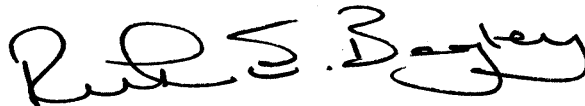


Date of issue: 23rd August, 2013

| | |
|--|--|
| MEETING | PLANNING COMMITTEE (Councillors Carter (Chair), Dar, Hussain, Mittal, Plenty, Rasib, Sandhu, Smith and Swindlehurst) |
| DATE AND TIME: | WEDNESDAY, 4TH SEPTEMBER, 2013 AT 6.30 PM |
| VENUE: | FLEXI HALL, THE CENTRE, FARNHAM ROAD, SLOUGH, SL1 4UT |
| DEMOCRATIC SERVICES OFFICER: (for all enquiries) | TERESA CLARK 01753 875018 |

NOTICE OF MEETING

You are requested to attend the above Meeting at the time and date indicated to deal with the business set out in the following agenda.



RUTH BAGLEY
Chief Executive

AGENDA

PART 1

| <u>AGENDA</u> <u>ITEM</u> | <u>REPORT TITLE</u> | <u>PAGE</u> | <u>WARD</u> |
|------------------------------|-----------------------|-------------|-------------|
| 1. | Apologies for Absence | | |

AGENDA
ITEM

REPORT TITLE

PAGE

WARD

CONSTITUTIONAL MATTERS

2. Declarations of Interest

All Members who believe they have a Disclosable Pecuniary or other Pecuniary or non pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Section 3 paragraphs 3.25 – 3.27 of the Councillors' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 3.28 of the Code.

The Chair will ask Members to confirm that they do not have a declarable interest. All Members making a declaration will be required to complete a Declaration of Interests at Meetings form detailing the nature of their interest.

3. Guidance on Predetermination/Predisposition - To Note 1 - 2

4. Minutes of the Last Meeting held on 25th July, 2013 3 - 8

5. Human Rights Act Statement - To Note 9 - 10

PLANNING APPLICATIONS

(Any changes to recommendations will be reported to the Committee on an amendment sheet)

6. P/00149/017 - Northgate House, 1a, Stoke Road, Slough, SL2 5AH 11 - 28 Central

Officer Recommendation-Delegate to Head of Planning Policy and Projects

7. P/00437/085 - Langley Business Centre, 11-49, Station Road, Slough, Berkshire, SL3 8DS 29 - 56 Langley St Mary's

Officer Recommendation- Refuse

8. P/01913/008 - 9-10, Chapel Street, Slough, SL1 1PF 57 - 74 Upton

Officer Recommendation- Refuse

9. P/04551/013 - Elvian House, Nixey Close, Slough, SL1 1ND 75 - 96 Upton

Officer Recommendation-Delegate to Head of Planning Policy and Projects



| <u>AGENDA ITEM</u> | <u>REPORT TITLE</u> | <u>PAGE</u> | <u>WARD</u> |
|------------------------|---|-------------|-------------|
| 10. | P/14515/005 - 234, Bath Road, Slough, SL1 4EE | 97 - 124 | Farnham |
| | <i>Officer Recommendation-Approve with conditions</i> | | |

MISCELLANEOUS REPORTS

| | | | |
|-----|---|-----------|--|
| 11. | Local Development Framework: Annual Monitoring Report 2012/13 | 125 - 132 | |
|-----|---|-----------|--|

MATTERS FOR INFORMATION

| | | | |
|-----|---|-----------|--|
| 12. | Members Attendance Record | 133 - 134 | |
| 13. | Date of Next Meeting- Thursday 17th October, 2013 | | |

Press and Public

You are welcome to attend this meeting which is open to the press and public, as an observer. You will however be asked to leave before the Committee considers any items in the Part II agenda. Special facilities may be made available for disabled or non-English speaking persons. Please contact the Democratic Services Officer shown above for further details.

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PREDETERMINATION/PREDISPOSITION - GUIDANCE

The Council often has to make controversial decisions that affect people adversely and this can place individual members in a difficult position. They are expected to represent the interests of their constituents and political party and have strong views but it is also a well established legal principle that members who make these decisions must not be biased nor must they have pre-determined the outcome of the decision. This is especially so in “quasi judicial” decisions in planning and licensing committees. This Note seeks to provide guidance on what is legally permissible and when members may participate in decisions. It should be read alongside the Code of Conduct.

Predisposition

Predisposition is lawful. Members may have strong views on a proposed decision, and may have expressed those views in public, and still participate in a decision. This will include political views and manifesto commitments. The key issue is that the member ensures that their predisposition does not prevent them from consideration of all the other factors that are relevant to a decision, such as committee reports, supporting documents and the views of objectors. In other words, the member retains an “open mind”.

Section 25 of the Localism Act 2011 confirms this position by providing that a decision will not be unlawful because of an allegation of bias or pre-determination “just because” a member has done anything that would indicate what view they may take in relation to a matter relevant to a decision. However, if a member has done something more than indicate a view on a decision, this may be unlawful bias or predetermination so it is important that advice is sought where this may be the case.

Pre-determination / Bias

Pre-determination and bias are unlawful and can make a decision unlawful. Predetermination means having a “closed mind”. In other words, a member has made his/her mind up on a decision before considering or hearing all the relevant evidence. Bias can also arise from a member’s relationships or interests, as well as their state of mind. The Code of Conduct’s requirement to declare interests and withdraw from meetings prevents most obvious forms of bias, e.g. not deciding your own planning application. However, members may also consider that a “non-pecuniary interest” under the Code also gives rise to a risk of what is called apparent bias. The legal test is: “whether the fair-minded and informed observer, having considered the facts, would conclude that there was a real possibility that the Committee was biased”. A fair minded observer takes an objective and balanced view of the situation but Members who think that they have a relationship or interest that may raise a possibility of bias, should seek advice.

This is a complex area and this note should be read as general guidance only. Members who need advice on individual decisions, should contact the Monitoring Officer.

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Planning Committee – Meeting held on Thursday, 25th July, 2013.

Present:- Councillors Carter (Chair), Dar (Vice-Chair), Hussain, Mittal, Plenty, Rasib, Smith and Swindlehurst

Also present under Rule 30:- Councillors Sharif.

PART I

1. Apologies for Absence

Apologies were noted from Councillor Sandhu.

2. Declarations of Interest

Agenda item 9: P/15513/000 – Land at Kennedy Park, Long Furlong Drive and at Marunden Green, Wentworth Avenue, Britwell

Councillor Swindlehurst declared that as the Commissioner for Neighbourhoods and Renewal the Britwell regeneration was part of his Cabinet portfolio, however he stated that he did not have a personal or pecuniary interest and would participate and vote on the application.

Councillor Carter declared that he was a ward member for Britwell but that he had not had any involvement in the application and would participate and vote on the matter. He stated that he had received an email from an objector to the application, the vicar of St George's Church John Chorlton, but that he had not read the email and had an open mind.

3. Guidance on Predetermination/Predisposition

Members confirmed that they had read and understood the guidance note on Predetermination and Predisposition.

4. Minutes of the Last Meeting held on 8th May, 2013

The minutes of the last Meeting of the Planning Committee held on 8th May, 2013 were approved as a correct record.

5. Human Rights Act Statement

The Human Rights Act statement was noted.

6. Amendment Sheet and Public Speaking

An amendment sheet was tabled, detailing alterations and amendments received to applications since the agenda was circulated. The Committee adjourned to allow members the opportunity to read the amendment sheet.

Planning Committee - 25.07.13

With the agreement of the Chair the order of business was varied to ensure that applications where objectors/applicants and/or local Members had indicated a wish to address the Committee were taken first.

Oral representations were made to the Committee by an Objector and the Applicant's Agent with regard to P/15513/000 – Land at Kennedy Park, Long Furlong Drive and at Marunden Green, Wentworth Avenue, Britwell. Councillor Sharif, ward member for Chalvey, addressed the Committee in relation to P/02702/014 Land rear of, 10-18, Chalvey Road West and set out the reasons why he had called in the application.

7. **P/15513/000 - Land At Kennedy Park, Long Furlong Drive And At Marunden Green, Wentworth Avenue, Britwell, Slough, Berkshire, SL2**

| Application | Decision |
|---|--|
| Full planning application for demolition and redevelopment of two linked development sites (site 2A Kennedy Park and 2B Wentworth Avenue Shops/Marunden Green). Site 2A comprises 171 residential units, 980 m ² of retail use (use classes A1, A2, A3 and A5) and 411 m ² retail space, health centre or nursery (use classes A1, A2, A3, A5 and D1). Site 2B comprises 87 residential units and 195 m ² of retail use (use classes A1). Surface car parking and cycle parking provision; amenity space; access and associated ancillary development across both sites also form part of the proposals. | Delegated to Head of Planning Policy and Projects for satisfactory conclusion of outstanding matters, agreement of draft Section 106 Agreement and completion of conditions. |

8. **P/02702/014 - Land rear of, 10-18, Chalvey Road West, Slough, Berkshire, SL1 2PN**

| Application | Decision |
|--|----------------------------------|
| Demolition of existing single storey unit and erection of 2 x semi-detached dwellings. | Approved, subject to conditions. |

9. **P/14515/005 - 234, Bath Road, Slough, SL1 4EE**

| Application | Decision |
|--|-----------------|
| Reserved Matters (layout, scale, appearance and landscaping) pursuant to condition 3 of Planning Permission P/14515/3, dated 18 June 2012, for the construction of B1(A) offices (plot OB01), decked and surface level car park (plot CP01), cycle parking, landscaping and ancillary works. | Deferred. |

Planning Committee - 25.07.13

10. P/00213/015 - 4, 6, 8, High Street, Slough, SL1 1EE

| Application | Decision |
|---|--|
| Demolition of existing building at 6-8 High Street and redevelopment of site with the erection of a 4 storey building to provide retail unit at ground floor level and 12 no. flats (10 no. one bedroom maisonettes, 2 no. two bedroom maisonettes) with associated car parking to the rear (accessed off rear service road) and cycle storage. | Delegate to the Head of Planning Policy and Projects for formal determination following completion of a Section 106 Agreement, the finalising of conditions and final determination. |

11. P/03857/020 - Herschel Grammar School, Northampton Avenue, Slough, SL1 3BW

| Application | Decision |
|--|---|
| Demolition of existing sixth form and modern languages buildings and erection of a new part two/part three storey building to provide sixth form centre. | Delegated to Head of Planning Policy and Projects for formal determination following consideration of revisions to the travel plan, completion of a Section 106 Agreement and finalising of conditions to include a travel plan monitoring fee and restriction to 930 pupils. |

12. P/11826/005 - Wellington House, 20, Queensmere, Slough, SL1 1DB

| Application | Decision |
|--|----------------------------|
| Change of use to part 1 st floor from class B1(A) office to class C3, change of use of 2 nd floor from class B1(A) office/class D1 non residential education class C3 residential and change of use of 3 rd to 5 th floors from B1 (A) office to class C3 residential. Erection of a 6 th floor for class C3 residential use to create a seven storey building containing a total of 100 flats, comprising, 2 no. studio flats, 76 no. x one bed flats and 22 no. x two bed flats. Provision of cycle and bin stores on rear service deck and roof top communal garden. | Approved, with conditions. |

13. Results of The National Planning Policy Framework Self Assessment and Approval of The Publication of The 'Composite' Local Plan for Slough

The Senior Policy Planner introduced a report seeking approval of the "Composite" Plan which would bring all of Slough's current planning policies

Planning Committee - 25.07.13

into a single document and would include a statement of intent regarding the presumption in favour of sustainable development, and explanatory text regarding its consistency with the National Planning Policy Framework (NPPF).

Members were informed that the Council's 'Self-Assessment' had been opened up to a six-week period for public comment to test the conformity of Slough Development Plans with the NPPF. The report provided full details of the comments received, and the overall conclusion was that no major conflicts with the NPPF were identified and there was no need to carry out a review of the Local Plan at this stage. This enabled the Council to proceed with the publication of a "Composite Plan" bringing together all the current policies which together formed the Development Plan for Slough.

In response to comments made by the Committee it was confirmed that publication of the "Composite" Local Plan for Slough still gave the Council the flexibility to produce new or updated elements of the Plan if required. After due consideration, the Committee approved the recommendations set out in the report.

Resolved –

- (a) That the comments received on the Council's "Self Assessment" of the conformity of Slough planning policies with the National Planning Policy Framework, as set out in the report and Appendix 1 be noted;
- (b) That the publication of the 'Composite' Local Plan for Slough be agreed, including the insertion of the statement of intent with a presumption in favour of sustainable development and the insertion of an explanatory box as to how the sequential test in Core Policy 6 (Retail, Leisure and Community facilities) will be interpreted;
- (c) That Policy 10 (Outside Preferred Areas) of the Replacement Minerals Plan for Berkshire will no longer be used for development control purposes in Slough;
- (d) That the existing Local Development Scheme (LDS) be withdrawn; and
- (e) That the need to review the Local Plan for Slough in the future be monitored through the Annual Monitoring Report.

14. Members Attendance Record

The Members Attendance record for the municipal year 2012/13 was noted.

Planning Committee - 25.07.13

15. Date of Next Meeting

Resolved – The date of the next Planning Committee was confirmed as Wednesday 4th September, 2013.

Chair

(Note: The Meeting opened at 6.30 pm and closed at 9.30 pm)

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The Human Rights Act 1998 was brought into force in this country on 2nd October 2000, and it will now, subject to certain expectations, be directly unlawful for a public authority to act in a way which is incompatible with a Convention Right. In particular Article 8 (Respect for Private and Family Life) and Article 1 of Protocol 1 (Peaceful Enjoyment of Property) apply to planning decisions. When a planning decision is to be made, however, there is further provision that a public authority must take into account the public interest. In the vast majority of cases existing planning law has for many years demanded a balancing exercise between private rights and public interest, and therefore much of this authority's decision making will continue to take into account this balance.

The Human Rights Act 1998 will not be referred to in the Officers Report for individual applications beyond this general statement, unless there are exceptional circumstances which demand more careful and sensitive consideration of Human Rights issues.

Please note the Ordnance Survey Maps for each of the planning applications are not to scale and measurements should not be taken from them. They are provided to show the location of the application sites.

| | |
|------------|---|
| CLU / CLUD | Certificate of Lawful Use / Development |
| GOSE | Government Office for the South East |
| HPSP | Head of Planning and Strategic Policy |
| HPPP | Head of Planning Policy & Projects |
| S106 | Section 106 Planning Legal Agreement |
| SPZ | Simplified Planning Zone |
| TPO | Tree Preservation Order |
| LPA | Local Planning Authority |

