



# PLANNING AND AFFORDABLE HOUSING STATEMENT

47 PARKSIDE ROAD, READING

JUNE 2024

**Date: June 2024**

**Applicant: Gables Homes Limited**

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## 1.0 INTRODUCTION

- 1.1 This Planning & Affordable Housing Statement has been prepared by Opus Works on behalf of Gables Homes Limited ('the Applicant') to accompany a planning application for the following description of proposed development ('the Proposed Development'):

*The erection of two three-bedroom detached dwellings comprising two storeys, together with on-site car parking, secure cycle parking and refuse storage, together with landscaping. Vehicular and pedestrian access via Wingrove Road, following the demolition of all structures on the Site.*

- 1.2 This document provides an overview of the Proposed Development, the rationale for it and the associated benefits, and an assessment of its appropriateness in the context of the Site, the surrounding area, and the national and local planning context.
- 1.3 Our Statement and accompanying technical evidence demonstrate that the Proposed Development is acceptable in planning terms, will not cause adverse impacts, and is of the type of reasonable property optimisation in a sustainable urban area that is required if LPAs are to meet future housing need without over-relying on greenfield development.
- 1.4 In addition to this Planning & Affordable Housing Statement, the Application documentation comprises:
- Application Form (prepared by Opus Works)
  - Cover letter (prepared by Opus Works);
  - Planning Statement (this statement, prepared by Opus Works);
  - Ecology Assessment (prepared by The Ecology Co-op).
  - Full suite of Existing and Proposed Drawings (prepared by The Harris Partnership);
  - Design Statement (prepared by The Harris Partnership).
  - Tree Report (prepared by Arbortrack Systems Limited)

### Structure of Planning and Affordable Housing Statement

- 1.5 The principal purpose of the Statement is to highlight the compliance of the proposal against relevant national and local planning policy and guidance.
- 1.6 The sections of this Statement are structured as follows:
- **Section 1 – Introduction;**
  - **Section 2 – Site Background;**

- **Section 3 – The Proposed Development;**
- **Section 4 – Planning Policy Context;**
- **Section 5 – Assessment of the Proposed Development;**
- **Section 6 – Conclusion.**

## 2.0 SITE BACKGROUND

### Site Context

- 2.1 The Site comprises the expansive rear garden land belonging to the residential property known as '47 Parkside Road, Reading'.
- 2.2 The Site is located within an established suburban residential area of Reading to the south-west of the town centre between the Bath Road (A4) in the south and Tilehurst Road to the north. About 200 metres to the west of the Site is Prospect Park. Schools and recreation facilities are located 200 metres to the south along Bath Road which also acts as a principle east-west principal highway and cycle route between Reading and the M4 motorway. The Site is only 120 metres south of Tilehurst Road which benefits from regular 'Royal Blue' bus services which run every 20 minutes via Reading town centre.



Inset: The Site edged in red. The donor property (47 Parkside Road) edged in blue.

- 2.3 The Site is accessible by the local highway network and by buses to Reading town centre and Reading Rail station. Whilst the Bath Road incorporates a cycle route into Reading town centre. The train station is a major rail hub and the Site benefits indirectly therefore from transport links that connect into London, Basingstoke, Oxford, and Swindon. In all these respects, residential properties in the area of the Site benefit enormously from access to a thriving town centre with its array of services and amenities

- 2.4 The Site is located within Flood Zone 1 and is therefore at a low risk of fluvial or tidal flooding. The Site is not within a conservation area, attached or adjacent to any listed buildings.
- 2.5 The Site itself incorporates a very spacious family home (47 Parkside Road) dating from the late 1950s with elevations partly of brick (including brick chimney) and partly faced in white-painted render with tiled roofs, doors and windows comprise PVCu. The donor property benefits from a very spacious rear garden running alongside Wingrove Road. The boundary treatment along Wingrove Road presents as a somewhat discordant feature comprising a 1.8 metre high, white-washed blockwork wall.

