

DELEGATED APPLICATION REPORT

Ward: Southcote Ward

App Ref: PL/25/0491

Address: 47 Parkside Road, Reading, RG30 2BT

Proposal: Erection of 1no. five-bedroom detached dwelling 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.

Applicant: Mr Mark Barrett

Target Decision date (with e.o.t): 8th August 2025

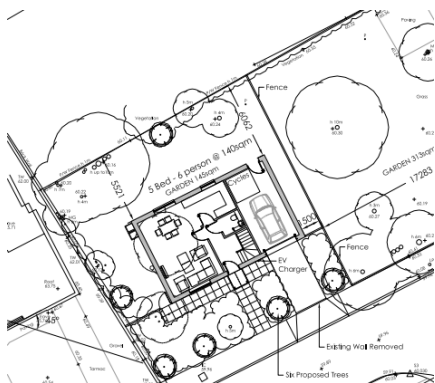
Case Officer: Louise Coveney- Fuller

Application Site

The site relates to land to the rear of No.47 Parkside Road and forms part of the garden of No.47 Parkside Road. 47 Parkside Road is a residential dwelling (C3). To the south lies Wingrove Road. Whilst not protected by a TPO, there are several trees on the site. Part of the site (No.47 Parkside Road itself) is within an air quality management area.

Proposal

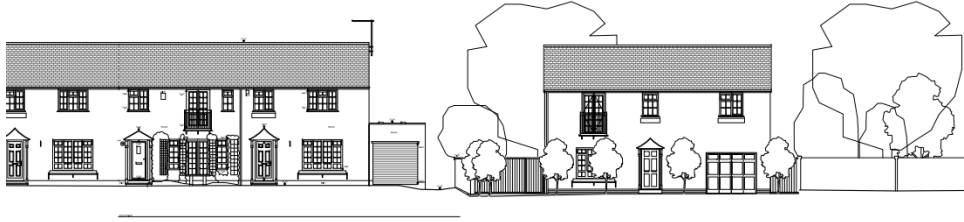
The proposed development seeks permission for the erection of a five-bedroom detached dwelling comprising two storeys, together with on-site car parking, secure cycle parking and refuse storage, together with landscaping. Vehicular and pedestrian access via Wingrove Road, following the demolition of all structures on the Site.



- (Proposed Site Layout Plan- Land to the rear of No.47 Parkside Road)



-(Proposed Street Scene view from Parkside Road)



-(Proposed Street Scene view from Wingrove Road)

Relevant Planning History

PL/24/0414- Two proposed 3-bed four-person detached properties with associated parking and gardens.- Withdrawn

Representation

A site notice was displayed by the Case Officer. This has met the statutory consultation requirements for the application.

Internal Consultations

Natural Environment- Objection (see appendix)

Ecology- Objection (see main body of report)

Highways- Objection(see appendix)

Equality Act 2010:

In determining this application, the Council is required to have regard to its obligations under the Equality Act 2010. However, there is no indication or evidence (including from consultation on the application) that the protected groups identified by the Act have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Therefore, in terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

LEGAL AND PLANNING POLICY CONTEXT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise.

Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. The following local and national planning policy and guidance is relevant to this application:

PLANNING POLICY

The following local and national planning policy and guidance is relevant to this application:

National Planning Policy Framework (2024)

National Planning Policy Guidance (2014 onwards)

Reading Borough Local Plan (2019)

CC1: Presumption in Favour of Sustainable Development

CC2: Sustainable Design and Construction

CC3: Adaptation to Climate Change

CC5: Waste Minimisation and Storage

CC6: Accessibility and the Intensity of Development
CC7: Design and the Public Realm
CC8: Safeguarding Amenity
CC9: Securing Infrastructure
EN1: Protection and Enhancement of the Historic Environment
EN4: Locally Important Heritage Assets
EN12: Biodiversity and the Green Network
EN14: Trees, Hedges and Woodland
EN15: Air Quality
EN16: Pollution and Water Resources
H1: Provision of Housing
H2: Density and Mix
H3: Affordable Housing
H5: Standards for New Housing
H10: Private and Communal Outdoor Space
H11: Development of Private Residential Gardens
TR1: Achieving the Transport Strategy
TR3: Access, Traffic and Highway-Related Matters
TR5: Car and Cycle Parking and Electric Vehicle Charging