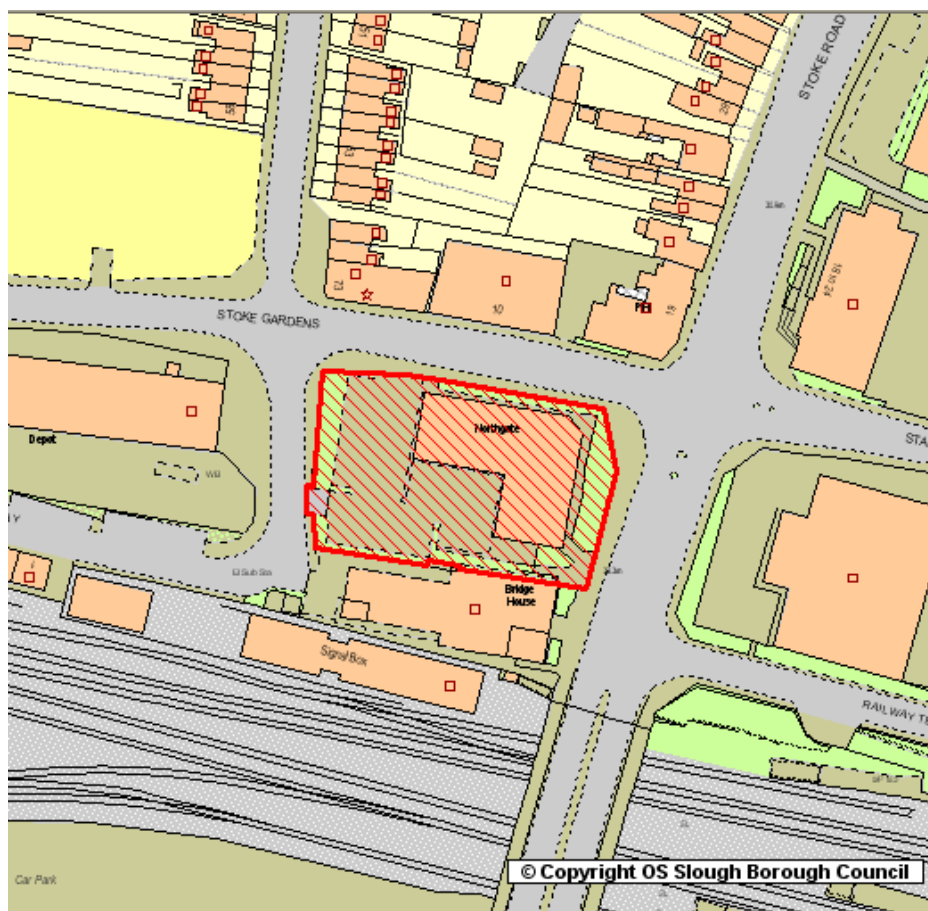
| | USE CLASSES – Principal uses |
|---------|-------------------------------------|
| A1 | Retail Shop |
| A2 | Financial & Professional Services |
| A3 | Restaurants & Cafes |
| A4 | Drinking Establishments |
| A5 | Hot Food Takeaways |
| B1 (a) | Offices |
| B1 (b) | Research & Development |
| B1 (c) | Light Industrial |
| B2 | General Industrial |
| B8 | Warehouse, Storage & Distribution |
| C1 | Hotel, Guest House |
| C2 | Residential Institutions |
| C2(a) | Secure Residential Institutions |
| C3 | Dwellinghouse |
| C4 | Houses in Multiple Occupation |
| D1 | Non Residential Institutions |
| D2 | Assembly & Leisure |

| | OFFICER ABBREVIATIONS |
|----|------------------------------|
| WM | Wesley McCarthy |
| EW | Edward Wilson |
| HB | Hayley Butcher |
| CS | Chris Smyth |
| RK | Roger Kirkham |
| HA | Howard Albertini |
| IH | Ian Hann |
| AM | Ann Mead |
| FI | Fariba Ismat |
| PS | Paul Stimpson |
| JD | Jonathan Dymond |
| GB | Greg Bird |

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| | | | |
|--------------------|--|---------------|--------------------------------------|
| Registration Date: | 07-Jun-2013 | Applic. No: | P/00149/017 |
| Officer: | Ian Hann | Ward: | Central |
| | | Applic type: | Major |
| | | 13 week date: | 6th September 2013 |
| Applicant: | Salmon Harvester Properties Ltd | | |
| Agent: | Miss Emma-Lisa Shiells, Barton Willmore LLP Barton Willmore, 7, Soho Square, London, W1D 3QB | | |
| Location: | Northgate House, 1a, Stoke Road, Slough, SL2 5AH | | |
| Proposal: | DEMOLITION OF EXISTING BUILDING AND REDEVELOPMENT OF THE SITE TO PROVIDE A PART FOUR/ PART FIVE/ PART 7 STOREY RESIDENTIAL BUILDING (CLASS C3) COMPRISING 120 DWELLINGS TOGETHER WITH ASSOCIATED REFUSE STORAGE, CAR PARKING, CYCLE PARKING, PEDESTRIAN AND VEHICULAR ACCESS AND EXTERNAL WORKS. | | |

Recommendation: Delegate the planning application to Head of Planning Policy and Projects for the consideration of any transport and highways and viability issues, completion of a Section 106 Agreement, finalising conditions and final determination.



1.0 SUMMARY OF RECOMMENDATION

- 1.1 Delegate the planning application to Head of Planning Policy and Projects for the consideration of any transport and highways and viability issues, completion of a Section 106 Agreement, finalising conditions and final determination.
- 1.2 This application is to be determined by the Planning Committee as it forms a major development.

PART A: BACKGROUND

2.0 Application Site

- 2.1 The site is located to the south west junction of Stoke Road and Stoke Gardens and is currently occupied with a vacant office block at 2 storeys in height with associated parking which is accessed from Stoke Gardens.
- 2.2 The site is has a vacant commercial building to the south, upon which a planning application has been received for a Community Centre which is still under consideration. To the east and to the west of the site is another commercial development with residential development to the north, some of which is currently being developed.
- 2.3 The site is located within the Town Centre as defined on the Slough Local Development Framework Proposals Map. The site is also allocated in the Slough Local Development Framework, Site Allocations, Development Plan Document as site reference SKL3. The site as allocated in the site allocations document covers a much wider area than the application site with the Stoke Road / Mill Street area forming the allocation. However as the site covers such a wide area in various ownership redevelopment will be on a piecemeal basis. The site has been allocated in the site allocation document as:

“The area needs to be comprehensively planned in order to accommodate the pressure for development in this location close to the railway station. This could be achieved by relaxing the policy for the Existing Business Area which prevents the loss of employment land. Residential or mixed use development may be appropriate as part of the comprehensive regeneration of this area.”

Proposals for development in this area:

- Be comprehensively planned
- Provide for an overall mix of uses within the area
- Rationalise the road and pedestrian network

- Only include small scale ancillary retail uses
- Comply with the principles of the Slough Town Centre Urban Design Framework SPD

3.0 Proposal

3.1 The proposals that are currently being considered involves the demolition of the current building and the erection of a new building of between four to seven stories in height to provide 120 residential units together with refuse storage, car parking for 15 cars, cycle parking for 120 cycles and new accesses. The following mix of units will be provided:

88 X studio flats
 24 X one bedroom flats
 8 X 2 bedroom flats

3.2 The proposed building will provide almost total site coverage in an “H” type layout with a width of 28.3m, depth of between 14m and a height of between 14m and 20.95m. The building will be clad render, brick and coloured and timber panels. Soft landscaping will be provided to the northern and western boundaries of the site and parking and refuse storage to the southern boundary of the site. Private garden space will be provided for five of the units balconies for 11 units and an outdoor terrace for a further 3 units. The building will be accessed from William Street to the first floor for pedestrians and vehicles will access from Bristol Way and access the building from the ground floor.

3.3 The applicant states in the Planning Statement submitted with the application that the following benefits would arise from such an application:

- Removal of a vacant, dated and unsightly office on a key entrance into the Town Centre
- Delivery of a modern, high quality, sustainable residential development
- Provision of residential accommodation suiting the local residential market
- Contribution towards the enhancement and regeneration of the Town Centre creating footfall, activity and interest
- Improvements to the local highway infrastructure
-

3.4 The following documents have been submitted along with this planning application:

- Application Form
- Plans
- Design & Access Statement
- Planning Statement

- Sustainability Statement
- Energy Statement
- Transport Assessment
- Daylight / Sunlight Study
- Air Quality Assessment
- Site Noise Survey and Building Assessment
- Surface & Foul Water Statement
- Environmental Study
- Viability Assessment

4.0 Planning Background

4.1 Planning permission was granted for the current building in February 1985 as 10,000 sq. ft of offices and 5,000 sq. ft of high technology production area (P/00149/013). The change of use of the building was later changed in February 1988 to B1 office use (P/00149/016). There is no other relevant planning history with regards to this site.

4.2 The neighbouring site currently has an ongoing planning application for the change of use of the building from B1 office use to D1 community centre. Discussions are still ongoing with regards to the formation of a Travel Plan and a Section 106 Agreement (P/08557/002). Objections have been raised to the neighbouring application for a community centre by the applicant's citing travel and parking disruption, unsuitable in principle, having an impact upon the proposed development at Northgate House in terms of as well as it failing to be comprehensive redevelopment.

5.0 Consultation

5.1 HIGHWAYS AND TRANSPORT

No response has been received. Members will be updated via the amendment sheet should any response be received.

6.0 Neighbour Notification

6.1 The following neighbours have been consulted with regards to this application:

Stoke Road – 1, 10, 19, 21, 21a, 23, 25, 27, 27a, Abbey House 18-24, London Country Bus Services Ltd,

Stoke Gardens 1-5 Bristol Way, Belmont Works,

Grays Road – 50, 52, 53, 54, 55, 56, 57, 58, 59, 61, 63, 65, 67, 69,

69a, 71, 71a, 73,

Brunel Way - Slough Railway Station

Railway Terrace – Thames Trains Ltd

- 6.2 No responses have been received from the neighbour consultations.

PART B: PLANNING APPRAISAL

7.0 Policy Background

- 7.1 The application will be assessed against the following policies:

The National Planning Policy Framework (NPPF)

The NPPF states that unless material considerations dictate otherwise development proposals that accord with the development plan should be approved without delay. That planning should not act as an impediment to sustainable growth and should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. It also states that high quality design should be secured and a good standard of amenity for all existing and future occupants of land and buildings. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Local Development Framework, Core Strategy 2006-2026, Development Plan Document

- Core Policy 1 (Spatial Vision and Strategic Objectives for Slough)
- Core Policy 4 (Type of Housing)
- Core Policy 5 (Employment)
- Core Policy 6 (Retail, Leisure and Community Facilities)
- Core Policy 7 (Transport)
- Core Policy 8 (Sustainability & the Environment)
- Core Policy 10 (Infrastructure)

Adopted Local Plan for Slough

- H14 (Amenity Space)
- EN1 (Standard of Design)
- T2 (Parking Restraint)

- 7.2 The main planning considerations are considered to be:
- Principle of development
 - Design and appearance on the character of the area
 - Impact on neighbouring residents
 - Living conditions for future occupiers
 - Transport and parking
 - Financial contributions

8.0 Principle of development

- 8.1 The principle of redevelopment of the site would comply with the National Planning Policy Framework in principle as it is a brownfield site and makes efficient use of an underutilised site and could be supported subject to the acceptance of issues such as scale, bulk, design and environmental impacts that are considered in detail below.
- 8.2 Core Policies 1 and 4 of the Council's Core Strategy states that high density flatted development shall be contained to the Town Centre only. This site within the defined Slough Town Centre and flatted development would be in accordance with these policies. Furthermore the designation of the site within the site allocations document allows for high density residential development following on from the major high density residential development which has been developed to the north of the railway station. The applicant's have stated that they have taken advice from local and national agents regarding the mix and size of the development for first time buyers in economically priced accommodation and this meets the undersupply in the area. Evidence of this has been requested and will be provided to Committee via the amendment sheet.
- 8.3 Although these proposals would see the loss of a building for employment generating use this lose is considered to be acceptable considering the fact that the building has been vacant sine November 2011 and marketed since September 2011 with very little interest and reached the end of its economic life. The provision of residential properties on the site is considered to be an acceptable use considering the surrounding residential uses and the fact that the site is in a sustainable location close to the school, restaurant, retail, medical, transport facilities and green open space within the Town Centre and surrounding area.
- 8.4 Therefore the site is considered suitable for housing. The number of residential units which could be accommodated on the site is dictated by the design and constraints that arise from the site and neighbouring uses.

9.0 Design and appearance on the character of the area

9.1 The National Planning Policy Framework confirms the following:

“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people” (para 56).

“Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment” (Para61).

“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions” (Para 64).

“Local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal’s economic, social and environmental benefits.” (Para 65).

9.2 Core Policy 8 of the Core Strategy requires that, in terms of design, all development:

- a) Be of high quality design that is practical, attractive, safe, accessible and adaptable;
- b) Respect its location and surroundings;
- c) Provide appropriate public space, amenity space and landscaping as an integral part of the design; and
- d) Be in accordance with the Spatial Strategy in terms of its height, scale, massing and architectural style.

9.3 Policy EN1 of the adopted Local Plan states that development proposals are required to reflect a high standard of design and must be compatible with and/ or improve their surroundings in terms of scale, height, massing/ bulk, layout, siting, building form and design, architectural style, materials, access points and servicing, visual impact, relationship to nearby properties, relationship to mature trees; and relationship to watercourses.

9.4 The proposed building will have a height of between four, five and seven stories compared to the existing building having a height of two stories so that although the building will be occupying a similar footprint it will look bigger and bulkier than the existing building due

to the increased height. The site is within an area with prevailing mixed heights of two to four stories in the immediate vicinity and 10 stories at the railway station a little further afield. Planning permission has also been granted for tall buildings on the former Thames Valley University site south of the railway bridge as part of the Heart of Slough. This helps to demonstrate that the area is one of transition due to its town centre location and the suggested building heights would be in context with the surrounding area. The site is also located on a corner and the provision of a taller building on this corner will help to provide a feature and demarcate the start of the Town Centre while providing a visual landmark. It is therefore considered that the height of the building is considered acceptable and will not impact upon the character of the area.

- 9.5 The design of the proposed building will see a mixture of materials including render, timber, metallic panels and bricks which together with the use of balconies will provide an interesting and varied looking building without having any blank and overbearing features. For instance the Stoke Road frontage has different levels, materials, balconies and accesses which provided a varied and interesting frontage. Light coloured materials will be used that will reflect light and help to again provide a building which is not depressing or overbearing. Furthermore the surrounding area has no prevailing character in terms of design which the proposed building will compete with and will not be an obtrusive or overbearing form of development within the area. The site is also large enough to have its own design and identity.
- 9.6 The proposed car parking area will be positioned at the rear southern part of the site and will not be visible from the street scene and therefore will not have a detrimental impact upon the character of the street scene. The timber clad bin storage area will be positioned so that it is between the car park and Bristol Way and as well as shielding the car park will not have a detrimental impact upon the character of the area. Its finer detailed design can be required via condition to ensure its appearance will not harm the character of the area.
- 9.7 Although the building covers a vast amount of the site the proposals allow for soft landscaping to be provided on the northern, eastern and western boundaries which will help to soften the appearance of the building within the street scene and provide some form of setting for the proposed building helping it blend into the surrounding area.
- 9.8 Materials will need to be of high quality and comparable to the materials used in rest of the Town Centre and this can be secured via a condition to agree materials before the commencement of the works.

9.9 Therefore it is considered that the proposals provide a design which will enhance the appearance of the site and surrounding area and will not have a detrimental impact upon the character and appearance of the surrounding area complying with the relevant policies in this regard.

10.0 Impact on Neighbouring Residents

10.1 The National Planning Policy Framework outlines the following:

“Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. These 12 principles are that planning should ... always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings (Para 17).

10.2 Core Policy 8 states *“The design of all development within the existing residential areas should respect the amenities of adjoining occupiers and reflect the street scene and the local distinctiveness of the area ... Development shall not give rise to unacceptable levels of pollution including air pollution, dust, odour, artificial lighting or noise”.*

10.3 Policy EN1 of the Local Plan requires that *“Development proposals are required to reflect a high standard of design and must be compatible with and/or improve their surroundings in terms of a) scale, b) height, c) massing/Bulk, d) layout, e) siting, f) building form and design, g) architectural style, h) materials, i) access points and servicing, j) visual impact, k) relationship to nearby properties, l) relationship to mature trees and m) relationship to water courses. These factors will be assessed in the context of each site and their immediate surroundings. Poor designs which are not in keeping with their surroundings and schemes which result in over-development of a site will be refused.”*

10.4 Policy EMP2 of the Local Plan requires that: *“there is no significant loss of amenities for the neighbouring land uses as a result of noise, the level of activity, overlooking, or overbearing appearance of the new building”.*

10.5 The proposed building is sited so that it will be approximately 11.5m from the neighbouring property, which is a four storey building that is currently being converted into flats. While the proposed building has a slightly taller elevation facing onto this building (four stories instead of two with a fifth storey being set back) there will not be a detrimental adverse impact upon these properties as the separation gap that is retained compared to the increase in the mass of the

building will minimise any impact. The developments are on opposite sides of the road and form a traditional street scene which is a situation which is not uncommon in urban environments. The sunlight and daylight assessment that has been prepared on behalf of the applicant states that the development will none of the neighbouring properties will experience any adverse impact as a result of the development proposals. The other neighbouring developments are in proposed community use or current light industry / storage uses and would not be affected by these proposals as they would not be protected in terms of loss of light or outlook in the same way as what residential properties are. These proposals would therefore not have a detrimental impact that would warrant the refusal of this application.

10.6 The proposed building is 8m away from the neighbouring site at Bridge House and could impact upon the future development of this property. However any development will have to match such a set back to provide a 16m separation distance which would be acceptable and would not sterilise development of this site. This building has some side facing windows which could provide some overlooking but would be overcome with the addition of bay windows to provide a form of outlook and can be controlled via conditions.

10.7 It is therefore considered that the proposals provide a scheme which will not have any adverse impact the surrounding buildings and complies with the relevant policies.

11.0 Living conditions for future occupiers

11.1 The National Planning Policy Framework states that following with regards to impact upon the amenity of future occupiers:

“Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people’s quality of life, including (but not limited to):

- *making it easier for jobs to be created in cities, towns and villages;*
- *moving from a net loss of bio-diversity to achieving net gains for nature;*⁶
- *replacing poor design with better design;*
- *improving the conditions in which people live, work, travel and take leisure and*
- *widening the choice of high quality homes.” (Para 9).*

“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to

making places better for people” (para 56).

“Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.” (Para 73).

- 11.2 Core Policy 8 states *“All development will: a) Be of a high quality design that is practical, attractive, safe, accessible and adaptable; b) Respect its location and surroundings; c) Provide appropriate public space, amenity space and landscaping as an integral part of the design....*
- 11.3 The Daylight and Sunlight Study which has been submitted with the application shows that the proposed design satisfies the requirements set out in the BRE guide “Site Layout Planning for Daylight and Sunlight”, which is seen as the definitive guide for sunlight and day light for such sites, subject to some minor amendments being made with regards to the rooms under the balconies, which can be secured via condition. Therefore the proposed flats will obtain the required amount of sunlight and daylight. .
- 11.4 Any issues with regards to overlooking between flats are overcome with the use of angled bays. The flats that benefit from garden space at the ground floor level will have each garden area fenced to ensure their privacy and this can be secured via condition.
- 11.5 From the details of the internal room layouts of the proposed flats that have been provided they would comply with the Council’s recommended guidelines for room sizes as set out in the approved Guidelines for Flat Conversions save for 17 of the studio flats / bedrooms in the one bedroom flats second bedrooms which are between 0.4m² to 1.86m² short but is not considered sufficient enough to refuse the application on this basis due to the minor nature of the reduction in a limited number of units.
- 11.6 The issues with regards to stacking of habitable rooms above each other is considered separately under building regulations. The noise report that accompanied the application states that subject to appropriate acoustic details being provided for windows and vents then the residents will not be affected by external noise sources and these can be required via condition. The landscaped buffer to Stoke Road, Bristol Way and Stoke Gardens will provide a buffer for the residents of the ground floor flats respecting their amenity.
- 11.7 The rear facing ground floor flats will have their own amenity areas and 23 flats will have balconies providing amenity space. While Core Policy 8 of the Council’s Local Development Framework Core Strategy states that all development will be expected to provide appropriate amenity space as an integral part of the design, it is

accepted that the site is within a Town Centre location and close to other outdoor open spaces so that it is not reasonable to refuse the application on that basis of lack of amenity space.

11.8 The proposals will not see any impact upon flooding or drainage in the site. The development will meet code 3 of the Code for Sustainable Homes and will be in accordance with Secure by Design and Lifetimes Homes criteria.

11.8 It is therefore considered that the scheme provides a suitable standard of amenity for future occupiers due to the nature of the occupation proposed.

12.0 Transport and Parking

12.1 *“Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to*

- *accommodate the efficient delivery of goods and supplies;*
- *give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;*
- *create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;*
- *incorporate facilities for charging plug-in and other ultra-low emission vehicles; and*
- *consider the needs of people with disabilities by all modes of transport.*

If setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- *the accessibility of the development;*
- *the type, mix and use of development;*
- *the availability of and opportunities for public transport;*
- *local car ownership levels; and*
- *an overall need to reduce the use of high-emission vehicles.*

12.2 Core Policy 7 (Transport) seeks to ensure that all new developments are sustainable, located in accessible locations and hence reduces the need to travel. It requires that development proposals will, either individually or collectively, have to make appropriate provisions for:

- Reducing the need to travel;
- Widening travel choices and making travel by sustainable means of transport more attractive than the private car;
- Improving road safety; and
- Improving air quality and reducing the impact of travel upon the

environment, in particular climate change.

- 12.3 Local Plan Policy T2 requires residential development to provide a level of parking appropriate to its location and overcome road safety problems while protecting the amenities of adjoining residents and the visual amenities of the area.
- 12.4 The access and egress will not be maintained off of Bristol Way and the Transport Statement that has been submitted demonstrates that the trip numbers will be reduced as a result of these proposals and that the site can be accessed by service vehicles so that there will be no detrimental impact with regards to highway safety
- 12.5 A total of 16 parking spaces are to be provided in relation to the development (including 2 for electric vehicles) and complies with the Local Plan with no increase in parking spaces within the Town Centre and is considered to be acceptable for such a sustainable location. A robust Travel Plan will be required via a Section 106 Agreement.
- 12.6 Cycle parking is proposed in accordance with the Local Plan
- 12.7 It is therefore considered that the scheme provides a suitable standard of car and cycle parking and will not be detrimental to highway safety and therefore meets the set requirements in this regard.

13.0 Contributions

- 13.1 A development of this size would require contributions towards affordable housing and education as per the Developers Guide. A viability statement has been submitted showing that although the development is only just viable a sum will be available for the following issues:
- Provision of off-site transport infrastructure projects
 - Control on the release of on-street residential parking permits
 - Financial contribution towards off-site recreation and amenity provision
 - Financial contribution towards education provision
 - Financial contribution towards off-site affordable housing provision

This is currently being negotiated with the Council's Asset Management advisors.

PART C: RECOMMENDATION

14.0 **Recommendation**

- 14.1 Delegate the planning application to Head of Planning Policy and Projects for the consideration of any transport and highways and viability issues, completion of a Section 106 Agreement, finalising conditions and final determination.

15.0 **PART D: CONDITIONS AND INFORMATIVES**

15.1

CONDITIONS:

1. The development hereby permitted shall be commenced within three years from the date of this permission.

REASON To prevent the accumulation of planning permissions, and to enable the Council to review the suitability of the development in the light of altered circumstances and to comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

2. The development hereby approved shall be implemented only in accordance with the following plans and drawings hereby approved by the Local Planning Authority:

(a) Drawing Number: SN001 100 B, Dated: 19/04/2013, Received: 07/06/2013

(b) Drawing Number: SN001 101 E, Dated: 22/03/2013, Received: 07/06/2013

(c) Drawing Number: SN001 102 D, Dated: 22/03/2013, Received: 07/06/2013

(d) Drawing Number: SN001 103 D, Dated: 22/03/2013, Received: 07/06/2013

(e) Drawing Number: SN001 104 D, Dated: 22/03/2013, Received: 07/06/2013

(f) Drawing Number: SN001 105 E, Dated: 22/03/2013, Received: 07/06/2013

(g) Drawing Number: SN001 106 D, Dated: 22/03/2013, Received: 07/06/2013

(h) Drawing Number: SN001 107 D, Dated: 22/03/2013, Received: 07/06/2013

(i) Drawing Number: SN001 110 E, Dated: 22/03/2013, Received: 07/06/2013

(j) Drawing Number: SN001 111 E, Dated: 22/03/2013, Received: 07/06/2013

(k) Drawing Number: SN001 112 D, Dated: 22/03/2013, Received: 07/06/2013

(l) Drawing Number: SN001 1113 C Dated: 22/03/2013, Received: 07/06/2013

3. Samples of external materials to be used on the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority before the scheme is commenced on site. The development shall be implemented in accordance with the approved details.

REASON To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy (2006 – 2026) Development Plan Document December 2008 and Policy EN1 of the Adopted local Plan for Slough 2004

4. Samples of external materials to be used in the construction of the access road, pathways and communal areas within the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority before the scheme is commenced on site and the development shall be carried out in accordance with the details approved.

REASON To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy (2006 – 2026) Development Plan Document December 2008 and Policy EN1 of the Adopted local Plan for Slough 2004

5. Prior to the commencement of works on site a strategy for the management of construction traffic to and from the site together with details of parking/ waiting for demolition/ construction site staff and for delivery vehicles shall be submitted to and approved in writing by the Local Planning Authority.

REASON In the interests of amenity of nearby residents and so as not to prejudice the free flow of traffic along the neighbouring highway or in surrounding residential streets.

6. During the construction phase of the development hereby permitted, there shall be no deliveries to the site outside the hours of 08.00 hours to 18.00 hours Mondays - Fridays, 08.00 hours - 13.00 hours on Saturdays and at no time on Sundays and Bank/Public Holidays.

REASON To protect the amenity of residents within the vicinity of the site.

7. No development shall begin until details of a scheme (Working Method Statement) to control the environmental effects of demolition and construction work has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include:
 - (i) control of noise
 - (ii) control of dust, smell and other effluvia
 - (iii) control of surface water run off

- (iv) site security arrangements including hoardings
- (v) proposed method of piling for foundations
- (vi) construction and demolition working hours, during the construction and demolition phase, when delivery vehicles taking materials are allowed to enter or leave the site.

The development shall be carried out in accordance with the approved scheme or as may otherwise be agreed in writing by the Local Planning Authority.

REASON In the interests of the amenities of the area.

- 8. No development shall take place until a scheme has been submitted to and approved in writing by the Local Planning Authority for external site lighting including details of the lighting units, levels of illumination and hours of use. No lighting shall be provided at the site other than in accordance with the approved scheme.

REASON In the interests of the amenities of the area and to comply with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, December 2008.

- 9. No development shall commence on site until a detailed landscaping and tree planting scheme, has been submitted to and approved in writing by the Local Planning Authority. This scheme should include the trees and shrubs to be retained and/or removed and the type, density, position and planting heights of new trees and shrubs.

The approved scheme shall be carried out no later than the first planting season following completion of the development. Within a five year period following the implementation of the scheme, if any of the new or retained trees or shrubs should die, are removed or become seriously damaged or diseased, then they shall be replaced in the next planting season with another of the same species and size as agreed in the landscaping tree planting scheme by the Local Planning Authority.

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004.

- 10. No development shall take place until a landscape management plan has been submitted to and approved in writing by the Local Planning Authority. This management plan shall set out the long term objectives, management responsibilities and maintenance schedule for the landscape areas other than the privately owned domestic gardens, shown on the approved landscape plan, and should include time scale for the implementation and be carried out in accordance with the approved details.

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004.

10. No development shall commence on site until details of the proposed boundary treatment including position, external appearance, height and materials have been submitted to and approved by the Local Planning Authority. Before the development hereby permitted is occupied, a suitable means of his boundary treatment shall be implemented on site prior to the first occupation of the development and retained at all time on the future.

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Local Plan for Slough 2004.

11. No development shall be begun until details of the cycle parking provision (including location, housing and cycle stand details) have been submitted to and approved in writing by the Local Planning Authority. The cycle parking shall be provided in accordance with these details prior to the occupation of the development and shall be retained at all times in the future for this purpose.

Reason: To ensure that there is adequate cycle parking available at the site in accordance with Policy T8 of The Local Plan for Slough 2004, and to meet the objectives of the Slough Integrated Transport Strategy

12. All development shall occur in accordance with the following reports
 - (a) Environmental Study by RSK, May 2013
 - (b) Air Quality Assessment by RSK, May 2013
 - (c) Surface and Foul Water Statement by Mason Navarro Pledge, May 2013
 - (d) Energy Statement by Cudd Bentley Consulting, 21/05/2013
 - (e) Sustainability Statement by Cudd Bentley Consulting, 21/05/2013
 - (f) Sound Survey and Building Assessment by Applied Acoustic Design, 15/05/2013
 - (g) Design, 15/05/2013
 - (h) Daylight and sunlight Study by Delva Patman Redler, May 2013

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004.

13. No development shall commence until details of the proposed bin store (to include siting, design and external materials) and a management plan for site waste have been submitted to and approved in writing by the Local Planning Authority. The approved stores shall be completed prior to first occupation of the development and retained at all times in the future for this purpose.

REASON In the interests of visual amenity of the site in accordance with Policy EN 1 of The Local Plan for Slough 2004.

14. No development shall commence until details of the screening

between terraces, balconies and gardens (to include siting, design and external materials) have been submitted to and approved in writing by the Local Planning Authority. The approved screens shall be completed prior to first occupation of the development and retained at all times.

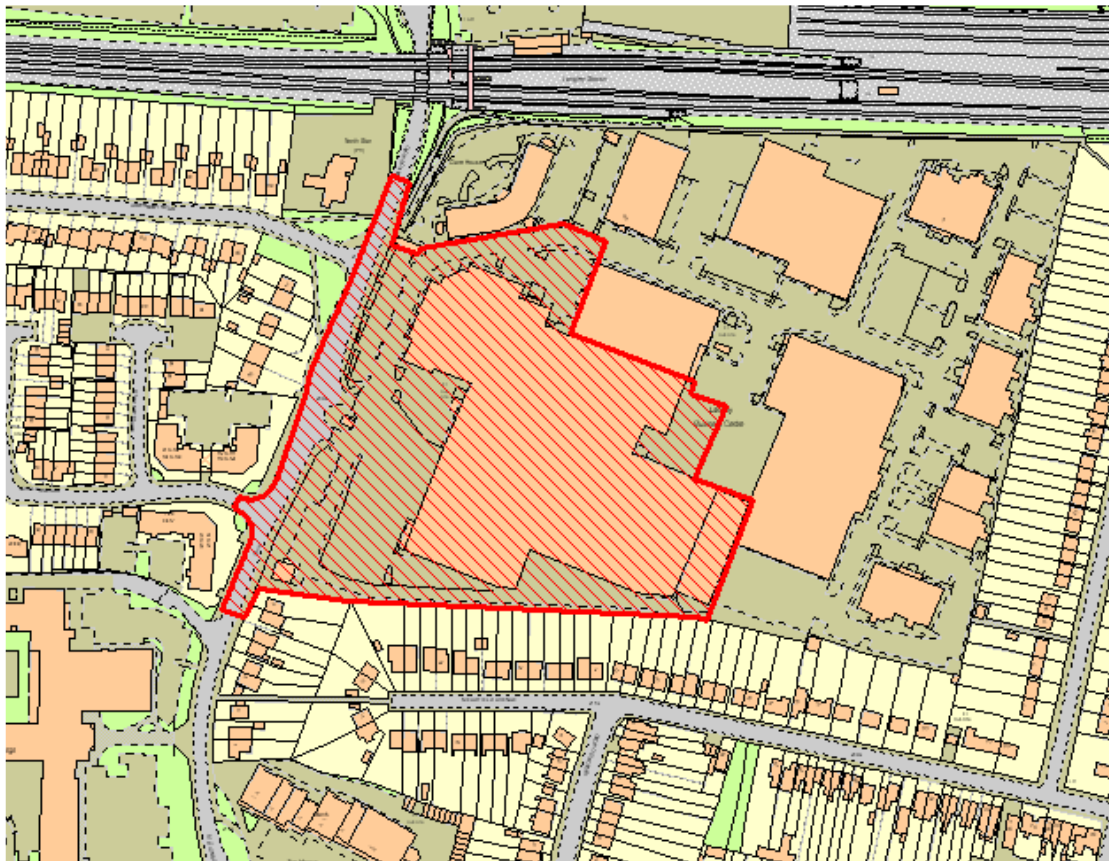
REASON In the interests of visual amenity of the site in accordance with Policy EN 1 of The Local Plan for Slough 2004.

INFORMATIVE(S):

1. In dealing with this application, the Local Planning Authority has worked with the applicant in a positive and proactive manner through pre application discussions. It is the view of the Local Planning Authority that the proposed development does improve the economic, social and environmental conditions of the area for the reasons given in this notice and it is in accordance with the National Planning Policy Framework.

| | | | |
|--------------------|---|---------------|-------------------------------------|
| Registration Date: | 12-Jul-2013 | Applic. No: | P/00437/085 |
| Officer: | Ian Hann | Ward: | Langley St. Marys |
| | | Applic type: | Major |
| | | 13 week date: | 11th October 2013 |
| Applicant: | Optimisation Developments Ltd | | |
| Agent: | Mr. Ed Kemsley, Peacock & Smith Ltd 1, Naoroji Street, London, WC1X 0GB | | |
| Location: | Langley Business Centre, 11-49, Station Road, Slough, Berkshire, SL3 8DS | | |
| Proposal: | DEMOLITION OF EXISTING BUILDING AND ERECTION OF PART SINGLE AND PART TWO STOREY 4,567 M ² FOODSTORE AND SEPARATE PETROL FILLING STATION WITH 306 NO. ASSOCIATED PARKING SPACES, 2 NO. ACCESSES TO SERVE THE NEW RETAIL UNIT AND EXISTING INDUSTRIAL UNITS, BOUNDARY TREATMENTS AND OTHER ASSOCIATED WORKS. | | |

Recommendation: The application be refused for the reasons set out below.



1.0 SUMMARY OF RECOMMENDATION

- 1.1 Having considered the relevant policies below and the information provided by the applicant, officers are of the view that the development is considered to have an adverse affect on the character of the area, amenity of neighbour residents and travel and transport issues. Therefore planning permission should be refused for the reasons set out at the end of this report.
- 1.2 This application is to be determined by the Planning Committee as it forms a major development.

