

Planning & Heritage Statement

**Ashfield, 5 Kendrick Road,
Reading, RG1 5DU**

Prepared For
Mr and Mrs Turner

10726
August 2026

Including:
Design and Access Statement
Affordable Housing Statement



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CONTENTS

1	INTRODUCTION	1
	The Site and its Surroundings	1
	Planning History	1
2	PLANNING POLICY	3
3	ASSESSMENT	5
	Housing Provision Including Affordable Housing	6
	Residential Amenity	7
	Access and Parking	8
	Heritage	8
	Conclusions	11



1 INTRODUCTION

- 1.1 On behalf of our client, **Mr and Mrs Turner**, the Owners of Ashfield, 5 Kendrick Road, Reading, we hereby submit this application for the change of use of the existing Annexe to a Self-Contained Dwelling.

THE SITE AND ITS SURROUNDINGS

- 1.2 5 Kendrick Road is located on the eastern side of Kendrick Road situated behind a brick and timber panel boundary wall. The main dwelling, Ashfield, is a large detached dwelling set across three floors with basement. The Annexe is located to the north of the main dwelling and is set across three floors.
- 1.3 The site and its current curtilage were established circa 2008 as part of the proposals for the demolition works to Mansfield Hall and the construction of the student halls of residence to the west (Kendrick Hall). The garden associated with the Annexe is separated from the main dwelling by a brick wall previously forming the historic boundary with 3 Kendrick Road and measures approximately 364sqm.
- 1.4 More widely, the site is also located within Kendrick Road Conservation Area with the main house is identified within the Conservation Area Appraisal as a property of *'Townscape Merit'*.

PLANNING HISTORY

- 1.5 The most relevant planning history is application **PL/19/1686** which was granted on 30 July 2020 for a detached garage and annexe building, subject to compliance with two conditions and a Section 106 legal agreement. The conditions related to the approved drawings and use of materials whilst the legal agreement stipulates at 'The Second Schedule' that the Owner covenants with the Council:



1. Not to sell lease sub-let or otherwise dispose of or part with possession of the Outbuilding or any part or parts thereof separately from the Principal Dwellinghouse
2. Not to sell lease sub-let or otherwise dispose of or part with possession of the Principal Dwellinghouse or any part or parts thereof separately from the Outbuilding
3. Not to occupy the Outbuilding at any time other than for purposes ancillary to the residential use of the Principal Dwellinghouse

1.6 The Officer delegated report to the original permission sets out the Local Planning Authority's reasoning in approving the application and for requiring the Owner to enter into the legal obligation. Under the heading 'Principle of Development' within the Delegated Report, the Officer acknowledged that the annexe building benefits from all relevant facilities for self-contained living, noting however that the property would have shared garden, parking and access arrangements with the main house, Ashfield. The Officer concluded that to comply with Local Plan policy H9 it would be necessary to secure a legal agreement.



2 PLANNING POLICY

- 2.1 Section 70 of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require that planning applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 2.2 The relevant Development Plan here is The Local Plan, which was adopted in 2019. Set out below is a non-exhaustive list of policies which we have identified as relevant. These should be read alongside the non-statutory Supplementary Planning Documents (SPD) and the National Planning Policy Framework (NPPF). SPDs and the NPPF do not form part of the Development Plan, but they are material in the consideration of applications.
- 2.3 Separately, the Council has submitted a 'Local Plan Partial Update' to the Planning Inspectorate (PINS) for independent examination. The hearing sessions were held variously between November 2025 and February 2026. Should the Local Plan Partial Review be adopted then this will supersede the Local Plan 2019.
- 2.4 The following policies and guidance documents are identified as relevant to this application:

Local Plan 2019

- EN1 Protection and enhancement of the historic environment
- EN3 Enhancement of conservation areas
- EN12 Biodiversity
- H1 Housing Provision
- H3 Affordable Housing
- H5 Standards for New Housing
- H8 Residential Conversions
- H10 Private and Communal Outdoor Space
- H11 Development of Private Residential Gardens
- TR3 Access, Traffic and Highway Related Matters
- TR5 Car and Cycle parking