### **Surrounding Area**

- 2.6 The wider surrounding area is characterised by residential uses comprising varying designs and scale of housing. No one particular design style predominates in the wider local area. Indeed, the style and scale of residential properties in Wingrove Road to the south and west of the Site changes dramatically from properties in Parkside Road with far higher density, smaller housing with modest front and rear garden space. Many of the properties in Wingrove Road are terraced or end-of terrace. To the far western end of Wingrove Road is a modern higher-density 2.5 storey residential development which is very different in character from properties to the eastern end of the Road.

### **Planning History**

- 2.7 According to the Council's on-line application portal there are no historical planning applications of relevance to the Proposed Development. However, In July 2023, pre-application advice was received from the Borough Council in relation to a proposal for three x 2-bedroom dwellings on the Site (Ref: 230512/PREAPP). The pre-application summary advice received was from officers was that a terrace of three dwellings on the Site appeared cramped and could constitute 'over-development' and lead to a lack of private amenity for residents.
- 2.8 Further to the advice received, changes have been made to the submission scheme to provide a lower density scheme that provides off-street parking and front garden spaces, alongside appropriately-sized rear gardens. It is considered that the scheme now applied for acceptably meets policy requirements for the reasons set out later in this document.

### 3.0 THE PROPOSED DEVELOPMENT

- 3.1 The Application seeks approval for the following description of proposed development:

*The erection of two three-bedroom detached dwellings (Use class C3) comprising two storeys, together with on-site car parking, secure cycle parking and refuse storage, together with landscaping. Vehicular and pedestrian access via Wingrove Road, following the demolition of all structures on the Site.*

- 3.2 The Application seeks planning permission for the erection of two no. 2 storey three-bedroom detached houses on a 0.27 acre site together with associated car parking spaces including visitor space, and generous private garden space. The Proposed Development will also make a financial contribution towards the provision of off-site affordable housing. The proposed site layout is shown at Figure 1 below.



Figure 1: Proposed Site Layout

#### Private, Public Realm and Amenity Space

- 3.3 Each proposed detached house will benefit from between 82 sqm and 96 sqm of private rear garden space and each of the gardens will benefit from daylight and sunlight throughout the day in accordance

with Policy H10 and Policy CC8. The private gardens on two aspects will provide ample external amenity space for future occupiers.

- 3.4 Distance between side elevations of the proposed dwellings delivers ample breathing space and will avoid overbearing or impact of amenity.
- 3.5 The donor property (47 Parkside Road) will continue to benefit from a generous usable garden of 203 sqm to the rear (west) and very generous usable garden to the frontage (east). The resulting garden area will be generous by any contemporary standard.
- 3.6 It is notable that No 6 Wingrove Road, an end-of-terrace property immediately to the west of the Site, does not have any windows in the upper floor facing east (towards the Site). Therefore, no upper floor overlooking / inward looking can occur from the proposed development.

#### **Access and Parking**

- 3.7 The proposed detached houses will be accessed at ground level from the south via a new vehicular and pedestrian access and areas of hardstanding which will be served immediately off Wingrove Road.
- 3.8 The proposed houses will benefit from sufficient external space for 2 parked cars. One of the plots also provides an off-street visitor space. Wingrove Road also provides opportunity for on-street parking within the vicinity of each house.
- 3.9 Each dwelling is proposed to have electric vehicle charging points in accordance with local highway standards and Policy TR3 and TR5, and also accords with the Council's adopted Revised Parking Standards and Design Supplementary Planning Document.
- 3.10 Secure cycle storage will be accommodated within each of the proposed private gardens in accordance with Policy TR5.

#### **Affordable Housing**

- 3.11 The Development Proposals will be supported by a legal agreement to secure a financial contribution towards affordable housing provision off-site. In accordance with Policy H3, the Development Proposal will, if approved, include a financial contribution equating of 10% of the housing to be provided as affordable housing elsewhere in the Borough. S106 Heads of Terms are set out later in this document.