PART A: BACKGROUND

2.0 Application Site

- 2.1 The site is located at the eastern side of Station Road, Langley and is part of Langley Business Centre currently occupied by a 2 storey industrial building with associated parking, and service area, which is accessed from a service road along the southern boundary of the site. The site is approximately 2.9 hectares. There is an existing tree belt separating the service road from the rear gardens of 2 – 30 & 27 – 35 Meadfield Road. The service road runs north- south within the site and also serves the remainder of the existing business park to the north. An open frontage is maintained to Station Road with some grass and hedging, where green frontages are a character of Station Road. There are also some mature trees interspersed along the frontage
- 2.2 The site has residential dwellings opposite, to the west, and to the south, beyond the existing service road. Harrow Market, a district shopping centre lies approximately 200m further to the south west with the East Berkshire College opposite the Harrow Market. To the north and east of the site are industrial and office buildings that form part of Langley Business Park, with Langley Railway Station further to the north.
- 2.3 The site forms part of the Slough Local Development Framework Site Allocations Development Plan Document and is allocated for a supermarket as site reference SSA23.

3.0 Proposal

- 3.1 The proposals that are currently being considered involves the redevelopment of the site to provide a 4,471 sq m supermarket with 2,338 sq m of net sales space and a petrol filling station with kiosk, and car wash facilities. The proposals also include 306 car parking spaces within the site as well as remodelling to the car parking areas adjacent to the site within the Langley Business Park, service

areas and a new entrance to the site via a roundabout at the southern end of the site and a new entrance to the Langley Business Park via a priority junction just beyond the northern part of the site. It is currently proposed to use the existing service road which runs along the southern boundary of the site and the existing service yard to serve the supermarket. The existing landscaping strip between the existing service road and the rear gardens of properties in Meadfield Road is to be retained. The current proposals will see the supermarket at the rear northeast corner of the site with the petrol filling station situated towards the front western boundary on Station Road. It is considered that the proposal will create 200 jobs, not including those employed during the construction phase.

3.2 The building is proposed to be double height with offices over the main store entrance. In addition visualisations have been produced confirming the main building to be two storey facing into the car park with a more prominent feature on the corner of the building where the main entrance will be situated. The building will be finished with insulated cladding panels and curtain wall glazing giving the building a light appearance. The building will measure a total of 59m by 60m (with an additional 10m for the warehouse and plant areas) and will have a height of between 10.36m and 12m. The petrol filling station will have a kiosk building measuring 8.5m by 14m with a height of 3.8m with an adjoining canopy measuring a maximum of 15m by 66m with a height of 4.8m and will contain 5 pump islands and jet wash facilities. The kiosk building will be finished with smooth facing brick in a buff colour and the canopy will have dark green fascia panels with branding attached.

3.3 During the pre application discussions that have taken place to date the following preferences have emerged from the proposed store owner:

- A single point of access to serve the store (customer parking) petrol filling station and servicing area.
- A separate access to serve the remaining business area, avoiding a mix of commercial and customer traffic and which keeps the sites totally independent.
- The petrol filling station has a visually strong street presence, but which the operator has suggested could be toned down through restrictions on signage lighting and boundary landscaping and by designing an unimposing canopy
- The siting of the store ensures that none of the car parking is sited behind the store, which would

- otherwise require both front and rear entrances to be provided which is more difficult to manage.
- The proposed layout also maximises on site car parking.
 - Sufficient separation between the petrol filling station and the store necessary to reduce the risk of fire spread.
 - Utilises an existing service road and service yard, with ease of access into and out of the site. The boundary separating the service road and residential properties is already heavily landscaped and considerations can be given to acoustic fencing if a need is demonstrated through an acoustic study.
 - The siting of the building together with a reduction in height will be less visually intrusive than the existing building for the occupiers of the neighbouring residential properties.

While these points may be what is required by the developer, pre application advice made it clear that the proposals must also meet appropriate planning guidance and not have a detrimental impact upon the character of the area, impact neighbouring amenity, highways safety / traffic movement and help maintain the vitality of the existing shopping area.

3.4 The following documents have been submitted along with this planning application:

- Application Form
- Plans
- Design & Access Statement
- Planning Statement
- Travel Plan
- Transport Assessment
- Lighting Details
- Tree Report
- Archaeological Heritage Statement
- Statement of Community Engagement
- BREEAM Pre-Assessment
- Acoustic Impact Assessment
- Flood Risk and Drainage Assessment

4.0 Planning Background

4.1 Planning permission has been granted since the mid 1960's for various warehouse type buildings around the site with numerous extensions, additional buildings, some of which have been temporary and change of uses to office uses since then. The most

recent larger scale development includes the building of a four storey office block in July 1981 (P/00437/036), new industrial buildings and extensions in July 1982 (P/00437/041), New industrial units in March 1985 (P/00437/050), ten business units in March 1988 (P/00437/066) and 3 business units and multi storey car park in February 1990 (p/00437/075). Since 2000 all planning applications have been related to advertisement consent only. There is no relevant history belonging to the application building.

4.2 In order to inform the Slough Local Development Framework, Site Allocations, Development Plan Document which was adopted in November 2010, the Council commissioned a Supermarket Capacity Analysis from CACI in June 2009. The Langley Supermarket Capacity Analysis Report specifically considers whether in quantitative terms the need exists for a new supermarket in the location of Langley Business Centre, Station Road, Langley. It considered what the impact might be on the turnover of the principal convenience food store within the existing District Shopping Centre area of Langley; currently trading as Budgens. In summary the Langley Supermarket Capacity Analysis Report showed that in qualitative terms, the need exists for a convenience supermarket in Langley when taking into account existing and planned supermarket provision in Slough Borough. The report further showed that a supermarket in this location is likely to have an impact on the turnover of the Budgens Store. The impacts of which will be softened by continued population growth in the Borough and the weighted catchment area.

4.3 Following on from this report the site was included in the Slough Local Development Framework Site Allocations Development Plan Document (site reference SSA23). The site was considered to be acceptable to allocate for use as a supermarket :

“To meet an identified need for additional convenience floorspace within the eastern part of the borough in an edge of centre location.

To ensure any new supermarket development which comes forward is of an appropriate scale given the site’s:

- *Location near to the Langley District Shopping Centre*
- *Physical characteristics and constraints*
- *Capacity of the surrounding highway network”*

4.4 The site allocation document therefore considered that redevelopment or reconfiguration proposals should have the following:

- *“Include provision for a supermarket with no more than 2,500 sq m trading floorspace³. The majority of this floorspace will be made available for the sale of convenience goods with no more than 25% of this floorspace being made available for comparison goods*

- *Ensure car parking provided is accessible to users of the supermarket and to the Langley shopping centre to encourage linked trips. This will be achieved by locating the car parking provision for the supermarket close to the Station Road frontage and allowing parking for long enough to undertake joint trips*
- *Enhance the quality and attractiveness of the footway between the supermarket site and the Harrow Market*
- *include a design and layout attractive and accessible to pedestrians and cyclists*
- *Allow for access to the site off Station Road. Making provision for the necessary traffic and transport improvements along Station Road and affected junctions and roads. This should take into consideration other planned developments within the central area of Langley*

Proposals for non-food retail units would not be acceptable in this location. It is, however, recognised that the site could accommodate more than the proposed supermarket and so the development could incorporate an element of residential, financial and professional services, restaurants, cafes, drinking establishments or takeaways. This would have to be of a scale and design which enhanced the vitality and viability of the District Shopping Centre as a whole.”

4.5 The Site Allocation document considers the situation further to state that:

“It is proposed to limit the scale of the supermarket that will be allowed on the site to no more than 2,500 sq m of trading floorspace⁶. This takes into consideration:

- (i) the capacity of the local road network to cope with the traffic generated by a supermarket in this location (taking into account other future developments and development opportunities planned in and around central Langley);*
- (ii) the type of supermarket suited to the local context given the amount and scale of other supermarkets/superstores within Borough; and*
- (iii) the potential impact of the development on the existing shops in the Langley District Centre.*

The percentage of the 2,500 sq m total trading floorspace of the supermarket that will be allowed for sale of comparison goods will be limited to no more than 25% (625 sq m). This percentage is consistent with the supermarket floorspace ratios that have been permitted on the former Co-op Site, Uxbridge Road, Slough.

Proposals for non-food retail stores on the site will not be supported in this location. It is considered that all opportunities to expand the retail provision of Slough Town Centre should be prioritised above other shopping centres. The Core Strategy states that “all new major retail, leisure and community facilities will be located in Slough town centre. Not only is this the most accessible and sustainable location for major development to take place, it will also maximise the opportunities for

improving the environment and the overall image of the town” 7.

The design and layout of the proposed store, including the location of the service yard, will have to take account of the need to protect the amenities of adjoining residential properties.

The site is located in the Langley Business Centre Existing Business Area as identified within the Local Plan for Slough (2004). Until such time as the site is developed for a supermarket it is not intended to alter the boundary of the Existing Business Area. Accordingly, the relevant policies in the Local Plan and Core Strategy remain in force for the site. The proposal is not considered to be contrary to Core Policy 5 as the proposed supermarket will continue to provide employment on the site.”

- 4.6 There have been protracted negotiations over a period of one and a half years, but with significant breaks, relating to the development of this site by Morrison’s. Throughout the process officers have been of the view that the layout of the site has been driven by the operational requirements of Morrison’s and land ownership issues rather than by site constraints, impact considerations the character and nature of the area and the needs of the area in terms of improving the viability and vitality of the nearby Harrow Market Shopping Centre. The proposal has scant regard to the planning requirements set out in the Site Allocation Document.

5.0 Consultation

5.1 HIGHWAYS AND TRANSPORT

A full response is still awaited and Members will be updated via the amendment sheet as to any response that is received.

5.2 POLICE ARCHITECTURAL LIAISON

A full response is still awaited and Members will be updated via the amendment sheet as to any response that is received.

5.3 ENVIRONMENTAL PROTECTION

The Acoustic Survey makes reference to BS4142 being widely mis-applied to a diverse range of situations and, seemingly, not being used in this instance – However, as a “Method for Rating Industrial Noise Affecting Mixed Residential and Industrial Areas” I propose that a BS4142 assessment be carried out and therefore the following condition applied:

The machinery, plant or equipment installed or operated in connection with the carrying out of this permission shall be so enclosed and/ or attenuated that noise generated by the operation of machinery shall not increase the background noise levels during day time expressed as (a) LA90 {1 hour} (day time 07:00 –

23:00hrs) and or (b) LA90 {5 mins} during night time hours (23:00 – 07:00hrs) at any adjoining premise above that prevailing when the machinery is not operating. Noise measurements for the purpose of this condition shall therefore be pursuant to BS 4142:1997.

These additional conditions are also proposed:

Construction Phase of the Development

- There shall be no noisy works or deliveries to site outside the hours of 08:00 hours to 18:00 hours Mondays – Fridays, 08:00 hours to 13:00 hours on Saturdays and at no time on Sundays and Bank/Public Holidays.
- During the demolition stage of the development, a suitable continuous water supply shall be provided in order to minimise the formation and spread of dust and the perimeter of the site shall be screened to a sufficient height to prevent the spread of dust.
- Security/external lighting within the perimeter of the site shall not be positioned so as to cause light disturbance to any adjoining properties.

Proposed Development

- All delivery vehicles to use the service access and all loading & unloading to take place within the designated service yard. Reversing alarms shall be switched off when vehicles deliver to the proposed food store (as stated in the noise survey)
- A scheme for containing all shopping trolleys within the site shall be submitted to the Local Planning Authority for approval prior to the commencement of the development and shall be implemented there after.
- The use hereby permitted shall not be begun until full particulars and details of a scheme for the ventilation system of the premises has been submitted for the approval of the Local Planning Authority. The ventilation scheme shall deal adequately and render any smells to a level as to not cause an odour nuisance.
- Before the proposed development is occupied a Noise Management Plan shall be agreed with the Local Planning Authority which specifies the provisions to be made for the control of noise emanating from the site. The agreed noise management plan shall be fully implemented before the development is occupied and shall be retained in its approved form for so long as the use continues on site. Any

changes to the noise management plan must be agreed with the Authority prior to its implementation.

- Before the proposed development is occupied a Car Park Management Plan shall be agreed with the Local Planning Authority which specifies that the car park shall be for the sole use of the food store; if closing late, parking bays nearest to residential properties shall be cordoned off and the car park shall not be accessible to vehicles outside of opening hours. The agreed Car Park Management Plan shall be fully implemented before the development is occupied and shall be retained in its approved form for so long as the use continues on site. Any changes to the Car Park Management Plan must be agreed with the Authority prior to its implementation. *(Note: such car park management plan would also have to state that car park spaces would have to be shared with users of the Harrow Market).*
- All air conditioning or other ventilation plant shall be designed to ensure that external noise generated by the plant of equipment shall not at any time exceed the ambient sound level as measured at the site boundary when the equipment is not in operation. This shall be implemented prior to first occupation of the development and retained at all times in the future.
- Details of all external lighting shall be submitted to and approved in writing by the Local Planning Authority before the store is opened.

Additional data is required regarding noise associated with delivery vehicles visiting (and unloading activities at) the proposed food store – Noise levels submitted relate to current guidance and supposition, not to actual assessed noise levels - Likewise noise levels provided in connection with the Petrol Filling Station (PFS) are insufficient to assess potential disturbance to nearby noise-sensitive properties.

5.4 SOUTH BUCKS DISTRICT COUNCIL

No objections to the proposed development.

5.5 WEXHAM PARISH COUNCIL

Given that we are only being consulted as an adjacent Parish we do not object to the proposed development as a concept but we are very concerned about:

1. The overall traffic flow in the area which is already been impacted by Slough traffic flow and the high foot fall & flow of

vehicle count as result of both the college and the school.

2. The entrance to the rest of the site looks to be extremely tight & ill defined especially as large vehicles would not be able to gain access under the railway bridge.

3. Sight lines for anyone travelling under railway bridge are extremely limited & we are concerned that this would result in a significant higher risk of accidents to car drivers, pedestrians and cyclists alike.

5.6 TREE MANAGEMENT OFFICER

A full response is still awaited and Members will be updated via the amendment sheet as to any response that is received.

5.7 ENVIRONMENT AGENCY

A full response is still awaited and Members will be updated via the amendment sheet as to any response that is received.

6.0 **Neighbour Notification**

6.1 The following neighbours have been consulted with regards to this application:

Unit 3, 5, 5e, 5j-5k, 5h, 6, 6a, 6c, Vantage Point, Clare House
Langley Business Centre, Station Road, Langley

4, 5, 6, 7, 8, 9, 50, 52, 54, 56, 58, 60, Station Road, Langley

2, 6, 8, 10, 12, 14, 16, 18, 20, 22, 24, 26, 28, 29, 30, 31, 32, 33, 35,
37, 39, 41, 43, 45, 47, 55, 57, 59, 61, 63, 65, Meadfield Road,
Langley, Slough

2, 9, 11, 13, 15, 17, 19, 21, 23, 25, 27, 29, 31 Meadfield Avenue,
Langley, Slough
Slough

31, Scholars Walk, Langley, Slough

6.2 There has been eight letters received as a response of the neighbour consultation, including two from occupiers of Langley Business Centre raising the following issues:

- The Council owes a duty of care to the local residents and previous research only “suggests” the need and the research must be revalidated.

RESPONSE: The need for development is a material planning

consideration and is considered in the report below. The research that has been undertaken is considered to be robust and form the provision of existing policy which is still valid and current. It should however be noted that the principle for development has been established in the Site Allocations Document.

- There is sufficient capacity in existing supermarkets which are 10 minute drives away.

RESPONSE: The need for development is a material planning consideration and is considered in the report below.

- The development is outside the district shopping centre and not all options have been considered within the existing district shopping centre.

RESPONSE: This is a material planning consideration and is considered in the report below.

- The development is contrary to the type of use and constraints in the Local Plan for the Langley Business Centre.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Most people will drive to the site and not walk as claimed by the applicant's and the parking provision is excessive to make people drive to the site and other stores are better options for people who use public transport to do their shopping.

RESPONSE: This is a material planning consideration and is considered in the report below.

- The overall net impact will be a reduction in the number of jobs with the loss of an employment generating use and the loss of surrounding businesses. The number of 200 newly created jobs may not be local but actually involve the supply chain and logistics operation.

RESPONSE: This is a material planning consideration and is considered in the report below.

- The proposed development will impact upon the existing business in the Harrow Market.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Very significant increase in car and lorry traffic on an already very congested road. The Applicants should fund improvements to the Railway Bridge.

RESPONSE: This is a material planning consideration and is considered in the report below.