RBC Supplementary Planning Documents

Affordable Housing SPD (2021)
Planning Obligations Under Section 106 SPD (2015)
Revised Parking Standards and Design SPD (2011)
Sustainable Design and Construction SPD (2019)
Biodiversity Action Plan (2021)
Tree Strategy (2021)

Other relevant documentation / guidance / legislation

National Design Guide: Planning practice for beautiful, enduring and successful places (2019)

Local Plan Update

The current version of the Local Plan (adopted in November 2019) turned five years old on Tuesday 5th November 2024. The Local Plan was reviewed in March 2023 and around half of the policies in the plan are considered still up to date. However, the rest need to be considered for updating to reflect changing circumstances and national policy. A consultation version of the draft updated version of the Local Plan was published on 6th November 2024.

Although there is a five-year period for carrying out a review of a plan after it is adopted, nothing in the NPPF or elsewhere says that policies automatically become “out of date” when they are five years old. It is a matter of planning judgement rather than legal fact whether a plan or policies within it are out-of-date. This will depend on whether they have been overtaken by things that have happened since the plan was adopted, either on the ground or through changes in national policy, for example.

Officer advice in respect of the Local Plan policies pertinent to this application listed above is that they remain in accordance with national policy and that the objectives of those policies remains very similar in the draft updated Local Plan. Therefore, they can continue to be afforded weight in the advice given below and are not considered to be ‘out of date’.

Planning Considerations

Principle of Development

The site would be considered a windfall site in accordance with the NPPF. It is noted that the provision of housing would assist with meeting the Council’s objectively assessed need in accordance with Policy H1. However, it is afforded limited weight as it is a generic benefit for residential schemes against a backdrop of high housing delivery, as well as all other policy

requirements, including design, character, and amenity considerations outlined below. The land is garden land and not previously developed.

Design and Character

Policy CC7 (Design and the Public Realm) aims to preserve or enhance the character of the area in which a development is in terms of layout, landscape, density, scale, height, massing, architectural detail and materials. Policy H11 seeks to ensure that development of land which includes land currently or formerly within the curtilage of private residential gardens: make a positive contribution to the character of the area, provide adequate size and dimensions to accommodate the development proposed, provides appropriate access, does not lead to tandem development, minimises exposure of private boundaries to public areas, does not cause significant detrimental impact to the amenity of existing nearby occupants, emphasises the provision of family-sized housing, provides a biodiversity net gain, and does not prejudice the development of a wider area.

The NPPF (Para 131) sets out that good design is a key aspect of sustainable development. The National Design Guide identifies 10 key components for good design and of particular note is the characteristic of 'Context' and it states that "well-designed new development responds positively to the features of the site itself and the surrounding context beyond the site boundary. It should enhance positive qualities and improve negative ones." Additionally, there is specific reference to 'views inwards and outwards'.

Policy H10 (Private and Communal Outdoor Space) states that the design of outdoor areas will respect the size and character of other similar spaces in the vicinity.

The proposed Dwelling would front Wingrove Road, which is characterised by rows of terraced properties with an open feel. The proposal dwelling is at odds with the existing pattern of development within the vicinity of Wingrove Road which consist of terraces to the west of the site (and properties to the south) and would sit within the characteristically large garden of no.47 Parkside Road.

Furthermore, there would appear to be insufficient space for meaningful amenity areas and soft landscaping which results in a cramped overdevelopment of the site, harmful to the appearance of the area and its spacious character. Furthermore, the siting, of the development fails to respect the existing building lines of adjacent properties and as such appears at odds failing to harmonise with the character of the area.

The significant reduction in the garden of No.47 Parkside Road would not be in keeping with the deep gardens and spacious character of Parkside Road.

The proposal would be a significant change to the character and appearance of the area and be detrimental to the overall spaciousness and openness presented between the distinctly different areas in which the site is related to. Therefore, the proposal is considered to be overdevelopment in scale and form of the proposed site and would therefore be considered to be in conflict with Policy CC7 of the Reading Local Plan (2019).