Supplementary Planning Documents

- Revised Parking Standards and Design
- Affordable Housing



3 ASSESSMENT

- 3.1 As identified already, the Annexe under planning application PL/19/1686 was primarily assessed against Local Plan Policy H9 of the Local Plan which relates to *'house extensions and ancillary accommodation'*. It sets out that ancillary accommodation, such as granny annexes, will be acceptable where it would not be capable of operating as a separate dwelling which could be let or sold separately. The application PL/19/1686 was submitted under the terms of ancillary accommodation and therefore, policy H9 was relevant at that time.
- 3.2 However, since the determination of the original application the circumstances of the Owner have changed. The annexe was constructed with the intention of the Applicant's (Mr Turner) mother living with the family, so that the family could care for her. Unfortunately, Mr Turner's mother sadly passed away in December 2021. Since that time, the annexe has been occupied by friends of the family, staff and the Applicant's eldest daughter prior to her leaving for university. In this respect, the annexe functioned very much as was originally intended as ancillary to the main dwelling.
- 3.3 Due to the death of Mr Turner's mother and the Applicant's daughter leaving home, the annexe is now effectively surplus to requirement. Due to the restrictive covenants of the S106, it is not possible for the Applicant to let or lease the annexe.
- 3.4 Separately, the Applicant's family is now grown and the Principal House, Ashfield, exceeds their requirements and they are in effect under occupying a family home in a sustainable location. The Applicant therefore would like the opportunity to move into the annexe and occupy the annexe as their main dwelling. In this scenario however, this would leave a large family home empty. The Applicant therefore wishes to seek planning permission to allow the annexe to be used as an independent self-contained dwelling; and in turn allow for Ashfield to be let independently as a family home. This in turn will require the relaxation of the requirements of the S106 following approval of this application.



- 3.5 Putting this proposed scenario into context of the Local Plan, it is clear that the Applicant occupied the annexe as was intended by the planning permission as ancillary accommodation and accorded with policy H9. Those circumstances have changed. To avoid fit-for-purpose residential accommodation being left empty or underoccupied, it is necessary to obtain planning permission for the Annexe to be occupied as an independent dwelling, where presently the development description restricts the development to a “*detached garage and annex building*”.
- 3.6 In this respect Policy H11 ‘Development of Private Residential Gardens’ is broadly applicable. It states that “*Proposals for new residential development that includes land within the curtilage or the former curtilage of private residential gardens will be acceptable*” subject to the proposal making a positive contribution to the character of the area and sets out 6no. bullet points.
- 3.7 The Council through the grant of the previous planning permission, and as expressed within the Officer Delegated report, concluded that the Annexe was acceptable in terms of its relationship with the spaces around buildings within the surrounding area. They concluded that the layout, provision of parking and pattern of development was also acceptable. The proposal does not seek to alter the building or boundary treatment and will continue to use the existing vehicle access and shared driveway. The proposal therefore accords with the requirements of policy H11.

HOUSING PROVISION INCLUDING AFFORDABLE HOUSING

- 3.8 In respect of housing provision more broadly, Reading Borough Local Plan 2019 is over five years old. Though the Local Plan policies are not automatically out of date, Policy H1 is out of date, and the LPA can only currently demonstrate 3.55 years of housing land supply. This falls short of the requirement for a 5 year supply with 5% buffer. The change from an Annexe to a self-contained two bedroom dwelling makes a small yet very meaningful contribution to family accommodation within a highly sustainable location.



3.9 Policy H3 seeks to secure affordable housing where there is a net increase in new dwellings, and advises that the following types of residential development will be exempt from the requirement to provide affordable housing:

- Replacement of a single dwelling with another single dwelling; and
- Conversion of a dwelling to self-contained flats where there is no new floorspace.

3.10 The annexe has been lawfully used for its intended purpose since it was granted planning permission in 2020. It is our view that the development is replacing incidental residential accommodation with a self-contained dwelling and therefore should be exempted from affordable housing envisaged through policy H2.

3.11 However, we are aware that the Council may take a contrary view and therefore notwithstanding our position, the applicant has obtained two assessments from independent agents, Haslams and Lansley, as required by the Affordable Housing SPD. These evaluations have confirmed that the anticipated GDV of the annexe as an independent self-contained dwelling is £450,000 and £465,000 respectively. Policy H3 and as clarified within the aforementioned SPD, off site contributions *“For sites of 1-4 dwellings, where the contribution required by policy H3 is 10%, this will equate to 5% of GDV of the development”*.

RESIDENTIAL AMENITY

3.12 Policy H10 ‘Private and Communal Outdoor Space’ states that dwellings should be provided with functional private and communal open space, including sitting out areas; refuse storage and drying space.

3.13 As illustrated on the Site Plan, the annexe already benefits from a generous garden, enclosed by brick walls, which separates it from the main garden associated with Ashfield. This annexe garden is approximately 363sqm and offers the occupants of the annexe private amenity space which can be used for quiet enjoyment or play together with storage of refuse/recycling and bikes.



- 3.14 The main dwelling, Ashfield, will retain its generous proportioned gardens which comprise more open spaces together with secluded quite areas to the rear and side.
- 3.15 Internally, the annexe provides two bedrooms together with combined dining and kitchen and living room across three floors. This accommodation exceeds the requirements set out within the Nationally Described Space Standards.

ACCESS AND PARKING

- 3.16 Policies TR3 'Access, Traffic and Highway Related Matters' and TR5 'Car and Cycle parking' have been considered. It is illustrated on the submitted Site Plan that 2no. car parking spaces can be provided on site. One is shown located between the annexe and enclosed garden whilst the second space is located outside of the ground floor garage style doors. The proposal retains the shared access and drive from Kendrick Road with Ashfield. As such, there is no additional adverse impacts on the highway network arising from the change from an Annexe to self-contained dwelling. The 'appropriate' parking requirements expressed within policy TR5 are expanded upon within the Council's Parking SPD which divides the borough into zones. The site is located within Zone 2 which specifies that a 2-bedroom dwelling should be 1 space, as such the provision of 2no. spaces exceeds the policy requirement but is not excessive and will not remove availability of spaces for Ashfield.