- The site access will increase the risk of danger and accidents for people using Scholars Walk.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Noise from vehicle traffic will have a detrimental impact upon the amenity of neighbouring residents.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Noise from the petrol filling station will be louder than the existing soundscape.

RESPONSE: This is a material planning consideration and is considered in the report below.

- The proposals will impact upon the environment including light pollution and manufacture, construction and disposal of materials at the end of their life.

RESPONSE: Issues of light pollution is a material planning consideration and is considered in the report below. The use of materials through the life of the development is not a material planning consideration which only covers issues such as energy, design, construction techniques and energy efficient materials.

- Noise and disturbance would be caused during the construction phase.

RESPONSE: Noise during the construction period is a matter for environmental health as they have appropriate legislation to deal with such matters.

- Deliveries during the night will impact on neighbours especially as the warehouse will be close to residential properties.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Roof mounted extraction fans will impact upon neighbouring residential amenity.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Concern about security and the use of the car park in the evening once the store has been shut.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Some of the signage serves no purpose and will become a great irritation to the neighbours that it faces.

RESPONSE: All signage would be subject to a separate application for advertisement consent when such issues would be considered.

- The trees which are to be felled will remove a barrier between the store and neighbouring residential properties and should be replaced with quick growing trees.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Places should be provided for staff parking.

RESPONSE: This is a material planning consideration and is considered in the report below.

- The petrol filling station should not be 24 hours and should be further away from residential properties due to the safety issues concerning such uses.

RESPONSE: This is a material planning consideration and is considered in the report below.

- The proposals will lead to traffic issues on Station Road.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Greater risk of theft and home invasion as the site may not be as secure as currently.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Air quality will suffer due to the increase in traffic standing still.

RESPONSE: This is a material planning consideration and is considered in the report below.

- No real benefits to the village as will not offer anything not currently available in the village or locally.

RESPONSE: The need for development is a material planning consideration and is considered in the report below.

- Bats are known to roost in the trees between the site and the residential properties.

RESPONSE: This is a material planning consideration and is considered in the report below.

- Inadequate provision of landscaping.

RESPONSE: This is a material planning consideration and is considered in the report below.

- There will be a build up of traffic at the proposed exit to the business site, especially with the roundabout in close proximity.

RESPONSE: This is a material planning consideration and is considered in the report below.

PART B: PLANNING APPRAISAL

6.0 Policy Background

6.1 The application will be assessed against the following policies:

- The National Planning Policy Framework (NPPF)
- Slough Local Development Framework Core Strategy (2006–2026) Development Plan Document December 2008
Core Policy 1 (Spatial Planning Strategy),
Core Policy 5 (Employment)
Core Policy 6 (Retail, leisure & Community Facilities)
Core Policy 7 (Transport)
Core Policy 8 (Sustainability and the environment)
Core Policy 9 (Natural, built and historic environment)
Core Policy 10 (Infrastructure)
Core Policy 11 (Community safety)

- Slough Local Development Framework Site Allocations SSA 23 (Part of Langley Business Centre)

- Adopted Local Plan for Slough 2004
- Policy EMP10 (Langley Business Park and Langley Business Centre)
- Policy S1 (Retail Hierarchy)
- Policy S3 (Major Non-Food Retail Development)
- Policy EN1 (Standard of Design)
- EN3 (Landscaping Requirements)
- Policy EN5 (Design and Crime Prevention)
- Policy T2 (Parking Restraint)

6.2 The main planning considerations are considered to be:

- Principle of development
- Design
- Impact on neighbouring amenity
- Transport and parking
- Financial contributions

7.0 **Principle of development**

7.1 As outlined above the site has been included within the Slough Local Development Framework, Site Allocations, Development Plan Document, as a site for a 2,500 sq m supermarket after research showed that when taking into consideration of the existing and proposed supermarket provision the quantitative need for a food supermarket exists within the eastern part of the borough. Local Plan Policy S1 identifies Langley as a District Centre within the network of centres in Slough. Therefore, sequentially, Langley is considered to be the best location in the eastern part of the Borough to accommodate a supermarket. Due to the amount of land needed to accommodate a supermarket there is however no scope to locate a new supermarket within the existing District Centre itself. The Core Strategy recognises this, and notes the option to extend the Langley District Centre into the Langley Business Centre located within 80 metres of the Harrow market.

7.2 Therefore the principle of the redevelopment of the site to provide a food retail supermarket is considered to be acceptable in principle, subject to the stipulated planning requirements as stated above, with need already established through the previously commissioned reports. The intention behind allocating this site for the food supermarket is so that it will act as an extension or a satellite to the existing centre with the provision of good links so that people can have shared trips to the Harrow Market and the supermarket. It was decided to provide the supermarket provision in this way as there is no space available for such a building and associated services within the Harrow Market itself so that the site can work with the centre rather than work against it.

- 7.3 While it is acknowledged that the site is within an Existing Business Area as defined in the Core Strategy and Local Plan (Policy EMP10) and that the site should provide employment generating uses the fact that the site has been allocated for another use takes precedence. In addition to this the provision of a supermarket is likely to provide 200 jobs, based on the applicant's statement, and therefore the site would still provide employment.
- 7.4 However notwithstanding the fact that the need and principle of the development has been established there are some issues arising from the proposals that are in direct conflict with the details contained in the allocations document as outlined below.
- 7.5 The red line site in the allocations document is different to that being used in relation to the current proposals as the current site has a smaller land take. The proposals include a petrol filling station, incorporating kiosk/shop and car wash facility, together with its own servicing and customer access and egress arrangements.
- 7.6 The allocation document recognises that the site could also accommodate more than the proposed supermarket which could include an element of residential, financial and professional services, restaurants, cafes, drinking establishments or takeaways. The list does not however extend to a free standing petrol filling station.
- 7.7 The site now proposed is smaller than the original allocation, the external size of the store is larger than anticipated and the proposals include a free standing petrol filling station which is not one of the complimentary uses listed in the allocations document but is nonetheless quite land intensive. Therefore it will need to be demonstrated that the petrol filling station will not have an adverse impact upon the character of the area, residential amenity or how the site will link with the Harrow Market for it to be acceptable.
- 7.8 The allocations document specifies a maximum of 2500 sq m of trading floor space. This falls within the definition of what constitutes a supermarket, the scale being appropriate to the location. It is noted that a larger area is required for food preparation on the site. Some retail research has been undertaken to see if other Morrison's stores typically have a 46% gross to net floor area. A Morrison's Food store in Croydon was 7,210 sq m gross and 3,399 sq m net and a few other stores were similar. Therefore this is not an unusual scenario and the gross to net ratio can be considered acceptable in principle. The proposed net sales floor area being 2338 sq m falls within the maximum trading floor space of 2500 sq m as set out in the Site Allocations Document, but would need to be conditioned should planning permission be granted.

- 7.9 As stated in the Site Allocations Document one of the purposes of the development is to help and promote the Harrow Market District Shopping Centre and it will need to provide good and usable links to this site. The current proposals show that the proposed site entrance via a roundabout at the southern end of the site is of particular concern with regards to the viability of Langley shopping area. It provides a significant obstacle to the free flow of pedestrians along this part of Station Road which is heavily used by pedestrians walking to and from Langley Rail Station. As such it creates a barrier to achieving effective pedestrian links between the site and Harrow District Shopping Centre, with regards to encouraging linked trips, improving the footway between the site and Harrow Market and including a design and layout attractive and accessible to pedestrians and cyclists.
- 7.10 In order to encourage linked trips it is necessary to up to 2 hours free car parking for non store users through the provision of a Section 106 Agreement with a view to encouraging greater interaction between the proposed supermarket and the Harrow district shopping centre. This was discussed with the applicant's at pre application stage. It is understood that a charging regime is in operation at the Harrow Market car park (although the first 30 minutes parking is free) and therefore it might be attractive for shoppers using the Harrow Shopping Centre and parking for more than 30 minutes to park in the Morrison's car park which would be free of charge. This further highlights the important need of there being good pedestrian linkages between the site and Harrow District Shopping Centre. Such links cannot be achieved when people have to negotiate their way through a car park and around a petrol filling station and be in conflict with vehicles trying to enter the site. The pedestrian access to the Harrow is vital to the scheme being acceptable. This requires that the improvement and future maintenance of the footway must be secured through a S106 Agreement. It is currently considered that it falls short of what is required in the Site Allocations Document. It must be remembered that one of the prime motives behind allocating the site as a supermarket site is to improve the vitality of the Langley shopping area and these proposals in their current form do not provide the measures required to do meet this aim.
- 7.11 So while the provision of a supermarket in this location is considered to be acceptable in principle it does not meet the aims of the Site Allocation Document in so far that it fails to provide a suitable link to the Harrow Market and fails to fully utilise the site allocated for it leading to problems related to neighbouring amenity and design as outlined further below.

8.0 Design

8.1 The National Planning Policy Framework confirms the following:

“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people” (para 56).

“Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment” (Para61).

“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions” (Para 64).

“Local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal’s economic, social and environmental benefits.” (Para 65).

8.2 Core Policy 8 of the Core Strategy requires that, in terms of design, all development:

- a) Be of high quality design that is practical, attractive, safe, accessible and adaptable;
- b) Respect its location and surroundings;
- c) Provide appropriate public space, amenity space and landscaping as an integral part of the design; and
- d) Be in accordance with the Spatial Strategy in terms of its height, scale, massing and architectural style.

8.3 Policy EN1 of the adopted Local Plan states that development proposals are required to reflect a high standard of design and must be compatible with and/ or improve their surroundings in terms of scale, height, massing/ bulk, layout, siting, building form and design, architectural style, materials, access points and servicing, visual impact, relationship to nearby properties, relationship to mature trees; and relationship to watercourses.

8.4 The design of the supermarket building itself with clean lines and facades and the main entrance to the store being announced by the taller glazed element of the building is considered to be acceptable

in principle. The design also respects the character of the area by picking up some features from the surrounding industrial buildings such as the flat roof design and the light palette of cladding that would be used. The fact that the building is on a relatively large site also lends it to having an individual style and design.

8.5 However there are some fundamental concerns relating to the design and layout of the site. Given the siting of the store to the rear of the site, the proposal turns its back on the street, rather than attempting to reinforce/recreate a street frontage and therefore alienates itself from the nearby Harrow Market. Whilst the Site Allocation requires some parking to be close to Station Road, there is an opportunity to bring the building forward closer to the frontage of the site such that it would then help to create a street frontage and interact with the street scene and further show itself to be an extension or satellite of the Harrow Market. While the siting would need to achieve the correct balance between strengthening the existing street scene on the one hand and maintaining a reasonable relationship with the existing housing opposite it is considered that this could be achieved via sympathetic design and use of materials. The relocation of the store would also provide the most convenient access for pedestrians, cyclists and public transport users, whereas the proposed layout makes it most convenient for car users and inconvenient and unattractive for non car users. This would however need to necessitate either the relocation or the removal of the petrol filling station to another part of the site.

8.7 The proposed petrol filling station has a large land take and the operators requirements for such a facility to have high visibility, requiring a prominent street frontage have significantly restricted options for the site's layout. The petrol filling station will dominate the street and will not create an attractive frontage. Whilst Morrisons have stated that petrol filling stations do not have to be intrusive in the street and that much can be done with boundary treatment, reduced signage and lighting and low canopies, there must be a potential conflict in that if the petrol filling station is to be highly visible to catch passing trade then this would appear to be at odds with measures to reduce its impact. In its current proposed position it will be intrusive to opposing residential occupiers. It is considered that the petrol filling station should be positioned within the site so that it will not have a detrimental impact upon the street scene. Attention can still be drawn to the existence of the petrol filling station via the presence of a suitably located totem sign which are common on sites where petrol filling stations are in existence. The land take, mass and bulk of the petrol filling station could also be reduced by having kiosks for payment only so that the store element of the larger kiosk is substantially reduced in size. This would involve customers using the petrol pumps and then driving to the kiosk to pay for their fuel. The provision of a payment kiosk

would substantially reduce the necessary land take.

- 8.9 An additional issue of concern relating to the appearance of the area relates to the proposed roundabout providing an entrance to the site. While the issues concerning highway issues with the roundabout are discussed below from an aesthetics point of view the roundabout is considered to be excessively large and dominating on the street scene. This impacts not just on the appearance of the street scene with it being exceptionally harsh but also cuts down on the area that is available for landscaping, which is already compromised along this frontage. A change to the proposed access arrangements would remove a significant physical barrier to the free flow of pedestrian movements along this part of Station Road, a regular route for pedestrians accessing the train station and reduce the need for such a harsh and obtrusive popsicle within the street scene. This coupled with a poor siting of the store would act as a barrier to linked shopping trips, not achieve one of the prime site planning requirements of the Allocations Document and thereby not take the opportunity to improve the attractiveness of the Harrow shopping centre as discussed.
- 8.10 Further concern is raised due to the fact that the scheme appears to retain little room for meaningful landscaping along the site frontage. The character of the area is formed by green frontages along Station Road and these proposals should provide the opportunity to build upon this. It is important to note that a planning permission for East Berkshire College, which is 150m to the south west of the application site, includes a large amount of works to the public realm and the frontage facing Station Road, to help the reinforce the green open feel of the area. The Council would expect other schemes to build upon the work being done by the College and also provide attractive well landscaped frontages to help maintain the character of the street scene. The landscaping plans that have been submitted with these proposals show that although some trees would be provided amongst some ground cover shrubs this does not provide the green open frontages that make up the character of the area and furthermore will not help to soften the stark appearance of the petrol filling station beyond. At this point a buffer measuring a width of only 1m to 2m is provided so that any planting within this area would be extremely limited.
- 8.11 Therefore it is considered that the proposals fail to provide a design which fully capitalises on the opportunity to provide clear and strong links to the Harrow Centre, suitable landscaping and provides harsh forms of development in the shape of the proposed petrol filling station and roundabout with will look out of keeping with the surrounding area failing to fully address the issues raised in the Site Allocation document.

9.0 **Impact on neighbouring amenity**

9.1 The National Planning Policy Framework outlines the following:

“Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. These 12 principles are that planning should ... always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings (Para 17).

9.2 Core Policy 8 states *“The design of all development within the existing residential areas should respect the amenities of adjoining occupiers and reflect the street scene and the local distinctiveness of the area ... Development shall not give rise to unacceptable levels of pollution including air pollution, dust, odour, artificial lighting or noise”.*

9.3 Policy EN1 of the Local Plan requires that *“Development proposals are required to reflect a high standard of design and must be compatible with and/or improve their surroundings in terms of a) scale, b) height, c) massing/Bulk, d) layout, e) siting, f) building form and design, g) architectural style, h) materials, i) access points and servicing, j) visual impact, k) relationship to nearby properties, l) relationship to mature trees and m) relationship to water courses. These factors will be assessed in the context of each site and their immediate surroundings. Poor designs which are not in keeping with their surroundings and schemes which result in over-development of a site will be refused.”*

9.4 Policy EMP2 of the Local Plan requires that: *“there is no significant loss of amenities for the neighbouring land uses as a result of noise, the level of activity, overlooking, or overbearing appearance of the new building”.*

9.5 It is noted that the building of the supermarket itself is contained within the envelope of the existing building on the site and it would not have any greater visual impact upon the amenity of neighbouring residential properties, than the building which currently exists on site.

9.6 There is an existing service road on the boundary with the rear of the residential dwellings and it is acceptable for this service road to continue to be used to service the proposed store. The existing mature boundary landscaping and the erection of an acoustic fence, which could be secured via condition if permission is to be granted would protect the amenity of these residential properties. It is noted that some of the trees along this boundary are considered for removal due to their condition. If these trees are removed then

they should be replaced with similar mature specimen trees which can be secured via condition if planning permission was to be granted. Concern about bats in these trees have been raised and an ecological report can be secured via condition if permission was to be granted requesting a full bat survey to be undertaken before any works to the trees have been carried out. Furthermore conditions could be applied limiting hours of servicing and servicing should be in strict accordance with the Acoustic Impact Assessment which accompanied the application to ensure that deliveries are undertaken to cause minimum disruption to neighbouring properties. However officers would suggest that the need for the retention of this service road (other than as an emergency escape route), being so close to existing residential properties could be relocated on the basis of a redesign of the site layout to include another means of accessing the site.