Overall, the layout of the development within the plot relative to the transition between the two distinct grains of the area is not considered to provide a sufficiently spacious layout to accommodate the development. This results in significant harm to the character and appearance of the area contrary to policies CC7, H10, H11, and paragraph 131 of the NPPF 2024.

Impact on Amenity

Policy CC8 and H11 of the Reading Local Plan relate to protection of, and provision for, amenity of residents. The proposed development would, as it is infill development introduce a new dwelling, windows, and potential concerns for the amenity of existing and proposed residents. Policy H10 requires development to be provided with functional open space to meet the needs of the development.

The supporting text of Policy H10 states that a useful guide for proposals for dwelling is that the outdoor space should be no less than the gross floor area of the dwelling to which such as pruning requires permission.

In terms of the impact of the proposal on the amenities of the neighbouring properties no concerns are raised in relation to an overbearing or overshadowing impact. Taking into consideration the heavy landscaping which is currently present on site and is noted that is to be retained this cannot be guaranteed. As such, there are still significant concerns in relation to actual direct overlooking onto the private amenity space of No.47 Parkside Road and No.49 Parkside Road.

In addition to these concerns, further concerns are raised in relation to the proposed garden space for the new dwelling and the resultant garden space for No.47 Parkside Road. For these reasons the proposed garden is not considered to offer the quality of outdoor amenity space that is a key characteristic to Parkside Road. As such, the proposal is not considered to comply with Local Plan policies CC8, H10, and H11.

Impact on Natural Environment - Trees/Landscaping

Policy EN14 (Trees, Hedges and Woodland) seeks to protect trees, groups of trees, hedges and woodland from damage or removal, extend the Borough's vegetation cover and that development should make provision for tree planting whilst Policy CC7 (Design and the Public Realm) seeks proposals should include appropriate landscaping.

The proposed development is not currently supported on tree and landscape terms. The tree issues relate primarily to the limited 'useable' garden space unimpacted by trees hence the future pressure for pruning or felling. Furthermore, The impact to the street scene will be detrimental, due to the demolition of a wall and the removal of a tree, and other soft landscaping, to facilitate the construction of a large house will significantly alter the character and appearance of Wingrove Road.

The development fails to demonstrate a lack of harm to protected trees of high amenity value and is, by virtue of the proximity to retained trees, is likely to result in future pressure to prune or fell contrary to Local Plan Policy EN14 and aims of the adopted Tree Strategy (2021).

Impacts on Ecology

The subject site comprises a large residential garden, which has been cleared of most vegetation prior to the application having been lodged. The site is within an identified green link as per policy EN12 of the Local Plan (2019). In accordance with Policy EN12, all development would be expected to not result in a net loss of biodiversity. Any net gain should be provided wherever possible. Mandatory biodiversity net gain requirements as implemented in 2024 also apply to the proposed development.

As per Schedule 7A, paragraph 6 of the Town and Country Planning Act states that if activities on land on or after 30 January 2020 has taken place other than in accordance with a planning permission and as a result the biodiversity value of the onsite habitat is lower than it would otherwise have been, the pre-development biodiversity value of the onsite habitat is to be taken to be its biodiversity value immediately before the carrying on of the activities.

The details of the existing baseline, and proposed biodiversity gain provided are not considered to be accurate, nor are they able to be secured in accordance with the requirement for a 30 year biodiversity net gain, with the priority being on site in accordance with the BNG hierarchy. As such, the applicant has failed to demonstrate compliance with Policy EN12, and has failed to demonstrate the pre-development value accurately in accordance with published biodiversity net gain guidance by the Department of Environment, Food & Rural Affairs.

Transport Considerations

Policies TR1 (Achieving the Transport Strategy), TR3 (Access, Traffic and Highway-Related Matters) and TR5 (Car and Cycle Parking and Electric Vehicle Charging) seek to address access, traffic, highway and parking relates matters relating to development.

