan crossings – this will necessitate extending the proposed shared path on the east side of Basingstoke Road from the point opposite no. 52 Kingsley Close, where it is currently shown coming to an end, to a point just north of the Toucan crossings.

Similarly the detail of the junction of the shared path with Whitley Wood Road should show how cyclists will join/leave the latter.

At the southern limit of the scheme it is unclear how pedestrians and cyclists will continue on their main desire line – southwards to Three Mile Cross and Spencers Wood. For pedestrians this requires clarification that the existing link to the cul-de-sac stub of the old Basingstoke Road will be replaced. For cyclists, a new link is required to enable this group of road users also to join Basingstoke Road. In practice

this would probably be via a short length of shared path that would fulfil both requirements.

Phil Schnepp
Development Control (Transport)

Copy to Rob Groves, PBA

JW

2

NATIONAL EXPRESS

NATIONAL EXPRESS LTD., ENSIGN COURT, 4 VICARAGE ROAD, EDGBASTON, BIRMINGHAM B15 3ES.
TELEPHONE 0121-625 1122 FAX 0121-456 1397

COMMENTS ACKNOWLEDGED READING BOROUGH COUNCIL
16 SEP 2002

Ms J Williams
Planning Department
Reading Borough Council
Civic Centre
Reading
RG1 7TD

13 September 2002
esmpl 1309

Dear Ms Williams

CONSULTATION ON A PLANNING APPLICATION
REF:02/01138/REG/JW

Thank you for your letter of 5 September and for providing us with the opportunity to comment on the proposals to improve Junction 11 of the M4.

Overall we support what is being proposed as it appears to provide improvements which will benefit public transport.

The junction layout on the attached plans appear very complex and it is not clear how it benefits traffic coming from the West and heading onto the A33 South. We have a potential interest in this as we have had previous discussions about using a proposed Park and Ride to the south of the M4 for a stop for our coach services. However we would wish to ensure that access and egress is as easy as possible.

The only other comment which we have is that we would hope that every effort is made to ensure a smooth traffic flow whilst the work is undertaken.

Thank you again for giving us the chance to comment and I hope that the points which we have raised are constructive.

Yours sincerely

Mike Lambden
General Manager - Planning and Corporate Affairs

Direct Line: 0121 609 6203
Email: mike.lambden@nationalexpress.co.uk

ROYAL BERKSHIRE FIRE AUTHORITY

ROYAL BERKSHIRE FIRE & RESCUE SERVICE

JW - application needs to have comments ack. 3

Reading (East) Community Fire Office
Headquarters 103 Dee Road Tilehurst Reading Berkshire RG30 4FS
Telephone Reading (0118) 945 2888 Facsimile (0118) 959 0510

Your reference:

My reference: MP/SB/39488
(please quote on all correspondence)

Meeting arranged.

When calling ask for: Mr M Pinnell
Direct Line: (0118) ~~932-2109~~ direct line 932,2144
E-mail: @rbfrs.co.uk.

Date: 19 SEP 2002

Dear Julie

PLANNING APPLICATION REF: 02/01138/REG3/JW

Re your letter dated 5 September 2002 I would like to raise the following points:-

1 Can you please confirm the exact layout of the emergency service access road.

2 Can you please confirm the traffic flow on the emergency access road and who will be allowed access.

3 Can you please confirm the arrangements for preventing traffic congestion where the emergency access road discharges onto the main carriageway.

4 Can you please confirm how non-emergency traffic will be prevented from using the emergency access road.

I have spoken to Mr R C Groves at Peter Brett Associates who has suggested that it would be beneficial for us to meet, along with the Police, to discuss in detail the above issues.

Should you require any further information please do not hesitate to contact me.

Yours sincerely

M Pinnell

Area Assistant Divisional Officer (RE)

READING BOROUGH COUNCIL
2 - SEP 2002

Ms Julie Williams
Planning Department
Reading Borough Council
PO Box 17
Civic Offices
Civic Centre
READING RG1 7TD

Chief Fire Officer

4

Reading Borough Council

Memo

To: Sarah Hanson

From: David Moore

CC: Julie Williams

Date: 20/09/02

Re: Junction 11 M4 Reading

External Works, Landscape Planting Proposals based on Drawing No.

1. 11090/PA/001	Location Plan	PBA
2. 11090/PA/002D	Planning Application Site Plan	PBA
3. 11090/PA/003B	Longitudinal Sections. Sheet 1 of 2	PBA
4. 11090/PA/004B	Longitudinal Sections. Sheet 2 of 2	PBA
5. 11090/PA/005B	Proposed bus, pedestrian and cycling facilities	PBA
6. 11090/PA/006	Not used.	PBA
7. 11090/PA/007A	Motorway Maintenance Depot. Plan	PBA
8. 11090/PA/008	Motorway Maintenance Depot and Salt Barn	PBA
9. 11090/PA/009	Police Station Compound	PBA
10. 2357 Drawing 2	Police Station Compound, Garage/Workshop	Chamberlain Syrad
11. 2357 Drawing 3	Police Station Compound, Covered Area No 1.	Chamberlain Syrad
12. 2357 Drawing 4	Police Station Compound, Covered Area No 2	Chamberlain Syrad
13. 04.4104.01.01A2	Overall Landscape Masterplan	Derek Lovejoy
14. 04.4104.01.02A2	Landscape Masterplan – Northern Section 1/5	Derek Lovejoy
15. 04.4104.01.03A2	Landscape Masterplan – Western Section 2/5	Derek Lovejoy
16. 04. 4104.01.04A2	Landscape Masterplan – Central Section 3/5	Derek Lovejoy
17. 04.4104.01.05A2	Landscape Masterplan – Eastern Section 4/5	Derek Lovejoy

18. 04.4104.01.06A2	Landscape Masterplan – Southern Section 5/5	Derek Lovejoy
19. 04.4104.01.07A2	Landscape Sections	Derek Lovejoy
20. 04.4104.01.08A2	Landscape Sections	Derek Lovejoy

1. General Points

1.1 The provision of sound barriers and planting will help mitigate the impact of the scheme on the surrounding residential areas. However, the planting on the existing bund between Kingsley Close and the Basingstoke Rd should be strengthened, particularly as complaints have been received from residents about light pollution from the Worldcom building.

1.2 Grass areas: A 1m wide strip of grass should be maintained along all kerb lines both on carriageways and footways. This will avoid possible lane closures when conservation gras cuts are needed.

1.3 Small areas of grass/planting/conservation grass should be avoided, for example at the point of splitter island to avoid problems with maintenance.

1.4 Where footpaths pass through planted areas, low groundcover should be planted adjacent to the footpath to reduce overgrowth.

1.5 Drought resistant shrubs and trees should be used wherever possible.

1.6 Hedge planting must not impede barrier maintenance and replacement operations.

1.7 Thorn bearing species should not be used adjacent to footways etc. where regular maintenance operations will be required to remove blown litter, this will prevent operator damage.

1.8 Shrub areas should all be mulched, with the use of biodegradable mulch matting on slopes.

1.9 Tree sizes should be reviewed. (See comment on soil quality). Large semi-mature specimens will create impact, but the site will be an exacting environment for large trees with a large leaf area compared to root capacity in, possibly, poor ground conditions over compacted ground. Populus canescens has been used a s the structure tree for the A33 Relief Rd, and its use should be considered in this scheme for continuity.

1.10 The position of the Gantry road signs should be considered, and CCTV coverage must be cross referenced with tree and woodland planting to design out conflicts as much as possible.

1.11 The source of topsoil for the planted areas must be carefully considered. If possible on site material should be recycled and soil manufactured. The soil specification and quality must be high for tree planting in particular.

1.12 Maintenance.

This is the most important element of the landscape proposals. The proposed scheme will create a gateway to Reading, and become a significant asset to the area, but only if it is maintained to a high standard. Sufficient funds must be allocated to the works and a budget figure should be produced at an early stage to inform the degree of complexity of the built scheme. Nothing will create a worse impression of Reading than a poorly maintained landscape scheme.

The high profile nature of the scheme calls for an estate maintenance type of operation to be established, with permanent staff on site, carrying out a planned maintenance and development strategy and landscape management plan. Supported by other members of the Green Team, notably, mechanical sweepers and larger turf maintenance machinery, they should be based on site (possibly in the Highways Depot) with dedicated tools and machinery necessary for the works.

Such an approach will create ownership of the area by the staff and provide a responsive site presence.

The proposed landscape scheme, if built in this form will obviously need high levels of subsequent maintenance. Such large areas of planting will require initial weed control until the canopy closes, and then regular pruning and thinning to prevent encroachment on the trafficed areas. The earth mounds will need intensive weekly attention until established, followed by hand mowing on a weekly/fortnightly basis. Footways and kerblines will require regular sweeping, and litter picking will be a continuous task. Arboricultural works will be needed as the trees establish and require work. Certain planting areas will require watering and feeding and the wetland areas will need management.

2. Drawing 04.4102.02.02A2

2.1 How will the planted areas be kept separate from the grass areas, timber edging board? How will the sharp edges be maintained and scalping avoided during grass cutting operations, both at the apices and where they meet the ground plain. Shrub planting should be very robust, add Hedera helix and bulbs? Will they be mulched or will planting membrane be used? Species should be drought resistant.

2.2 Large areas of shrub planting on the west side of the large island abut directly against the carriageway. The shrubs will be prone to salt damage and maintenance operators will be very close to the traffic flow. A 1m wide grass strip should be introduced to avoid this.

2.3 See previous comments regarding planting on the bund adjacent to Kingsley Close.

3. Drawing 04.4102.01.03A2 –No Comments

4. Drawing 04.4102.01.04A2

4.1 Ideally the grass slopes of the pyramids should be able to be mown by large ride on mowers.

4.2 Green Bridge. Will the raised planters have integral water reservoirs? Will there be a watering point in the vicinity?

4.3 There is a very large shrub area proposed adjacent to the bus lane, which would benefit from the inclusion of woodland or tree planting.

5. Drawing 04.4102.05A2

5.1 What is the proposed hedge mix?

6. Drawing 04.4102.06 A2

6.1 How does a pedestrian cross the dual carriageway? Do cyclists have to cross to the middle lane to get to the cycle lane?

6.2 Conservation grassland next to kerblines, see previous comments, including central reserve.

I hope that this is helpful.

David Moore

Landscape and Urban Design Officer

(8)

(30)

READING CYCLE CAMPAIGN

Reading Cycle Campaign
working for a cycle friendly Reading.

13A Brunswick Hill
Reading RG1 7YT
Tel. 0118 957 6455
Email - secretary@readingcyclecampaign.org.uk
Website -www.readingcyclecampaign.org.uk

READING BOROUGH COUNCIL
DATE
25 SEP 2002
ENVIRONMENTAL SERVICES

Julie Williams
Planning, RBC
Civic Centre
Reading RG1 7TD

25.9.02

Dear Julie,

Proposed Improvements to Junction 11 of the M4

First of all we would like to congratulate you on including dedicated facilities for cyclists in these plans and for providing them above ground instead of proposing underpasses. We feel that it is vital that this motorway crossing is made as accessible as possible to cyclists and pedestrians to ensure that it will be well used by people needing to get to and from the south of Reading. This should also help to decrease traffic congestion at the junction itself!

However we would like to make some comments about the implementation of these proposals. We are particularly concerned about the steepness of the gradients and the apparent tightness of the bends. Please could you make sure that the design of these will enable cyclists on tandems, tricycles and cycles laden with panniers (because we hope many cycle tourists and shoppers will be using this facility) to negotiate the bends on gradients with ease and without having to dismount.

We would also like to see the cycle paths clearly signed and the sight lines designed to a high standard to avoid conflicts with other cyclists and pedestrians.

The cycle paths should be well lit and after construction, kept free from litter and glass and regularly maintained.

We would also like to see that the access to the new cycle paths is by Toucan crossings across heavily used roads. We feel it is also important to make sure that this plan ties in with that for Mereoak Roundabout so that there are **continuous** routes for cyclists going towards Three Mile Cross or Grazeley Green with no need to dismount or make long diversions.

We hope you will regards these as positive comments, which will encourage people to use this cycle facility. It will certainly provide much safer, more direct access to and from the south of Reading for cyclists than that which is currently available.

Yours faithfully,

R Furley

Ros Furley Secretary, Reading Cycle Campaign

copy to P. Schnepp.

PLANNING SERVICES	HPT
POL	TLS
DC TD	ENF
APP	
CS	
30 SEP 2002	
COPIES TO	

(10)

17, Copse Drive,
Wokingham,
Berks. RG41 1NA

27 September, 2002

The Chief Planning Officer,
Environmental Services Dept.,
Wokingham District Council,
Council Offices,
Shute End,
Wokingham.

Dear Sir,

APPLICATION NO.F/2002/7492 - JUNCTION 11,M4,RECONSTRUCTION OF INTERCHANGE.

The Committee of Wokingham District CPRE has studied the above proposal and has the following comments :

1). It cannot be stressed too strongly that, however good the traffic modelling algorithms are, if the data put into the system is less than precise then the outcome will be of little value. To the best of our knowledge NO origin and destination traffic survey has been done at this location for many years. Without such information any traffic predictions are of dubious value.

2). Because of piecemeal planning, the proposal does not appear to take full account of the future construction and operation of the Mereoak Park and Ride scheme and reconstruction of the Mereoak roundabout.

3). Whilst air quality may not be significantly affected when the scheme is completed and operating normally, during the period of construction there will be a marked impact on air pollution. The construction period of 2 years would appear to be rather hopeful in view of the length of time taken for recent smaller alterations at Junction 11. We would be most interested to have a sight of the Critical Path Analysis which afforded such an optimistic time frame.

4). Many of the answers to likely problems are bland and take little account of day-to-day problems that can occur.

Yours faithfully,

Dr.S.P.Wilford(Chairman, Wokingham District CPRE)

Our ref SEM/1679/7/1/FFB
Your ref /
Date 2 October 2002

The Countryside Agency

Mrs Julie Williams
Reading Borough Council
Environment Directorate - Planning & Transport
Civic Centre
Reading
RG1 7TD

South East & London Region
Sterling House, 7 Ashford Road
Maidstone, Kent, ME14 5BJ

Telephone 01622 765222
Fax 01622 662102
Fiona.FraserBoulton@countryside.gov.uk

Dear Mrs Williams

APPLICATION NO. 02/01138/REG3/JW: PROPOSED INTEGRATED TRANSPORT IMPROVEMENTS TO M4 JUNCTION 11, READING

I write in response to Peter Brett Associate's letter of 2 September 2002 and accompanying Environmental Impact Assessment (EIA) regarding the above.

After reviewing the information contained in the EIA I have concluded I have no comments further to those made by my colleague Mark Chessell in October 2002:

- the provision for dedicated bus priority measures and a segregated facility for pedestrian and cyclist movements is viewed positively;
- the integral comprehensive landscaping scheme is welcomed; and
- the adoption of a number of progressive multi-modal design principles and incorporation of sustainable transport and environmental improvement objectives is supported.

It should be noted that any further consultations or correspondence regarding this application should be forwarded to me at the above address.

Please do not hesitate to contact me if you wish to discuss this matter further.

Yours sincerely

Fiona Fraser Boulton

Fiona Fraser Boulton
Countryside Officer
Planning & Sustainable Development

cc Nick Hilton, Peter Brett Associates

Peter Brett Associates
11090
MRC
RSDC
03 OCT 2002 NH
Distribution:

(JW)

13

READING BOROUGH COUNCIL
DATE
14 OCT 2002
ENVIRONMENTAL SERVICES

Reading Friends of the Earth
C/o. 27, Instow Road,
Tilehurst,
RG31 6QH.

11th October 2002.

Planning Department
Reading Borough Council
Civic Offices, Reading.

Dear Ms Williams,

M4 Junction 11 - Application 02/01138/REG3

Reading Friends of the Earth object to this application to expand Junction 11 of the M4, and believe that the Council should abandon it or request a Public Inquiry.

Our objection is on four principal grounds:

- It will allow an unsustainable growth in vehicle traffic on the M4 and A33, and is therefore a waste of money - this traffic growth appears to contravene many national and local Policies calling for reductions in the rate of traffic growth. The Council and Central Government should be pursuing policies to reduce long-distance commuting by car which would make major junction expansion un-necessary.
- Unless steps are taken to reduce demand the pressure for access will be so great that if the junction ceases to be a bottleneck traffic will increase to levels that will bring unacceptable congestion to the M4 and to the roads of South Reading. The concept of accommodating 'capped traffic growth from committed land uses' appears flawed.
- The proposed development is being pursued without any committment to the Mereoak Park-and-Ride or to the associated changes to the Mereoak Roundabout when the three projects are complementary.
- We question some of the detail of provision for pedestrians and cyclists.

Our objection draws on the published planing application, the July 2001 "M4 J11 Improvement Proposals" document from Peter Brett Associates, and on responses from Peter Brett Associates to questions we raised in an e-mail dated 23rd September 2002. We attach this last document as an appendix.

We hope you will keep us informed of progress with this application.

Best Regards,

John Booth

John Booth for Reading Friends of the Earth

Note: This version dated 11th October has a minor change to the last paragraph of Section 2.

1. Objection in Principle - Unsustainable Traffic Growth

Planned Traffic Growth Figures

The first table shows the simulated growth in vehicle movements through the junction:

Table 1: Total Junction Demand - Vehicle Movements

	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours	Change from previous (mean)
May 1999	5,746	6,261	5,988.5	
Autumn 1999	7,219	7,508	7,363.5	23%
Plan 2006	9,463	10,046	9,754.5	32%

It is clear that the Council is planning for a substantial increase in traffic, much of which will travel a considerable distance along the M4 or the A33.

The second table shows the simulated number of vehicle-hours taken on these journeys - the total travel time in the modelled area (near the junction) for the vehicles travelling during the peak hour:

Table 2: Travel Times - Vehicle-Hours

	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	1,102	1,339	1,220.5
Base Net 2006	4,339	5,386	4,862
Stage 1 2006	2,150	5,886	4,018
Ultimate 2006	572	1,559	1,065.5

The third table shows an estimate of the journey time for the average peak hour trip calculated by converting the figures in Table 2 to Minutes and dividing by the figures in Table 1:

Table 3: Time per Trip - Minutes

	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	9.2	10.7	9.9
Base Net 2006	27.5	32.2	29.9
Stage 1 2006	13.6	35.2	24.7
Ultimate 2006	3.6	9.3	6.6

This table is an estimate of delays at the junction as percieved by those using it.

It is important to understand that all the simulations for 2006 are made with the same '2006' estimated volume of traffic through the junction.

These figures suggest extreme congestion in the **'Base Net 2006'** scenario - the network simply cannot cope with the volume of traffic. This sort of 'Do Minimum' scenario is modelled so that developers can show 1) that the present junction can't take projected traffic flows and 2) that a great deal of time, which has a money equivalent in the cost/benefit analysis, could be saved by expanding the junction.

It can be argued that this scenario is unrealistic - drivers would not tolerate such levels of congestion with some journeys taking nearly an hour for a distance of less than a mile. For this reason the higher estimates of economic benefit of the junction, which assume high levels of congestion in the 'Base net 2006' scenario, are unrealistic.

The Stage 1 simulation results show journey times in the PM peak longer than with the Base Network, with the same traffic flows, despite the £38 million improvement of J11 ..... This is explained as being due to the tail-back from the Mereoak roundabout blocking J11.

The **'Ultimate Scheme'** simulation which includes the Mereoak roundabout changes shows a very significant reduction in journey times to on average two-thirds of those experienced in autumn 1999, despite the large increase in traffic flow.

The next table shows the changes in flows in specified directions over the three scenarios.

Table 4: A.M. Peak Flows - specified directions

	A.M. From M4	A.M. From A33(S)	A.M. A33 Into Reading	A.M. Onto M4	A.M. Onto A33 (S)
1999 May	2,651	1,693	1,303	1,849	1,585
1999 Autumn	3,433	1,835	2,504	2,593	1,800
2006 Plan	4,315	2,220	3,614	1,838	2,512
Change from Autumn 1999	+882	+385	+1,110	-755	+712

It can be from the first two columns that there is a large increase in traffic approaching the junction from the M4 and A33, and from the last column that there is a large increase in traffic southbound on the A33. The increase in traffic up the A33 into Reading (column 3) is almost as large as the increase in traffic approaching the junction from the M4 and A33.

Growth in Long Distance Commuting - Policy Framework:

The planned increase in use of the Junction is approx. 2,200 vehicles in the peak hour or 32% above autumn 1999 levels. We would expect traffic also to rise outside the peak hour. Much of this traffic will be engaged in long distance commuting on the A33 or M4.

This is directly contrary to PPG 1 which says in paragraph 23:

"In order to achieve sustainable patterns of development and to help reduce the environmental impacts of transport, local authorities should integrate their transport programmes and land-use policies in ways which help to:

* ***reduce growth in the length and number of motorised journeys;***
* ***encourage alternative means of travel which have less environmental impact;***

and hence

* ***reduce reliance on the private car.*** (our emphasis)

It is also contrary to PPG13 which says:

1. Our quality of life depends on transport and easy access to jobs, shopping, leisure facilities and services; we need a safe, efficient and integrated transport system to support a strong and prosperous economy. But the way we travel and ***the continued growth in***

road traffic is damaging our towns, harming our countryside and contributing to global warming.