- 9.7 Noise from the petrol filling station has also been raised as a concern, especially if it is to be used on a 24 hour basis. The opening hours of such a use could be controlled via conditions to ensure that it is not used at times that could cause inconvenience to neighbouring residential properties. However it would be far more beneficial to have a redesigned layout so that the proposed petrol filling station be positioned in a far less intrusive location as stated above. Safety concerns have also been raised with regards to a petrol filling station being in a residential location and causing a safety hazard due to the hazard nature of the materials being stored there. This is generally not an unusual feature and appropriate legislation is in place to ensure that such a filling station will operate in a safe and secure way.
- 9.8 A condition would be added to any permission to ensure that any plant and machinery is appropriately attenuated so that there is no noise and disturbance arising from its use.
- 9.9 Concern has been raised with regards to issues of security of the site when not in use and further impacts on the security of neighbouring residential properties. Such issues can be secured via condition if planning permission is to be granted in consultation with the Thames Valley Police Advisors. Likewise appropriate conditions could also cover the lighting of the site to ensure that it is safe and that light spill will not affect neighbouring properties.
- 9.10 These proposals will not result in any additional issues of flooding as the site is outside of a flood zone and appropriate drainage can be provided.
- 9.11 It is therefore considered that the proposals provide a scheme which will not have any adverse impact upon the surrounding buildings.

10.0 **Transport and Parking**

10.1 With regards to issues of transport and parking the NPPF states:

“All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;*
- safe and suitable access to the site can be achieved for all people; and*
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.” (para 32)*

“Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in this Framework, particularly in rural areas.” (Pars 34)

“Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to

- accommodate the efficient delivery of goods and supplies;*
- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;*
- create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;*
- incorporate facilities for charging plug-in and other ultra-low emission vehicles; and*
- consider the needs of people with disabilities by all modes of transport.*

A key tool to facilitate this will be a Travel Plan. All developments which generate significant amounts of movement should be required to provide a Travel Plan.

Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.

For larger scale residential developments in particular, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Where practical, particularly within large-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties.

If setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- *the accessibility of the development;*
- *the type, mix and use of development;*
- *the availability of and opportunities for public transport;*
- *local car ownership levels; and*
- *an overall need to reduce the use of high-emission vehicles.*

Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.” (Para 35-40)

- 10.2 Core Policy 7 (Transport) seeks to ensure that all new developments are sustainable, located in accessible locations and hence reduces the need to travel. It requires that development proposals will, either individually or collectively, have to make appropriate provisions for:
- Reducing the need to travel;
 - Widening travel choices and making travel by sustainable means of transport more attractive than the private car;
 - Improving road safety; and
 - Improving air quality and reducing the impact of travel upon the environment, in particular climate change.
- 10.3 Local Plan Policy T2 requires residential development to provide a level of parking appropriate to its location and overcome road safety problems while protecting the amenities of adjoining residents and the visual amenities of the area.
- 10.4 The access and egress will be changed under these current proposals so that a roundabout be installed for as access for the supermarket and a new junction laid out approximately 95m to the north to act as access to the remaining industrial estate. The Local Highway Authority would prefer to see a shared access being created for the existing business park and the proposed store which would resolve the highway issues outlined below and well as the aesthetic issues of the large roundabout as already discussed. The applicant's had previously designed a scheme to incorporate one entrance, despite their protestations that this was not what was operationally required as it would result in industrial traffic meeting

visitor traffic, which could be dealt with by a smaller roundabout within the site in any event. However the applicant's have since gone back to the prior scheme, which officers advised against at pre application stage, as citing that other users on the business park have a right in their leases which grants rights of way over the application site which would be negated if the single access was introduced as the service road which this right runs over is removed. These rights are confined to emergency escape access over a 6m wide strip running along the southern boundary of the site which doubles up as a service road in the current proposals. It is the view of officers that that this emergency access could have been excluded from the sale or incorporated into an alternative design. A letter has been provided from the landlord of the business park who has stated that all the occupiers would need to agree to the leases being renegotiated and the leaseholders have been written to on two occasions with regards to this matter and from the responses that have been received half have agreed to a new lease incorporating this change, although a vast majority have not replied. While the Officers note that the issue of the leases makes it more difficult to provide a single entrance point it does not make it impossible if suitable and through negotiations are undertaken. Furthermore it is not possible to plan according to restrictions in other parties leases as this would tie up the planning system making development almost impossible. This is just another example as to how only planning for part of the site rather than the whole site as allocated restricts development.

- 10.5 The proposal shows the provision of two new accesses and the removal of the existing site access. It is proposed that the store will be accessed by way of a new "Normal Roundabout" sited at the junction with Scholars Walk. A "Compact Roundabout" could not be provided instead which would have less capacity than Normal Roundabouts, but are particularly suitable where there is a need to accommodate the movement of pedestrians and cyclists. Given the close proximity of Langley railway station, East Berkshire College, a range of schools, employers, shopping facilities and housing it is clear that there is a need for the design to positively accommodate pedestrian and cycle movements; the proposed design of the Normal Roundabout does not achieve this. The developer should ensure that the existing cycle lanes are accommodated into the design of any junction alterations including the existing plans to extend the cycle lanes to the junction of Langley Road. The proposed roundabout at the Scholars Walk junction will create very little deflection. If the access junction was proposed further to the north, greater deflection could be achieved, which would have a positive impact on vehicle speeds. The provision of the signalised pedestrian crossing would need to have Zig Zag markings in accordance with the Traffic Signs Manual, and as such, the right turn pocket lane for the business centre would need to start further north than it is currently shown.

- 10.6 A new access is proposed to serve the business park to the north of the existing access. The proposed access is approximately 10m to the south of the centre-line of the Alderbury Road priority junction. The proximity of the two junctions to each other, could lead to vehicles leaving either junctions and heading across Station Road. This movement would increase the likelihood of accidents as drivers would have additional traffic movements to consider between the two junctions. The proposed junction spacing is insufficient and the LHA would not support it as proposed.
- 10.8 It is considered that the development does not provide a safe access to all road users and therefore does not meet the required policy in this regard.

11.0 **Contributions**

- 11.1 A Section 106 Agreement will be required, to secure the free parking long enough to allow the linked trips with Harrow Market. Financial contributions are anticipated which would be related to off site highway works and improvements of the pedestrian footway between the site and the Harrow Shopping Centre. Further contributions may be required for highway improvements depending upon a comparison of trip rates between existing and proposed uses.

PART C: RECOMMENDATION

12.0 **Recommendation**

- 12.1 The application be refused for the reasons set out below.

16.0 **PART D: REASONS FOR REFUSAL**

- 16.1 1. The developer has failed to demonstrate that the scheme layout can provide an opportunity for the provision of shared pedestrian links / shared shopping trips between the proposed supermarket and Harrow Market District Shopping Centre essential to the future viability and vitality of the centre and would also be contrary to the National Planning Policy Framework, Core Policy 6 of the Slough Local Development Framework, Core Strategy 2006-2026, Development Plan Document, site planning requirements of SSA23 Site Allocations Development Plan Document 2010 and policy S6 of the Local Plan for Slough 2004 (incorporated in the Composite Local Plan for Slough 2013).

2. The proposed layout of the site with the main supermarket building being positioned at the rear of the site failing to reinforce/recreate a street frontage, with the over dominant petrol filling station at the front of the being a bulky alien feature in the street scene together with a large harsh overbearing roundabout to the detriment of the street scene, accessibility for pedestrians and cyclists and the character of the area and would be contrary to the National Planning Policy Framework, Core Policy 8 of the Slough Local Development Framework, Core Strategy 2006-2026, Development Plan Document site planning requirements of SSA23 Site Allocations Development Plan Document 2010 and policy EN1 of the Local Plan for Slough 2004 (incorporated in the Composite Local Plan for Slough 2013).
3. A holding objection is raised on the grounds that the applicant has failed to enter into a S106 Planning Obligation Agreement to provide limited stay free parking for non store users or for the carrying out of off site highway works to include improvements to pedestrian links between the site and Harrow Market and the payment of a financial contribution for local transport improvements.

Members are advised that the final wording of reason 3 above may change upon receipt of comments from the Council's transport and highways adviser and that this will be included on the Amendment Sheet.

INFORMATIVES

1. In dealing with this application, the Local Planning Authority has worked with the applicant in a positive and proactive manner through pre-application discussions. It is the view of the Local Planning Authority that the proposed development does not improve the economic, social and environmental conditions of the area for the reasons given in this notice and it is not in accordance with the National Planning Policy Framework.
2. The development hereby refused was submitted with the following plans and drawings:
 - (a) Drawing No. I2366 AL(0)000 P1, Dated 04/07/2013, Recd On 10/07/2013
 - (b) Drawing No. I2366 AL(0)001 P1, Dated 04/07/2013, Recd On 10/07/2013
 - (c) Drawing No. QL11117/D1 P1, Dated 20/02/2012, Recd On 10/07/2013
 - (d) Drawing No. I2366 AL(0)002 P1, Dated 04/07/2013, Recd On

10/07/2013

(e) Drawing No. I2366 AL(0)004 P1, Dated 04/07/2013, Recd On 10/07/2013

(f) Drawing No. I2366 AL(0)005 P1, Dated 04/07/2013, Recd On 10/07/2013

(g) Drawing No. I2366 AL(0)006 P1, Dated 04/07/2013, Recd On 10/07/2013

(h) Drawing No. I2366 AL(0)008 P1, Dated 04/07/2013, Recd On 10/07/2013

(i) Drawing No. I2366 AL(0)003 P1, Dated 04/07/2013, Recd On 10/07/2013

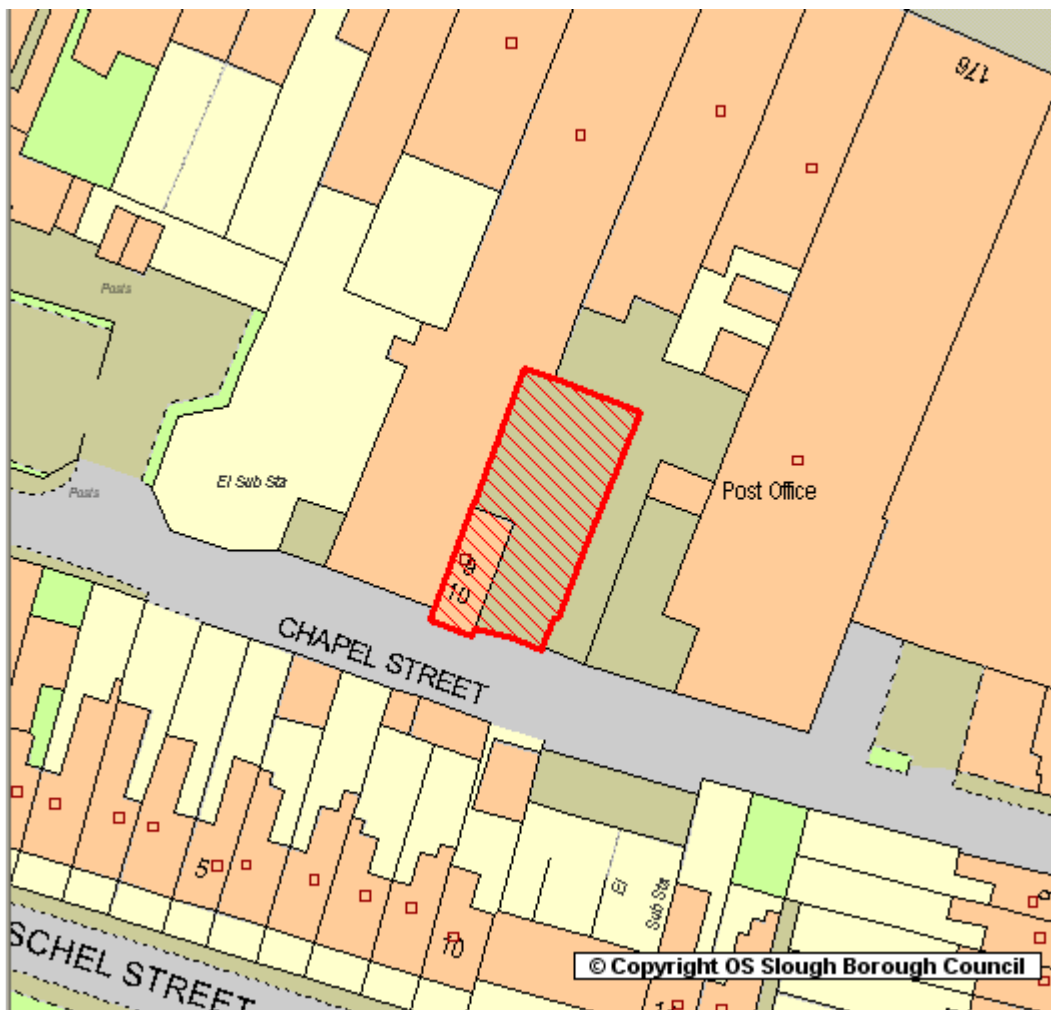
(j) Drawing No. I2366 AL(0)007 P1, Dated 04/07/2013, Recd On 10/07/2013

(k) Drawing No. I2366 AL(0)009 P1, Dated 04/07/2013, Recd On 10/07/2013

(l) Drawing No. I2366 AL(9)100 P1, Dated 12/04/2012, Recd On 10/07/2013

| | | | |
|--------------------|---|---------------|------------------------------------|
| Registration Date: | 04-Jul-2013 | Applic. No: | P/01913/008 |
| Officer: | Ian Hann | Ward: | Upton |
| | | Applic type: | Major |
| | | 13 week date: | 3rd October 2013 |
| Applicant: | Mr. Iftakhar Ahmed | | |
| Agent: | Mr. Alan Counter 33, CHAUCER WAY, COOMBELANDS, ADDLESTONE, SURREY, KT15 1LQ | | |
| Location: | 9-10, Chapel Street, Slough, SL1 1PF | | |
| Proposal: | ERECTION OF 6 STOREY BUILDING TO PROVIDE A MIXED USE DEVELOPMENT COMPRISING: A) 133SQ METERS OF CLASS A2 OFFICES AT GROUND FLOOR. B) 30NO BEDSIT FLATS ON FIVE UPPER LEVELS TOGETHER WITH ON SITE CYCLE AND REFUSE STORAGE (OUTLINE APPLICATION WITH APPEARANCE AND LANDSCAPING FOR SUBSEQUENT APPROVAL). | | |

Recommendation: Refuse



1.0 **SUMMARY OF RECOMMENDATION**

- 1.1 Having considered the policy background, comments from consultees and the impacts of the proposed development it is recommended that the application be refused planning permission for the reasons set out in this report.
- 1.2 This application is to be decided at planning committee as it is a major application.

PART A: BACKGROUND

2.0 **Proposal**

- 2.1 An outline planning application has been submitted for a detached six Storey building, comprising office accommodation at ground floor level and residential uses in the five floors above consisting of 30 no. bedsits / studio apartments. Cycle and bin stores are also proposed, to the ground floor rear and side of the property respectively. This application follows a previously approved scheme for a four storey building with basement comprising a gym at basement level, offices uses at ground floor level and 8 no. one bedroom flats and 8 bedsits / studio apartments. These proposals would therefore see the removal of the basement level, a reduction of 34.5m² of office floor area due to the increased cycle and bin storage and the removal of all one bedroom flats to be replaced with bedsits / studio apartments, an overall increase of 14 units. The previous application was approved by Planning Committee in November 2010 (reference P01913/006) and expires on 24th November 2013 unless a valid application for reserved matters is received before the extant permission expires.
- 2.2 The proposed building will have a width of 10.5m, depth of 24.5m and will have a height of 16.8m with a flat roof with almost 100% site coverage.
- 2.3 This is an outline application with access, scale and layout to be agreed at this stage and appearance and landscaping to be reserved matters.

3.0 **Application Site**

- 3.1 The application site is located on the north eastern side of Chapel Street, which is a service road that predominantly serves the rear of the properties in High Street. The site is currently being used as a shisha lounge for which a large marquee and separate building is being used (the separate building is immune from enforcement action although the use of it is not). This use and the associated structures do not have the benefit of planning permission and a Stop Notice and Enforcement Notice have been served in order to regularise the site and are currently the subject of an appeal.

- 3.2 The site is surrounded with commercial buildings on the north eastern side of the site, with most of them being rear accesses to High Street units and two storey residential properties to the south and south west of the site. These residential properties face onto Herschel Street with the rear of the properties on Chapel Street with parking areas and gardens adjacent to Chapel Street itself.
- 3.3 The site is situated within the Slough Town Centre Boundary and Slough Town Centre Shopping Centre as defined in the proposals map for Slough.