The proposed development has failed to demonstrate adequate parking spaces, visibility splays from the proposed access, to the satisfaction of the Highway Authority. The intensification of the access and use of the existing road combined with the lack of such visibility would result in an unacceptable degree of hazard to all highway users to the detriment of highway safety. Contrary to Policies TR1 (Achieving the Transport Strategy) and TR3 (Access, Traffic and Highway related matters) of the Reading Local Plan 2019 and the advice contained within the NPPF 2024.

Affordable Housing

Policy H3 (Affordable Housing) requires that for schemes of 1-4 dwellings a financial contribution to enable the equivalent of 10% of the housing to be provided as affordable housing elsewhere within the Borough. In accordance with the adopted Affordable Housing SPD 2021 this equates to contribution equivalent to 5% of the GDV of the development. An informative will specify that this reason for refusal could be overcome, in the context of an acceptable scheme in all other respects, by entering into a s106 or unilateral undertaking.

Sustainability Considerations

In accordance with Policies CC2, and H5 of the Reading Local Plan (2019) all development would be required to demonstrate how it is proposing to be constructed to address climate change. In this instance, the proposal is sought to be built to acceptable standards. As such, should the recommendation had been to approve, a condition would have been attached to secure post construction certification that an appropriate standard had been met in line with the appropriate acceptable standard.

Waste Considerations

The proposal includes bin storage allocated within the application site as shown on the block plan, and waste collection would be presented to the highway on collection days. This would be considered acceptable. No bin collection pads would be supported, and a suitable worded condition could be attached to a permission should approval have been recommended.

CIL

The proposal would be a Community Infrastructure Levy (CIL) liable development if approved. If the scheme had been acceptable an informative would have been attached to the decision notice to advise the applicant of their responsibilities in this respect.

Conclusion

Though the proposal would provide and additional dwelling on a windfall site which would assist in meeting Reading's objectively assessed needs, the proposal would fail to represent a high quality development which fits with the existing urban layout and urban grain, and would represent overdevelopment of the plot. The impacts of the proposal on trees, and potential for further impacts to trees as a result of the poor quality of outdoor amenity spaces which is significantly overshadowed and would result in increased pressure to prune protected trees. The applicant has failed to demonstrate the appropriate baseline for the site and therefore that there would be no net loss in biodiversity, and a net gain in accordance with mandatory requirements.

Officer Note – (Please see Appendices)

Appendix 1-Natural Environment Consultee Comments

Appendix 2 --Highways Consultee Comments

OFFICER RECOMMENDATION:
REFUSE for the following reasons:

1. The proposed development, due to its excessive scale and plot coverage and inappropriate layout would represent a cramped form of development within the site which fails to accommodate buildings, existing building lines, parking areas, private amenity, and landscaping in a manner that respects and enhances the character and appearance of the area. For these reasons, the proposals would result in overdevelopment of the site. The proposal is therefore contrary to Policies CC7 (Design and The Public Realm) and H11 (Development of Private Residential Gardens) of the Reading Borough Local Plan 2019 and paras, 96, 135, 139, 203, 205 of the NPPF 2024.
2. The proposed development would provide insufficient private amenity space harmful to the amenity of future occupiers of both resulting plots and the occupiers of No.49. Contrary to Policies CC8 (Safeguarding Amenity) H10 (Private and Communal Outdoor Space) of the Reading Local Plan 2019 and the advice contained within paras, 96, 135, 139, 203, 205 of the NPPF 2024.
3. The excessive scale of the proposed dwelling, and cramped arrangement within the plot and the proximity to existing established trees and other vegetation would result in the need to prune trees to implement the proposal, and an increased pressure to manage and prune the trees in the future. This maintenance could lead to future harm to and loss of the trees, contrary to Policy EN14 (Trees, Hedges and Woodland) of the Reading Local Plan 2019, objectives 5 and 11 of the Reading Tree Strategy (2021) and the advice contained within paras, 96, 135, 139, 203, 205 of the NPPF 2024.
4. The proposed development, has failed to demonstrate adequate space for vehicle parking and visibility splays from the proposed access. The intensification of the access and use of the existing road combined with the lack of such visibility would result in an unacceptable hazard to all highway users to the detriment of highway safety. Contrary to Policies TR1 (Achieving the Transport Strategy) and TR3 (Access, Traffic and Highway related matters) of the Reading Local Plan 2019.
5. The proposed development would result in an unacceptable loss of biodiversity. As such, conflicts with Policy EN12 (Biodiversity and the Green Network) of the Reading Borough Local Plan 2019 and schedule 7A of the TCPA 1990 (as inserted by Schedule 14 of the Environment Act 2021) which seek to ensure development does not result in a net loss of biodiversity.
6. In the absence of a completed legal agreement to secure an acceptable contribution towards the provision of Affordable Housing, the proposal fails to contribute adequately to the housing needs of Reading Borough, contrary to Policies H3 (Affordable Housing) and CC9 (Securing Infrastructure) of the Reading Borough Local Plan 2019 and the Council's Adopted Affordable Housing Supplementary Planning Document 2021.