4. The objectives of this guidance are to integrate planning and transport at the national, regional, strategic and local level to:

- promote more sustainable transport choices for both people and for moving freight;
- promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
- ***reduce the need to travel, especially by car.***

(our emphasis)

It is also contrary to Para. 3.05 of the Deposit Draft Structure Plan (2002) which says:
People will have easy access to work, leisure, education, retail, health and other services and each other. ***The need to travel and the distance travelled will be less than at present*** because careful choices will have been made as to the location of commercial and residential development.....(our emphasis)

Policy T1 of the Deposit Draft Structure Plan says the Councils will use their planning and transport powers to:

(i) reduce the rate of growth in the number of oar miles driven through the management of car parking and road space

.....

(v) secure the reliable movement of goods and people to, from and through Berkshire, in a manner compatible with the proinciples of sustainable development.

Explanatory memorandum 9.20 of the Deposit Draft Structure Plan discusses this policy.

The Council's policies of permitting employment growth above the needs of the local population is expected to increase the demand for travel. Increasing the capacity of J11 for general traffic will discourage the use of travel modes other than the private car.

Environmental Impacts:

Carbon Dioxide:

This is the main man-made 'greenhouse gas' which is believed to be speeding up climate change (as referred to in the PPG13 quotation above). It is liberated whenever fossil fuel is burned, so most of the carbon in petrol or diesel fuel is converted directly to carbon dioxide and emerges from the exhaust pipe.

The DETR document "Tackling Congestion and Pollution" (January 2000) states:

"CLIMATE CHANGE"

"47. Under the Kyoto Protocol, agreed in 1997, developed countries took on legally binding targets for reducing their greenhouse gas emissions. The UK's target is to reduce its greenhouse gas emissions to 12.5% below 1990 levels over the period 2008-2012. The Government also has a more challenging domestic goal of reducing carbon dioxide emissions to 20% below 1990 levels by 2010."

"48. The transport sector accounts for about 23% of total carbon dioxide emissions, and within this, road traffic is one of the fastest growing sources. Transport also produces other greenhouse gases, including nitrous oxide, methane and hydrofluorocarbons."

Speaking in Maputo, Mozambique, on his way to the World Summit, on September 2nd 2002 Tony Blair said:
" we need to build on Kyoto but we have to recognise, in my judgment, one stark fact. Even if we deliver on Kyoto and the commitments on climate change, it will at best mean a reduction of 1% of global emissions. Now that is far better than the emissions rising, and rising, and rising, but that is actually what we do if we all agree the Kyoto Accord and implement it. But we know from recent reports that to stop further damage from climate change, and to stabilise the global climate system, in fact we need a 60% reduction worldwide."

If many more people are commuting by car into Reading from increasing distances it is clear that they will be using more fossil fuels than if they did not do so, but instead worked closer to their homes or travelled by a less carbon-intensive mode than the private car.

Without the expansion of the Junctions significant numbers of travellers would be deterred from travelling by car by congestion at the junctions so less carbon dioxide would be released.

Expanding the Junctions encourages the use of motor vehicles for long-distance trips when to achieve a 60% reduction in emissions the authorites should be planning for a significant reduction in vehicle use.

The calculations in the Environmental Statement relate only to emissions by traffic on roads close to the junction, so do not reflect the much larger emissions on the much longer journeys along the A33 or M4 to or from the junctions. The modelled change between 1999 and 2006 is small because the increase in traffic is offset by the assumption of a significant improvement in fuel economy (mpg) of vehicles over this period.

The statement in the Environmental Statement Section 5.4.2 that "The improvements in the Junction are likely to generate a reduction in annual emissions of CO_2 in 2006" is true ***for the area close to the junctions*** if compared to the 'Base Net 2006' scenario because emissions are slightly reduced if traffic flows are less congested, but misrepresents the overall picture of emissions over the whole journey distance.

Air Quality:
The Environmental Statement does not analyse the effects of the level of traffic on the M4 on the Air Quality Management areas which Wokingham has declared along the M4. The LAQM areas have been designated on the assumption of traffic growth on the M4 to 2005. If policies of traffic reduction were followed leading to a reduction in traffic on the M4 it would improve air quality in these critical areas.

Of wider importance is the likely total quantity of Oxides of Nitrogen (NOx) emitted by the increased traffic along the M4. This chemical is formed during fuel combustion, especially during high speed running. It has local effects on health but, perhaps more importantly, is a precursor of ozone which is known as 'summer smog' which can exacerbate respiratory problems for many and is linked to many early deaths. Ozone is not included in the Local Air Quality management targets, precisely because NOx is persistent in the atmosphere and so high ozone levels do not necessarily reflect high local NOx emissions. Predictions of future Air Quality say that ozone levels are likely to continue to be a problem. Approx. 50% of ozone formation is due to vehicle emissions.

The environmental statement takes no account of the high levels of NOx emitted by traffic on the A33 and M4, nor of the increase in emissions due to additional traffic.

Noise:

The DETR document "Tackling Congestion and Pollution" (January 2000) states:

Noise

62. High levels of noise can lead to serious annoyance, affecting our quality of life. Road traffic growth is one of the main causes of increasing noise in our communities. There was a 64% growth in the number of complaints about road traffic to Environmental Health Officers between 1982 and 1993/4, far higher than the growth in traffic during that period. ***Policies to reduce road traffic growth,*** and to improve traffic flow by reducing the amount of stopstart driving, should help reduce the levels of noise in our communities. (our emphasis).

The M4 already creates a substantial amount of noise which should be reduced. More traffic, 'generated' by the junction improvements, will increase the amount of disturbance.

Consequences for Congestion:

We note the Council's statement that local roads can accommodate the planned increase in traffic at the Junctions, which is not supported in the application by any simulation or analysis of the delays due to congestion in South Reading

Section 3 of the Transportation Assessment describes the existing problems at the site. Para 3.3 states : traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening. If this is already the case surely the M4 will exhibit worse congestion with the planned increase in traffic.

Economic Evaluation:

We believe that the economic analysis is flawed in the direction of junction expansion and increased traffic. The economic analysis shows large benefits based on the hypothetical difference in journey time due to reduced delays at the junction ..... on the assumption that people would make these journeys anyway.

This is a false assumption - as discussed above levels of traffic at the junction have been shown to be very sensitive to the levels of congestion - rising by 23% in a few months in 1999. Without the junction improvements there would be less traffic. Without the continuing increase in employment in South Reading there would be less traffic. Yet neither of these options has been subjected to a full economic and environmental analysis.

There is no consideration of the benefits of reduced spending of time and money on travel which would result from people living closer to their places of work - thereby avoiding commuting into Reading - so the analysis does not show the true cost to the economy of wasted time and money resulting from present policies to increase employment in Reading.

Alternatives to Junction Expansion

Reading has a serious problem with the imbalance between the local labour supply and the number of employment opportunities being created. It should not try to solve this by expansion of housing south of the M4 on Wokingham's land - this would create an even more dispersed population which would still have to cross the M4 for work, shopping and recreation, and would tend to increase the population of the South East of England which is already overcrowded.

We are not suggesting a 'Do Nothing' approach. Here are some suggestions towards an alternative strategy:

Land Use Planning:

In the area between the M4 and the Thames Reading and Wokingham could adopt an aggressive policy of converting office space, and land with planning permission for employment, to housing use. This would address the imbalance between jobs and numbers of workers. In particular Phase 3 of Green Park expansion should be converted to housing or possibly a road/rail freight exchange.

Transport Initiatives:

The 'Green Park' station should be opened on the Basingstoke Line, with shuttle-bus links to the office area.

Businesses should be encouraged to develop green transport plans to get their staff to work in mini-buses or shared company cars.

Workplace car park charging should be introduced, with charges varying depending on location and on time of arrival and departure.

Mereoak Park-and-Ride should be implemented with bus lanes up to the M4 Junction and traffic signals at the Mereoak Roundabout.

Congestion Charging:
Vehicles entering or leaving Reading from the south could be charged a fee to enter Reading, based on time of journey. To avoid rat-running charges would have to be levied at all roads leading into Reading from the south. Local residents could be given discounts or rebates.

If traffic at J11 up the A33 to Reading was held to 2,500 vehicles in the peak hour, then total traffic over the day might be around 10,000 trips each way at busy times. Charging at a rate of £1 per day on 240 days would raise £24 million per year at this junction alone.

2. Will There Be More Traffic Growth than Planned?:

The Planning Application states that Reading's Roads can accommodate the increase in traffic modelled for 2006, but cannot take any further traffic growth. There is no simulation presented to support this assertion.

However Table 3 suggests that with the ultimate scheme trip times through the junction would be about two-thirds of the 1999 figure, which drivers would experience as relatively uncongested.

Table 4 shows that the planned increase in traffic northbound up the A33 in the AM peak is only 1,110 above the Autumn 1999 figure.

An analysis for Reading Borough Council by Prism (A Compendium of Research on Life in Reading – 2000/2001 - RBC, table 30) predicted an excess of jobs over workers of 30,000 for Reading and 65,000 for the Reading travel-to-work area, in 2011.

A similar analysis we have received from the Berkshire Joint Strategic Planning Unit gives the excess of jobs over workers for Berkshire as 6,770 in 1996, predicted to rise to 50,315 by 2006. These figures do not seem to take account of the large numbers of Berkshire people who commute to London and elsewhere outside the County, so the excess of jobs over workers wishing to work locally would be even greater.

The Deposit Draft Berkshire Structure Plan for 2001 to 2016 (6.07) says:
"Forecasts of the overall population of Berkshire, based upon the current RPG9 housing figures, suggest that it is likely to show a small increase of about 24,000 during the lifetime of the Plan. The economically active population may even fall during this period."

However the expected growth in employment at Green Park and WorldCom sites is said to be 19,000, and Reading has near-zero unemployment so very many of the workers to meet the increase in employment will commute in from some distance.

Clearly all these new employees will not use J11 in the morning peak hour, but it seems very likely that more than 1,110 will choose to drive in if the junction appears relatively uncongested.

4. Details of Walking and Cycling Provision:

We think it is important that good facilities for pedestrians and cyclists are created, but we are concerned that the proposed bridges will be unsightly and expensive, and un-popular with those who may use them.

In particular the bridge across the A33 southbound from the junction looks extremely steep and has dog-leg bends in two places. It seems very unlikely that many people would be able to manage this on bicycles without dismounting and walking, yet the route will not be attractive if people have to push cycles up steep and narrow slopes.

One possibility would be a spiral bridge for cyclists with direct steps for pedestrians.

However in general narrow bridges over heavy traffic are not attractive places to be - as anyone who has crossed the bridge to the east of the junction will agree.

Another alternative which should be considered is an at-grade crossing with the bus route, so that cyclists and pedestrians crossed between the bus lanes, and continued between the bus lanes to Mereoak Roundabout.

End of Objection by Reading Friends of the Earth.

Appendix: Responses to Questions from Reading Friends of the Earth forwarded by Peter Brett Associates on 3rd October 2002.

Junction 11, M4 Motorway – Air Quality

Responses to questions from Friends of the Earth

Q1. Over what road network were carbon dioxide emissions calculated? What allowance was made for improved vehicle m.p.g. between the base year and 2006?

The carbon dioxide (CO_2) emissions were calculated over the road network indicated in Figure 4 of Volume 2 Technical Report: Air Quality. The emissions of carbon dioxide were calculated using the methodology in the Design Manual for Roads and Bridges (DMRB), Volume 1, Section 3, Air Quality[1]. This methodology does take some account of changing fuel economy for different types of vehicles over time. Thus, although there is predicted to be an increase in traffic over the road network modelled between 2001 and 2006, emissions per vehicle kilometre are expected to decline. Overall the effect is a small decline in CO_2 emissions over the period 2001 to 2006.

In the assessment we have estimated the impact of the scheme, that is estimated the emissions from the current junction and proposed junction in 2006, and taken one from the other to determine the impact of the proposed scheme on CO_2 emissions.

Q2. Were any calculations done on the effect of increase in M4 traffic from 1999 to 2006 on Air Quality in Wokingham's AQM areas along the M4? If so, what were the results? If not, why not?

The declaration of an air quality management area (AQMA) is based on the prediction of concentrations for the year in which the relevant objective applies. For nitrogen dioxide, the pollutant for which the AQMA was declared, the objective must be met by the end of 2005. Wokingham District Council modelled concentrations, taking into account predicted increases in traffic along the M4 motorway, and the decline in emissions per vehicle kilometre due to improved vehicle technology, to estimate concentrations in 2005 as part of its Air Quality Review and Assessment.

The assessment of the proposed improvements to Junction 11 estimated concentrations in 2001 with the current junction layout (baseline) and in 2006 with the current and proposed junctions. These calculations take account of the increase in traffic using the road network modelled over the period 2001 to 2006. Concentrations were modelled at 8 locations (receptors) identified as those most likely to be affected by the proposed junction improvements. No impact of the scheme is anticipated on these receptors. Therefore it is very unlikely that there will

[1] The methodology n the DMRB is based on emission factors developed by TRL. The emission factors are available on www.trl.co.uk

- M4 J11
- Mereoak Roundabout

The remainder of para 8.4 and paras 8.5 and 8.6 describe the various Paramics models built and the origins of traffic flows used in those tests.

Question 2 Which version of the 1999 traffic flows and vehicle hours relate to the base network.

Answer to Q 2 Para 8.1 of the same document describes how the post A33 Relief Road figures - measured on site in Autumn 1999 – were used as the basis for scheme operational assessment. In addition the last two sentences of para 8.4 state that the base model

> " was validated against AM and PM Peak observed Post A33 Relief Road 1999 flows and typical queues and was independently appraised as a best fit model by the Paramics technique developers – SIAS"

Question 3 The figure I have for Stage 1 Bid Scheme 2006 PM total hours is 5886 which is more than the Base Network 2006 figure of 5386 is this a misprint? Does the stage 1 scheme really increase delays in the PM Peak beyond the figure for Base Network 2006? If so why? Is it true to say that the average journey time in the peaks (AM & PM) with the stage 1 scheme will be twice as long as in 1999.
Answer to Q3

The figures quoted are taken from Table 9.6 of the Borough Councils main funding submission document in July 2001 – M4 J 11 Improvement Proposals. These figures are extensively discussed in para 9.6 - 9.21. In particular paras 9.11 – 9.20 are relevant in answer to this question and are reproduced in full below. Para 9.18 is of particular importance in emphasising the specific residual operational management issues.

9.11 The base model shows quite extensive queuing with the network not able to accommodate the base demand for movement. This is reflected quite clearly in practice on the ground with the operators of Reading UTC control working hard to limit the length of queues at present particularly on the motorway approaches. However, this can only be achieved by penalising the local road network giving rise to extensive regular queuing on the A33 northbound approaches (am) and A33 southbound approaches (pm). There are also extensive diversions particularly via the A327 overbridge and residential roads both north and south of the M4.

9.12 The Paramics work reflected the difficulties experienced at the junction in practice with a tendency for the short weaving sections to block causing the junction to lock completely. This is a regular feature in reality which results in a complete failure of traffic throughput. With real traffic demands at the height of the peak period of around 150 vehicles per minute this situation can (and does) produce queues of several kilometres within 5-10 minutes. At present this can

partners are committed to bringing forward complementary improvements to Mereoak Roundabout as discussed below. The Bid Scheme represents the first stage only of this bigger scheme. Wokingham District Council is strongly committed to bringing forward this complementary work as soon as possible as covered by that authority's LTP and Annual Progress Report.

9.19 In practice it is considered that this effect can be designed out of the scheme by several possible measures which will be brought forward by the Borough and its partners if necessary during detailed design. However, these would only prove to be necessary should the southern elements of the project be delayed beyond Wokingham District's currently committed programme. These measures are:

- advanced signals on the Mereoak Roundabout approaches to enable forced discharge southbound if necessary.
- automatic incident management systems to react to blocked conflict points.
- careful operational management of the network to enable those traffic streams with a free exit to move whilst constrained streams remain held where stacking space is available.

These measures are considered to be effective to deal with any interim difficulties that may arise prior to completion of the ultimate scheme. However, all are difficult to model using any standard techniques.

9.20 It should be noted that bus journey times are considerably improved (see Table 9.7) by the Bid Scheme giving significantly more attractive journey times even with the residual issues of Mereoak Roundabout.

The penultimate part of Q3 is potentially misleading. Para 9.18 makes quite clear that the
Application Scheme is the first significant stage of a bigger project and that, as a result, the benefits do tend to be constrained initially although taken overall the scheme is sufficiently robust to justify the scheme as a standalone project. The PM peak results comparison made merely emphasises that it is inappropriate to make fine comparison on results within a modelled network that still has major operational constraints – the existing Mereoak roundabout. The Application Scheme, in essence, will provide the opportunity for optional dynamic management of traffic demands but only within the constraints of the remaining network. When the residual constraint is removed then the (Ultimate Scheme) figures demonstrate quite clearly the degree to which the overall scheme benefits had been constrained by the Mereoak Roundabout issue.

The Application Scheme will of course also afford an excellent degree of priority to public transport, pedestrians and cyclists. By contrast the existing junction would retain all of its existing difficulties for these modes. It should be emphasised that benefits arising to these modes were not included within the 2001 scheme justification.

The final part of Q3 is particularly misleading as it compares two significantly different (30%) traffic bases (1999 and 2006)

Question 4 It looks as if adding the Mereoak Roundabout (to give the ultimate scheme) gives a substantial improvement in flow rates – reducing vehicle hours by

- the proximity of the signalised Reading International Business Park Gyratory on the A33 to the north and the need to operate this closely linked to progression through M4 J11;
- the proximity of the Whitley Wood Road signals immediately along the B3270 to the north east of M4 J11 and the need for closely linked signal control;
- the overall complexity of a compact 5 entry signalised gyratory;
- 3 lane capacity over the existing motorway bridges which restricts overall throughput for all modes;
- lack of positive facilities for pedestrians and cyclists despite this being the motorway crossing point of a route to Ryeish Green School to the south, employment opportunities to the north and housing both to the north and south;
- the proximity of the inadequate Mereoak Roundabout to the south. This gives rise to morning capacity problems currently masked by blocking back from M4 J11. In addition, southbound tailbacks from this junction regularly foul the operation of J11 in the evening peak often causing queuing on the Wood to the north east of M4 J11;motorway;
- the junction regularly locks up causing rapid extensive queuing at peak times affecting both the motorway and the local network over a large radius;
- rat running at all times through inappropriate roads particularly in Whitley
- lack of positive bus priority to facilitate existing services, the planned Park and Ride site at Mereoak to the south and to link with the Basingstoke Road bus priority corridor to the north;
- regular incidents giving rise to extensive queuing both at peak and off peak times;
- daily peak period congestion giving rise to extensive queuing for prolonged peak periods including both motorway approaches;
- regular congestion when the Madejski Stadium complex is in use;
- regular intervention by operators at Reading UTC centre to prevent queuing on the motorway;
- traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening;
- variable trip patterns within individual peak periods caused by commuting to London. For instance at 7.00 there is a dominance of S to E trips which by 8.00 tends to be replaced by S to N trips. A similar phenomenon occurs in the evening giving rise to a heavy late E to S pattern which tends to block back from Mereoak Roundabout;
- the presence of fire, police and motorway maintenance premises just to the north of J11.

'4.13 The project is considered to be a well balanced solution to longstanding problems which provides sufficient flexibility to permit progressive development of additional public transport capacity in future years. It will also greatly reduce the current barrier to movement by all modes formed by the present inadequate arrangements. The project is the key to delivering the Boroughs policy to encourage sustainable employment growth and inclusive prosperity and is fully in keeping with Government policy for intensification of use and regeneration of urban areas. The project is also an example of innovation resulting from strong

- a safer junction
- good facilities for pedestrians and cyclists
- good priority for buses servicing planned park and ride facilities to the south
- improved peak hour traffic capacity capped at Structure Plan 2006 commitment levels and in step with the practical capacity of the surrounding highway network

5.5 The priority order of the above is important as the Borough did not wish to produce car led solutions which were out of step with the limited capability of the surrounding networks to accommodate peak period traffic growth, and with the thrust of national and local integrated transport strategies and policies.

In summary the Borough aims to produce an improvement which would be capped at 2006 Structure Plan traffic levels and which would be broadly in step with the ability of the surrounding unimproved highway network to supply traffic to the new arrangement. Conversely with the current situation the existing junction arrangements provide the fundamental constraint, which prevents the full operational performance of the wider network from being realised. With such complex junctions, there is also a need to ensure that sufficient operational flexibility exists to prevent "locking up" and to facilitate effective incident management.

It is unlikely that significant traffic growth beyond the peak hour traffic design flows is practical within the broader unimproved network and, consequently, this scenario has not been tested.

The intention is clearly that any growth in demand for movement beyond this level would need to be accommodated through the Borough's parallel initiatives to encourage wider and more sustainable use of the entire transport infrastructure.

Question 7 Is it reasonable to calculate average journey time through the network by dividing vehicle – hours by number of vehicles as I have done in my spreadsheet. Should I be aware of any risks in interpreting the data in this way? The figure of 3.6 minutes for AM peak with the ultimate scheme looks very short. If this is not a reasonable way of thinking of this data how should it be interpreted?

Answer to Q 7

This is one approach to enable comparison between options. However, it is difficult to see what this exercise achieves over and above what is already demonstrated by the August 2002 Transportation Assessment and the July 2001 Submission Documents. Paramics literally simulates the movement of individual vehicles throughout the network over the period modelled enabling design and signal timing optimisation. As a result manipulating the end products in this way may result in some degree of oversimplification.

encourage induced traffic. Consequently, the 2006 predictions will represent robust peak period design scenarios.

