

READING BOROUGH LOCAL PLAN

Adopted November 2019



www.reading.gov.uk



Reading
Borough Council
Working better with you

FOREWORD

by Councillor Tony Page



The Local Plan is the document that guides development in Reading up to 2036, and it will therefore play a decisive role in how our town evolves over the next two decades. It will be the main point of reference for anyone wishing to undertake new buildings, changes or developments within Reading over that period.

This plan has been carefully developed to address some of the key issues facing Reading. In particular, this Council declared a Climate Emergency in 2019, and set out its commitment to work towards achieving a carbon neutral Reading by 2030. We must therefore ensure that new development only takes place where it can help us in achieving that aim. The Local Plan contains sustainability policies that put it at the cutting edge of authorities across the country. We are proud in Reading to be in the top 5% of local authorities in Britain for cutting carbon emissions and the Local Plan will play a major part in building upon that success.

Over recent years, Reading has had great economic success, and this has resulted in considerable investment in the town. However, this success brings its own issues. In particular, Reading faces an acute housing crisis. There are not enough homes in general, and there is a particular need for genuinely affordable housing which represents more than half of our overall assessed housing need. The Local Plan is a major part of our response to this issue, and we continue to work with neighbouring councils to look at the needs of the Reading area as a whole.

Other critical issues to be considered include how to provide the employment space and supporting infrastructure to make sure that Reading continues to be an attractive place in which to work, to live and to study. The benefits of Reading's economic success also need to be shared out more equally with those communities in Reading that suffer high levels of deprivation and social exclusion.

The Plan also takes a positive approach to conserving and enhancing Reading's considerable but, in the past, often overlooked historic legacy. Reading has some truly significant historic sites, some of which are identified for future use and enhancement as part of this Plan. Improving Reading's environment is a major part of the Plan, both in terms of revitalising tired and run-down sites and areas, and in preserving those elements that are essential to our residents' quality of life.

This Plan will ensure that our town remains a great place in which to live, work and play for people living here now - and in the future. It provides an excellent basis for delivering on our Climate Emergency Declaration earlier this year, and achieving a sustainable and prosperous future for Reading.

A handwritten signature in black ink that reads "Tony Page".

Tony Page
Deputy Leader, Reading Borough Council and
Lead Councillor for Strategic Environment, Planning and Transport

CONTENTS

1. Introduction

1.1 Role and Status of the Document	7
1.2 Context for Reading	7
1.3 Relationship with Other Plans and Strategies	7
1.4 Process of Production	9
1.5 Evidence and Technical Reports	10
2. Vision and Objectives	10

2. Vision and Objectives

2.1 Vision	12
2.2 Objectives	12
3. Spatial Strategy	13

3. Spatial Strategy

3.1 Western Berkshire Housing Market Area	15
3.2 Spatial Strategy for Reading	15
4. General Policies	17

4. General Policies

4.1 Cross-Cutting Policies	21
4.2 Built and Natural Environment	21
4.3 Employment	34
4.4 Housing	65
4.5 Transport	72
4.6 Retail, Leisure and Culture	99
4.7 Other Uses	108
Area Specific Sections	116

5. Central Reading

5.1 Area Context	124
5.2 Strategy for Central Reading	125
5.3 General Policies for Central Reading	126
5.4 Central Reading Site-Specific Policies	130
6. South Reading	145

6. South Reading

6.1 Area Context	166
6.2 Strategy for South Reading	166
6.3 South Reading Site-Specific Policies	167
West Reading and Tilehurst	170

West Reading and Tilehurst

7.1 Area Context	182
7.2 Strategy for West Reading and Tilehurst	182
7.3 West Reading and Tilehurst Site-Specific Policies	182
8. Caversham and Emmer Green	185

8. Caversham and Emmer Green

8.1 Area Context	196
8.2 Strategy for Caversham and Emmer Green	196
8.3 Caversham and Emmer Green Site-Specific Policies	197
	199