Appendix 1- Natural Environment Consultee Comments

The Site of 47 Parkside Road is located in an AQMA and on a tree lined street. In such areas, trees are particularly valuable and tree retention and planting are a high priority alongside any development.

The site has been subject to pre-application in 2023 and an application for 2 houses in 2024. On both occasions, the need for a net gain in tree numbers (given some felling was inevitable) was emphasised, along with the inclusion of tree planting on the Wingrove Road boundary.

After assessing the Arboricultural Impact Assessment & Method Statement, 20th February 2025, Ref: jwmb/rpt2/47parkside/AIAAMS, I have the following comments:

I note the 2no. Apple trees (both C category) are to be removed. In section 1.3.2, the justification for the loss of 2no. trees is as follows: 'The loss of these trees is a low and acceptable impact. Replacement planting is policy compliant, i.e. on a 3:1 basis. Two trees are proposed for removal, and six trees are proposed for replacement.' I note that the proposed garden space is relatively small and already populated with trees. The replacement replanting may hinder the usable garden space hence inclusion of additional tree in the rear garden may not be prudent. The Design and Access Statement, March 2025, Ref: 18034 DA01A, states 'To mitigate their loss we propose to plant two trees within the new development'. This conflicts what is suggested in the AIA. The Proposed Site Plan, February 2025, Project No. 18034, shows the inclusion of 6no. replacement trees. The assurance of replanting 6no. replacement trees, rather than 2no., is to be demonstrated in a Landscape Plan, which in the DAS has been stated that the developer is happy to provide, in order to demonstrate the feasibility of planting this number of trees.

If the DAS is to be an approved document, it is necessary to update this to be consistent with tree planting on this landscape plan. I have also noted from the AIA 1.4.4 that 'Site works will take place beyond the root protection area (RPA) of retained trees and canopies.' - the development of the footpath falls underneath T24's canopy (and on edge of its RPA) and the proposed fence also falls underneath T25's canopy - making this statement inaccurate. In addition, the existing wall to be demolished is within the RPAs of T24 & 25 hence needs consideration.

3.2.1 states 'The RPAs will lie within the TPZ and, therefore, be fully fenced off unless appropriate ground protection is offered or if the impact on the RPA is deemed very low and acceptable'. T24 has its RPA exposed to the development of the proposed footpath, with a small section of it being unprotected. However, this is a small impingement, and the fencing proposed will force works to take place outside the majority of the RPA. The AIA also does not acknowledge treatment recommendations, specific to the BS5837 2012 recommendations, when discovering tree roots. We would expect to be demonstrated, especially when working in close proximity to an exposed RPA, and before concluding whether the impact is acceptable. There is a mention of root treatment within

3.4.1, however it only covers 'Routing & Installation of Services' – not all aspects of the development. Any peripheral roots of T24 on the edge of the footpath and roots of T25 for fencing should be considered.