These 2006 design flows represent some 33% increased demand in peak hours at J11. Logic suggests that this represents the practical carrying capacity of the surrounding highway network – much of which, particularly the motorway, demonstrates regular flow breakdown at peak times. The Borough Council considers that it is the fundamental capacity of the surrounding unimproved network which will provide the ultimate constraint on traffic demand growth at the improved J11. Consequently, one of the fundamental aims of the project is to provide excellent facilities for the more sustainable modes of public transport, walking and cycling which will continue to accommodate increased demand for travel, irrespective of traffic conditions, into the future.

(14)

globe
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READING BOROUGH COUNCIL
DATE
27 SEP 2002
ENVIRONMENTAL SERVICES

Julie Williams
Planning Department
Reading Borough Council
Civic Centre
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26th September 2002

Dear Julie Williams,

Planning Application 02/01138/REG3 - M4 Junction 11

On behalf of the Newtown Globe Group, I am writing to object to the above planning application. Newtown Globe Group is a local community group in East Reading who work and campaign on issues relating to the environment and sustainable development.

We are concerned that the plans for redeveloping Junction 11 of the M4 represent a highly unsustainable development. The scheme looks set to cause a large increase of car journeys into a town which is already heavily congested and seems likely to increase pressure for further business development in the Reading area.

Although we support the elements of the scheme which would create new pedestrian, cycle, and bus routes and prevent rat-running, we object to the scheme as it stands as it would result in a large increase in road capacity for private motorists and therefore contribute to increased car use. Neither the Reading Local Plan nor the Local Transport Plan include policies which support an increase in capacity for private car users. Policy TRN1 in the local plan explicitly states that the council will aim to restrict the growth of car usage, and the Local Transport Plan has a target for reducing the number of car trips into the town centre.

Construction of a larger roundabout which allows more traffic into the town would result in increased consumption of fossil fuel energy resources as a result of increased car use, generating carbon dioxide and thus contributing to the greenhouse effect. Policy R2 in the Local Transport Plan sets a goal to reduce this type of energy consumption.

We would like to ask the Council to arrange for this planning application to be decided at a Public Inquiry. Reading Borough Council is both promoter and planning authority for the scheme, and is not in a position to make a neutral decision on the matter. The scheme is of Regional, not just local importance, and a public inquiry would be able to address

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Reading BOROUGH COUNCIL

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Julie Williams
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Reading Sustainability Network
c/o RISC
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Reading
RG1 4PS

25th September 2002

ENVIRONMENTAL SERVICES
COMMENTS ACKNOWLEDGE

Dear Julie,

M4 Junction 11: Planning Application reference number 02/01138/REG3

Reading Sustainability Network is a coalition of local environmental and community groups based in the Reading area. We would like to **object** to the current proposals for expanding Junction 11 of the M4 because we feel that it is incompatible with the objectives and policies of the Local Plan and Local Transport Plan and National planning policy relating to traffic reduction. We request that the scheme is referred to a Public Inquiry for a decision as to whether or not it should go ahead.

According to the Environmental Statement for the scheme, the proposed improvements would result in an increase of traffic capacity of 20-30% through the junction. Although we warmly welcome the elements of the scheme which would create new pedestrian, cycle, and bus routes, prevent rat-running, and allow environmental enhancements to be made, we object to the scheme as it currently stands because it would result in a large increase in road capacity for private motorists and therefore contribute to increased car use, contrary to planning policy.

Junction capacity and increases in private car use.

The main grounds for our opposition to the scheme are that it would provide increased road capacity for car users at Junction 11, thus encouraging private car use, contrary to the intentions of the Local Plan.

Neither the Reading Local Plan nor the Local Transport Plan include policies which support an increase in capacity for private car users. On the contrary, the Local Plan has as a strong theme the need to reduce private car use in Reading. The Plan states that "Reading cannot continue to rely so heavily on the private car to move people around. ...The Plan seeks every opportunity to shift emphasis away from the private car" (paragraph 1.14).

One of the specific transport objectives of Reading's Local Plan is "to find ways of containing the town's growing traffic congestion by restricting the growth of car usage" (paragraph 4.1.iii). Another objective of the Plan is "to help make alternatives to the private car...safe, efficient, and attractive to potential users and reduce reliance on car based travel" (paragraph 4.1.iv).

Policy TRN1 in the Local Plan explicitly states that the council will aim to restrict the growth of car usage: "The Borough Council will use its planning and transport powers, where appropriate, to ensure that a balanced transport strategy is implemented which seeks to restrict the growth of car usage and to make alternatives to the use of private cars such as public transport, cycling, and walking attractive, particularly in congested conditions."

Some elements of the plans for rebuilding Junction 11 would help to promote alternatives to private car use – and we welcome these elements – but rather than restricting car use, expansion of capacity at the junction would have the opposite effect and would in fact encourage car use. The argument that increased road capacity results in increased car use is now generally accepted by transport analysts following research conducted by the government's Standing Advisory Committee on Trunk Road Assessment (SACTRA) and is accepted by Reading Borough Council in paragraph 4.6 of the Local Plan: "Where extra highway capacity is created along a transport corridor, the opportunity must be taken at the same time to give some of that space for public transport. If it is not done at the same time, *car traffic will grow and use up the spare capacity.*" (our emphasis)

Paragraph 4.4 of the Local Plan states that "The Council is not promoting further major road schemes for the area." We would argue that, with an increase in road capacity of 20-30%, the Junction 11 enlargement scheme is just such a major road scheme, which is being promoted contrary to the intention of the Local Plan.

Although there is a specific policy in the Local Plan aimed at restricting the growth of car usage, we note that there are no specific policies in the plan promoting the construction of an enlarged Junction 11.

Local Transport Plan

Reading's Local Transport Plan (2001-2006) has a target for reducing the number of car trips into the town centre (target G2). The timetable for construction of the new Junction 11 does not anticipate the scheme being completed before Summer 2006, and so the targets in the current plan will have expired before the impacts of the completed scheme are felt. However, it seems reasonable to expect that the next draft of the Local Transport Plan (2006-2011) will include targets for reducing car use which are at least as stringent as those in the current plan. We are concerned that, by facilitating the entry of cars into Reading, the increase in road capacity at Junction 11 will compromise the ability to meet local traffic reduction targets in future years.

We also believe that increased traffic resulting from construction of a larger roundabout at Junction 11 would result in increased consumption of fossil fuel energy resources and generation of carbon dioxide, contributing to the greenhouse effect. Policy R2 in the Local Transport Plan sets a goal for the reduction of energy consumption to ensure that Reading contributes to national and global sustainability goals; and expansion of Junction 11 would therefore hinder our ability to achieve this goal.

Like the Local Plan, Reading's Local Transport Plan says nothing about increased road capacity – not even at Junction 11. The emphasis of the plan is heavily based on demand management, road space re-allocation, and network management, rather than increased road capacity.

National and Regional level policy

Government policy at the national level also indicates that transport problems should be solved using methods other than construction of new road capacity. The Transport White Paper of 1998 ('A New Deal for Transport') outlines government policy to large schemes, stating: "When they submit bids we expect local authorities to demonstrate that they have explored the scope for alternative solutions that do not involve major new construction." However, the proposals to expand Junction 11 represent a major new construction scheme.

Planning Policy Guidance Note 1 (PPG1) on General Policy and Principles has the objectives of reducing the growth in the length and number of motorised journeys, and reducing reliance on the private car. Policy T1 of the Berkshire County Structure Plan (deposit draft) reflects this, with the aim of reducing the growth in the number of car miles driven. Policy T1 of the Regional Policy Guidance for the South East states that "Policies should be developed which minimise the distance which people need to travel whilst enhancing choice and ease of access to activities, taking into account the needs of all users including disabled people and others with reduced mobility." By facilitating road transport into Reading, the proposals to expand Junction 11 encourage commuting from outside the town and run contrary to the intention of this policy to minimise travel distances.

We recognise that the same policies that we are using to support our arguments against this scheme have also been quoted by the scheme's proponents to justify the scheme as an integrated transport project. However, the key principle behind these policies is the aim of reducing private car use, and the elements of the scheme which increase road capacity fundamentally contradict this principle.

Junction 11 expansion and other transport developments in South Reading

Before a new motorway junction is considered, public transport projects should be completed in South Reading which support the aims of the Local Plan and the Local Transport Plan to provide alternatives to car use.

Policy TRN3 in the Local Plan relates to a Park and Ride scheme for Mereoak, just South of Junction 11. The Park and Ride scheme should be opened to provide a public transport alternative to driving into Reading via Junction 11 before expansion of the junction is considered. Given that there is at present little bus traffic passing through the junction, the dedicated busway elements of the new scheme are likely to have little value until the Mereoak Park and Ride scheme opens.

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READING BOROUGH COUNCIL
DATE
- 1 OCT 2002
ENVIRONMENTAL SERVICES

23rd September 2002

Ms Julie Williams
Planning Department
Reading Borough Council
Civic Centre
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Dear Ms Williams

Junction 11 – Planning Application 02/01138/REG3

SEFS is the umbrella grouping for the various environmental organisations.

We are most concerned about the implications of this scheme's increase in capacity for car traffic on the local environment. It has been suggested that there is not a problem because the rest of the local road network is constrained and even with a 30% increase of traffic through J11, local congestion will remain at acceptable levels. It will also not encourage new strategic flows across the sub-region. This is very questionable particularly if local and P+R bus services are not in place to take advantage of the bus priority components of the scheme. Without the new bus services, the only environmental benefit (as opposed to mitigation measures) left to offset the increased car traffic will be just the additional cycling and walking provision. Although welcomed, there are a number of detailed concerns which have been expressed to us by local cyclists – for example the doubling-back ramp in the south-east corner to gain access to the A33 south-bound. Would this route not be better achieved by a straight bridge over both the gyratory carriageway and the A33 south-eastern slip, followed by a gentle slope parallel alongside and down to the grade of the A33 southbound? May we please suggest that further discussions are held with cycling groups about this and other aspects of the detailed design.

On balance therefore we must register an objection to the scheme, as the increased capacity will lead to further environmental degradation – noise and air pollution, additional traffic on local roads as drivers perceive the new junction provides "easier" access to the M4 and Green Park – traffic generally on the A33 and in to Reading town centre will increase leading to disbenefits for residents in some of the already more disadvantaged parts of the Borough.

We have additional concerns about the associated projects south of the M4.

We have gone through the appraisal statement for the Mereoak Lane Roundabout proposal, kindly provided for us by DfT. The scheme, as proposed to GOSE for funding, is insufficiently "integrated" with public transport provision and will not deliver what is expected in this area. It has always been assumed that M4 J11, Mereoak Lane roundabout and Mereoak Lane Park+Ride would be delivered as a total package – a three legged stool. If one of the legs is missing, the whole concept becomes flawed. There are currently insufficient local bus services to justify bus priority

Reading BOROUGH COUNCIL

INTERNAL MEMORANDUM

To: Julie Williams

Dept: Planning

From: **Anna Shiner**

Environmental Health

Date: **27 November, 2002**

Urgent O Response required O Further action (see below) O

Subject: Environmental Statement - Reconstruction of Junction 11, M4 Reading

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There are a number of key issues and concerns surrounding this Environmental Statement that will require clarification and expansion prior to the redevelopment of the Junction.

As a whole the issues important to Environmental Health legislation have been identified as noise, air quality and contaminated land. The Environmental Statement (ES) concludes that there will be little impact on the local environment. The ES, whilst listing the development phases, does not address in detail the impact of the demolition and construction phases involved. These are likely to be the most disturbing and polluting aspects of the whole scheme.

I have addressed each of the three main areas of concern with details of proposals and requested prior to commencement of the development.

Noise:

There are two main sources of noise associated with this scheme, the noise from amended traffic flow and the noise from the sirens and depot once relocated. The ES concludes that both these noise sources will have a detrimental impact on a small number of properties **but** this can be mitigated by the construction of mounds and barriers that will reduce the noise sufficiently that the Noise Insulation Regulations will not need to be enforced. However, this does not mean that there will not be a noticeable increase in noise levels to local residents.

The soundPLAN noise maps show the different scenarios with the junction remaining as is and traffic flows increasing (do nothing scenario) and with the proposed junction changes and traffic flow increases. A second set of scenarios has also been drawn up with the proposed changes to the junction with and without a barrier/mound in place. These clearly show there is very little difference between the two scenarios with properties along Hartley Court Road being the most affected. The proposal for the noise barrier ensures that these properties are protected restoring noise levels to those currently experienced.

Air Quality:

The conclusion of the report is that there will be no exceedences of the local air quality objectives as a result of the redevelopment of junction 11 of the M4. The council have carried out stage 4 of their air quality review and assessment and concluded that it is not necessary to declare an Air Quality Management Area within the M4 corridor (as no residential properties fall within the area that could be declared). This is based on the existing road network and an increased volume of traffic flow. The ES identifies that there will be no significant impact on the air quality as a result of the proposed development. The ES looks at factors such as the traffic flow, traffic speeds etc to assess this.

There will be localised impacts from the demolition and construction phases and these will need to be mitigated against as and when they occur, any contractor must me made aware of the need to minimise the impact to air quality. The location of the compound is not known yet, due to the length of this development more permanent structures and mitigation measures may be necessary to protect local residents.

Contaminated Land:

Like noise and Air quality there is little clear information on the predicted impact of the developmental and construction stages of the scheme. This is likely to be when sludge, slurry and surface run off could enter the drainage system and cause potential damage.

The risk assessment approach to contaminated land means that the impact is assessed in terms of the source, pathway and receiver. In this instance the long term receiver is the local watercourse and therefore the Environment Agency will have the most concerns. From an Environmental Health aspect the potential pollution of the drinking water supply is important as is the problems of blocked or broken drainage that could result from the large volume of works traffic and inappropriate wash down on site vehicles. There is a low level of contamination within the proposed scheme area with elevated levels of PAH's, the report identifies the contractors working on the scheme as being as risk from working in close contact with the contamination. The ES identifies these points and therefore during development these issues should be dealt with and addressed in the appropriate manner.

Conclusion:

Noise:
The Environmental Statement clearly shows that, in order to ensure that the proposed scheme does not have a detrimental impact on the residents, an effective noise barrier must be installed. The current bunding that protect some of the residents is a natural bund of willow that is both beneficial as a noise barrier and is aesthetically acceptable to the planning department. There are a number of different acoustic barriers on the market that will reduce the impact of increased noise levels. However it is essential that whilst the acoustic qualities are the most important factor the barrier does not further reflect noise (resulting in increased noise levels) and the planning department must be certain that the barrier is acceptable to other consultees and is manageable.

I would suggest that the natural willow barriers are used in cases like this, they are constructed with acoustic material laid centrally and then the willow rows over this to provide a natural and unobtrusive barrier. As it is a 'living' barrier the maintenance would be like any normal hedgerow that the Council would have responsibility for.

Once details of the location of the compound are known then it may be necessary impose fencing etc to protect nearby residents. The contractors for the scheme will need to liaise with the Environmental Protection Team concerning this scheme. The contractors will not be exempt from action under the Control of Pollution Act 1975 or the Environmental Protection Act 1990 if complaints are received concerning noise.

Air Quality:
Localised air quality problems from the compound needs to be addressed and can only be done once the location is known. Therefore the Environmental Protection team must be kept informed of the development. It appears from the modelling carried out as part of the ES that the overall long term impact on Local Air Quality is limited. The Council will have to continue to monitor the air quality with respect to Government set objectives and will need to ensure that any steps to minimise pollutants are taken.

As with noise the contractors will not be exempted from the Council taking action under the Environmental Protection Act 1990 with respect to dust nuisance.

Contaminated Land:
The risk assessment approach will ensure that areas of most contamination are dealt with in relation to the risks posed to the end user. The receiver in relation to the majority of this development will be the watercourse and wild life. Therefore the Environment Agency must be consulted with regards to this application. The impact of the compound also needs to be considered to ensure that the development itself does not contaminate the area e.g. leaking diesel from generators, road vehicles. Again as with noise and air quality there will need to be liaison with the Environmental Protection Team.

Overall there is no objection to this scheme. The Environmental Statement has highlighted the potential areas where the impact may cause some disturbance to local residents. The demolition and construction phases are going to have the greatest localised impact as there will be disruption caused through contra flows, night working etc. the impact once the works are completed will be limited. This is only providing all the steps outlined in the ES are applied and adhered to such as the installation of bunding to protect from noise.

Once the contractors are known there must be liaison and discussion with the Environmental Protection team to ensure that issues that may arise from the location of the compound are dealt with at the earliest opportunity.

Officer Signature..... Date: 29/11/02.....

Anna Shiner

CASE OFFICER RECOMMENDATION

Agent: Peter Brett Associates
16 Westcote Road
Reading
RG30 2DE

Application No: 02/01138/REG3

Recommendation: Application Permitted

Applicant: Reading Borough Council Transport Strategy

Proposal: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

At: Junction 11 M4 Reading

CONDITIONS & REASONS

1. The development to which this permission relates must be begun not later than the expiration of five years beginning with the date on which the permission was granted. Reason: to prevent an accumulation of unimplemented planning permissions, and in accordance with Section 91(1) of the Town & Country Planning Act 1990.

2. This permission relates only to the application as changed by drawings 11090/PA/005D & 11090/PA/009A which were received by the local planning authority on 16th October 2002. Reason: as some plans were changed and to clarify which plans are approved.

3. Details of the materials to be used on the police and highway maintenance compound structures and the external surfaces of the bridge and ramp structures are to be submitted to the Local Planning Authority for approval in writing before any development commences. Thereafter, only the approved materials shall be used unless changes are subsequently agreed in writing by the Local Planning Authority. Reason: As no details have been submitted and in the interests of the final appearance of the development in relation to its surroundings.

4. The landscape masterplan as depicted on submitted drawings 04-4104.01.02A2, 04-4104.01.03A2, 04-4104.01.04A2, 04-4104.01.05A2, 04-41-4.01.06A2, 04-4104.01.07 A1, 04-4104.01.08A1 is approved but details of fencing, walling and other means of enclosures and screening; planting of trees, shrubs and grass, formation of banks, terraces and other earthworks and laying of hard surfaces

shall be submitted to and approved in writing by the Local Planning Authority before any work on the landscaping scheme is commenced. Following approval, the approved scheme shall be implemented to a timetable to be agreed between the contractor and the Local Planning Authority and shall thereafter be maintained to an agreed standard. Reason: The landscaping masterplan is approved in principle but a mechanism for approving details is required in the interests of the environment and visual appearance of the area.

5. If any tree, shrub or grassed area is removed, uprooted, destroyed or dies or becomes in the opinion of the Local Planning Authority seriously damaged or defective within a period of five years from the date of planting replacements of the same species and size as that originally planted shall be planted at the same place, unless the Local Planning Authority gives its written consent to any variation. Reason: to ensure that the approved landscaping is properly established in the interests of the environmental and visual amenity of the area.

6. If any hard landscaped areas or any landscape structures are removed or destroyed or becomes in the opinion of the Local Planning Authority seriously damaged or defective within a period of five years from the date of installation replacement surfacing and structures of the approved type and materials shall be installed at the same place, unless the Local Planning Authority gives its written consent to any variation. Reason: to ensure that the hard landscape features are properly maintained in the interests of the environmental and visual amenity of the area.

7. The development hereby permitted shall not commence until a Construction Method Statement addressing those areas highlighted in section 5 (Construction Impacts) of the submitted Environmental Statement has been submitted to the Local Planning Authority for its written approval. The Construction Method Statement should include details of:
1. reception and dispatch of construction workers traffic including parking areas for such vehicles;
2. construction vehicle routing and access points;
3. means of segregation of construction traffic from other traffic and cycle/pedestrian routes;
4. methods of construction;
5. location of temporary site buildings, site compounds, throughout the construction period;
6. controls over dust, noise and vibration during the construction of any part of the approved scheme and from any materials and plant storage areas;
7. measures to prevent mud from being carried on to public highways by construction vehicles;
8. provision for storage, collection and disposal of rubbish from the site during the construction period;

9. hours of deliveries, and
10. hours of working;
The development shall then be carried out in accordance with the approved Construction Method Statement by all involved on the site unless otherwise agreed in writing, in advance, by the Local Planning Authority. Reason: As the scale of construction proposed is likely to have a significant impact on those living, working and travelling nearby unless all aspects are managed to mitigate any impacts to a reasonable level.

8. In addition to the requirements of the above Construction Method Statement condition, details of the location and establishment of the appointed contractor's compound(s) shall be submitted to and approved in writing by the Local Planning Authority before any construction or demolition work begins. Reason: As these details have not been provided and in the interests of minimising the impact of the development and safeguarding the amenity of residents and the locality. The developer should note the Informative attached to this permission, concerning contractors' compounds.

9. No works shall commence until the De-trunking and Side Roads Orders associated with the proposed works at Junction 11 of the M4 have been made. Reason: To ensure that the necessary approvals are in place to enable the proposed slip roads works to be carried out and on request from the Highways Agency.

10. That the works for the alteration of the slip roads shown on drawing 11090/SK/006RevA, /007RevA, 008 revA and 009 rev A be completed to a timetable, to be agreed between the developer and the Local Planning Authority, in consultation with the Highways Agency, to cover all of the other highway works that are the subject of this consent. Reason: In the interests of ensuring that the highway works are completed to a sensible and agreed timetable and in the interests of the safety of trunk road users.