4.0 **Site History**

- 4.1 Planning permission was granted in September 1992 for a photographic and recording studios with ancillary parking and offices (P/01913/003) and permission for its continued use was granted December 1996 (P/01913/004) and July 1999 (P/01913/005).
- 4.2 Planning permission was then granted for demolition of existing buildings and erection of a two storey office building with undercroft parking (S/00618/000). This was followed by two outline applications that were granted planning permission two storey office buildings in September 2005 (S/00618/001) and January 2006 (S/00618/002) but have not been constructed and have now expired. At the time that the applications were determined they were adjudged to have established an appropriate size, scale and bulk of building for the site.
- 4.3 Planning permission was granted a smaller scale scheme than that which is currently sort as outlined above in November 2010 (P/01913/006).
- 4.4 Planning permission was applied for in December 2011 for a seven storey building plus basement to provide a gymnasium, hair salon, beauticians, sauna and aerobics room at basement level, 334m² of office space on the ground and first floor and 25 residential units (10no. 1 bed flats and 15no. studio flats) on the floors above but was withdrawn prior to determination (P/01913/007).

5.0 **Neighbour Notification**

- 5.1 164, 166, 172, 174, High Street, Slough.
7, 8, 9, 10, Herschel Street, Slough.

One letter of objection has been received from the occupier of 7 Herschel Street raising the following objections:

Disruption to local residents on their back yards and parking access.
The proposals would lead to an increase in traffic and parking issues.
Overshadowing and loss of light to the properties in Herschel Street.
Overlooking to the back yards for the properties on Herschel Street.
Increase in noise and disturbance.
The design and aesthetics should be in keeping.

Response: These matters are material planning considerations and comment is made in the report below.

6.0 **Consultation**

6.1 **Environmental Services**

No response has been received. Should any response be received this will be reported to Members on the amendment sheet.

6.2 **Public Protection Services, Neighbourhood Enforcement.**

No response has been received. Should any response be received this will be reported to Members on the amendment sheet.

6.3 **Transport**

Traffic Generation

No information has been presented by the applicant on the current or proposed trip generation of the site, therefore I have interrogated the TRICS 2010(a) v6.5.2 database to determine the number of person and vehicle trips of the existing and proposed use.

The B1 office use has a proposed gross internal floor space of 131sqm. It is expected that 37 person trips will be generated per day. The application includes proposals for 30 studio flats. Trip rates have been derived from the TRICS database and it is estimated that the proposed development will generate 152 person trips per day. The proposed development is likely to generate an approximate total of 189 person trips per day.

It is imperative to recognise that the highway network within the Borough experiences extensive problems with capacity and delay, the Borough Council has developed a Transport Strategy which is supported by central government policy to encourage modal shift to other forms of transport and manage congestion to enable targets within the Transport Act to be met. This development would place additional demands on the transport network on a daily basis and the associated traffic and person trip movements would exacerbate existing problems in terms of the proposed residential and commercial uses.

As a consequence of the existing delay and congestion within Slough town centre a contribution towards the Slough Transport Strategy is required so that the implementation of schemes within the Strategy to promote other forms of travel and manage congestion can be brought forward. A contribution of £28,350 should be secured by a S.106 Agreement and it would be put towards improving parking facilities at the nearby Herschel Street car park, towards the implementation of real time passenger information in the town centre to make bus travel more attractive and finally towards improvements to walking and cycling infrastructure in the town centre.

Access

The new building is to be accessed via a pedestrian path along the west side of the building. To the east side of the building is a vehicular access road to a service area for the High Street retail units. The submitted plans show that the building will be set back in line with the adjacent building to the west at ground floor level, although at first floor level it will overhang the footway by 0.6m. The area of land (ground floor level) that will now be used as footway should be dedicated free of charge to the local highway authority and above that an oversailing licence will be required for the floors above.

The pedestrian visibility from the pedestrian access meets the required standard of 2.4m x 2.4m visibility splays.

Parking

The applicant is not required to provide any parking spaces for this development, which is consistent with Policy T2 in the Slough Local Plan. As the development is located in the Town Centre and is in close proximity to the railway station and bus station I have no objection in principle to the development providing no parking. There are on-street parking restrictions in place on Chapel Street between 8am and 7pm Monday to Saturday. The development is still likely to attract vehicular trips and these will therefore need to be accommodated in the nearby Herschel multi-storey car park, which operates on a 24 hour basis. It is conceivable that some of the occupiers might seek to receive an on-street residents parking permit in the local zones around the development. Therefore I would recommend that residential occupiers should be excluded from applying for on-street parking permits in the local parking watch zone. This should be secured through the S.106 agreement or by way of a planning condition.

As this is in effect a car free development, it is vital to both the residential and commercial elements of the scheme that high quality cycle parking provision is included. The cycle store at the rear was designed for 18 flats not 30. Large communal stores are not particularly effective as the security of the stores is undermined by the number of users. No cycle parking provision has been made for the offices. I am unwilling to accept the proposal as submitted.

Cycle parking must be installed to meet the Council's Cycle Parking Standards as set out in the Developer's Guide Part 3, Section 7. Therefore, the development will need to be significantly redesigned and new plans submitted development will need to be redrawn illustrating how cycle parking can be provided. Therefore until the plans are re-drawn I would recommend refusal of this application.

Refuse Storage

Sufficient refuse and recycling storage space has been provided for both commercial and residential waste together, but now that the development mix

has changed – greater storage space needs to be allocated to the residential refuse store and less to the commercial store. As this is an outline application, this can be addressed at the detailed stage. But for completeness the current store for residential use can only accommodate 4 eurobins when 5 are required (3 for waste and 2 for recycling). Whilst the current store shows 5 bins – one bin is inaccessible. Depending on how the offices are to be managed – the number of commercial bins could be reduced to 1 to 2.

Transport and Highway works and contributions summary

The applicant will need to enter into a section 106 agreement with Slough Borough Council, this s106 agreement will obligate the developer to enter into a section 278 agreement for the satisfactory implementation of the works identified in the highways and transport schedules and for the collection of the contributions schedule.

The highways schedule includes:

Reconstruct and widen the footway fronting the application site to 2.4m; and Dedication as highway maintainable at the public expense, free of charge, the widened section of footway.

Oversailing Licence required

Transport Schedule includes:

£28,350 contribution towards Local Transport Strategy measures in the town centre

Future occupiers of residential apartments excluded from applying for residents parking permits.

Drainage

The application has stated the use of SuDS for surface water disposal. This will need to be attenuation and as the town centre catchment should restrict the discharge from the site to the greater of 20 litre/second/hectare or 5 litres/second. The drainage system should be designed for containment within the site of a 1:100 yr +20% event. This can be conditioned.

It may be advisable to consult Thames Water regarding the capacity of their foul sewer for a development of this intensity.

Recommendation

This application should be refused for the following reasons that it has failed to demonstrate that the proposed development can provide cycle parking facilities in accordance with the adopted standards set out in the Slough Local Plan. The development is therefore contrary to Slough Borough Council Local Plan Policy T8 and Core Policy 7 of the Slough LDF 2006-2026;

PART B: PLANNING APPRAISAL

7.0 Policy Background

7.1 National guidance

- National Planning Policy Framework

Local Development Framework, Core Strategy, Submission Document

- Core Policy 1 (Spatial Vision and Strategic Objectives for Slough)
- Core Policy 4 (Type of Housing)
- Core Policy 5 (Employment)
- Core Policy 6 (Retail, Leisure and Community Facilities)
- Core Policy 7 (Transport)
- Core Policy 8 (Sustainability & the Environment)
- Core Policy 10 (Infrastructure)

Adopted Local Plan for Slough

- H14 (Amenity Space)
- EN1 (Standard of Design)
- T2 (Parking Restraint)

7.2 The planning considerations for this proposal are:

- Principle of use
- Scale, massing, bulk and layout
- Impact to neighbouring residential properties / relationships to neighbouring buildings
- Standard of accommodation
- Amenity Space
- Parking / Highway Safety

8.0 Principle of use

8.1 The principle of a mixed use scheme and would comply with the National Planning Policy Framework in principle as it is a brownfield site and makes efficient use of a underutilised site but there are some fundamental issues of scale, bulk and height of the development, design, amenity issues and environmental impacts that are considered in detail below.

8.2 Core Policy 1 (Spatial Strategy) states that “proposals for high density housing ... will be located in the appropriate parts of Slough Town Centre.” Paragraph 7.68 of the Core Strategy states that “the actual density that will be permitted on an individual site will be dependant upon the overall strategy for that location and upon achieving a high standard of design which creates attractive living conditions”. While the principle of the use can be accepted in planning terms there are significant issues in terms of the scale of the proposals and its failure to respect its surroundings as well as issues involving amenity, living standards

and transport as well as failing to provide a suitable mix of accommodation. As such the Applicant must demonstrate that the development is appropriate to the site as well providing high quality housing and this is discussed below.

8.3 This site is not a site that has been identified in the Councils Site Allocations Document. Although this in itself does not stop it from being developed it should be noted that the Council has a 5, 10 and 15 year supply of houses and therefore any proposals that come forward have to be in accordance with the Councils approved and adopted policies.

9.0 **Scale, massing, bulk and layout**

9.1 Design and external appearance is assessed against the National Planning Policy Framework, Core Policy 8 and Local Plan Policy EN1.

9.2 The National Planning Policy Framework confirms the following:

“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people” (para 56).

“Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment” (Para61).

“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions” (Para 64).

“Local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal’s economic, social and environmental benefits.” (Para 65).

9.3 Core Policy 8 of the Local Development Framework, Core Strategy, states that: *“All development in the Borough shall be sustainable, of a high quality design, improve the quality of the environment and address the impact of climate change.”* Part 2 to that policy covers design and in sub section b) it states: *“all development will respect its location and surroundings”.*

9.4 Policy EN1 of the Adopted Local Plan states that *“all development proposals are required to reflect a high standard of design and must be compatible with and/or improve their surrounding”*, in accordance with the criteria set out in that policy.

- 9.5 The design / appearance of the proposed building is not a consideration as part of this application, as it would be a reserved matter to be assessed at a later stage if planning permission is to be granted, however the scale massing and layout is. The scale and massing of the proposed dwellings at six storeys in height will be a lot larger and bulkier than the immediate neighbouring properties or any other property in Chapel Street. The extant outline planning permission permits in principle a 4 storey building which already sits one storey higher (2.7m) than surrounding buildings and therefore establishes a benchmark as to the maximum height, scale and bulk which is appropriate for the site. Taller buildings are generally contained to land west of Church Street with properties to the east, as is the application site, being more modest in height and in keeping with the character of the area. Although there is a backdrop of taller buildings within the Town Centre, these are not immediate to the application site and do not justify additional height being supported on the application site and a building six stories in height would be visible from the town centre and would result in an inappropriate and overbearing form of development within this part of the town centre.
- 9.6 Paragraph 7.162 of the Core Strategy states that the Council will continue to develop an urban design and tall buildings strategy for the town centre based upon the principles that are emerging from the Heart of Slough comprehensive development scheme. This has identified that all development in the High Street should be of a “pedestrian scale”. Chapel Street is a service road at the rear of the High Street and it is considered that development should not be any taller than that which has been previously approved.
- 9.7 The character of Chapel Street itself is characterised with 2 / 2.5 stories, although there are small variations this is the norm. The height issues will be further compounded by the fact that the building will occupy almost all of the site and there would be no meaningful setting around the building. This will result in the building coming right upto the future widened footpath and further adding to a dominant and overbearing form of development which would be out of context with the existing street scene. While taller buildings could be supported in a Town Centre location they will still have to have a form of context with the surrounding area. With no other taller buildings in the immediate surrounding area, this building will look out of context with its location. Notwithstanding a 1m set back at the top floor level the introduction of additional floors, substantially higher than the immediate surrounding buildings and taller than what has been previously approved on the site would result in a development that is out of character with its surroundings. This is accentuated by the lack of any setting for the building due to its excessive site coverage. It is considered that the previously approved scheme was the very maximum that could have been achieved on the site and the further intensification of this would not be acceptable in terms of scale massing and bulk.
- 9.8 The development is effectively an infilling development between the rear properties of retail units that front onto the High Street. The current appearance is one of substantial flank walls with no active frontage onto

Chapel Street. The proposal for ground floor A2 units will provide some active frontage at street level and this is a positive attribute of the scheme, although given that the building fronts a rear service road, an active road frontage would not normally be anticipated.

- 9.9 Notwithstanding the fact that matters of design and appearance are reserved for subsequent approval it is not considered that the harm caused by the excessive bulk, height and scale could be masked or minimalised through a different design approach.
- 9.10 An objection is therefore raised in terms of the scale, massing, bulk and positioning of the development as the Applicant has not demonstrated that the amount of development being sought can be satisfactorily contained within the site. The proposal is therefore considered to be in contrast with guidance given in PPS1, Core Policy 8 of the Local Development Framework Core Strategy and Policy EN1 of the Adopted Local Plan.
- 10.0 **Impact to neighbouring residential properties / relationships to neighbouring buildings**
- 10.1 The impact on adjacent residential properties is assessed against Core Policy 8 and Local Plan Policy EN1.
- 10.2 Core Policy 8 of the Local Development Framework, Core Strategy, states that the design of all development within existing residential areas should respect its location and surroundings.
- 10.3 Policy EN1 of the Adopted Local Plan states that *“all development proposals are required to reflect a high standard of design and must be compatible with and/or improve their surrounding”*, in accordance with the criteria set out in that policy.
- 10.4 The proposed building will be sited so that it will be positioned a maximum of 26m from the rear habitable room windows of the dwellings that face onto Herschel Street but back onto Chapel Street. With the building increasing in size from that which was previously approved and having an overly large and overbearing appearance, as discussed above, this will result in an overbearing form of development when viewed from the rear of these properties. While the separation distance, as discussed above, remains the same from the previously approved scheme (as a minimum it would be expected that the additional floors should be set back from the front elevation of the building to increase the separation distance between the new building and the residential properties opposite), the amount of development now sort could not be achieved on the site without impacting on the amenity of neighbouring properties. The increase in the height of the proposed building would have a greater impact upon the neighbouring properties in terms of overlooking and overbearing impact and a greater degree of separation would be required with a building that is substantially higher than that which was previously granted planning permission. This situation would be exacerbated furthermore for those who still

retain a rear garden, having a detrimental impact upon the use of these gardens also. It is considered that anything over and above that which was previously approved would result in further unacceptable impact on these residential dwellings.

- 10.5 There is a potential conflict between the existing clear fenestration within the rear elevation of MacDonald's close to the rear elevation of the proposed building (approximately between 7m and 9m) which is to include principle habitable room windows, and which could lead to a loss of privacy and amenity for future occupiers of the affected units.
- 10.6 Further impacts on neighbouring properties will be experienced by the fact that the proposal could inhibit future development/redevelopment options on neighbouring sites. The proposed building will be set off the eastern boundary by 0.5m and by 1.2m from the western boundary and with the installation of primary windows into the flank wall and rear elevations this will be a material consideration and potential restricting factor if neighbouring sites choose to redevelop in the future and would mean that the these sites could not redevelop due to the impact that they would have on the proposed building. While it is accepted that this situation exists with the previously approved scheme the potential for the sterilisation of neighbouring land is increased under this application due to the additional number of side facing windows and may restrict the redevelopment of neighbouring land. No attempt has been made to try to overcome this problem by redesigning the internal layout of the flats or by providing larger flats which may overcome the issue.
- 10.7 Increase in noise and disturbance would not be materially worse from the previously approved scheme to warrant refusal and could be controlled by a certain extent via condition if the scheme was to be approved.
- 10.8 An objection is therefore raised on the Grounds that the applicant has failed to demonstrate that the layout, height, bulk and scale of the development would not harm the neighbouring residential amenity through overlooking, loss of privacy, overbearing impact and the potential sterilisation of neighbouring land. The proposal is considered to be inconsistent with Core Policy 8 of the Local Development Framework Core Strategy and Policy EN1 of the Adopted Local Plan.

11.0 **Standard of accommodation**

11.1 **Room Sizes**

The Council's approved Guidelines for Provision for flat conversions, 1992 requires a minimum room size for the type of development proposed. Although these guidelines relate to conversions of flats they do provide a guide for new build development, such as proposed in this application. The guidelines state that living areas (sitting and dining) for 1 bed room flats requires an area of 14.86m², kitchen areas require 5.57m² and bedrooms require 11.14m². These guidelines go further to say that in the case of bedsits (studio units) the total

floor space should not fall below those laid down for one bedroom flats. The studio flats that form the basis of this application have a floor area (living area and kitchen) of between just 26.88m² and 26.98m² as opposed to the minimum of 31.57m² leading to a shortfall of between approximately 4.69m² to 4.59m² and would result in an unacceptable cramped form of accommodation for future occupiers of these units having a detrimental impact upon their living standards, while failing to provide high quality housing. While it is accepted that some of the bedsits fell below these standards in the previously refused scheme the number of units and the amount by which they are substandard is increased under this application and such a shortfall is not considered to be acceptable and with an increased number of units an increase in the mix of type of unit would also be considered to be appropriate.