#### **Scale, Mix and Standards**

- 3.12 The accompanying plans outline the proposal to deliver two residential units.
- 3.13 Both proposed units will meet the Nationally Described Space Standards for internal spaces requirements and accessible and adaptable, in accordance with Policy H5.

- 3.14 The proposed residential mix is 2 detached smaller family houses for which there is an identified need in the Borough in accordance with Policy H2. The provision of 3 bedroom accommodation is an acute need in the Borough and the proposals in this regard help to meet this need, for which weight should be attributed in the planning determination.
- 3.15 The existing main entrance to No 47 Parkside Road (the donor property) will be retained. New access and driveways will be created in Wingrove Road to deliver 4 car spaces and one visitor space for the proposed dwellings.
- 3.16 Bin and recycling storage areas will be securely located in rear gardens of each proposed dwelling screened from wider view.
- 3.17 The height to ridge will be broadly in line and accord with established houses in Wingrove Road, will be perfectly acceptable in the context of established properties in the area and will avoid dominating the street scene.
- 3.18 The proposed design and materials will be appropriate to the local area and will accord with the principles of appropriate design and layout principles set out in the NPPF and in Local Plan Policy H11.
- 3.19 Further details regarding the design and external appearance of the proposed dwellings (including use of materials) is set out in the Design Statement prepared under separate cover by The Harris Partnership.

## **4.0 PLANNING POLICY CONTEXT**

- 4.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that the determination of planning applications must be made in accordance with the Development Plan unless material considerations indicate otherwise.
- 4.2 The Development Plan in this case is the Reading Borough Local Plan (2019).

### **Reading Borough Local Plan**

- 4.3 The Reading Borough Local Plan was adopted in 2019. This document provides the strategic and detailed planning policy framework for the Borough up to 2036.
- 4.4 The following Local Plan policies are relevant to the proposed development:
- Policy H1 (Provision of Housing)
  - Policy H2 (Density and Mix)
  - Policy H3 (Affordable Housing)
  - Policy H5 (Standards for New Housing)
  - Policy H10 (Private and Communal Outdoor space)
  - Policy H11 (Development of Private Residential Gardens)
  - Policy EN15 (Air Quality)
  - TR3 (Access Traffic and Highway-Related Matters)
  - TR5 (Car and Cycle Parking and Electric Vehicle Charging)
  - CC8 (Safeguarding Amenity)
  - EN12 (Biodiversity and the Green Network).
- 4.5 In addition, the Council has produced a number of Supplementary Planning Documents (SPD) which provide guidance on a range of technical subject topics including:
- Affordable Housing - 2021
  - Revised Parking Standards and Design Supplementary Planning Document – 2011
  - Planning Obligations – 2019.

- 4.6 The Council is currently undertaking a Local Plan Review (LPR), which is reviewing a number of policies. Of pertinence to this application are proposed changes to Policy H1 to align with the Standard Methodology and 35% uplift in Housing Need placed upon 20 towns and cities within England and which has had the effect of increasing the Council's delivery requirements across the Local Plan period.

The LPR recognises that further sites for housing are required in the Borough and that delivery will be met via a range of allocations and windfall sites. In this manner, the proposals, which utilise surplus garden space to bring forward a small scheme of family accommodation, are considered compliant with policy aspirations and will work towards the Council meeting more challenging housing need targets.