11. The construction of the highway drainage system shall be carried out in accordance with details submitted to and approved in writing by the Local Planning Authority, in consultation with the Environment Agency, before the development commences. Reason: To prevent pollution of the water environment.

12. The development hereby permitted shall not commence until details of the noise barriers shown on the approved drawings (their construction, materials and maintenance) designed to achieve the level of noise attenuation described in the Environmental Statement have been submitted to the Local Planning Authority for its written approval. Thereafter, the installation of the noise barriers shall proceed to a schedule to be agreed by the Local Planning Authority. Reason: As no details have been provided and to ensure that appropriate noise

attenuation is in place before adjacent construction works commence in the interests of local residential amenity.

13. The development hereby permitted shall not commence until details of compensatory works to South Whitley Park including a timetable for implementation, have been submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out in accordance with the agreed timetable. Reason: As these details are still to be finalised and to ensure that appropriate compensatory provision is made in accordance with Local Plan policy LEI4, Neighbourhood Recreation Areas.

14. Before development commences on the pedestrian pathways details showing how the facilities will be made accessible to all disabled persons shall be submitted for the written approval of the Local Planning Authority. These details shall include the materials used in the running surfaces, signage and any planting proposed alongside the pathways as well as details of pedestrian crossing facilities and traffic control mechanisms. The approved details shall be completed in accordance with an agreed timetable. Reason: in accordance with the Council's policies and practice in respect of access for disabled persons and in the interests of ensuring access for all.

15. The detailed environmental protection and mitigation measures applicable to geology, water quality and drainage, air quality, noise, vibration, ecology and construction as described in Section 5 of the Environmental Statement submitted with the approved application shall be implemented as part of a time table of works to be submitted to and approved in writing by the Local Planning Authority, in consultation with other agencies as appropriate. Reason: in accordance with the Council's policies and respect of environmental protection and the submitted and agreed Environmental Statement.

16. Before any development begins on the depot site (currently used by Thames Valley Police, Berkshire Fire & Rescue, Horseman Coaches and Highway Maintenance) details including the provision of the new access road, its proposed junction with the A33, the provision of control mechanisms to prohibit its use by non-emergency or highway maintenance vehicles and the eventual closure of the link to the B3270 shall be submitted to and approved in writing by the Local Planning Authority. These details shall also include the phasing of the approved works. Reason: in the interest of highway safety and as these details have not been approved, and to ensure that the details address the working practices of site occupants in a satisfactory manner.

17. In addition to the above condition and before any development begins on the depot site details of the proposed side access for the Fire Station on to the proposed emergency vehicle access road with a junction radius showing that it can adequately accommodate Berkshire Fire & Rescue vehicles shall be submitted to and approved in writing by the

M4 Junction 11 Application
PBA Comments on Feedback Received So Far.

Ref	Date	Respondee	Comments
1	13/09/02	RBC Transport Strategy Phil Schnepp	Comments on points raised as follows • 11090/PA/009 has been revised to show modified access to rear of Fire Station. • Shared path on east side of Basingstoke Road (north) has been extended to just north of the existing Tucan crossing. Drawing 11090/PA/005 has been amended accordingly. • Details of junction of shared path with Whitley Wood Road will be developed during the next design phase. It is proposed that cyclists will rejoin Whitley Wood Road at this point. Drawing 11090/PA/005 has been amended accordingly. • The shared path at the southern junction with old Basingstoke Road has been realigned to direct users towards Three Mile Cross and Spencers Wood.
2	13/09/02	National Express Mike Lambden (General Manager – Planning & Corporate Affairs)	Comments on points raised as follows • Traffic coming from the West and heading south would effectively make the same manoeuvre as at present. There will be additional capacity through the junction which will reduce congestion currently experienced. Further, additional queuing capacity will avoid the current dangerous situation where vehicles queue back on to the motorway at peak periods. • The junction has been designed around the outside of the existing to avoid, as far as is possible, disruption during construction.
3	19/09/02	Royal Berkshire Fire & Rescue Service. Mark Pinnell (Assistant Divisional Officer)	All Fire Service comments to be channelled through their consultants, Val Williams. Meeting to be arranged where all concerns can be discussed.
4	20/09/02	Reading Borough Council. David Moore (Landscape and Urban Design Officer)	Comments on points raised as follows (using same annotation):

M4 Junction 11 Application
PBA Comments on Feedback Received So Far.

Ref	Date	Respondee	Comments
4 cont			1.1 Noted, although space is limited within this area. 1.2 The highway verge (generally 2.5m) will be maintained as grass (i.e. free from landscape planting). Reference to footpath is noted. 1.3 Agreed and noted. 1.4 Agreed and noted. 1.5 Drought resistant shrubs do not really exist to be honest, but we will endeavour to use more drought resilient species where possible. 1.6 The intention was to use hedging specifically to hide safety barriers. If an estate management type of operation was to be established a specific methodology could also be developed to address this concern. 1.7 Noted, however it may be desirable at some junctions to have thorn bearing species to deter pedestrians leaving the footpath and taking 'short cuts'. 1.8 Confirm, all areas will be mulched; however use of biodegradable mulch mats will be kept to a minimum as visually unappealing. We are currently hoping to have slopes with no steeper gradients than 1:2.5 so mats would not be required. 1.9 Tree size is important. We will ensure that tree pits are increased in size if the results of the soil survey confirm poor topsoil quality. We will also be importing all topsoil used on the scheme. In relation to using Populus canescen we will look into this at detail design stage. 1.10 Agreed, discussion is ongoing regarding finalising gantry and CCTV positions. Planting can then be reviewed 1.11 Noted. Refer to 1.9. 1.12 Noted. It is unclear at the moment how the area will be maintained.

M4 Junction 11 Application
PBA Comments on Feedback Received So Far.

Ref	Date	Respondee	Comments
4 cont			2.1 Noted. No edging boards will be used to keep shrubs and grass separate, this is not standard practice, the grass would simply be edged two or three times a year 2.2 Noted. Refer 1.2.
			4.1 Slopes need to be 1:3 for aesthetic reasons, it is not possible to mow with these slopes with a sit on mower. 4.2 This will depend on the final design. Extent of planting is being discussed with Highways Agency and the need for a watering system will be considered following conclusion of these discussions. 4.3 This area is to be kept open for visual reasons to retain views across the site; therefore no tree planting is proposed. 5.1 Hedge mix to be decided at detailed design stage. 6.1 The southern tie-in has been revised to connect with old Basingstoke Road. This is a temporary layout and will eventually tie-in to the future Mereoak proposals. 6.2 Noted. Refer 1.2.
5	25/09/02	Royal Berkshire Fire & Rescue Service. Mike Clement-Green (Chief Fire Officer)	All Fire Service comments to be channelled through their consultants, Val Williams. Meeting to be arranged where all concerns can be discussed.
6	23/09/02	Horseman Coaches Keith Horseman (Managing Director)	Objection to loss of business/relocation etc. RBC to draft response.
7	23/09/02	Mr & Mrs Horsemen (Horseman Coaches, owners)	As above.

M4 Junction 11 Application
PBA Comments on Feedback Received So Far.

Ref	Date	Respondee	Comments
8	25/09/02	Reading Cycle Campaign Ros Furley (Secretary)	Comments on points raised as follows: • Ramp gradients have been designed to current standards (BD 29/87, Design Criteria for Footbridges). Generally, gradients have been kept to a maximum of 1:20 (5%). However, in a few locations it has been necessary to increase gradients to a 1:12 maximum due to site constraints etc. • Alignments have been kept as straight as possible. However, in crossing the road an 90 degree bend is almost inevitable. The path is 3m wide which should go some way to minimising problems for cyclists negotiating the bridge. • Comments on signs, sight lines and lighting are noted and will be considered at the detail design stage. • Consultation is well progressed in ensuring compatibility with any future Mereoak scheme.
9	25/10/02	Prudential Property Investment Managers Ltd. Michael Rolls (Director, Property Development)	Support Scheme.
10	27/09/02	Wokingham District Council Dr S P Wilford (WDC CPRE)	TBA Are WDC going to pursue this.
11	02/10/02	The Countryside Agency Fiona Fraser Boulton (Countryside Officer)	Support Scheme.
12	02/10/02	Roger Brown 58 Delane Drive, Winersh, Berks, RG41 5AT.	TBA
13	07/10/02	Friends of the Earth John Booth (Reading FoE)	TBA

1

DEPARTMENTAL MEMORANDUM

To: **Planning Manager** Your Ref : **JW**

From: **Transport Strategy** My Ref : **PWS**
Ext : 2612

Date: 13 Sept 2002

Application No. 02/01138/REG3

Proposed Development Reconstruction of Junction 11 of M4.

Development Address Junction 11, M4, Reading.

I have the following detailed comments, which I have discussed briefly with Rob Groves of PBA. I believe these are all matters that can easily be incorporated as minor modifications to the plans.

Clarification may be needed on the plans as to how the existing south-western access to the fire station compound is to be maintained in relation to the modified access road (reference in particular drawing 11090/PA/009).

At the northern limit of the scheme on Basingstoke Road (and with reference to drawing 11090/PA/005C) the detailed design needs to ensure that:

- cyclists travelling northwards along the shared path on the west side of Basingstoke Road can rejoin the carriageway just north of the Toucan crossings;
- cyclists travelling south on Basingstoke Road can join the shared path system on the east side of Basingstoke Road at a point just north of the Toucan crossings – this will necessitate extending the proposed shared path on the east side of Basingstoke Road from the point opposite no. 52 Kingsley Close, where it is currently shown coming to an end, to a point just north of the Toucan crossings.

Similarly the detail of the junction of the shared path with Whitley Wood Road should show how cyclists will join/leave the latter.

At the southern limit of the scheme it is unclear how pedestrians and cyclists will continue on their main desire line – southwards to Three Mile Cross and Spencers Wood. For pedestrians this requires clarification that the existing link to the cul-de-sac stub of the old Basingstoke Road will be replaced. For cyclists, a new link is required to enable this group of road users also to join Basingstoke Road. In practice

this would probably be via a short length of shared path that would fulfil both requirements.

Phil Schnepp
Development Control (Transport)

Copy to Rob Groves, PBA

(JW)

(2)

NATIONAL EXPRESS

NATIONAL EXPRESS LTD., ENSIGN COURT, 4 VICARAGE ROAD, EDGBASTON, BIRMINGHAM B15 3ES.
TELEPHONE 0121-625 1122 FAX 0121-456 1397

COMMENTS ACKNOWLEDGED READING BOROUGH COUNCIL
16 SEP 2002

Ms J Williams
Planning Department
Reading Borough Council
Civic Centre
Reading
RG1 7TD

[redacted]

13 September 2002
esmpl 1309

Dear Ms Williams

CONSULTATION ON A PLANNING APPLICATION
REF:02/01138/REG/JW

Thank you for your letter of 5 September and for providing us with the opportunity to comment on the proposals to improve Junction 11 of the M4.

Overall we support what is being proposed as it appears to provide improvements which will benefit public transport.

The junction layout on the attached plans appear very complex and it is not clear how it benefits traffic coming from the West and heading onto the A33 South. We have a potential interest in this as we have had previous discussions about using a proposed Park and Ride to the south of the M4 for a stop for our coach services. However we would wish to ensure that access and egress is as easy as possible.

The only other comment which we have is that we would hope that every effort is made to ensure a smooth traffic flow whilst the work is undertaken.

Thank you again for giving us the chance to comment and I hope that the points which we have raised are constructive.

Yours sincerely

Mike Lambden
General Manager - Planning and Corporate Affairs

Direct Line: 0121 609 6203
Email: mike.lambden@nationalexpress.co.uk

4

Reading Borough Council

Memo

To: Sarah Hanson

From: David Moore

CC: Julie Williams

Date: 20/09/02

Re: Junction 11 M4 Reading

External Works, Landscape Planting Proposals based on Drawing No.

1. 11090/PA/001	Location Plan	PBA
2. 11090/PA/002D	Planning Application Site Plan	PBA
3. 11090/PA/003B	Longitudinal Sections. Sheet 1 of 2	PBA
4. 11090/PA/004B	Longitudinal Sections. Sheet 2 of 2	PBA
5. 11090/PA/005B	Proposed bus, pedestrian and cycling facilities	PBA
6. 11090/PA/006	Not used.	PBA
7. 11090/PA/007A	Motorway Maintenance Depot. Plan	PBA
8. 11090/PA/008	Motorway Maintenance Depot and Salt Barn	PBA
9. 11090/PA/009	Police Station Compound	PBA
10. 2357 Drawing 2	Police Station Compound, Garage/Workshop	Chamberlain Syrad
11. 2357 Drawing 3	Police Station Compound, Covered Area No 1.	Chamberlain Syrad
12. 2357 Drawing 4	Police Station Compound, Covered Area No 2	Chamberlain Syrad
13. 04.4104.01.01A2	Overall Landscape Masterplan	Derek Lovejoy
14. 04.4104.01.02A2	Landscape Masterplan – Northern Section 1/5	Derek Lovejoy
15. 04.4104.01.03A2	Landscape Masterplan – Western Section 2/5	Derek Lovejoy
16. 04. 4104.01.04A2	Landscape Masterplan – Central Section 3/5	Derek Lovejoy
17. 04.4104.01.05A2	Landscape Masterplan – Eastern Section 4/5	Derek Lovejoy

18. 04.4104.01.06A2	**Landscape Masterplan – Southern Section 5/5**	**Derek Lovejoy**
19. 04.4104.01.07A2	**Landscape Sections**	**Derek Lovejoy**
20. 04.4104.01.08A2	**Landscape Sections**	**Derek Lovejoy**

1. General Points

1.1 The provision of sound barriers and planting will help mitigate the impact of the scheme on the surrounding residential areas. However, the planting on the existing bund between Kingsley Close and the Basingstoke Rd should be strengthened, particularly as complaints have been received from residents about light pollution from the Worldcom building.

1.2 Grass areas: A 1m wide strip of grass should be maintained along all kerb lines both on carriageways and footways. This will avoid possible lane closures when conservation gras cuts are needed.

1.3 Small areas of grass/planting/conservation grass should be avoided, for example at the point of splitter island to avoid problems with maintenance.

1.4 Where footpaths pass through planted areas, low groundcover should be planted adjacent to the footpath to reduce overgrowth.

1.5 Drought resistant shrubs and trees should be used wherever possible.

1.6 Hedge planting must not impede barrier maintenance and replacement operations.

1.7 Thorn bearing species should not be used adjacent to footways etc. where regular maintenance operations will be required to remove blown litter, this will prevent operator damage.

1.8 Shrub areas should all be mulched, with the use of biodegradable mulch matting on slopes.

1.9 Tree sizes should be reviewed. (See comment on soil quality). Large semi-mature specimens will create impact, but the site will be an exacting environment for large trees with a large leaf area compared to root capacity in, possibly, poor ground conditions over compacted ground. Populus canescens has been used a s the structure tree for the A33 Relief Rd, and its use should be considered in this scheme for continuity.

1.10 The position of the Gantry road signs should be considered, and CCTV coverage must be cross referenced with tree and woodland planting to design out conflicts as much as possible.

1.11 The source of topsoil for the planted areas must be carefully considered. If possible on site material should be recycled land soil manufactured. The soil specification and quality must be high for tree planting in particular.

1.12 Maintenance.

This is the most important element of the landscape proposals. The proposed scheme will create a gateway to Reading, and become a significant asset to the area, but only if it is maintained to a high standard. Sufficient funds must be allocated to the works and a budget figure should be produced at an early stage to inform the degree of complexity of the built scheme. Nothing will create a worse impression of Reading than a poorly maintained landscape scheme.

The high profile nature of the scheme calls for an estate maintenance type of operation to be established, with permanent staff on site, carrying out a planned maintenance and development strategy and landscape management plan. Supported by other members of the Green Team, notably, mechanical sweepers and larger turf maintenance machinery, they should be based on site (possibly in the Highways Depot) with dedicated tools and machinery necessary for the works.

Such an approach will create ownership of the area by the staff and provide a responsive site presence.

The proposed landscape scheme, if built in this form will obviously need high levels of subsequent maintenance. Such large areas of planting will require initial weed control until the canopy closes, and then regular pruning and thinning to prevent encroachment on the trafficed areas. The earth mounds will need intensive weekly attention until established, followed by hand mowing on a weekly/fortnightly basis. Footways and kerblines will require regular sweeping, and litter picking will be a continuous task. Arboricultural works will be needed as the trees establish and require work. Certain planting areas will require watering and feeding and the wetland areas will need management.

2. Drawing 04.4102.02.02A2

2.1 How will the planted areas be kept separate from the grass areas, timber edging board? How will the sharp edges be maintained and scalping avoided during grass cutting operations, both at the apices and where they meet the ground plain. Shrub planting should be very robust, add Hedera helix and bulbs? Will they be mulched or will planting membrane be used? Species should be drought resistant.

2.2 Large areas of shrub planting on the west side of the large island abut directly against the carriageway. The shrubs will be prone to salt damage and maintenance operators will be very close to the traffic flow. A 1m wide grass strip should be introduced to avoid this.

2.3 See previous comments regarding planting on the bund adjacent to Kingsley Close.

3. Drawing 04.4102.01.03A2 –No Comments

4. Drawing 04.4102.01.04A2

4.1 Ideally the grass slopes of the pyramids should be able to be mown by large ride on mowers.

4.2 Green Bridge. Will the raised planters have integral water reservoirs? Will there be a watering point in the vicinity?

4.3 There is a very large shrub area proposed adjacent to the bus lane, which would benefit from the inclusion of woodland or tree planting.

5. Drawing 04.4102.05A2

5.1 What is the proposed hedge mix?

6. Drawing 04.4102.06 A2

6.1 How does a pedestrian cross the dual carriageway? Do cyclists have to cross to the middle lane to get to the cycle lane?

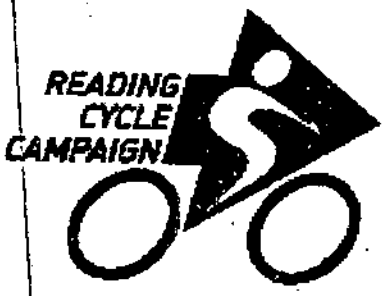
6.2 Conservation grassland next to kerblines, see previous comments, including central reserve.

I hope that this is helpful.

David Moore

Landscape and Urban Design Officer

8



Reading Cycle Campaign
working for a cycle friendly Reading.

13A Brunswick Hill
Reading RG1 7YT
Tel. 0118

957 6455
Email - secretary@readingcyclecampaign.org.uk
Website -www.readingcyclecampaign.org.uk

RECEIVED BOROUGH COUNCIL
DATE
2 SEP 2002
ENVIRONMENTAL SERVICES

25.9.02

Julie Williams
Planning, RBC
Civic Centre
Reading RG1 7TD

Dear Julie,

Proposed Improvements to Junction 11 of the M4

First of all we would like to congratulate you on including dedicated facilities for cyclists in these plans and for providing them above ground instead of proposing underpasses. We feel that it is vital that this motorway crossing is made as accessible as possible to cyclists and pedestrians to ensure that it will be well used by people needing to get to and from the south of Reading. This should also help to decrease traffic congestion at the junction itself!

However we would like to make some comments about the implementation of these proposals. We are particularly concerned about the steepness of the gradients and the apparent tightness of the bends. Please could you make sure that the design of these will enable cyclists on tandems, tricycles and cycles laden with panniers (because we hope many cycle tourists and shoppers will be using this facility) to negotiate the bends on gradients with ease and without having to dismount.

We would also like to see the cycle paths clearly signed and the sight lines designed to a high standard to avoid conflicts with other cyclists and pedestrians.

(10)

PLANNING SERVICES	HPT
FOL	TLS
DR	ENF
APP	
CS	

30 SEP 2002

COPIES TO

17, Copse Drive,
Wokingham,
Berks. RG41 1NA

27 September, 2002

The Chief Planning Officer,
Environmental Services Dept.,
Wokingham District Council,
Council Offices,
Shute End,
Wokingham.

Dear Sir,

APPLICATION NO.F/2002/7492 - JUNCTION 11, M4, RECONSTRUCTION OF INTERCHANGE.

The Committee of Wokingham District CPRE has studied the above proposal and has the following comments :

1). It cannot be stressed too strongly that, however good the traffic modelling algorithms are, if the data put into the system is less than precise then the outcome will be of little value. To the best of our knowledge NO origin and destination traffic survey has been done at this location for many years. Without such information any traffic predictions are of dubious value.

2). Because of piecemeal planning, the proposal does not appear to take full account of the future construction and operation of the Mereoak Park and Ride scheme and reconstruction of the Mereoak roundabout.

3). Whilst air quality may not be significantly affected when the scheme is completed and operating normally, during the period of construction there will be a marked impact on air pollution. The construction period of 2 years would appear to be rather hopeful in view of the length of time taken for recent smaller alterations at Junction 11. We would be most interested to have a sight of the Critical Path Analysis which afforded such an optimistic time frame.

4). Many of the answers to likely problems are bland and take little account of day-to-day problems that can occur.

Yours faithfully,

Dr. S.P. Wilford (Chairman, Wokingham District CPRE)

Our ref SEM/1679/7/1/FFB
Your ref /
Date 2 October 2002

The Countryside Agency

Mrs Julie Williams
Reading Borough Council
Environment Directorate - Planning & Transport
Civic Centre
Reading
RG1 7TD

South East & London Region
Sterling House, 7 Ashford Road
Maidstone, Kent, ME14 5BJ

Telephone 01622 765222
Fax 01622 662102

Fiona.FraserBoulton@countryside.gov.uk

Dear Mrs Williams

APPLICATION NO. 02/01138/REG3/JW: PROPOSED INTEGRATED TRANSPORT IMPROVEMENTS TO M4 JUNCTION 11, READING

I write in response to Peter Brett Associate's letter of 2 September 2002 and accompanying Environmental Impact Assessment (EIA) regarding the above.