9. East Reading	205
9.1 Area Context	205
9.2 Strategy for East Reading	205
9.3 East Reading Site-Specific Policies	208
10. Implementation	215
10.1 Implementation Measures	215
10.2 Delivery Timescales	217
10.3 Infrastructure Delivery Plan	221
11. Monitoring	230
12. Glossary	235
Appendices	245
Appendix 1: Housing Trajectory	246
Appendix 2: Criteria for Locally Listing Buildings and Structures	249

4.1.9 Reading is an urbanised Borough with a high proportion of hardstanding/ built form, and is built on two main rivers - the Thames and the Kennet. Other watercourses in the Borough include Foudry Brook and its tributaries, the Berry Brook, Vastern Ditch, Christchurch Ditch, the creek along the base of the Warren escarpment and various ditches on the Kennet floodplain upstream of the A33. In addition the Holy Brook, a smaller watercourse, runs through the town centre. As such the Borough is vulnerable to flooding from surface water run-off and directly from watercourses. While Reading itself was not significantly affected by the floods of 2007 and 2008, around two-thirds of the flooding during the 2007 floods was caused by surface water¹⁷.

4.1.10 *There is a need to look at the whole community and consider how developments could be affected by rainfall and the different flood pathways. Strategic Flood Risk Assessments (SFRA), and the Surface Water Management Plan (SWMP) should be used to help with this, as well as guidance on how buildings can be made more resistant and resilient to climate change by including features such as green roofs for sustainable drainage or raised floor levels for flood-proofing.*

4.1.11 Applications for change of use of existing buildings should also incorporate measures to adapt to climate change through for example, being flood repairable, i.e. when refurbishing a building, constructing internal parts in such a way that although flood water enters a building, elements that are damaged by flood water are capable of being easily repaired or replaced; raising the level of sockets above expected flood levels; inclusion of pump and sump systems below floorboards to remove water faster than it can enter the house from below ground level¹⁸. Ultimately, raising the height of flooring above predicted flood levels is a better alternative. All types of flooding (fluvial, surface water and groundwater) must be considered.

Decentralised Energy

CC4: DECENTRALISED ENERGY

In meeting the sustainability requirements of this plan, developments of the sizes set out below shall demonstrate how consideration has been given to securing energy for the development from a decentralised energy source.

Any development of more than 20 dwellings and/ or non-residential development of over 1,000 sq m shall consider the inclusion of decentralised energy provision, within the site, unless it can be demonstrated that the scheme is not suitable, feasible or viable for this form of energy provision.

Where there is existing decentralised energy provision present within the vicinity of an application site, further developments of 10 dwellings or more or non-residential development of 1,000 sq m or more will be expected to link into the existing decentralised energy network or demonstrate why this is not feasible.

4.1.12 Decentralised energy is a term that covers a variety of technologies, including various renewable technologies, and more efficient energy generation such as Combined Heat and Power (CHP), which provides heating and electricity at the same time. This policy promotes the

¹⁷ The Pitt Review: Interim Report, November 2008

¹⁸ <http://www.nhbcfoundation.org>

use of decentralised energy including CHP and district heating, which has particular applications to a dense urban area such as Reading. It provides an explanation of when CHP or district heating should be considered as an energy efficient design measure to achieve the most up to date requirements for residential development and BREEAM requirements for other types of development. More information on decentralised energy will be published in the forthcoming Sustainable Design and Construction SPD.