### **The National Planning Policy Framework**

- 4.7 The revised National Planning Policy Framework (NPPF) was published in December 2023 (with subsequent minor amendments) and sets out the Government's planning policies for England and how the policies are expected to be applied.
- 4.8 Paragraph 7 of the NPPF sets out that the purpose of the planning system is to contribute to the achievement of sustainable development. To achieve sustainable development, the planning system has three overarching objectives; an economic objective – to help build a strong, responsive and competitive economy, by (inter alia) identifying and coordinating the provision of infrastructure; a social objective – to support strong, vibrant and healthy communities with accessible services that reflect current and future need and support communities' health social and cultural well-being; and an environmental objective – to protect and enhance our natural, built and historic environment (paragraph 8).
- 4.9 The NPPF also seeks to ensure that planning decisions should play an active role in guiding development towards sustainable solutions, particularly urban previously developed locations that are well served by services and amenities, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area (paragraph 9).
- 4.10 Every development proposal has a relationship with these three roles. Paragraph 9 of the NPPF recognises that these roles should guide development to sustainable solutions, but that local circumstances should be taken into account in decision taking.
- 4.11 The NPPF seeks to 'significantly boost' the supply of housing (Paragraph 60) and states that Councils should approve development proposals that accord with the Development Plan without delay (Paragraph 11). The NPPF focuses on the following;
- Building the right number of homes in the right places;
  - Promoting high quality design of new houses and places;

- Attaching greater weight to neighbourhood planning; and
  - Greater responsibility and accountability of Councils and developers for delivery of housing.
- 4.12 Paragraph 60 seeks that a sufficient amount and variety of land can come forward where it is needed, and that the needs of groups with specific housing requirements are addressed. Paragraph 63 states that the size, type, and tenure of housing needed for different groups in the community should be addressed and reflected in planning policies, including families with children.
- 4.13 Paragraph 70 highlights that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. Local planning authorities are required to support the development of windfall sites through decisions giving great weight to the benefits of using suitable sites within existing settlements for homes; and working with developers to encourage the sub-division of large sites where this could help to speed up the delivery of homes.
- 4.14 Paragraph 180 highlights the need for planning decisions to minimise impacts on and improve net gains for biodiversity. The guidance is further supported by statutory law (Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment act 2021) ) requiring new development to achieve 10% BNG.

## **5.0 ASSESSMENT OF THE PROPOSED DEVELOPMENT**

- 5.1 This section provides an assessment of the Proposed Development against relevant national, and local planning policies and standards. It should be read in conjunction with the relevant specialist technical reports accompanying the Application.
- 5.2 The main planning issues raised by the Proposed Development are:
- Principle of Development,
  - Design and Layout,
  - Parking Strategy,
  - Amenity, and
  - Ecology.

### **Principle of Development**

- 5.3 The Site is not constrained in terms of any heritage, geological, ecology, or landscape designations.
- 5.4 Policy H11 (Development of Private Residential Gardens) in the Local Plan states that, in principle, the sub-division of garden land to create new housing is acceptable subject to complying with detailed criteria aimed at ensuring good design and standards for the proposed development, and ensuring that no unacceptable impacts occur.
- 5.5 The Principle of Development is clearly in accordance with the Local Plan as the use of this large, under-utilised garden land will provide two well-planned, family-sized homes each with their own private amenity and on-site parking.
- 5.6 The Site itself is sustainable and highly accessible and is within an area of established residential development including smaller, more dense housing development than the proposal within the immediate vicinity.
- 5.7 The Site further benefits from access to amenities and services in Reading town centre and in close proximity to the site which can be accessed by different transport modes including walking, cycling and nearby bus routes. In all these respects, the Proposed Development will accord with the advice contained in the NPPF and the Reading Borough Local Plan.

## **Affordable Housing**

Policy H3 of the Local Plan governs the provision of Affordable Housing within the Borough, with this being amplified within the Affordable Housing SPD 2021. For sites of 1-4 dwellings, the off-site contribution equates to 5% of GDV of the development.

The applicant agrees to this provision, in principle, with the details of GDV assessment to be set through the S106 Agreement. It is noted that this element may be subject to viability, with this subject to the Applicant understanding other potential costs and contributions required by the Council through the course of post-submission negotiations with Officers.