After reviewing the information contained in the EIA I have concluded I have no comments further to those made by my colleague Mark Chessell in October 2002:

- the provision for dedicated bus priority measures and a segregated facility for pedestrian and cyclist movements is viewed positively;
- the integral comprehensive landscaping scheme is welcomed; and
- the adoption of a number of progressive multi-modal design principles and incorporation of sustainable transport and environmental improvement objectives is supported.

It should be noted that any further consultations or correspondence regarding this application should be forwarded to me at the above address.

Please do not hesitate to contact me if you wish to discuss this matter further.

Yours sincerely

Fiona Fraser Boulton
Countryside Officer
Planning & Sustainable Development

cc Nick Hilton, Peter Brett Associates

Peter Brett Associates
11090
MPC
RSDC
03 OCT 2002 NH
Distribution:

13.

Reading Friends of the Earth
C/o. 27, Instow Road,
Earley,
RG6 5QH.
7th October 2002.

Planning Department
Reading Borough Council,
Civic Offices, Reading

Dear Ms Williams,

M4 Junction 11 - Application 02/01138/REG3

Reading Friends of the Earth object to this application to expand Junction 11 of the M4, and believe that the Council should abandon it or request a Public Inquiry.

Our objection is on four principal grounds:

- It will allow an unsustainable growth in vehicle traffic on the M4 and A33, and is therefore a waste of money - this traffic growth appears to contravene many national and local Policies calling for reductions in the rate of traffic growth. The Council and Central Government should be pursuing policies to reduce long-distance commuting by car which would make major junction expansion un-necessary.

- Unless steps are taken to reduce demand the pressure for access will be so great that if the junction ceases to be a bottleneck traffic will increase to levels that will bring unacceptable congestion to the M4 and to the roads of South Reading. The concept of accommodating 'capped traffic growth from committed land uses' appears flawed.

- The proposed development is being pursued without any committment to the Mereoak Park-and-Ride or to the associated changes to the Mereoak Roundabout when the three projects are complementary.

- We question some of the detail of provision for pedestrians and cyclists.

Our objection draws on the published planing application, the July 2001 "M4 J11 Improvement Proposals" document from Peter Brett Associates, and on responses from Peter Brett Associates to questions we raised in an e-mail dated 23rd September 2002. We attach this last document as an appendix.

We hope you will keep us informed of progress with this application.

Best Regards,

John Booth for Reading Friends of the Earth.

1. **Objection in Principle - Unsustainable Traffic Growth**

Planned Traffic Growth Figures

The first table shows the simulated growth in vehicle movements through the junction:

Table 1: Total Junction Demand - Vehicle Movements				
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours	Change from previous (mean)
May 1999	5,746	6,261	5,988.5	
Autumn 1999	7,219	7,508	7,363.5	23%
Plan 2006	9,463	10,046	9,754.5	32%

It is clear that the Council is planning for a substantial increase in traffic, much of which will travel a considerable distance along the M4 or the A33.

The second table shows the simulated number of vehicle-hours taken on these journeys - the total travel time in the modelled area (near the junction) for the vehicles travelling during the peak hour:

Table 2: Travel Times - Vehicle-Hours			
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	1,102	1,339	1,220.5
Base Net 2006	4,339	5,386	4,862
Stage 1 2006	2,150	5,886	4,018
Ultimate 2006	572	1,559	1,065.5

The third table shows an estimate of the journey time for the average peak hour trip calculated by converting the figures in Table 2 to Minutes and dividing by the figures in Table 1:

Table 3: Time per Trip - Minutes			
	A.M.Peak Hour	P.M. Peak Hour	Mean of Peak Hours
Base Net 1999	9.2	10.7	9.9
Base Net 2006	27.5	32.2	29.9
Stage 1 2006	13.6	35.2	24.7
Ultimate 2006	3.6	9.3	6.6

This table is an estimate of delays at the junction as percieved by those using it.

It is important to understand that all the simulations for 2006 are made with the same '2006' estimated volume of traffic through the junction.

These figures suggest extreme congestion in the **'Base Net 2006'** scenario - the network simply cannot cope with the volume of traffic. This sort of 'Do Minimum'scenario is modelled so that developers can show 1) that the present junction can't take projected traffic flows and 2) that a great deal of time, which has a money equivalent in the cost/benefit analysis, could be saved by expanding the junction.

It can be argued that this scenario is unrealistic - drivers would not tolerate such levels of congestion with some journeys taking nearly an hour for a distance of less than a mile. For this reason the higher estimates of economic benefit of the junction, which assume high levels of congestion in the 'Base net 2006' scenario, are unrealistic.

• promote accessibility to jobs, shopping, leisure facilities and services by public transport,
walking and cycling, and
• ***reduce the need to travel, especially by car.***
(our emphasis)

It is also contrary to Para. 3.05 of the Deposit Draft Structure Plan (2002) which says: People will have easy access to work, leisure, education, retail, health and other services and each other. ***The need to travel and the distance travelled will be less than at present*** because careful choices will have been made as to the location of commercial and residential development.....(our emphasis)

Policy T1 of the Deposit Draft Structure Plan says the Councils will use their planning and transport powers to:
(i) reduce the rate of growth in the number of car miles driven through the management of car parking and road space
.....
(v) secure the reliable movement of goods and people to, from and through Berkshire, in a manner compatible with the proinciples of sustainable development.

Explanatory memorandum 9.20 of the Deposit Draft Structure Plan discusses this policy.

The Council's policies of permitting employment growth above the needs of the local population is expected to increase the demand for travel. Increasing the capacity of J11 for general traffic will discourage the use of travel modes other than the private car.

Environmental Impacts:
Carbon Dioxide:
This is the main man-made 'greenhouse gas' which is believed to be speeding up climate change (as referred to in the PPG13 quotation above). It is liberated whenever fossil fuel is burned, so most of the carbon in petrol or diesel fuel is converted directly to carbon dioxide and emerges from the exhaust pipe.

The DETR document "Tackling Congestion and Pollution" (January 2000) states:
"CLIMATE CHANGE"
"47. Under the Kyoto Protocol, agreed in 1997, developed countries took on legally binding targets for reducing their greenhouse gas emissions. The UK's target is to reduce its greenhouse gas emissions to 12.5% below 1990 levels over the period 2008-2012. The Government also has a more challenging domestic goal of reducing carbon dioxide emissions to 20% below 1990 levels by 2010."
"48. The transport sector accounts for about 23% of total carbon dioxide emissions, and within this, road traffic is one of the fastest growing sources. Transport also produces other greenhouse gases, including nitrous oxide, methane and hydrofluorocarbons."

Speaking in Maputo, Mozambique, on his way to the World Summit, on September 2nd 2002 Tony Blair said:

Of wider importance is the likely total quantity of Oxides of Nitrogen (NOx) emitted by the increased traffic along the M4. This chemical is formed during fuel combustion, especially during high speed running. It has local effects on health but, perhaps more importantly, is a precursor of ozone which is known as 'summer smog' which can exacerbate respiratory problems for many and is linked to many early deaths. Ozone is not included in the Local Air Quality management targets, precisely because NOx is persistent in the atmosphere and so high ozone levels do not necessarily reflect high local NOx emissions. Predictions of future Air Quality say that ozone levels are likely to continue to be a problem. Approx. 50% of ozone formation is due to vehicle emissions.

The environmental statement takes no account of the high levels of NOx emitted by traffic on the A33 and M4, nor of the increase in emissions due to additional traffic.

Noise:

The DETR document "Tackling Congestion and Pollution" (January 2000) states:

Noise

62. High levels of noise can lead to serious annoyance, affecting our quality of life. Road traffic growth is one of the main causes of increasing noise in our communities. There was a 64% growth in the number of complaints about road traffic to Environmental Health Officers between 1982 and 1993/4, far higher than the growth in traffic during that period. ***Policies to reduce road traffic growth,*** and to improve traffic flow by reducing the amount of stopstart driving, should help reduce the levels of noise in our communities.
(our emphasis).

The M4 already creates a substantial amount of noise which should be reduced. More traffic, 'generated' by the junction improvements, will increase the amount of disturbance.

Consequences for Congestion:

We note the Council's statement that local roads can accommodate the planned increase in traffic at the Junctions, which is not supported in the application by any simulation or analysis of the delays due to congestion in South Reading.

Section 3 of the Transportation Assessment describes the existing problems at the site. Para 3.3 states : traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening. If this is already the case surely the M4 will exhibit worse congestion with the planned increase in traffic.

Economic Evaluation:

We believe that the economic analysis is flawed in the direction of junction expansion and increased traffic. The economic analysis shows large benefits based on the hypothetical difference in journey time due to reduced delays at the junction ..... on the assumption that people would make these journeys anyway.

Congestion Charging:
Vehicles entering or leaving Reading from the south could be charged a fee to enter Reading, based on time of journey. To avoid rat-running charges would have to be levied at all roads leading into Reading from the south. Local residents could be given discounts or rebates.

If traffic at J11 up the A33 to Reading was held to 2,500 vehicles in the peak hour, then total traffic over the day might be around 10,000 trips each way at busy times. Charging at a rate of £1 per day on 240 days would raise £24 million per year at this junction alone.

2. Will There Be More Traffic Growth than Planned?:

The Planning Application states that Reading's Roads can accommodate the increase in traffic modelled for 2006, but cannot take any further traffic growth. There is no simulation presented to support this assertion.

However Table 3 suggests that with the ultimate scheme trip times through the junction would be about two-thirds of the 1999 figure, which drivers would experience as relatively uncongested.

Table 4 shows that the planned increase in traffic northbound up the A33 in the AM peak is only 1,110 above the Autumn 1999 figure.

An analysis for Reading Borough Council by Prism (A Compendium of Research on Life in Reading – 2000/2001 - RBC, table 30) predicted an excess of jobs over workers of 30,000 for Reading and 65,000 for the Reading travel-to-work area, in 2011.

A similar analysis we have received from the Berkshire Joint Strategic Planning Unit gives the excess of jobs over workers for Berkshire as 6,770 in 1996, predicted to rise to 50,315 by 2006. These figures do not seem to take account of the large numbers of Berkshire people who commute to London and elsewhere outside the County, so the excess of jobs over workers wishing to work locally would be even greater.

The Deposit Draft Berkshire Structure Plan for 2001 to 2016 (6.07) says:
"Forecasts of the overall population of Berkshire, based upon the current RPG9 housing figures, suggest that it is likely to show a small increase of about 24,000 during the lifetime of the Plan. The economically active population may even fall during this period."

However the expected growth in employment at Green Park and WorldCom sites is said to be 19,000, and Reading has near-zero unemployment so very many of the workers to meet the increase in employment will commute in from some distance.

Clearly all these new employees will not use J11 in the morning peak hour, but it seems very likely that more than 1,110 will choose to drive in if the junction appears relatively uncongested.

4. Details of Walking and Cycling Provision:

We think it is important that good facilities for pedestrians and cyclists are created, but we are concerned that the proposed bridges will be unsightly and expensive, and un-popular with those who may use them.

In particular the bridge across the A33 southbound from the junction looks extremely steep and has dog-leg bends in two places. It seems very unlikely that many people would be able to manage this on bicycles without dismounting and walking, yet the route will not be attractive if people have to push cycles up steep and narrow slopes.

One possibility would be a spiral bridge for cyclists with direct steps for pedestrians.

However in general narrow bridges over heavy traffic are not attractive places to be - as anyone who has crossed the bridge to the east of the junction will agree.

Another alternative which should be considered is an at-grade crossing with the bus route, so that cyclists and pedestrians crossed between the bus lanes, and continued between the bus lanes to Mereoak Roundabout.

End of Objection by Reading Friends of the Earth.

Appendix: Responses to Questions from Reading Friends of the Earth forwarded by Peter Brett Associates on 3rd October 2002.

Junction 11, M4 Motorway – Air Quality

Responses to questions from Friends of the Earth

Q1. Over what road network were carbon dioxide emissions calculated? What allowance was made for improved vehicle m.p.g. between the base year and 2006?

The carbon dioxide (CO_2) emissions were calculated over the road network indicated in Figure 4 of Volume 2 Technical Report: Air Quality. The emissions of carbon dioxide were calculated using the methodology in the Design Manual for Roads and Bridges (DMRB), Volume 1, Section 3, Air Quality[1]. This methodology does take some account of changing fuel economy for different types of vehicles over time. Thus, although there is predicted to be an increase in traffic over the road network modelled between 2001 and 2006, emissions per vehicle kilometre are expected to decline. Overall the effect is a small decline in CO_2 emissions over the period 2001 to 2006.

In the assessment we have estimated the impact of the scheme, that is estimated the emissions from the current junction and proposed junction in 2006, and taken one from the other to determine the impact of the proposed scheme on CO_2 emissions.

Q2. Were any calculations done on the effect of increase in M4 traffic from 1999 to 2006 on Air Quality in Wokingham's AQM areas along the M4? If so, what were the results? If not, why not?

The declaration of an air quality management area (AQMA) is based on the prediction of concentrations for the year in which the relevant objective applies. For nitrogen dioxide, the pollutant for which the AQMA was declared, the objective must be met by the end of 2005. Wokingham District Council modelled concentrations, taking into account predicted increases in traffic along the M4 motorway, and the decline in emissions per vehicle kilometre due to improved vehicle technology, to estimate concentrations in 2005 as part of its Air Quality Review and Assessment.

The assessment of the proposed improvements to Junction 11 estimated concentrations in 2001 with the current junction layout (baseline) and in 2006 with the current and proposed junctions. These calculations take account of the increase in traffic using the road network modelled over the period 2001 to 2006. Concentrations were modelled at 8 locations (receptors) identified as those most likely to be affected by the proposed junction improvements. No impact of the scheme is anticipated on these receptors. Therefore it is very unlikely that there will

[1] The methodology n the DMRB is based on emission factors developed by TRL. The emission factors are available on www.trl.co.uk

- M4 J11
- Mereoak Roundabout

The remainder of para 8.4 and paras 8.5 and 8.6 describe the various Paramics models built and the origins of traffic flows used in those tests.

Question 2 Which version of the 1999 traffic flows and vehicle hours relate to the base network.

Answer to Q 2 Para 8.1 of the same document describes how the post A33 Relief Road figures - measured on site in Autumn 1999 – were used as the basis for scheme operational assessment. In addition the last two sentences of para 8.4 state that the base model

> " was validated against AM and PM Peak observed Post A33 Relief Road 1999 flows and typical queues and was independently appraised as a best fit model by the Paramics technique developers – SIAS"

Question 3 The figure I have for Stage 1 Bid Scheme 2006 PM total hours is 5886 which is more than the Base Network 2006 figure of 5386 is this a misprint? Does the stage 1 scheme really increase delays in the PM Peak beyond the figure for Base Network 2006? If so why? Is it true to say that the average journey time in the peaks (AM & PM) with the stage 1 scheme will be twice as long as in 1999.

Answer to Q3

The figures quoted are taken from Table 9.6 of the Borough Councils main funding submission document in July 2001 – M4 J 11 Improvement Proposals. These figures are extensively discussed in para 9.6 - 9.21. In particular paras 9.11 – 9.20 are relevant in answer to this question and are reproduced in full below. Para 9.18 is of particular importance in emphasising the specific residual operational management issues.

9.11 The base model shows quite extensive queuing with the network not able to accommodate the base demand for movement. This is reflected quite clearly in practice on the ground with the operators of Reading UTC control working hard to limit the length of queues at present particularly on the motorway approaches. However, this can only be achieved by penalising the local road network giving rise to extensive regular queuing on the A33 northbound approaches (am) and A33 southbound approaches (pm). There are also extensive diversions particularly via the A327 overbridge and residential roads both north and south of the M4.

9.12 The Paramics work reflected the difficulties experienced at the junction in practice with a tendency for the short weaving sections to block causing the junction to lock completely. This is a regular feature in reality which results in a complete failure of traffic throughput. With real traffic demands at the height of the peak period of around 150 vehicles per minute this situation can (and does) produce queues of several kilometres within 5-10 minutes. At present this can

partners are committed to bringing forward complementary improvements to Mereoak Roundabout as discussed below. The Bid Scheme represents the first stage only of this bigger scheme. Wokingham District Council is strongly committed to bringing forward this complementary work as soon as possible as covered by that authority's LTP and Annual Progress Report.

9.19 In practice it is considered that this effect can be designed out of the scheme by several possible measures which will be brought forward by the Borough and its partners if necessary during detailed design. However, these would only prove to be necessary should the southern elements of the project be delayed beyond Wokingham District's currently committed programme. These measures are:

- advanced signals on the Mereoak Roundabout approaches to enable forced discharge southbound if necessary.
- automatic incident management systems to react to blocked conflict points.
- careful operational management of the network to enable those traffic streams with a free exit to move whilst constrained streams remain held where stacking space is available.

These measures are considered to be effective to deal with any interim difficulties that may arise prior to completion of the ultimate scheme. However, all are difficult to model using any standard techniques.

9.20 It should be noted that bus journey times are considerably improved (see Table 9.7) by the Bid Scheme giving significantly more attractive journey times even with the residual issues of Mereoak Roundabout.

The penultimate part of Q3 is potentially misleading. Para 9.18 makes quite clear that the
Application Scheme is the first significant stage of a bigger project and that, as a result, the benefits do tend to be constrained initially although taken overall the scheme is sufficiently robust to justify the scheme as a standalone project. The PM peak results comparison made merely emphasises that it is inappropriate to make fine comparison on results within a modelled network that still has major operational constraints – the existing Mereoak roundabout. The Application Scheme, in essence, will provide the opportunity for optional dynamic management of traffic demands but only within the constraints of the remaining network. When the residual constraint is removed then the (Ultimate Scheme) figures demonstrate quite clearly the degree to which the overall scheme benefits had been constrained by the Mereoak Roundabout issue.

The Application Scheme will of course also afford an excellent degree of priority to public transport, pedestrians and cyclists. By contrast the existing junction would retain all of its existing difficulties for these modes. It should be emphasised that benefits arising to these modes were not included within the 2001 scheme justification.

The final part of Q3 is particularly misleading as it compares two significantly different (30%) traffic bases (1999 and 2006)

Question 4 It looks as if adding the Mereoak Roundabout (to give the ultimate scheme) gives a substantial improvement in flow rates – reducing vehicle hours by

- the proximity of the signalised Reading International Business Park Gyratory on the A33 to the north and the need to operate this closely linked to progression through M4 J11;
- the proximity of the Whitley Wood Road signals immediately along the B3270 to the north east of M4 J11 and the need for closely linked signal control;
- the overall complexity of a compact 5 entry signalised gyratory;
- 3 lane capacity over the existing motorway bridges which restricts overall throughput for all modes;
- lack of positive facilities for pedestrians and cyclists despite this being the motorway crossing point of a route to Ryeish Green School to the south, employment opportunities to the north and housing both to the north and south;
- the proximity of the inadequate Mereoak Roundabout to the south. This gives rise to morning capacity problems currently masked by blocking back from M4 J11. In addition, southbound tailbacks from this junction regularly foul the operation of J11 in the evening peak often causing queuing on the Wood to the north east of M4 J11;motorway;
- the junction regularly locks up causing rapid extensive queuing at peak times affecting both the motorway and the local network over a large radius;
- rat running at all times through inappropriate roads particularly in Whitley
- lack of positive bus priority to facilitate existing services, the planned Park and Ride site at Mereoak to the south and to link with the Basingstoke Road bus priority corridor to the north;
- regular incidents giving rise to extensive queuing both at peak and off peak times;
- daily peak period congestion giving rise to extensive queuing for prolonged peak periods including both motorway approaches;
- regular congestion when the Madejski Stadium complex is in use;
- regular intervention by operators at Reading UTC centre to prevent queuing on the motorway;
- traffic flows regularly collapse on the M4 itself due to inadequate link capacity although there are no proposals for future widening;
- variable trip patterns within individual peak periods caused by commuting to London. For instance at 7.00 there is a dominance of S to E trips which by 8.00 tends to be replaced by S to N trips. A similar phenomenon occurs in the evening giving rise to a heavy late E to S pattern which tends to block back from Mereoak Roundabout;
- the presence of fire, police and motorway maintenance premises just to the north of J11.

'4.13 The project is considered to be a well balanced solution to longstanding problems which provides sufficient flexibility to permit progressive development of additional public transport capacity in future years. It will also greatly reduce the current barrier to movement by all modes formed by the present inadequate arrangements. The project is the key to delivering the Boroughs policy to encourage sustainable employment growth and inclusive prosperity and is fully in keeping with Government policy for intensification of use and regeneration of urban areas. The project is also an example of innovation resulting from strong

- a safer junction
- good facilities for pedestrians and cyclists
- good priority for buses servicing planned park and ride facilities to the south
- improved peak hour traffic capacity capped at Structure Plan 2006 commitment levels and in step with the practical capacity of the surrounding highway network

5.5 The priority order of the above is important as the Borough did not wish to produce car led solutions which were out of step with the limited capability of the surrounding networks to accommodate peak period traffic growth, and with the thrust of national and local integrated transport strategies and policies.