HERITAGE

- 3.17 Policies EN1 'Protection and enhancement of the historic environment' and EN3 'Enhancement of conservation areas' were considered in the original assessment of the annexe, noting that the Delegated Report stated:

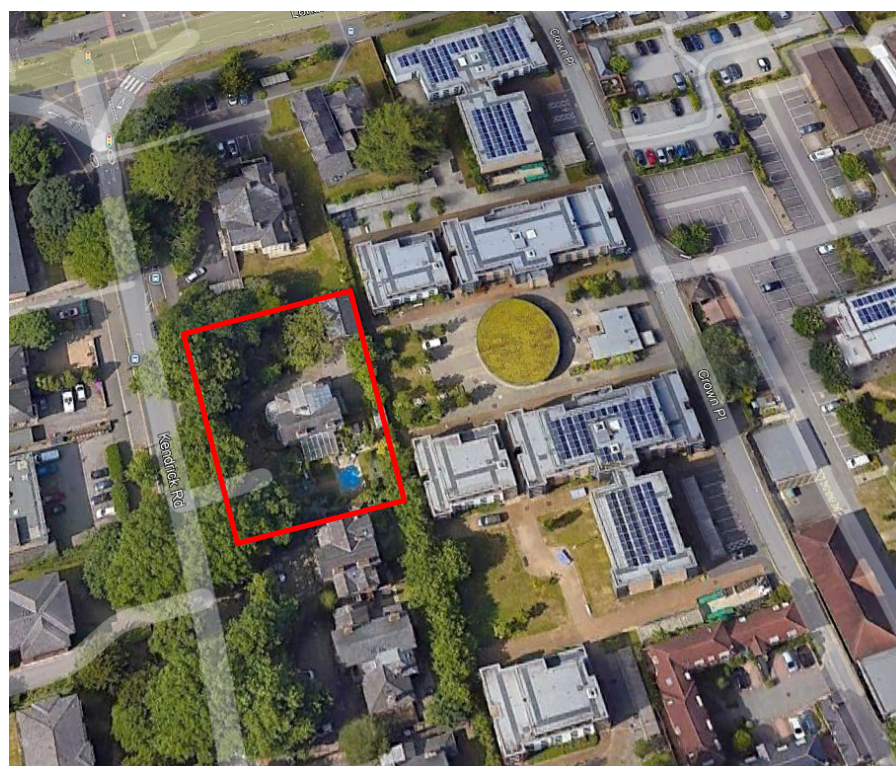
"The location of the annex, its separation from the main building, and subservient form (in height and scale) compared to the main building as well as being lower than the adjoining student accommodation and 3 Kendrick Road is not considered to harm the character and appearance of the immediate conservation area, or setting of the main dwelling.



“In terms of the views of the annex from the wider area, it is not visible from Kendrick Road (in front of the site) and further along Kendrick Road due to the many prominent street trees and protected trees (by virtue of TPO’s and conservation area designation). The annex may only be glimpsed between properties looking from London Road. Therefore, the location and size of the annex, being heavily screened and commensurate in scale to surrounding buildings is not considered to harm the wider appearance of the conservation area”.

3.18 The change from an annexe to a self-contained dwelling does not alter the previous assessment. Indeed, if one were to consider the historic pattern of development, the annexe and its immediate enclosed garden did not form part of the residential curtilage of Ashfield and instead formed part, as noted at paragraph 1.3, of 3 Kendrick Road and which is illustrated broadly in the series of images below albeit not to scale.







CONCLUSIONS

3.19 This application seeks to allow the existing annexe to be used as an independent self-contained dwelling having served its intended purpose as ancillary accommodation. To ensure that this building is not left unoccupied, it can be put to good use as family accommodation independent of Ashfield. The applicant does however intend to occupy the annexe as their family home which in turn will free up a large family home to the market.

3.20 In light of the government's very clear direction to deliver more homes within the current parliament, this annexe (and Ashfield) should be allowed to be occupied independently of one another. This is further emphasised by the Council's absence of a 5-year housing land supply.

3.21 In accordance with NPPF paragraph 11(d) the presumption in favour of sustainable development is engaged:

“where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁸, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance⁷ provides a strong reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination⁹”.

3.22 It has been demonstrated through this submission that the council's housing policies are out of date and there are no policies within the NPPF which provide a strong reason for refusing the development proposed – the location of the site within a conservation area is not in and of itself sufficient to refuse development where the Council has already concluded the presence of the building to be acceptable. Moreover, there are no



adverse impacts which significantly and demonstrably outweigh the clear benefits of bringing forward a two-bedroom annexe to self-contained dwelling and freeing up a generous family home to the market, either for rent or sale.

3.23 Therefore, the application should be approved. As already identified earlier in this submission, following the grant of the application a separate application to vary the S106 shall be submitted.