## **Design and Layout**

- 5.8 Policy H2 (Density and Mix) and Policy H11 (Development of Private Residential Gardens) states that proposals should be informed by the character and mix of houses in the area of a proposal. The local area is primarily residential in nature comprising a wide range of housing styles, scale, density and design typologies.
- 5.9 The Proposed Development has been designed to be accommodated readily within its plot and to respect the street scene and character of the wider local area as well as the immediate neighbouring amenities. Both dwellings will benefit from ample private usable garden space without causing overlooking or significant disturbance. Two detached family-sized homes on the Site are perfectly acceptable in all these regards.
- 5.10 It is notable that No 6 Wingrove Road, an end-of-terrace property immediately to the west of the Site, does not have any windows in the upper floor facing east (towards the Site). Therefore, no upper floor overlooking / inward looking will occur. 6 Wingrove is further separated from the Site by a single-storey garage meaning that there is ample separation distance and breathing space between liveable rooms.
- 5.11 The internal design and layout of each proposed dwelling is in accordance with the Local Plan as the proposed development provides adequate internal adaptable floorspace by complying with the Nationally Described Minimum Space Standards for internal space requirements. Externally, the garden space provided is comparable to the floorspace of the dwelling in line with the Policy H10 guidance.

## **Parking Strategy**

- 5.12 Policy TR5 (Car and Cycle Parking and Electric Vehicle Charging) states that development should provide car parking and cycle parking that is appropriate to the accessibility of locations within the Borough.

- 5.13 The parking strategy is in accordance with the Local Plan as 4 car parking spaces and 1 visitor space plus EV charging points according with Policy TR5.
- 5.14 Secure cycle storage is proposed for each dwelling in discrete locations out-of-sight from the street scene. This will encourage residents to use a range of active travel modes.

### **Amenity**

- 5.15 Policy CC8 (Safeguarding amenity) states that development must not cause a detrimental impact on the living conditions of existing residential properties in terms of overlooking, privacy, noise, visual dominance etc.
- 5.16 The proposed houses are set within the large, under-utilised garden of the 47 Parkside Road and will both enjoy ample useable private amenity space in accordance with Policy H10 (Private and Communal Amenity space).
- 5.17 The donor property (47 Parkside Road) will continue to benefit from generous usable garden to the rear (west) and very generous usable garden to the frontage (east). The resulting garden area will be generous by any contemporary standard.
- 5.18 Each proposed dwelling will be separated from each other by an acceptable distance and separated from neighbouring properties across the road and to the west and east by ample space. The dwellings will be limited to two storeys in height and are not excessive in terms of mass or bulk and will not dominate the street scene. Both proposed dwellings will benefit from having usable private garden area which by any common standard is sufficient for a family-sized house.

### **Ecology**

- 5.19 Policy H11 and Policy EN12 (Biodiversity and the Green Network) seek to ensure that all development proposal provide for biodiversity net gain. BNG 10% net gain is also a requirement of the NPPF (174b) and the Town and Country Planning Act 1990. The Application is supported by Ecology and BNG advice provided under separate cover by the Ecology Co-op.
- 5.20 No bat roosts or roosting potential was found on the Site, and there was no evidence of, and very little potential for, badger, Dormice or Great Crested Newts.
- 5.21 The ecologists advice concludes that the Proposed Development represents an opportunity for habitat enhancement to benefit insects, birds, and bats. Any planting scheme should include native shrub species and flowering species known to encourage insect diversity. Such enhancement measures are in line with the recommendations of the NPPF and as such should be considered favourably when determining the Application. The enhancement opportunities identified in the Ecology report will result

in new opportunities for nesting birds and roosting bats, and *likely beneficial effects for biodiversity* at the Site should they all be implemented in full.

- 5.22 To meet the 10% BNG requirement, off-site planting of 0.23 habitats units will be required as set out in the BNG Report. It is proposed that, subject to discussion with the Council regarding details of the approach (given that tree planting in private gardens is precluded by guidance), this element is subject to planning condition to allow a planting and maintenance regime to be identified with the legal aspects tied to the S106 Agreement.