In summary the Borough aims to produce an improvement which would be capped at 2006 Structure Plan traffic levels and which would be broadly in step with the ability of the surrounding unimproved highway network to supply traffic to the new arrangement. Conversely with the current situation the existing junction arrangements provide the fundamental constraint, which prevents the full operational performance of the wider network from being realised. With such complex junctions, there is also a need to ensure that sufficient operational flexibility exists to prevent "locking up" and to facilitate effective incident management.

It is unlikely that significant traffic growth beyond the peak hour traffic design flows is practical within the broader unimproved network and, consequently, this scenario has not been tested.

The intention is clearly that any growth in demand for movement beyond this level would need to be accommodated through the Borough's parallel initiatives to encourage wider and more sustainable use of the entire transport infrastructure.

Question 7 Is it reasonable to calculate average journey time through the network by dividing vehicle – hours by number of vehicles as I have done in my spreadsheet. Should I be aware of any risks in interpreting the data in this way? The figure of 3.6 minutes for AM peak with the ultimate scheme looks very short. If this is not a reasonable way of thinking of this data how should it be interpreted?

Answer to Q 7

This is one approach to enable comparison between options. However, it is difficult to see what this exercise achieves over and above what is already demonstrated by the August 2002 Transportation Assessment and the July 2001 Submission Documents. Paramics literally simulates the movement of individual vehicles throughout the network over the period modelled enabling design and signal timing optimisation. As a result manipulating the end products in this way may result in some degree of oversimplification.

encourage induced traffic. Consequently, the 2006 predictions will represent robust peak period design scenarios.

These 2006 design flows represent some 33% increased demand in peak hours at J11. Logic suggests that this represents the practical carrying capacity of the surrounding highway network – much of which, particularly the motorway, demonstrates regular flow breakdown at peak times. The Borough Council considers that it is the fundamental capacity of the surrounding unimproved network which will provide the ultimate constraint on traffic demand growth at the improved J11. Consequently, one of the fundamental aims of the project is to provide excellent facilities for the more sustainable modes of public transport, walking and cycling which will continue to accommodate increased demand for travel, irrespective of traffic conditions, into the future.

NOTICE

UNDER ARTICLE 6 OF TOWN & COUNTRY PLANNING (GENERAL DEVELOPMENT PROCEDURE) ORDER 1995

Proposed Development at: *M4 Junction 11 and adjacent land at the intersection of A33 and M4*

Description of Proposed Development: *Reconstruction of J11 interchange, including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police compound and landscaping works.*

Name of Applicant: *Reading Borough Council, Transport Strategy.*

READING BOROUGH COUNCIL
09 SEP 2002

Signed: Peter Brett Associates

.....
On behalf of Reading Borough Council

Dated: 30th August 2002

Applications for planning permission are being made to Reading Borough Council and Wokingham District Council and you are owner/part owner of the property, the subject of the application, or are the holder of a lease with an unexpired term of at least seven years.

If you wish to make representations on this proposal, please do so within three weeks of receiving this notice to:

The Head of Planning
Reading Borough Council
PO Box 17
Civic Centre
Reading
RG1 7TD

and/or

The District Planning Officer
Wokingham District Council
Planning Department
PO Box 157
Council Offices
Shute End
Wokingham
RG40 1WR

Reading BOROUGH COUNCIL

WOKINGHAM DISTRICT COUNCIL

JW Application.

Transco

3 Hampshire Corporate Park
Templars Way
Chandlers Ford
SO53

Telephone 02380 258258
24 hour gas escape number 0800 111 999 *

* Calls will be recorded and may be monitored

Our Ref:> PPLTS/300
Your Ref:> 02/01138/reg3/jw

17th December 2002

Julie Williams
Reading Borough Council
Civic Centre
Reading
RG1 7TD

Phoned to confirm PP granted. Confirmed that discussions re Major pipediversions underway with Peter Bretts. NFA req.).
JW 3/1/03

Dear Sir or Madam,

Re: Works on M4 Interchange

Thank you for your correspondence of the 5th September 2002 with regard to the above.

Transco does have a pipeline in the vicinity, which was laid to the appropriate standards and in accordance with the relevant codes of practice. The pipeline was originally routed in consultation with the Planning Authority to avoid areas, which might be affected by future development.

We have already contacted the developer and are in discussions to determine appropriate diversionary works.

It would greatly assist these discussions if you would let me know as soon as possible the advice you are minded to give your authority and the decision your authority is likely to make on the application.

Please note that we need take no further action if the application is refused on merit without regard to the presence of the pipeline.

If we can be of any further assistance, please do not hesitate in contacting this office.

Yours faithfully

Plant Protection
LTS Planning
023 8025 8278

READING BOROUGH COUNCIL
19 DEC 2002
ENVIRONMENTAL SERVICES

JW

ENGLISH HERITAGE

SOUTH EAST REGION

Julie Williams Planning Control
Reading Borough Council
PO Box 17, Civic Centre
Reading
Berks
RG1 7TD

Direct dial: 01483 252040
Fax: 01483 252021

Your ref: 02/01138

My ref: HB5128/729
8 November 2002

Dear Julie

Works at Junction 11 M4 READING

Thank you for your consultation regarding the above, this is to confirm my colleague Mr Perrin's telephone conversation with your office early in October.

We do not have any concerns regarding the above proposals. The archaeological issues under PPG16 we understand will be dealt with via your archaeological service contractors – Babtie Consultants?

Yours sincerely

Graham Steaggles
Historic Areas Advisor

READING BOROUGH COUNCIL
14 NOV 2002
ENVIRONMENTAL SERVICES

ENVIRONMENT AGENCY

Our Ref : WA/2002/007306-1/1
Your Ref : 02/01138/REG3/JW

Date : 18 October 2002

READING BOROUGH COUNCIL
DATE
24 OCT 2002
ENVIRONMENTAL SERVICES

Director of Environment
Planning Manager
Reading Borough Council
Civic Centre
Reading,
Berkshire
RG1 7TD

Dear Sir/Madam,

PROPOSED : **RECONSTRUCTION OF M4 INTERCHANGE INCLUDING WORKS TO APPROACH ROAD, CONSTRUCTION OF NEW MOTORWAY BRIDGES, FOOTBRIDGES, CYCLEWAYS, FOOTPATHS, RELOCATION AND REBUILDING OF HIGHWAY MAINTENANCE DEPOT AND POLICE FACILITY AND LANDSCAPE WORKS**
LOCATION : **JUNCTION 11 M4 READING**
APPLICANT : **READING BOROUGH COUNCIL TRANSPORT STRATEGY**

REF : SU76NW/17/8

Thank you for your letter and Environmental Impact Assessment dated 5th September 2002 which was received on 6th September 2002. The Environment Agency has the following comments.

The Environmental Impact Assessment does not contain enough detail of the highway drainage system. For example, the Environment Agency would require details of whether the interceptors shown are new or existing and details showing flow direction. In view of this, the following condition should be imposed on any planning permission granted.

CONDITION: The construction of the highway drainage system shall be carried out in accordance with details submitted to and approved in writing by the Planning Authority before the development commences.
REASON: To prevent pollution of the water environment.

(Note: The Environment Agency asks to be consulted on any details submitted in compliance with this condition).

DECISION NOTICE

Would you please forward a copy of the decision notice to this office quoting our reference.

Environment Agency
Isis House, Howbery Park, Crowmarsh Gifford, Wallingford, Oxon, OX10 8BD, Tel no:01491 832801, Fax no:01491 834703

JW

The Countryside Agency

Our ref SEM/1679/7/1/FFB
Your ref /
Date 2 October 2002

READING BOROUGH COUNCIL
DATE
- 3 OCT 2002
ENVIRONMENTAL SERVICES

Mrs Julie Williams
Reading Borough Council
Environment Directorate - Planning & Transport
Civic Centre
Reading
RG1 7TD

South East & London Region
Sterling House, 7 Ashford Road
[illegible], Kent, ME14 5BJ
Telephone 01622 765222
Fax 01622 662102
Fiona.FraserBoulton@countryside.gov.uk

Dear Mrs Williams

APPLICATION NO. 02/01138/REG3/JW: PROPOSED INTEGRATED TRANSPORT IMPROVEMENTS TO M4 JUNCTION 11, READING

I write in response to Peter Brett Associate's letter of 2 September 2002 and accompanying Environmental Impact Assessment (EIA) regarding the above.

After reviewing the information contained in the EIA I have concluded I have no comments further to those made by my colleague Mark Chessell in October 2002:

- the provision for dedicated bus priority measures and a segregated facility for pedestrian and cyclist movements is viewed positively;
- the integral comprehensive landscaping scheme is welcomed; and
- the adoption of a number of progressive multi-modal design principles and incorporation of sustainable transport and environmental improvement objectives is supported.

It should be noted that any further consultations or correspondence regarding this application should be forwarded to me at the above address.

Please do not hesitate to contact me if you wish to discuss this matter further.

Yours sincerely
FFraser Boulton

Fiona Fraser Boulton
Countryside Officer
Planning & Sustainable Development

cc Nick Hilton, Peter Brett Associates

recycled paper

INVESTOR IN PEOPLE

JW-app (6)

ENGLISH NATURE

Thames & Chilterns Team
Foxhold House Crookham Common Thatcham Berkshire RG19 8EL
Tel 01635 268881 Fax 01635 268940
email thames.chilterns@english-nature.org.uk
www.english-nature.org.uk

Ms Julie Williams
Planning
Reading Borough Council
Civic Centre
Reading
Berkshire RG1 7TD

Your ref: 02/01138/REG3/JW
Our ref: SU 76
Date: 23 September 2002

Dear Ms Williams

PLANNING APPLICATION REF: 02/01138/REG3/JW
JUNCTION 11 M4 READING - RECONSTRUCTION OF M4 INTERCHANGE

Thank you for your letter of 5 September consulting English Nature over the above application. We have also received the Environmental Statement for the proposed improvements from Peter Brett Associates.

English Nature does not object to this development, provided the recommendations in the Ecology section of the Environmental Statement are implemented.

Yours sincerely,

Samantha King
Conservation Officer – East Berkshire and South Oxfordshire

Email: sam.king@english-nature.org.uk

READING BOROUGH COUNCIL
DATE
24 SEP 2002
ENVIRONMENTAL SERVICES

cc: Nick Hilton, Peter Brett Associates

S:\Biodiversity - Wider Countryside\Locally Important Sites - Biological\Non-statutory site casework\Reading Borough Council\M4 J11 improvements ap 0201138REG3JW.230902 sk.doc

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JW

HIGHWAYS AGENCY

4th Floor
Federated House
London Road
DORKING RH4 1SZ

http://www.highways.gov.uk

Direct Line: 01306 878487
Fax: 01306 878100

Our ref: SU 715 686
Your ref: 02/01138/REG3/JW

READING BOROUGH COUNCIL
20 SEP 2002

Julie Williams
Reading Borough Council
Civic Centre
READING
Berks
RG1 7TD

18th September 2002

Dear Sirs

RECONSTRUCTION OF M4 JUNCTION 11 INCLUDING WORKS TO APPROACH ROADS, COSTRUCTION OF NEW MOTORWAY BRIDGES, FOOTBRIDGES, CYCLEWAYS, FOOTPATHS, RELOCATION OF HIGHWAY DEPOT

The above mentioned planning application was received on 6th September 2002. In line with the Statutory requirements, we will endeavour to reply by 26th September 2002.

The case officer who will be dealing with this enquiry is **Colin Ferguson** who can be contacted on **01306 878149.**

Yours sincerely

Keri Minshull

Keri Minshull
OD PPD
E-mail: keri.minshull@highways.gov.uk

Cc: Dan friel (Mott MacDonald)

INVESTOR IN PEOPLE
18 September, 2002

Recycled Paper

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TRANSPORT
LOCAL GOVERNMENT
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An executive agency of the Department of Transport, Local Government and the regions

JW - app.

HIGHWAYS AGENCY

2nd Floor Castle Court
c/o Federated House
London Road
Dorking RH4 1SZ

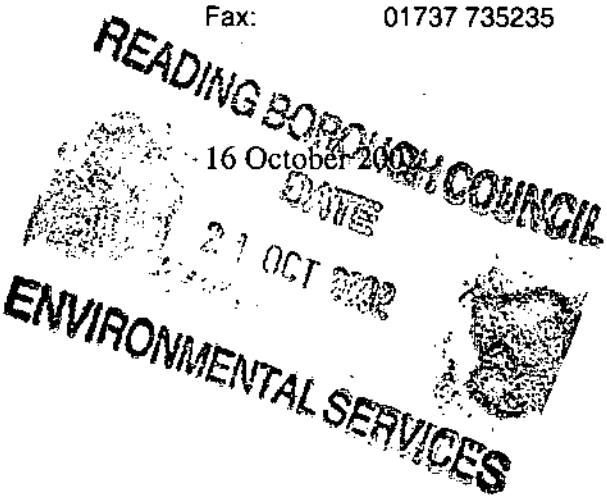
http://www.highways.gov.uk

Direct Line: 01306 878149
Fax: 01737 735235

Our ref: SU 715/686
Your ref: 02/01138/REG/JW

Director of Environment
Reading Borough Council
Civic Centre
Reading RG1 7TD

READING BOROUGH COUNCIL
DATE 21 OCT 2002
ENVIRONMENTAL SERVICES



16 October 2002

For The Attention Of Ms Julie Williams

Dear Sir,

Planning Application for the Reconstruction of M4 Interchange, including Works to Approach Roads, Construction of New Motorway Bridges, Footbridges, Cycleways, Footpaths, Relocation and Rebuilding of Highway Maintenance Depot and Police Facility and Landscape Works

I refer to your letter and enclosures of the 5 September regarding the above application.

As you are aware, the proposed scheme has been developed by Reading Borough Council in conjunction with the Highways Agency. As part of this "partnership" it was agreed that the junction reconstruction will necessitate improvements to increase the capacity of the slip road merges and diverges. The proposed layouts are shown on the applicant's transport consultant's drawings reference 11090/SK/006 rev A, /007 rev A, /008 rev A and /009 rev A. In the interests of safety of trunk road users, these slip road works will need to be carried out as an integral part of the main scheme and completed at an early stage in the construction programme; however, these improvements are not shown on the planning application. In addition, the realignment of the slip roads near the junction with the local road network will require Detrunking and Side Roads Orders. I therefore enclose Form TR110, directing that any planning permission your authority may grant shall include conditions relating to these matters.

Cont'd/

INVESTOR IN PEOPLE
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Construction Industry Awards 2001
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DTLR

As it has been agreed that all highway works, including those on the trunk road, are to be carried out by your Council, it will be necessary for the Council to enter into an agreement with the Secretary of State under s6 of The Highways Act 1980 to permit the Council to carry out the associated trunk road works. It will also be necessary for the council to enter into agreements under s274 and s278 of The Highways Act 1980 for the Agency's to recover its costs (as agreed) associated with this development.

Yours faithfully,

Colin Ferguson
Engineer
Development Control - Operations Directorate
E-mail: colin.ferguson@highways.gsi.gov.uk

cc: Phil Barnett Highways Agency
Richard Canning Highways Agency
Dan Friel Mott MacDonald

HIGHWAYS AGENCY

An Executive Agency of
The Department of the Environment,
Transport and the Regions

TR110(98)

Developments Affecting Trunk Roads and Special Roads
Highways Agency Response to an Application for Planning Permission

From: Director, Operation Directorate, Southern Region, Highways Agency.

To: Reading Borough Council.

Council's Reference: 02/01138/REG3/JW

Referring to the notification of a planning application in connection with trunk road/special road M4, notice is hereby given under Article 14 of the Town and Country Planning (General Development Procedure) Order 1995 that the Secretary of State for the Environment, Transport and the Regions –

a) ~~does not propose to give a direction restricting the grant of planning permission;~~

b) ~~does not propose to give a direction restricting the grant of planning permission but offers advice (see the enclosed letter);~~

c) directs that any planning permission which the planning authority may grant shall include the conditions shown overleaf, for the reasons given;

d) ~~directs that the planning authority shall not grant permission for this application for the reasons/the time period given overleaf~~

d) ~~directs that planning permission be refused, for the reasons given overleaf~~ .

(delete as appropriate)

Signed by authority of the Secretary of State for the Environment, Transport and the Regions

Date 16 October 2002 _____ (Signature)

D J. STARK _____ (Name)

Team Leader _____ (Position)

Dorking _____ (Office)

The Highways Agency

Condition(s) to be attached to any grant of planning permission:

1. **That no works commence until the Detrunking and Side Roads Orders associated with the proposed works at Junction 11 of the M4 are made.**
2. **That the works for alteration of the slip roads shown on the applicant's transport consultant's drawings, numbered 11090/SK/006 rev A, /007 rev A, /008 rev A and /009 rev A, be completed within 6 months of the commencement of the other highway works that are the subject of this consent.**

Reason(s) for the direction given at c), d) or e) overleaf and the period of time for a direction at d) or for any other 'holding' direction:

1. ***Reason: to ensure that the necessary approvals are in place to enable the proposed slip roads works to be carried out.***
2. ***Reason: in the interests of the safety of trunk road users.***

939 0435

DEPARTMENTAL MEMORANDUM

To: **Planning Manager** Your Ref : **JW**

From: **Transport Strategy** My Ref : **PWS**
Ext : 2612

Date: 13 Sept 2002

Application No. 02/01138/REG3

Proposed Development Reconstruction of Junction 11 of M4.

Development Address Junction 11, M4, Reading.

I have the following detailed comments, which I have discussed briefly with Rob Groves of PBA. I believe these are all matters that can easily be incorporated as minor modifications to the plans.

Clarification may be needed on the plans as to how the existing south-western access to the fire station compound is to be maintained in relation to the modified access road (reference in particular drawing 11090/PA/009).

At the northern limit of the scheme on Basingstoke Road (and with reference to drawing 11090/PA/005C) the detailed design needs to ensure that:

- cyclists travelling northwards along the shared path on the west side of Basingstoke Road can rejoin the carriageway just north of the Toucan crossings;
- cyclists travelling south on Basingstoke Road can join the shared path system on the east side of Basingstoke Road at a point just north of the Toucan crossings – this will necessitate extending the proposed shared path on the east side of Basingstoke Road from the point opposite no. 52 Kingsley Close, where it is currently shown coming to an end, to a point just north of the Toucan crossings.

Similarly the detail of the junction of the shared path with Whitley Wood Road should show how cyclists will join/leave the latter.

At the southern limit of the scheme it is unclear how pedestrians and cyclists will continue on their main desire line – southwards to Three Mile Cross and Spencers Wood. For pedestrians this requires clarification that the existing link to the cul-de-sac stub of the old Basingstoke Road will be replaced. For cyclists, a new link is required to enable this group of road users also to join Basingstoke Road. In practice

IMPROVEMENTS AT JUNCTION 11
PLANNING APPLICATION 02/1138

Consideration of transport policy implications

The relevant transport policies from currently approved policy documents are considered below. Where possible the extent to which the proposal complies with those policies is discussed.

READING BOROUGH LOCAL PLAN 2001-2006

Policy TRN1: A balanced transport strategy

Calls for restriction of the growth of car usage and making alternative modes more attractive. The *Reason for the policy* is stated to be: *To help ensure that Reading develops a balanced transport strategy that will minimize congestion and enable people and goods to move around the town.*

Discussion

1. The extra capacity for motorized traffic permitted by the scheme is controlled provision for growth. To a large extent this is in conjunction with permitted and anticipated major development in the area.
2. This controlled growth provides for the minimizing of congestion and helping to keep goods and people moving.
3. The scheme provides good quality facilities for bus priority, and for safe, direct routes across the junction by bicycle and on foot.

Policy TRN2: Bus priority and interchange

Seeks to achieve effective bus priority routes and efficient links with other forms of transport. Notes that congestion is a major constraint on bus operations. Notes also that there is potential for bus priority in conjunction with major new highways and at car parks (park-and-ride) at the edge of Reading.

Discussion

1. The scheme is designed to dovetail with Mere Oak park-&-ride, thus assisting with the bringing forward of this scheme.
2. The scheme provides full bus priority for north/south movement, thus ensuring the necessary priority route for park-&-ride and other services.

Policy TRN3: Park-and-ride

States that *The Borough will assist in the development of park-and-ride schemes* including supporting the efforts of adjoining authorities. Sites 2 and 8 on the proposals map are identified. Site 2 has since been developed as the WorldCom headquarters, and the Madejski Park-&-Ride is in operation at site 8.

Discussion
As for TRN2, the Junction 11 scheme includes essential infrastructure for the Mere Oak park-and-ride.

Policy TRN4: Cycle routes

Seeks to promote cycling and create a network of cycle routes.

Discussion
The Borough's Interim Cycling Strategy proposes cycle routes between the city centre and Junction 11, with a link to the south of the motorway towards Three Mile Cross/Spencers Wood. The scheme provides for these, mostly via segregated paths. There will also be cross links to provide for east/west movement between residential and employment areas.

Policy TRN6: Pedestrians

Similarly the Borough is seeking to promote walking as a preferred mode of transport for short journeys.

Discussion
As above a network of paths, mainly segregated, will provide for movement in all directions across the junction.

Policy TRN8: Major highway schemes

This policy seeks to ensure that *any major highway scheme implemented is instrumental in achieving substantial environmental benefits and/or improvements in public transport services.* An improvement at Junction 11 is included in the list of proposals in the Local Plan.

Discussion
The scheme should provide improvements to public transport by inclusion of substantial bus priority measures as well as reduction in congestion on the approaches to the junction.