- 4.1.13 Electricity production is currently dominated by a centralised electricity generating system. Centralised electricity generating stations waste around two thirds of the energy in the fuels they use through the production of waste heat in generation then in electricity transmission and distribution to end users. On average around 65% of the energy is lost before it even reaches consumers. If better use could be made of this waste heat, and transmission distances could be reduced, there would be major benefits in tackling climate change and improving security of supply. A decentralised energy system (which might include CHP) can help address these issues.
- 4.1.14 In addition the opportunity to reduce carbon emissions associated with heating requirements can be realised through the use of low carbon fuels such as biomass in the form of woodchip or wood pellets. The use of these fuels is often impractical and uneconomic on an individual dwelling basis but can be feasible when a higher heat load can be supplied from a central heat source with heat distributed to individual users via a pipe network, often termed district or community heating.
- 4.1.15 CHP plants, although often fuelled by fossil fuels, are much more efficient than large centralised power stations, because the heat is used either as process heat in industry or distributed around buildings via a district heating system. The availability of a local district energy network connected to the decentralised energy generation plant means the CHP plant can be integrated with other fuels/technologies such as biomass, geothermal energy, or solar collectors. Much lower levels of energy are lost in transmission compared to centralised generation because distances from the point of generation to the point of use are relatively very short. Given that CHP involves the simultaneous generation of usable heat and power (usually electricity) in a single process, the amount of heat that is wasted is reduced and the heat that would normally be wasted to the atmosphere, rivers or seas can be put to use. Air-source or ground-source heat pumps should be considered in the first instance, as these methods are less carbon intensive than CHP.
- 4.1.16 By seeing the energy system as a whole and locating energy production close to where it is used, it is possible to use both the heat and electricity generated and provide a doubling in the efficiency of current electricity generation and use as delivered by the mix of centralised power stations.
- 4.1.17 The NPPF actively promotes bringing forward decentralised energy, with an expectation that new development will comply with adopted Local Plan policies on local requirements for decentralised energy. The NPPF also refers to identifying opportunities for energy supply for development to be drawn from a decentralised, renewable or low carbon supply system and for co-locating potential heat customers and suppliers.
- 4.1.18 Following the production of heat spot maps, a feasibility study of the Borough, carried out by Thames Valley Energy (TVE), has identified potential opportunities for decentralised energy provision including district heat energy provision and CHP plant, which consider both existing and likely new development in the Borough as currently allocated. Potential for district heat

and energy provision is being explored in areas of the town centre but represents just one of many possible ways of fulfilling the requirements of policy CC4.

- 4.1.19 The policy is likely to mainly apply to major developments in Central Reading, given the mixed nature and size of schemes being proposed in these locations, with some potential in South Reading in addition. However, it is possible that appropriate sites could come forward in other parts of the Borough.
- 4.1.20 The success of such a scheme, both in terms of, for example, establishing the CHP plant (as part of a decentralised energy network) and future connections to the plant of both existing buildings and new buildings, will be dependent on the creation of strong partnerships between Reading Borough Council where relevant, the developer or representative of existing businesses and an Energy Service Company (ESCO). The involvement of an ESCO will allow multiple users to access the energy from the scheme and set out the contracts for doing so.

Waste Minimisation and Storage

CC5: WASTE MINIMISATION AND STORAGE

Development should demonstrate measures to minimise the generation of waste in the construction, use and life of buildings and promote more sustainable approaches to waste management, including the reuse and recycling of construction waste and the promotion of layouts and designs that provide adequate, well-designed space to facilitate waste storage, reuse, recycling and composting.

- 4.1.21 European policy and legislation (e.g. Landfill Directive), along with national policy, seeks to achieve a more sustainable approach to methods of waste management and specifically place waste minimisation at source at the top of what is referred to as the waste hierarchy.
- 4.1.22 Continuing with past patterns of waste management is recognised as being clearly unsustainable and the main thrust of policy is to increase the value recovered and decrease the amount of waste sent to landfill. In light of this and the fact that development and re-development are significant contributors to waste production, policies need to translate this into specific policies regarding waste minimisation in development design, construction and demolition.
- 4.1.23 Building materials and other non-renewable resources are being taken up at a rapid rate and increased re-use and recycling is essential in order to reduce waste and to manage future extraction and its impact on the environment. In light of this, and the need to reduce the amount of waste generated and to increase the proportion of waste that is reused or recycled through better waste management, it is considered necessary that a policy is in place that will achieve these aims. The beneficial restoration and reuse of buildings should generally be considered before demolition and redevelopment.
- 4.1.24 The Sustainable Design and Construction SPD, adopted in 2011, contains more detail on waste minimisation measures, and this document continues to be relevant. A Joint Minerals and Waste Local Plan for Reading Borough Council, Wokingham Borough Council, Bracknell Forest Borough Council and the Royal Borough of Windsor and Maidenhead is in preparation, and will cover the waste planning needs of the area.