The details of 'appropriate ground protection' (3.2.1) to justify the exposure, is not demonstrated and therefore, not acceptable. As stated, 'New service runs should avoid RPAs of retained trees where possible'. It should be ensured that these are considered at an early stage to avoid both RPAs and the location of new trees. The proposed footpath is located underneath T24's canopy, which currently only has 1.5m ground clearance, which is not enough clearance to walk or work underneath and may require more facilitation pruning (none is specified). Similarly, the new fence is proposed under the canopy of T25 Holly, which currently has 0m ground clearance. Not all elements of the proposal have been considered in the AIA. As indicated above, the specifications for the installation of the proposed fencing have not been submitted. Fence posts and foundations, which intrude into soil, can have a negative impact on trees. The TPP shows the

proposed fence being developed within the RPA of T25 and potentially other trees, if new posts or foundations are needed. This is generally acceptable as intrusions for fence posts are minimal, however the AMS needs to show the construction method of the fencing and how the impact to the trees would be mitigated, specifically dealing with the installation of fence posts.

A concern is the potential future impact this development may have on the trees. The proposed development is in close proximity to the canopy of several trees, which will put pressure on the trees to be pruned in the future to provide adequate clearance. It may also increase the pressure to remove these trees as the BS5837 2012 states "The relationship of buildings to large trees can cause apprehension to occupiers or users of nearby buildings or spaces, resulting in pressure for the removal of the trees" As mentioned above, the proposed 'useable' rear garden space will be limited due to the retained and replanted trees, which includes 1 young & 1 early-mature Maple and one young Oak, all with potential for significant growth. This may also increase the pressure to remove or prune the trees in the future. The AIA states 'Removal of the hazel branch (tree 16), shown at Appendix E, will improve the quality of the rear garden space'. I would be concerned that future pruning or removal of trees would be justified on the same grounds, as it is in this instance.

The impact to the street scene will be detrimental. The demolition of a wall and the removal of a tree, and other soft landscaping, to facilitate the construction of a large house will change the character of that section of the Wingrove Road. No doubt you will be considering this. It is unclear from submissions what, if any boundary treatment is included on this frontage – if you are unclear, you may wish to clarify this.

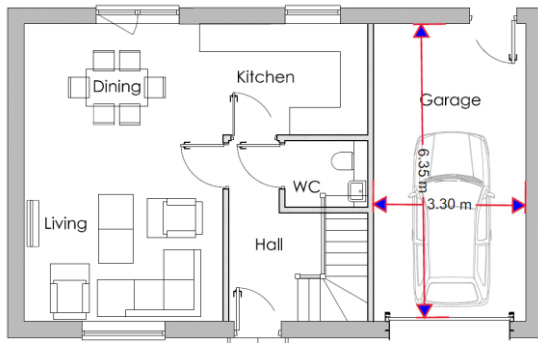
To conclude, the proposed development is not currently supported on tree and landscape terms. The tree issues relate primarily to the limited 'useable' garden space unimpacted by trees hence the future pressure for pruning or felling. Prior to a decision, if it is to be approved, a landscape plan should be submitted confirming the number and location of proposed trees and other landscaping (which could include a hedge on the Wingrove Road frontage). If approved, Condition L2 is applicable. Condition L3 (boundary treatment) is applicable regarding the proposed fencing and any front boundary treatment. The current AMS that is submitted does not include all aspects of the proposal and is not considered an adequate AMS, hence Condition L7 is applicable.

I note in 1.3.2 of the Arb document that the soil type is identified as clay type. As such the soil is vulnerable to seasonal volume changes, exacerbated by nearby vegetation and trees. I25 Advice about foundations in relation to tree related subsidence would therefore be appropriate.