BERKSHIRE STRUCTURE PLAN 2001-2006

Policy OS1: The overall strategy

Seeks, inter alia, to *promote an appropriate balance between all forms of transport by continuing to develop an integrated transport strategy.*

Discussion
The proposal clearly seeks to provide a solution that balances the needs of all road-based transport users.

Policy LD4: Environmental impact of transport schemes

This is to be kept to the practical minimum by comprehensive planning.

Discussion
It is assumed that the project team has been able to produce a robust case that this will be catered for.

Policy T1: Integrated approach to transport

Seeks a balance between modes for efficiency and effectiveness. Requires consideration to be given to the level of demand for each mode.

Discussion
The proposal clearly seeks a balance between modes, with consideration for the relative levels of demand.

Policies T2: Pedestrians and T3: Cyclists

These have similar aims to TRN4 and TRN6 of the Local Plan, and similar remarks apply in terms of the compliance of the proposal with policy.

Policy T4: Encouraging the increased use of public transport

This seeks to improve the attractiveness, frequency and reliability of bus services by measures such as *priority and other traffic management measures*. Park-and-ride schemes will be pursued which, it is intended, *should be co-ordinated with the introduction of bus priority measures*.

Discussion
Clearly the scheme will provide a significant improvement in bus priority for north/south movements through the junction. Provision of park-and-ride at Mere Oak is supported by the Borough Council, would be facilitated by the scheme, and already has planning consent. The park-and-ride proposal lies within Wokingham Unitary's area and is, therefore, that authority's responsibility.

Policy T5: Private car use

This states that: *Within the constraints imposed by highway capacity and the objectives of the integrated transport strategy, the maintenance and improvement of standards of transport by private car will be sought where practicable.*

Discussion
This criterion is met by the proposal. There are robust counter arguments from some objectors. The design project team have undertaken to produce rebuttal arguments on the issues raised.

Policies T11: National road proposals and the County network; and T12: Motorway and trunk road schemes

The position with regard to these issues has undergone substantial change since approval of the Structure Plan in 1995. Current policy of the Department for Transport (DfT) in consultation with Reading Borough Council (RBC) and Wokingham Unitary (WU) is assumed to supersede these policies.

Policy T13: The County Transport Programme

This is superseded by the current programmes of the DfT, RBC and WU. However it is noted that improvement of Junction 11 is included in T13.

DEPOSIT DRAFT BERKSHIRE STRUCTURE PLAN 2001-2016

The Transport chapter of the document notes that the County's transport network – both road and rail – has been put under great pressure as a result of the rapid growth in the region. The document suggests that the way forward is careful location of development in tandem with targeted improvement of transport links, with provision for all modes, and transport choices that encourage people to use non-car modes.

Policy T1: General transport policy

States that the Berkshire Councils will:

- reduce the rate of growth of car mileage;
- promote alternatives to the car;
- increase safety of the alternatives;
- secure equality of opportunity;
- secure the reliable movement of goods and people, compatible with sustainable development.

Discussion

The improvement of Junction 11 is a key element of the local and regional transport strategies and, as such, is designed to be compatible with these overall transport aims.

Policy T3: Primary Route Network

Includes improvements to Junction 11 in the list of schemes proposed for the Network.

Policy T7: Park-and-ride

This supports park-and-ride proposals where they form part of an integrated transport policy. No specific schemes are mentioned.

Discussion
As has previously been mentioned the proposed improvements to Junction 11 would provide enabling infrastructure for the introduction of park-and-ride at Mere Oak. Therefore there is no conflict with this policy.

READING BOROUGH LOCAL TRANSPORT PLAN (LTP) 2001-2006

The Major Schemes and Reading Urban Area Package (RUAP) strategies, which form part of the LTP, include the improvements to Junction 11 as a major scheme fully compatible with high quality bus services along the A33 corridor.

REGIONAL TRANSPORT STRATEGY

Regional Planning Guidance for the South East (RPG9) March 2001 makes no specific reference to the scheme, though it does refer to the Multi-Modal Study for the M4 corridor. The **Regional Transport Strategy Consultation Draft "From Crisis to Cutting Edge" June 2002** includes the scheme as *Selective investment in the road network by removing key bottlenecks and/or providing relief to heavily polluted and congested interchange facilities* . The appropriate policy, **Policy T10**, states that the Regional Assembly will support such proposals *where they are justified after a thorough examination of options on a multi-modal basis.*

Discussion
Policy T10 is satisfied by the preparation and design of the scheme. This included the examination of many scheme options and is based on provision for limited growth in private, motorized traffic, with full provision for non-car modes of travel, consistent with the RUAP Strategy.

Philip Schnepp
22 October 2002

(20) (12)

Reading Cycle Campaign
working for a cycle friendly Reading.

13A Brunswick Hill
Reading RG1 7YT
Tel. 0118
957 6455
Email - secretary@readingcyclecampaign.org.uk
Website -www.readingcyclecampaign.org.uk

READING BOROUGH COUNCIL
DATE
26 SEP 2002
ENVIRONMENTAL SERVICES

25.9.02

Julie Williams
Planning, RBC
Civic Centre
Reading RG1 7TD

Dear Julie,

Proposed Improvements to Junction 11 of the M4

First of all we would like to congratulate you on including dedicated facilities for cyclists in these plans and for providing them above ground instead of proposing underpasses. We feel that it is vital that this motorway crossing is made as accessible as possible to cyclists and pedestrians to ensure that it will be well used by people needing to get to and from the south of Reading. This should also help to decrease traffic congestion at the junction itself!

However we would like to make some comments about the implementation of these proposals. We are particularly concerned about the steepness of the gradients and the apparent tightness of the bends. Please could you make sure that the design of these will enable cyclists on tandems, tricycles and cycles laden with panniers (because we hope many cycle tourists and shoppers will be using this facility) to negotiate the bends on gradients with ease and without having to dismount.

We would also like to see the cycle paths clearly signed and the sight lines designed to a high standard to avoid conflicts with other cyclists and pedestrians.

The cycle paths should be well lit and after construction, kept free from litter and glass and regularly maintained.

We would also like to see that the access to the new cycle paths is by Toucan crossings across heavily used roads. We feel it is also important to make sure that this plan ties in with that for Mereoak Roundabout so that there are **continuous** routes for cyclists going towards Three Mile Cross or Grazeley Green with no need to dismount or make long diversions.

We hope you will regards these as positive comments, which will encourage people to use this cycle facility. It will certainly provide much safer, more direct access to and from the south of Reading for cyclists than that which is currently available.

Yours faithfully,

R Furley

Ros Furley Secretary, Reading Cycle Campaign

copy to P. Schnepp.

JW

READING BOROUGH COUNC

55109

Reading BOROUGH COUNCIL

17 SEP 2002

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom ☎ 0118 939 0700

Mercury Communications Ltd
7 Elstree Gate
Elstree Way
Borehamwood
Herts WD6 1JS

NEW ROADS AND STREET WORKS ACT - 1991
PLANT ENQUIRY
CABLE AND WIRELESS PLANT IS
NOT AFFECTED
TEL: 01454 288808 FAX: 0870 240 3012

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

Your contact is: Julie Williams, Planning

Dear Sir/Madam,

CONSULTATION ON A PLANNING APPLICATION REF: 02/01138/REG3/JW

The Council has received an application for Regulation 3 Planning Approval on property at: Junction 11 M4 Reading

O.S Grid Ref: Easting: 471582.000 Northing: 168660.000 SU7168 S82660 NE

Applicant: Reading Borough Council Transport Strategy

Proposal: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Application Number: 02/01138/REG3/JW

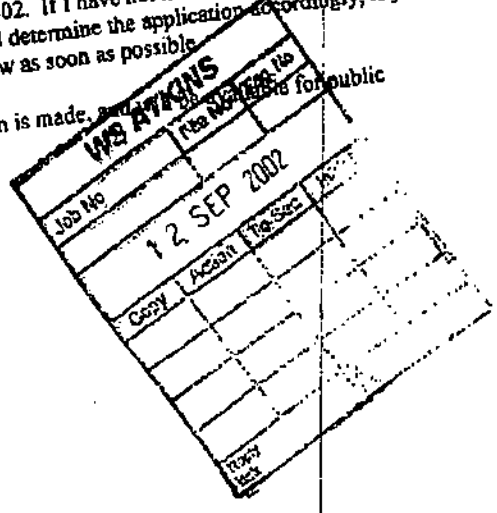
I enclose a copy of the application form and a site plan. Further details can be viewed at the Planning Reception on the Ground floor of the Civic Offices between 9.00am and 5.00pm, Monday to Friday. If this is not convenient, or you need to discuss this in more detail please contact me on the above number as soon as possible.

Any comments should be in writing and reach me by 26th September 2002. If I have not heard from you by this date, I will assume that you have no objections or comments to make and I will determine the application accordingly. If you think you will be unable to respond fully by this date, please let me know as soon as possible.

All comments received will be taken into consideration when a decision is made, and may be available for public inspection.

Yours faithfully

Julie Williams
for Planning Manager



Beacon Council 2001-2002 Town Centre Regeneration

JW

1

NATIONAL EXPRESS

NATIONAL EXPRESS LTD., ENSIGN COURT, 4 VICARAGE ROAD, EDGBASTON, BIRMINGHAM B15 3ES.
TELEPHONE 0121-625 1122 FAX 0121-456 1397

COMMENTS ACKNOWLEDGED READING BOROUGH COUNCIL

16 SEP 2002

Ms J Williams
Planning Department
Reading Borough Council
Civic Centre
Reading
RG1 7TD

[redacted]

13 September 2002
esmpl 1309

Dear Ms Williams

CONSULTATION ON A PLANNING APPLICATION
REF:02/01138/REG/JW

Thank you for your letter of 5 September and for providing us with the opportunity to comment on the proposals to improve Junction 11 of the M4.

Overall we support what is being proposed as it appears to provide improvements which will benefit public transport.

The junction layout on the attached plans appear very complex and it is not clear how it benefits traffic coming from the West and heading onto the A33 South. We have a potential interest in this as we have had previous discussions about using a proposed Park and Ride to the south of the M4 for a stop for our coach services. However we would wish to ensure that access and egress is as easy as possible.

The only other comment which we have is that we would hope that every effort is made to ensure a smooth traffic flow whilst the work is undertaken.

Thank you again for giving us the chance to comment and I hope that the points which we have raised are constructive.

Yours sincerely

Mike Lambden
General Manager - Planning and Corporate Affairs

Direct Line: 0121 609 6203
Email: mike.lambden@nationalexpress.co.uk

Consultation list

02/01132/REG3/JW **Junction 11 M4**

	Consultee	Letter sent	Response / Comments Received
	External	5/9/02	
	Hampshire County Council, County Planners HQ	5/9/02	23/9/02 - No objections keep informed
	Berks, Bucks & Oxon Wildlife Trust	5/9/02	
X	Environment Agency	5/9/02	
X	Joint Strategic Planning Unit	5/9/02	
	GOSE	5/9/02	
	Sustrans	5/9/02	
	Ramblers Association	5/9/02	
X	Highways Agency	5/9/02	
	Countryside Agency	5/9/02	3/10/02 - No objections
	Wokingham District Council.	5/9/02	
	West Berkshire District Council	5/9/02	23/9/02 - No comments
	English Nature	5/9/02	24/9/02 - No objections - improvement ecology.
	Reading Cycle Campaign	5/9/02	26/9/02 - Details of cycleway concern
	British Horse Society	5/9/02	
	English Heritage	5/9/02	
	Countrywide Travel	5/9/02	
	Horseman Coaches	5/9/02	24/9 Object to loss of site. No alternative
	National Express	5/9/02	16/9 Q. east bound access for Mereoak.
	Reading Buses	5/9/02	
	Weaveaway Travel	5/9/02	
	Bus Users Council	5/9/02	
	Transco	5/9/02	
	Southern Electric	5/9/02	
	Mercury Communication	5/9/02	17/9 Confirmed cable + wireless plant not affected.
	Berkshire Fire & Rescue	5/9/02	20/9 raised q.s. arrange to meet PSA.
	Worldcom, Reading Intl Bus Park	5/9/02	
	Compaq Computers Ltd, Worton Grange	5/9/02	
	Prudential	5/9/02	TO WDC - support.
	Internal		
	Helen Bryant, Access Officer	5/9/02	- Comments on details
	Highways Engineering – David Lee	5/9/02	-
	Landscape & Urban Design – David Moore	5/9/02	20/9/02 No of comments.
	Transport	5/9/02	13/9/02 Phil Shurey.
	Environmental Health	5/9/02	
	Leisure	5/9/02	
	Valuation	5/9/02	
	Town Centre Management	5/9/02	

Also Roger Brown
Peter Burt
N + S Hooley
South East Forum for Sustainability
Reading Sustainability Network
Globe (Newtown)
Shinfield P.C.
Richard Bostelman
S.P. Wilsford CPRE

7/10 object - economic effects
27/9 object
23/9 object / Traffic generation
1/10 object
27/9 object / Transport Policy
27/9 object
16/10 object
27/9 object
30/9 object

Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

Morris Dowding
CTC
8 Buckthorn Close
Wokingham
RG40 5YD

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

10th October 2002

Your contact is: Julie Williams, Planning

Dear Mr Dowding,

CONSULTATION ON A PLANNING APPLICATION REF: 02/01138/REG3/JW

The Council has received an application for Regulation 3 Planning Approval on property at: Junction 11 M4 Reading

O.S Grid Ref: Easting: 471582.000 Northing: 168660.000

Applicant: Reading Borough Council Transport Strategy

Proposal: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Application Number: 02/01138/REG3/JW

I enclose a copy of the application form and a site plan. Further details can be viewed at the Planning Reception on the Ground floor of the Civic Offices between 9.00am and 5.00pm, Monday to Friday. If this is not convenient, or you need to discuss this in more detail please contact me on the above number as soon as possible.

Any comments should be in writing and reach me by 20th October 2002. If I have not heard from you by this date, I will assume that you have no objections or comments to make and I will determine the application accordingly, If you think you will be unable to respond fully by this date, please let me know as soon as possible.

All comments received will be taken into consideration when a decision is made, and will be available for public inspection.

Yours faithfully

Julie Williams
for Planning Manager

Beacon Council 2001-2002 Town Centre Regeneration

Reading
BOROUGH COUNCIL

copy

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

Hampshire County Council
County Planners Headquarters
Ashburton Court West
Winchester
Hampshire
SO23 8UE

Your contact is: Julie Williams, Planning

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Yours faithfully

Julie Williams
for Planning Manager

Beacon Council 2001-2002 Town Centre Regeneration

COPY

Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
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Reading Transport Ltd
Great Knollys Street
Reading
RG1 7HH

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

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Yours faithfully

Julie Williams
for Planning Manager

Beacon Council 2001-2002 Town Centre Regeneration

Reading
BOROUGH COUNCIL

COPY

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

Countrywide Travel Ltd
Clarken Green
Andover Road
Oakley
Basingstoke
RG23 7EP

Your contact is: Julie Williams, Planning

Dear Sir or Madam,

CONSULTATION ON A PLANNING APPLICATION REF: 02/01138/REG3/JW

The Council has received an application for Regulation 3 Planning Approval on property at: Junction 11 M4 Reading

O.S Grid Ref: Easting: 471582.000 Northing: 168660.000

Applicant: Reading Borough Council Transport Strategy

Proposal: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and polica facility and landscape works.

Application Number: 02/01138/REG3/JW

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Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

National Express Ltd
Ensign Court
4 Vicarage Road
Edgebaston
Birmingham
B15 3ES

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

Your contact is: Julie Williams, Planning

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Reading
BOROUGH COUNCIL

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Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 𝒯 0118 939 0700

National Federation of Bus Users
PO Box 320
Portsmouth
PO5 3SO

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

Your contact is: Julie Williams, Planning

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Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 𝒯 0118 939 0700

Berks, Bucks & Oxon Wildlife Trust,
The Lodge,
1 Armstrong Road,
Littlemore,
Oxford
OX4 4XT

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

11th September 2002

Your contact is: Julie Williams, Planning

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Any comments should be in writing and reach me by 2nd October 2002. If I have not heard from you by this date, I will assume that you have no objections or comments to make and I will determine the application accordingly, If you think you will be unable to respond fully by this date, please let me know as soon as possible.

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for Planning Manager

Beacon Council 2001-2002 Town Centre Regeneration

Reading
BOROUGH COUNCIL

COPY

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

Mr S Weaver
Weaveaway Travel
PO Box 5625
Newbury
RG14 2XZ

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

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Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

Ramblers Association
Rights of Way Officer
2nd Floor Camelford House
87-90 Albert Embankment
London
SE1 7TW

Your contact is: Julie Williams, Planning

Dear Sir or Madam,

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Beacon Council 2001-2002 Town Centre Regeneration

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Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

The Countryside Agency
Planning & Sustainable Development
Maidstone Office
Sterling House
7 Ashford Road
Maidstone
ME14 5BJ

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

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Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 𝒯 0118 939 0700

Reading Cycle Campaign
13a Brunswick Hill
Reading
Berkshire
RG1 7YT

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

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Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 𝒯 0118 939 0700

Horseman Coaches
The Whitley Wood Depot
Whitley Wood Road
Reading
Berkshire
RG2 8GG

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

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Reading
BOROUGH COUNCIL

Tony Lear
Director of Environment

Civic Centre, Reading, RG1 7TD
☎ 0118 939 0900
DX 40124 Reading (Castle Street)
Fax: 0118 958 9770
Minicom 0118 939 0700

Sustrans Head Office
35 King Street
Bristol
BS1 4DZ

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

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Civic Centre, Reading, RG1 7TD
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DX 40124 Reading (Castle Street)
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Minicom 0118 939 0700

The British Horse Society
Stoneleigh Deer Park
Kenilworth
Warwickshire
CV8 2XZ

Our Ref: 02/01138/REG3/JW
Your Ref:

Direct: ☎ 0118 939 0435

5th September 2002

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for Planning Manager

Beacon Council 2001-2002 Town Centre Regeneration

COPY

PLANNING AND TRANSPORT

Memo

To: David Moore – Landscape & Urban Design, Environment

From: Julie Williams, 939 0435

Date: 5th September 2002

Re: Consultation on Planning Application

Application Number: 02/01138/REG3/JW

Address: Junction 11 M4 Reading

For: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Please may I have your comments in relation to any landscape and urban design issues in relation to the above development by 26th September 2002

I have consulted you because the development involves:

- ☐ The application site is RBC owned
- ☐ The application site adjoins a RBC site.
- ☐ Other

Comments made will be taken into consideration before any decision is made.

If you are not able to meet the 26th September 2002 deadline please contact me to explain the delay and to agree an extension of the consultation period. Please return all plans.

Julie Williams

You may find the following useful for your response:

- ☐ No objections
- ☐ No objections subject to conditions attached
- ☐ Clarification required – see attached
- ☐ Object – see attached

TO SAVE PAPER PLEASE USE THIS MEMO FOR REPLY

COPY

PLANNING AND TRANSPORT

Memo

To: David Lee – Highways Engineering, Environment

From: Julie Williams, 939 0435

Date: 5th September 2002

Re: Consultation on Planning Application

Application Number: 02/01138/REG3/JW

Address: Junction 11 M4 Reading

For: Reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works.

Please may I have your comments in relation to any highways engineering issues in relation to the above development by 26th September 2002

I have consulted you because the development involves:

- ☐ The application site is RBC owned
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- ☐ Other

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- ☐ Object – see attached

TO SAVE PAPER PLEASE USE THIS MEMO FOR REPLY

COPY

PLANNING AND TRANSPORT

Memo

To: Helen Bryant – Access Officer

From: Julie Williams, 939 0435

Date: 5th September 2002

Re: Consultation on Planning Application

Application Number: 02/01138/REG3/JW

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PLANNING APPLICATION

PART 1

Application for permission to carry out development – Town Planning Acts.

PLEASE ANSWER ALL QUESTIONS IN BLOCK LETTERS, USING A BLACK BIRO.
If a question is not applicable, answer N/A in space. Please submit FIVE copies of this form and plans to:

Planning Section, PO Box 17, Civic Centre, Reading RG1 7TD.
Telephone: 0800 626 540 Fax: 0118 958 9770 between 9am and 5pm Monday to Friday

OFFICE USE ONLY:

APPLICATION NO:

1 Please read the accompanying **NOTES**

Applicant's Name	READING BOROUGH COUNCIL TRANSPORT STRATEGY
Address	CIVIC CENTRE READING
Postcode	RG1 7TD
Telephone (daytime)	0118 939 0900
E-mail	

2

Agent's Name	PETER BRETT ASSOCIATES
Address	16 WESTCOTE ROAD READING
Postcode	RG30 2DE
Telephone	0118 950 0761
E-mail	N/A
Contact Name	MR. R. GROVES

3 Show the site outlined in **red** on the plans. Other land in the applicant's ownership or control must be shown outlined in **blue**.

Site Address or Location: M4 JUNCTION 11 AND ADJACENT LAND AT INTERSECTION OF A33/M4

4 **What is the application for?** Give brief details and state for what purpose the site and any buildings will be used.

Proposed Development: RECONSTRUCTION OF M4 INTERCHANGE, INCLUDING WORKS TO APPROACH ROADS, CONSTRUCTION OF NEW MOTORWAY BRIDGES, FOOTBRIDGES, CYCLEWAYS, FOOTPATHS; RELOCATION & REBUILDING OF HIGHWAY MAINTENANCE DEPOT & POLICE FACILITY AND LANDSCAPE WORKS

5 **State the fee enclosed with this application.** The current scale of fees is enclosed. If you believe a reduced fee or no fee is payable, say why.