## **6.0 S106 HEADS OF TERMS**

- 6.1 The Scope of any prospective Section 106 Agreement will be subject to further detailed discussions during determination of the application. Obligations will be in accordance with Regulation 122 (2) of the Community Infrastructure Levy Regulations 2010 (as amended), which are:
- Necessary to make the development acceptable in planning terms;
  - Directly related to the development; and
  - Fairly and reasonably related in scale and kind to the development.
- 6.2 Reading Borough Council has an adopted Planning Obligation SPD (April 2015), which alongside that discussed at pre-application stage and also prior to validation has helped form the proposed draft Heads of Terms, as set out below.
- 6.3 It is proposed that the Section 106 Agreement may contain planning obligations which could secure obligations for the following:
- Affordable housing contribution, in line with Policy H3, potentially subject to viability
  - Securing off-site Biodiversity Net Gain mitigation
- 6.4 The negotiation of the above detailed obligations will have regard to all relevant site specific constraints and considerations, any CIL liability and the overall viability of the Proposed Development.

## 7.0 CONCLUSION

- 7.1 This Planning and Affordable Housing Statement has been prepared by Opus Works on behalf of Gables Homes Limited ('the Applicant') to accompany a planning application for the following description of proposed development ('the Proposed Development'):

*"The erection of two three-bedroom detached dwellings comprising two storeys, together with on-site car parking, secure cycle parking and refuse storage, together with landscaping. Vehicular and pedestrian access via Wingrove Road, following the demolition of all structures on the Site."*

- 7.2 The Site is located in a highly accessible and sustainable residential suburban location which benefits from good access to a wide range of services and amenities which can be reached through walking, cycling or using nearby bus routes.
- 7.3 The optimisation of the Site from private garden land to additional residential use will play a part in helping to meet the huge increased demand for homes in Reading, and accords with the principles set out in Local Plan Policy H11 and the NPPF which recognises the important role that small sites play in meeting housing need.
- 7.4 The Site is not subject to any specific designations or constraints. It is not affected by heritage assets and is not affected by flooding or flood risk. There are no landscape features or tree preservation orders affecting the Site. One Category B Lime is proposed for removal from the eastern side of the Site but that tree has been surveyed and has been concluded to have limited amenity value.
- 7.5 The Proposed Development will result in the delivery of two detached family-sized homes each served by ample private useable garden space to the rear and side aspects, and benefiting from cycle storage, and plentiful on-site parking. The donor property (47 Parkside Road) will continue to benefit from generous useable garden to the rear (west) and very generous useable garden to the frontage (east). The resulting garden area will be generous by any contemporary standard.
- 7.6 The scale, mass, and appearance of the Proposed Development is perfectly acceptable in this architectural mixed and diverse suburban area of housing. Distances between the proposed dwellings and established residential properties are acceptable and will ensure that there are no unacceptable impacts regarding noise, overlooking, or dominance. In addition, the street scene will be improved through the demolition of the existing unsightly blockwork wall.
- 7.7 The internal design and Layout of each proposed dwelling is in accordance with the Local Plan as the proposed development provides adequate internal adaptable floorspace by complying with the Nationally Described Minimum Space Standards for internal spaces requirements.

- 7.8 The Proposed Development will, if approved, include a financial contribution towards off-site affordable housing, in accordance with Policy H3, together with Community Infrastructure Levy (CIL) contributions. These matters have a social and economic benefit and should be afforded weight in the determination process.
- 7.9 Similarly, a commitment to provide off-site biodiversity net gain mitigation is provided, which will be secured through both planning conditions to set the detail of proposed planting and the associated management and maintenance regime and legally bound vis S106 Agreement.
- 7.10 In light of the financial burden upon the Applicant and the size of the scheme proposed, it is considered that such matters are subject to negotiation and agreement post-consent.
- 7.11 The enclosed technical reports accompanying the Application clearly demonstrate that the proposed residential use (Class C3) will not give rise to harmful impacts on any matters of importance (including ecology) and therefore the garden land of 47 Parkside Road can be redeveloped to residential use to deliver two much needed family-sized homes.
- 7.12 In these respects, the Proposed Development accords with national and local planning policy and should be approved subject to conditions and a legal agreement.