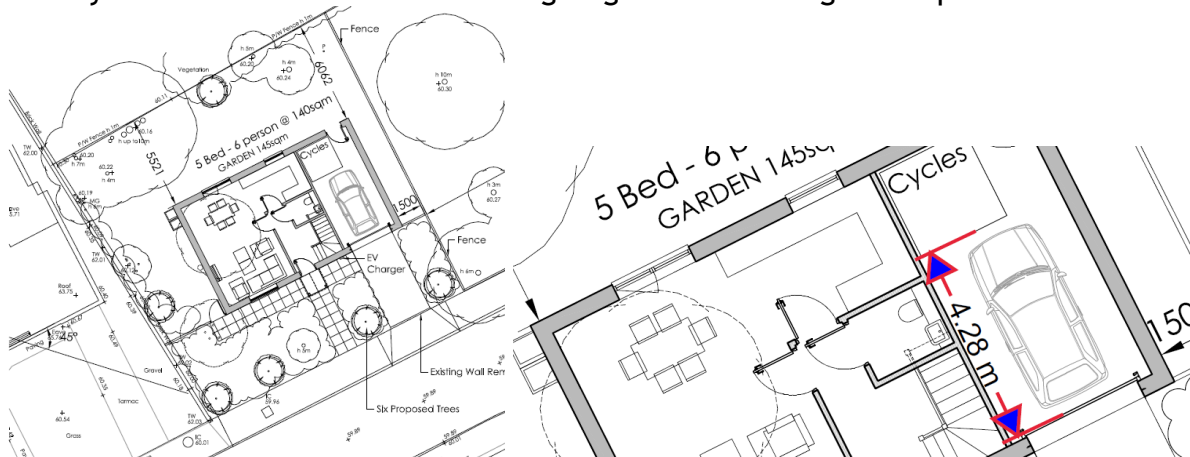
Appendix 2- Highways Comments

The site is within Zone 2, the primary core area but on the periphery of the central core area which lies at the heart of Reading Borough, consisting primarily of retail and commercial office developments with good transport hubs. The application the construction of 1 x 5 bedroom dwelling in the rear garden area of No47, proposed dwellings will be accessed from newly created vehicle crossing from Wingrove Road.

In accordance with the Councils current Parking Standards and Design SPD the new dwelling would require 2 off street parking spaces. Submitted floor plans illustrate a garage is to be provided, the recommended internal dimensions for a single garage as stated in the Councils current Parking Standards and Design SPD are 7m x 3m. While the width meets requirements the length falls short. The garage door opening into the garage further restricts the available space.



The site plan (extract below) illustrates cycle storage within the proposed garage which would further reduce the existing space, the reduced length of the garage can only be considered if cycle storage is moved into a secure garden shed located in the private amenity area and the direction of the garage door is changed to open outwards.



A second parking space is provided in front of the garage the introduction of a vehicle crossing will require a license from the Highways team. **Plans are required illustrating the proposed vehicle access point, visibility splays of 2.4m x 43m.** The applicant has made reference to visitor parking, as previously advised this is not a requirement for this development and should not be a substitute for the 2 parking spaces required for the development.

The Design and Access Statement states that the footpath is to be extended from No6 Wingrove across the frontage of the site to facilitate pedestrian movement. A license will be required to approve and undertake all works on the public highway. This also includes strengthening of the footway (if appropriate) where there are utility covers, drainage gully's etc. This will need to be illustrated on plans.

The existing dwelling (No47) will continue to be served via the existing vehicle access from Parkside Rd where existing on-site parking provision exists (although this has not been illustrated on plans).

The Council's Local Transport Plan 3 Strategy 2011 - 2026 includes policies for investing in new infrastructure to improve connections throughout and beyond Reading which include a network of publicly available Electric Vehicle (EV) charging points to encourage and enable low carbon or low energy travel choices for private and public transport. The Councils Local Plan was adopted in November 2019 and this includes a requirement at Policy TR5 for each new house to be provided with an electric charging point. This has been illustrated on plans and is deemed acceptable. The installation of the charging point will need to conform with the latest building regulations.

In accordance with the adopted Parking SPD, the development is required to provide a minimum of 2.00 cycle parking spaces. As stated above this will need to be provided and illustrated on plans in a secure garden shed/storage unit within the private garden area.

Bin storage should not be located further than 10m from the access point of the site to avoid the stationing of service vehicles on the carriageway for excessive periods and should comply with Manual for Streets and British Standard 5906: 2005 for Waste Management in Buildings to avoid the stationing of service vehicles on the carriageway for excessive periods. It is assumed that refuse ins will be collected kerb side as is the case for other dwellings on the road, however bin collection/storage areas will need to be illustrated on plans. **Revised Plans required.**

A CMS would be required for this development if the application was approved.