£ £5280 TO BE PAID BY RBC INTERNAL TRANSFER.

6 **State the applicant's interest in the land.** *(circle as appropriate)*
Owner / Prospective Purchaser / Lessee / PART OWNER AND PROSPECTIVE PURCHASER OF ALL LAND OUTSIDE THE OWNERSHIP OF THE HIGHWAYS AGENCY. *(specify)*

7 **Give the area** in hectares or part of a hectare. **Total Site Area** 21.42 hectares

8 **If your application involves the provision of dwelling(s),** then also give **Net Site Area** N/A hectares *(see notes)*

Reading BOROUGH COUNCIL

PLANNING APPLICATION

PART 1

Application for permission to carry out development – Town and Country Planning Acts.

9

List all the plans and drawings submitted with the application, or enclose a separate schedule

Plans/Drawings SEE ATTACHED LETTER.

10

Does the application involve any of the following? *(tick all relevant boxes)*

- **Change of Use** ☐
- **Demolition** ☑
- **Erection of New Building** ☑
- **Alteration or Extension** ☐
- **Engineering Operation** ☑
  e.g. new drainage or structure adjacent or on highway/alteration of an access

11

What type of application is this? *(tick ONE box only)*

- **Outline Permission** ☐ *(see question 12)*
- **Full Permission** ☑
- **Approval of Detail/Reserved Matters** ☐
- **Temporary Permission** ☐
- **Variation/Relaxation of Conditions** ☐

State relevant Outline Permission number. Also complete question 12

State period required

State relevant permission no.

Condition numbers to be varied/relaxed

12

If this is an outline application or an Approval of Reserved Matters, which details, if any, do you wish to be considered as part of this application? If none, tick 'none' box. *(tick all relevant boxes)*

N/A

- **None** ☐
- **External Appearance** ☐
- **Means of Access** ☐
- **Siting** ☐
- **Design** ☐
- **Landscaping** ☐

13

What is the existing use of the land/building? e.g. residential, industrial etc. Include all uses if more than one. If the site is vacant, say so, and also state its previous use and when that ceased.

MOTORWAY JUNCTION AND APPROACH ROADS, TOGETHER WITH ADJACENT AGRICULTURAL LAND; POLICE AND HIGHWAYS FACILITIES, COACH DEPOT

14

Does a Public Right Of Way *(Bridlepath, Footpath, BOAT, RUPP)* **cross the site or run adjacent to the site or the proposed access?** YES

If YES, show existing route(s) and any proposed alterations on the plans

Do the proposals require any diversions/extiguishments and/or creation of Rights of Way? YES

Reading BOROUGH COUNCIL

PLANNING APPLICATION

PART 1

Application for permission to carry out development – Town and Country Planning Acts.

15

Are there any trees on the site? YES

If YES, show their accurate positions, spread and species on the plans and which, if any, are to be felled

If YES, are any to be felled? YES – REFER TO SUPPORTING LANDSCAPE DRAWINGS AND ENVIRONMENTAL STATEMENT. *If YES, please supply a tree survey*

16

Building materials etc. *Please state type and colour of materials for:*

A. External Walls

B. Roofs

C. Walls, fences etc.

TO BE DETERMINED BY CONDITION.

17

How will surface water be disposed of? TO EXISTING SYSTEM.

18

How will foul sewage be disposed of? TO EXISTING SYSTEM.

To existing system?

If NO, please give details

If YES, will there be any alterations to a non-mains drainage system?

If YES, give full details *(see notes)* NO

19

What are the access arrangements?

Give details of pedestrian and vehicular accesses

As existing SEE ATTACHED PLANS

As proposed SEE ATTACHED PLANS.

(or provide scale plan of proposals)

20

What provision is being made for parking?

	Cars (Off-Street)		of which, Disabled Person Spaces	Motorbikes	Cycles	Commercials	
	Private	Communal				HGV	Others
Existing	0	0	0	0	0	0	0
Proposed	POLICE 57 HA 15	0	3 0	2 0	6 0	0	0
Total	72	0	3	2	6	0	0

Reading BOROUGH COUNCIL

PLANNING APPLICATION

PART 1

Application for permission to carry out development – Town and Country Planning Acts.

21 **If this proposal involves residential development or the loss of residential units, complete this table.**

	TO BE LOST		TO BE RETAINED		PROPOSED			
	Dwellings	Total Bedrooms	Dwellings	Total Bedrooms	1-bedroom Dwellings	2-bedroom Dwellings	3-bedroom Dwellings	4-bedroom + Dwellings
House-Detached								
Semi								
Terraced								
Bungalow								
Flat/Maisonette of 1 bedroom or more								
Studio Flats								
Other inc. Mobile Homes								
Totals								

N/A

22 **How many of the proposed dwellings can be defined as sheltered?** N/A

Sheltered housing is normally restricted to people above a certain age and includes a warden or similar assistance

23 **How many of the proposed dwellings can be defined as affordable?** N/A

See note 10, page 4

24 **Does the proposal involve the loss or gain of any non-residential building or use?** YES / [redacted]

If YES complete part 2 of the form

25 **Has provision been made for the disabled** *(see notes for applicants)* YES

26 **Does the proposal involve the extraction or processing of minerals; the disposal of mineral waste; or the the deposit or processing of refuse and waste materials?** [redacted] / NO

If YES please ask for and complete part 3 of the form

Permission under the Town and Country Planning Acts does not obviate the possible need to apply for Building Regulations approval.

If planning permission is granted, the development must be carried out strictly in accordance with the approved plans. Failure to do so could result in enforcement action being taken.

I hereby apply for permission in respect of the particulars described above and in the attached plans and drawings.

SIGNED PETER BRETT ASSOCIATES

ON BEHALF OF READING BOROUGH COUNCIL TRANSPORT STRATEGY.

DATE 2nd Sept 2002.

Before submitting the application check that it is complete, that all questions have been answered and that the site boundary and the new work are clearly shown in red on the plans. AN INCORRECT APPLICATION MAY BE RETURNED. Every application must be accompanied by the appropriate Article 7 Certificate. You must submit at least one form with your original signature. See NOTES TO HELP APPLICANTS

Reading BOROUGH COUNCIL

READING BOROUGH COUNCIL

13 SEP 2002

JW

peter brett associates
CONSULTING ENGINEERS

16 Westcote Road, Reading,
Berkshire RG30 2DE.
Tel: 0118 950 0761
Fax: 0118 959 7498
email: reading@pba.co.uk
Internet: www.pba.co.uk

rgroves@pba.co.uk

WITH COMPLIMENTS

AMBLEGLOW

The Advertising & Design Agency

MEDIA ORDER

47448

Reading Evening Post
8 Tessa Road
READING
Berkshire RG1 8NS

DATE 1.10.2002

Attention: Tina - Public Notices

CLIENT: Reading Borough Council

CLIENT ORDER NO.: 02/01138/REG3/JW - Jane Greenway

ADVERTISEMENT TITLE: Junction 11 of the M4

VOUCHER

INSERTION DATE

3.10.2002

16 x 2 col display
PUBLIC NOTICE SECTION
READING EVENING POST

£416.00
+VAT

CONFIRMATION F

Ad booked with .....
Sent ISDN
Please confirm receipt

KW

Reading BOROUGH COUNCIL

NOTICE OF APPLICATION FOR PLANNING PERMISSION

Article 8 Town and Country Planning (GPD) Order 1995

The following applications have been received by the Borough Council:

Notice under Article 8 of application for planning permission (Departure)

Application Number: 02/01138/REG3/JW
Proposed development at: Junction 11 of the M4, Whitley Wood depot and adjacent roads.

I give notice that Reading Borough Council's Transport Strategy Section is applying to Reading Borough Council and Wokingham District Council for planning permission for reconstruction of M4 interchange including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths, relocation and rebuilding of highway maintenance depot and police facility and landscape works. The proposed development does not accord with the provisions of the development plan in force in the area in which the land to which the application relates is situated.

Members of the public may inspect copies of the:

- Application
- Plans
- Environmental Statement, and
- Other documents submitted with the application

at the Planning Reception, Ground Floor, Civic Offices between 9am and 5pm Monday to Friday, and also the Whitley Advice Shop and Whitley Library - both in Northumberland Avenue (during their normal hours).

Anyone wishing to make representations about this application should write to Reading Borough Council within 21 days of this Notice appearing on site or 14 days of this Notice being published at: Planning Section, Civic Offices, Reading RG1 7TD.

D. Breeze

Dated: 3 October 2002

HIGH STREET
HIRE · SL6 1YT
030
N: 01628 77858
ik

Reading BOROUGH COUNCIL

PLANNING AND ENVIRONMENTAL HEALTH DIVISION
TOWN & COUNTRY (GENERAL DEVELOPMENT PROCEDURE) ORDER 1995.

CERTIFICATE UNDER ARTICLE 7

CERTIFICATE C

I Certify that:

1. I cannot issue a certificate in accordance with either paragraph (a) or paragraph (b) of Section 66(1) of the Act in respect of the accompanying application.
2. I have given the required Notice to the persons specified below, being persons who at the beginning of the period of 21 days ending with the date of the application were owner* of any part of the land to which the application relates.

Owner's* name	Address at which Notice was served	Date of service of Notice
Reading Borough Council	Civic Centre, Reading Berkshire, RG1 7TD	30th August 2002
Secretary of State for the Environment	St Christopher House, Southwark Street, London.	30th August 2002
Secretary of State for Transport	St Christopher House, Southwark Street, London.	30th August 2002
Wokingham District Council	Council Offices, Shute End, Wokingham, RG40 1WR	30th August 2002
Akeler Property Investments SARL	Landsdown House, 57 Berkley Square, London.	30th August 2002
Thames Valley Police Authority	Police Headquarters, Oxford Road, Kidlington, Oxfordshire, OX5 2NX	30th August 2002
Keith & Anne Horseman	Vallepineda, The Warren, Caversham, Reading, Berkshire.	30th August 2002
Diane Mary Siviter	241 Hyde End Road Spencers Wood, Reading, Berkshire.	30th August 2002
Dawn Janet Clarke	Mays Farm, Ryeish Green, Three Mile Cross, Reading, Berkshire.	30th August 2002
Mereoak Ltd	7 Cross Street, Reading, Berkshire	30th August 2002
Worldcom	Reading International Business Park Basingstoke Road, Reading, RG2 6DA	30th August 2002
Englefield Estates	Englefield Road, Theale, Reading, Berkshire	30th August 2002

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

Reading BOROUGH COUNCIL

3. I have taken all reasonable steps open to me to find out the names and addresses of the other owners* of the land, or of a part of it, but have been unable to do so. The steps were as follows:

   - Investigate land ownership with Land Registry.
   - Investigate land ownership with Local Authority
   - Investigate land ownership with local residents.
   - Advertise in local press (see below)

4. Notice of the Application, as attached to this Certificate, has been published in the Reading Chronicle on Thursday, 29th August 2002.

Agricultural Holdings Certificate

5. I have given the required notice to every person other than myself who, at beginning of the period of 21 days ending with the date of the application, was a tenant of an agricultural holding on all or part of the land to which the application relates, as follows:

Tenants name	Address at which Notice was served	Date of service of Notice
Mr Hewison	Hartley Court Farm, Hartley Court Road, Three Mile Cross, Reading, RG7 1NH	30th August 2002

Signed: Peter Brett Associates

.....

On behalf of Reading Borough Council

.....

Dated: 2nd September 2002

.....

828306 Sarah Greene

VALIDATION CHECKLIST

Address: Junction 11 M4

Reference: 02/01138/REG3

Check List	YES	NO	Action Required	Complied with (date)
Ownership Certificate	✓			
Fee paid	✓		Internal transfer	
Form fully completed	✓			
Description correct	✓			
Site address correct	✓			
1:1250 Location Plan	✓			
Site outlined in red	✓			
1:500 Block Plan	✓			
1:00 Elevations existing				
1:100 Elevations proposed	✓			
1:50 Floor plan existing				
1:50 Floor plan proposed				
Plans to scale	✓			
Plans can be scaled from	✓			

Junction 11.

Application Tracking

S

Application No 02/0~~[illegible]~~1138/REG3

	Date	Initial	Comments
Application received	2/9/02		
Date Valid			
Fees receipted (Indicate Yes or No and the date)	2/9/02		internal transfer
Logged on Uniform	2/9/02		
Date Printed by Admin			

Certificate No: 921607

peter brett associates
CONSULTING ENGINEERS

16 Westcote Road, Reading
Berkshire RG30 2DE.

Tel: 0118 950 0761
Fax: 0118 959 7498
Internet: www.pba.co.uk

Your Ref:

Our Ref:
(Please quote when replying)

11090/005/WST/pc/MPC/pc

2nd September 2002

Reading Borough Council
Planning Section
PO Box 17
Civic Centre
Reading RG1 7TD

Dear Sirs,

M4 JUNCTION 11 IMPROVEMENTS:
Planning Application

Peter Brett Associates are pleased to submit this full planning application, on behalf of Reading Borough Council Transport Strategy, for:

> *the reconstruction of M4 Junction 11 Interchange, including works to approach roads, construction of new motorway bridges, footbridges, cycleways, footpaths; relocation and rebuilding of highway maintenance depot and police facility and landscaping works.*

The proposal straddles the boundary between Reading and Wokingham. Identical planning applications are submitted to both planning authorities:

Scheme Components

The main development components of the scheme are:

- new 4 lane signalised gyratory
- 2 new motorway over-bridges (existing bridges retained for pedestrian/cycle and bus facilities)
- segregated public transport routes
- dedicated routes for pedestrians and cyclists including 4 new cycle pedestrian bridges
- hard and soft landscape proposals
- demolition of the existing coach depot (resulting in a net loss of floor space and vehicle movements); and

Partners: Francis Connolly *KBE FCIWEM MIFireE MCIArb FIHT FConsE* Brian Belchin *DtC CEng FICE FConsE* Nigel Brown *DipEng BSc DIC MSc CEng MICE MILT* John Rushton *BEng MSc CEng MICE MStructE* Keith Mitchell *BSc MSc MIHT MILT* David Atherton *BSc MSc CEng CGeol FICE FIMM FCIWEM MInstWM FGS* Iain Gibb *BSc CEng MICE FConsE* Malcolm Cleaver *BSc CEng MICE* Stephen Capel-Davies *BSc CEng FICE MCIWEM* Anthony Russell *BTp MSc MRTPI MIHT* Richard Puttock *BSc MSc FGS* Mark Anderson-Hammersley *Eur Ing BEng MA CEng MICE MIHT MIMgt* Robert Brickwood *BEng CEng MStructE* Benjamin Mitchell *BSc CEng MICE MCIWEM*
Richard Swinden *BSc CEng MICE MIHT* Scott Witchalls *MSc MCIT MIHT MILT* ***Regional Director:*** Peter Ralph *IEng AMICE MIHT*
Divisional Director of Civil Engineering: Peter Chong *BSc MSc CEng MICE FStructE MIEM MIHT PEng*
Divisional Director of Structural Engineering: Victor Dunham *CEng FStructE PEng* ***Divisional Director of Transport:*** Bob Pinkett *BA FCIT FILT MIHT*
Practice Manager: William Booth FCA ***Senior Consultant:*** Richard Dawson *BSc MSc CEng FICE FCIWEM FConsE*

Senior Associates: Brian Allen *BSc CEng MICE MIOA* Timothy Allen *MIHT MILT* Kenneth Amblin *BSc CEng MICE MStructE MAPS* Len Arnot *BSc CEng MICE FCIWEM MInstWM AEARA* Bruce Blaine *BScEng MSc CEng MICE MCIWEM* Gregory Callaghan *BSc MRTPI MIHT*
Simon Davis *BSc MSc MCIT MIHT MILT* Clive Edmonds *PhD MSc BSc DIC FGS CGeol* Alan Fry *BSc MSc CEng MICE MIHT* Henk Gelens *Ing BSc MIHT* David Green *BSc MEng CEng MICE FIHT MCIT MILT* David Hunter *TD BA DipTE CEng MICE FIHT MIOA*
David Povey *CEng MStructE FFB* Tony Sheach *BEng CEng MICE MCIT MILT MIHT* Paul Swindale *BSc CEng MICE MIHT MCIWEM*
Associates: Pat Chillingworth *BA FCIWEM MRTPI CGeol FIQ FGS* Tony Davies *IEng (AMICE)* David Dewar *BEng MSc MCIT MILT MIHT* Brian Elliot *ACIBSE MASHRAE* Malcolm Fillingham *BEng CEng MCIWEM* Zita Fonseca *IEng FIHIE MIAT MCIWEM MCMI DMS*
Robert Groves *BTech IEng FIHIE MIHT* James Heaume *BSc CEng MICE MStructE* Peter Holiely *BSc CEng MICE FIHT* Claire Holman *PhD, BSc* Ricky House *BEng CEng MICE MCIWEM* Paul Jenkin *BEng MSc CEng MCIWEM* Ian King *BSc CEng MICE MIHT*
Paul Lacey *BSc MICE FIHT DipTE CEng* Vaughn Lawfull *BSc CEng MICE* Robert Parker *BA MTD MCIT MIHT DMS* Michael Parkinson *BSc MIHT* Bernard Payne *BTech* Alan Povey *BSc CEng MICE MStructE*
John Pulsford *BSc DIS MBA CEng MICE MCIWEM MCMI* Kevin Riley *BSc MSc MCIT MILT* Andrew Robertson *BSc CEng MICE MCIWEM* Peter Spencer *BSc MCIT MIHT MILT* Richard Thomas *BSc MSc ARSM CGeol FGS* Antony Wake *BSc CEng MICE MIHT*
Richard Wheeler *BSc CEng MIEE* Matthew Whiston *BA MSc CIT*

PBA Offices:
Berlin • Birmingham • Capetown • Dublin • Johannesburg • Krakow • London • Maidstone
Northampton • Prague • Reading • Sydney • Taunton • Warrington

- relocation of the existing Thames Valley Police compound and Highway Agency Maintenance depot (requiring construction of replacement facilities and associated car parking).

In addition to the proposals relating to the above application, it is likely that the existing slip roads will be extended. These works would be within the existing highway boundary and therefore do not fall under this application. However, in order to ensure that a worse case scenario is assessed, these proposals have been fully addressed in the supporting Environmental Impact assessment

Full Planning Application

The planning application deals with two different types of development – engineering operations to reconstruct M4 Junction 11 and consequent redevelopment of adjacent sites.

The planning application comprises (5No copies enclosed) :

- Planning Application Forms Part 1 & 2
- Certificate C/Agricultural Holdings.
- Planning Application Drawings (as listed below)

Drawing Title	Drawing No.	Rev
Location Plan	11090/PA/001	-
Planning Application Site Plan	11090/PA/002	D
Longitudinal Sections. Sheet 1 of 2	11090/PA/003	B
Longitudinal Sections. Sheet 2 of 2	11090/PA/004	B
Proposed Bus, Pedestrian & Cycle Facilities	11090/PA/005	B
Not Used	11090/PA/006	
Motorway Maintenance Depot. Plan	11090/PA/007	A
Motorway Maintenance Depot. Salt Barn	11090/PA/008	-
Police Station Compound	11090/PA/009	-
Police Station Compound, Garage/Workshop	2357 Drawing 2	-
Police Station Compound, Covered Area No1	2357 Drawing 3	-
Police Station Compound, Covered Area No2	2357 Drawing 4	-
Overall Landscape Master plan	04.4104.01.01	A2
Landscape Master plan – Northern section 1/5	04.4104.01.02	A2
Landscape Master plan – Western section 2/5	04.4104.01.03	A2
Landscape Master plan – Central section 3/5	04.4104.01.04	A2
Landscape Master plan – Eastern section 3/5	04.4104.01.05	A2
Landscape Master plan – Southern section 5/5	04.4104.01.06	A2
Landscape Sections	04.4104.01.07	A2
Landscape Sections	04.4104.01.08	A2

- Fee in the sum of £5,280 (Note; this fee is payable to RBC only and will be paid by internal transfer)

Supporting Information

The application is also accompanied by the following supporting information:

- An Environmental Statement undertaken in accordance with the Town and Country Planning (Environmental Impact Assessment (EIA)) (England and Wales) Regulations 1999 (SI 99/293), in 3 Volumes.

  Volume 1 summarises the main environmental issues arising from Volume 2

  Volume 2 Technical Specialist Reports

  Volume 3 Non-Technical Summary
- Flood Risk Assessment Report in 2 Volumes

  Volume 1 Main text

  Volume 2 Drawings
- Traffic Assessment Report
- Summary of Engineering Detail Report

Please do not hesitate to contact Peter Brett Associates if you require any further information. All queries should be addressed to Rob Groves in the first instance.

Yours faithfully

pp.

Rob Groves
For and on behalf of
PETER BRETT ASSOCIATES

Reading BOROUGH COUNCIL

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Signed: Peter Brett Associates

On behalf of Reading Borough Council

Dated: 2nd September 2002

TOWN AND COUNTRY ACT, 1990
TOWN & COUNTRY GENERAL DEVELOPMENT ORDER 1988.

CERTIFICATE UNDER SECTION 66

CERTIFICATE C

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Englefield Estates	Englefield Road, Theale, Reading, Berkshire	30th August 2002

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Signed: Peter Brett Associates

On behalf of Reading Borough Council

Dated: 2nd September 2002