11.2 Sunlight / Daylight

Although no details have been provided to assess daylight and sunlight issues the living conditions for future occupiers on the first level of residential accommodation is compromised by the orientation of the rooms inside the building in terms of outlook and lacking the benefit of any natural light facing brick walls a very limited distance away from the windows and will have a detrimental impact on the living standards of future occupiers in the lower levels of the building in terms of outlook and loss of light.

11.3 Entrance

The layout of the proposed development is further compromised with the inclusion of only one entrance to the building. This entrance will have to be used for the offices, residential properties and the gym / leisure uses and although this was deemed to be acceptable for the previously approved scheme with the increase in the number of residents and office users of the building it will result in congestion and conflict within the small entrance / lobby area and will also create security issues with a greater range of people having access to the residential and office areas of the building which will further impact upon the amenities of future residents, both residential and commercial.

11.4 Tenure

The Applicant has sought to supply an increased number of small units at the lower end of the market, above that which was previously considered to be acceptable, but has failed at this stage to provide the necessary justification in the way of a market needs argument. However this would need to be considered in the round and it would not justify substandard accommodation. Whilst the previous tenure argument was never proven given the view taken on this application a reason for refusal could not be sustained on this occasion.

11.5 Whilst tenure can not normally be controlled through the planning system, the applicant previously sort to justify the standard of provision by entering into a legal agreement with the Council confirming that the properties would only be used for short term lets. It is not considered that this agreement can be carried forward to the current application which seeks to both double the number of units and reduce all accommodation to bed sits only. It is not considered that

the development provides an adequate mix of dwellings in accordance with Core Policy 4.

- 11.6 It is not considered that issues relating to the layout and resulting quality of housing can be addressed through detailed design given the floorspace and dwelling unit numbers for which outline planning permission is sought and would not be in compliance with the National Planning Policy Framework and Core Policy 8 of the Local Development Framework Core Strategy.

12.0 **Amenity Space**

- 12.1 Amenity space criteria is assessed against Local Plan Policy H14.

12.2 Policy H14 of the Adopted Local Plan states that development will only be allowed with the provision of the appropriate amount of private amenity space with due consideration given for type and size of the dwelling, quality of the proposed amenity space, character of the surrounding area in terms of type and size of amenity space and the proximity to existing public open space and play facilities. This policy goes further to say that in smaller schemes, such as one bedroom flats, demand for rear gardens is not so strong.

12.3 This scheme proposes only studio apartments with no usable amenity area. Although not ideal the development does not comprise of family accommodation for which the provision of amenity space is important it would not form a basis for refusal of the application as the site is within a Town Centre location where there is very limited private amenity space but is in close reach to publicly accessible amenity areas, such as at the High Street / Yew Tree Road junction or Upton Park slightly further afield.

12.4 The proposal is considered to be in accordance with guidance given in National Planning Policy Framework and Policy H14 of the Adopted Local Plan in terms of amenity space requirements.

13.0 **Traffic and Highways**

13.1 The relevant policies in terms of assessing traffic and highway impacts are Core Policy 7, Local Plan Policy T2 and the adopted parking standards.

13.2 Core Policy 7 requires that development proposals will have to make appropriate provisions for reducing the need to travel, widening travel choices and making travel by sustainable means of transport more attractive than the private car, improving road safety, improving air quality and reducing the impact of travel upon the environment.

13.3 Local Plan Policy T2 requires residential development to provide a level of parking appropriate to its location and overcome road safety problems while protecting the amenities of adjoining residents and the visual amenities of the area.

- 13.4 The applicant is not required to provide any parking spaces for this development, which is consistent with Policy T2 in the Slough Local Plan. As the development is located in a sustainable location in close proximity to the railway station, bus station and other facilities, including 24 hour car parks, there is no objection in principle to the development providing no parking.
- 13.5 With this development a car free development, it is vital to both the residential and commercial elements of the scheme that high quality cycle parking provision is included. The application proposes an area with a smaller cycle parking provision as the previously approved scheme with no allowances for the increase residential units. This is clearly insufficient in size and thus it is unacceptable. The provision of a large communal store would also be against the recommendations of the Slough Borough Council Developers Guide which would recommend individual lockers. Cycle parking must be installed to meet the Council's Cycle Parking Standards as set out in the Developer's Guide Part 3, Section 7.
- 13.6 No information has been presented by the applicant on the current or proposed trip generation of the site, however modelling shows that the proposed development is likely to generate an approximate total of 198 person trips per day, a material increase.
- 13.7 This development would place additional demands on the transport network on a daily basis and the associated traffic and person trip movements would exacerbate existing problems in terms of the proposed residential and commercial uses. As a consequence of the existing delay and congestion within Slough town centre a contribution towards the Slough Transport Strategy is required so that the implementation of schemes within the Strategy to promote other forms of travel and manage congestion can be brought forward. A contribution of £28,350 should be secured by a S.106 Agreement and it would be put towards improving parking facilities at the nearby Herschel Street car park, towards the implementation of real time passenger information in the town centre to make bus travel more attractive and finally towards improvements to walking and cycling infrastructure in the town centre. The applicant did enter into a Section 106 Agreement for the last approval for a transport contribution of £17,500.00 to fund improving parking facilities, the implementation of real time passenger information in the town centre and towards improvements to railway forecourt, which was reduced from the original figure of £31,800.00 after discussions with the then Head of Town Planning, the basis of which is unclear and unreported. The applicant has indicated that they would be willing to enter into another Section 106 Agreement for this scheme in a "similar nature as before". However this would not adequately reflect an increase in the scale of development being proposed for the site. However with the increase in funds that are required and as outlined above there are significant and severe issues with this application it is proposed to include a holding objection for the failure to provide an appropriate Section 106 agreement.
- 13.8 An objection is therefore raised in terms of lack of cycle parking and impact upon highway infrastructure. The proposal is considered to be inconsistent with

Core Policy 7 of the Local Development Framework Core Strategy and Policy T2 of the Adopted Local Plan.

14.0 **Other Issues**

14.1 This application involves the provision of more than 24 dwelling units and to comply with the requirements of Core Policy 4, 30% of the provision should be in the form of on site affordable housing. With respect to the extant outline planning permission, given the high proportion of bed sits equating to 66% of the total provision and the poor internal space standards, that such accommodation would be serving the lower end of the rental market and a proportion at least being tied to short term lets only, a view was taken at that time, that the normal affordable housing provisions would not apply. However these proposals see an increase in the number of units to be provided a contribution should now be sort for off site affordable housing as the type of development proposed would not meet the needs of people on the Council's waiting list. No viability statement has been produced with the application and the applicant has stated that they are willing to enter a Section 106 Agreement towards transport or leisure facilities only.

14.2 Were this planning application to have been supported in planning terms, the applicant would have been required to enter into a Section 106 Planning Obligation Agreement the starting point for negotiations being payment of a financial contribution in full, in lieu of provision on site.

14.3 With respect to education contributions, similarly in respect of the extant outline planning permission, given the high proportion of bedsits within the overall scheme, it was decided at the time not to apply the normal requirements on the grounds that the type of accommodation was unlikely to attract families. As the 1 bedroom flats have now been removed from the current proposals an education contribution would not be sort.

14.4 The thread that runs through the National Planning Policy Framework is that planning permission should be granted for sustainable development without delay. However these proposals are not considered to be sustainable for the reasons outlined in this report.

15.0 **Summary and Conclusions**

15.1 The Applicant has failed to demonstrate through the submission of illustrative plans and other details that the site is capable of accommodating a building of the height, scale and bulk proposed, nor the number of residential units proposed insofar as; this level of residential accommodation cannot be satisfactory accommodated on the site without prejudicing the privacy and outlook for nearby residential properties; that having due regard to the siting of the development in relation to neighbouring uses it would potentially restrict development / redevelopment opportunities on those sites; that the quality and standard of accommodation for some future occupiers due to the lack of adequate day light / sunlight and cramped and inappropriate accommodation /

room sizes would result in sub standard housing; and that the height coupled with a lack of any setting around the building results in a building which is out of context with its immediate surroundings. It is therefore considered that the scheme represents an over development of the site.

16.0 **PART C: RECOMMENDATION**

16.1 **Refuse**

17.0 **PART D: LIST OF REASONS FOR REFUSAL**

1. The applicant has failed to demonstrate that the level of development being applied for can be provided on this site without compromising the character and appearance of the area through the buildings excessive bulk, scale and height. Furthermore at a proposed height of six stories the building will be visible from the High Street and will appear as an isolated and intrusive form of development given the domestic scale of the rest of the High Street. The applicant has failed to show that the amount of development sort can be delivered on this site without comprising the otherwise domestic scale of this part of the Town Centre and therefore the proposed development is thereby contrary to National Planning Policy Framework, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document: December 2008 and Policies EN1, of the Adopted Local Plan for Sough: 2004 (incorporated in the Composite Local Plan for Slough 2013).
2. The siting and juxtaposition of the proposed building would introduce an unacceptable form of development for the occupiers of the residential properties at 6-10 Herschel Street, the rears of which face onto the south side of Chapel Street resulting in an overbearing form of development, and a loss of privacy for these occupiers and be visually intrusive for the occupiers of those properties with their amenity affected to an unacceptable degree. The development therefore has an unacceptable impact upon the amenities of neighbouring properties contrary to National Planning Policy Framework, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document: December 2008 and Policies EN1 and H13 of the Adopted Local Plan for Sough: 2004 (incorporated in the Composite Local Plan for Slough 2013).
3. Given the layout and scale of the building with its increased provision of flank windows over and above that previously approved will result in potential and perceived overlooking over neighbouring sites, to the extent that it would significantly effect the chances of future development on neighbouring sites, therefore having an unacceptable impact upon the amenities of neighbouring properties. The development is therefore contrary to National Planning Policy Framework, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document: December 2008 and Policies EN1 and H13 of the Adopted Local Plan for Sough: 2004 (incorporated in the Composite Local Plan for Slough 2013).

4. Given the layout and scale of the building and its proximity to the rear of the properties in High Street with habitable room windows facing onto properties on High Street will result in overlooking to the proposed residential units, contrary to National Planning Policy Framework, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document: December 2008 and Policies EN1, of the Adopted Local Plan for Slough: 2004 (incorporated in the Composite Local Plan for Slough 2013).
5. The proposed building by virtue of its internal layout will result in a number of the residential units having inappropriately sized rooms and rooms that will have inappropriate outlook and access to sunlight / daylight, thereby impacting on the amenity of future residents and failing to provide high quality housing, contrary to National Planning Policy Framework, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document: December 2008 and Policies EN1, of the Adopted Local Plan for Slough: 2004. (incorporated in the Composite Local Plan for Slough 2013).
6. The proposed building would result in an unsuitable singular entrance for all uses resulting in a crowded and congested entrance leading to security and amenity issues with concerns over security and the failure to design out crime, and given the scale and intensity of the layout could not be adequately designed out at the reserved matters stage. The development is therefore contrary to National Planning Policy Framework, Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document: December 2008 and Policies EN1, of the Adopted Local Plan for Slough: 2004 (incorporated in the Composite Local Plan for Slough 2013).
7. Insufficient provision has been made for secure cycle parking to the detriment of the efficiency of the highway network and given the scale and intensity of the layout this could not be incorporated without the loss of office floor space or dwelling units. As such the proposal is contrary to Core Policy 7 of the Slough Local Development Framework, Core Strategy 2006-2026 Development Plan Document, December 2007) (incorporated in the Composite Local Plan for Slough 2013).
8. A holding objection is raised on the grounds that the applicant has failed to enter into an Agreement under Section 106 of the Town and Country Planning Act for payment of a general transportation contribution and affordable housing contribution contrary to Core Policy 7 of the Local Development Framework Core Strategy (2006 - 2026), Development Plan Document, December 2008 (incorporated in the Composite Local Plan for Slough 2013).

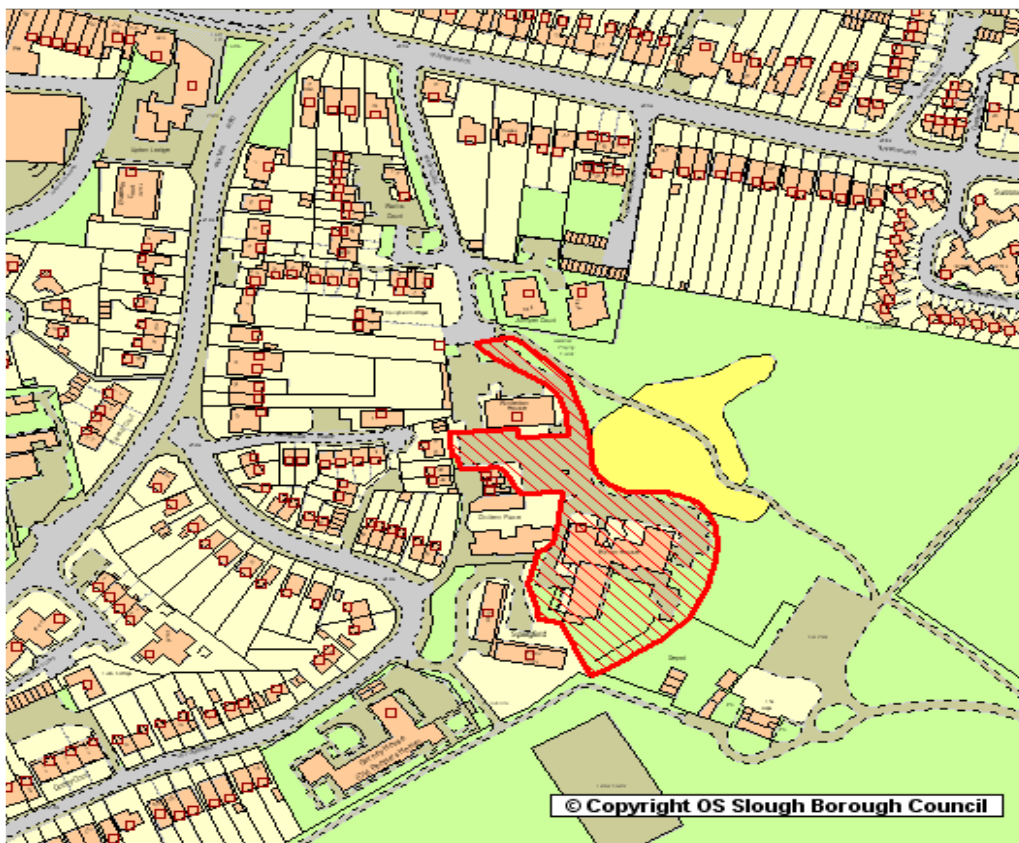
INFORMATIVE

1. The development hereby refused was submitted with the following plans and drawings:
 - (a) Drawing No. CS00D, Dated 26/11/2011, Recd On 04/07/2013
 - (b) Drawing No. CS02D, Dated 14/11/2011, Recd On 04/07/2013
 - (c) Drawing No. CS09B, 15/06/2013, Recd On 04/07/2013
 - (d) Drawing No. CS04F, 15/06/2013, Recd On 04/07/2013
 - (e) Drawing No. CS07Cb, Dated 15/06/2013, Recd On 04/07/2013
 - (f) Drawing No. CS05Ed, Dated 15/06/2013, Recd On 04/07/2013
 - (g) Drawing No. CS06, Dated undated, Recd On 04/07/2013
 - (h) Drawing No. CS08, Dated undated, Recd On 04/07/2013

2. In dealing with this application, the Local Planning Authority consider that no amendments would make the application acceptable and it is the view of the Local Planning Authority that the proposed development does not improve the economic, social and environmental conditions of the area for the reasons given in this notice and it is not in accordance with the National Planning Policy Framework.

| | | | |
|--------------------|---|---------------|------------------------------------|
| Registration Date: | 10-Jul-2013 | Applic. No: | P/04551/013 |
| Officer: | Ian Hann | Ward: | Upton |
| | | Applic type: | Major |
| | | 13 week date: | 9th October 2013 |
| Applicant: | Beachcroft SA | | |
| Agent: | Mr. David Mercer, DVM Architects 4A, Murray Street, London, NW1 9RE | | |
| Location: | Elvian House, Nixey Close, Slough, SL1 1ND | | |
| Proposal: | ERECTION OF AN ADDITIONAL FLOOR ON THE SOUTH WESTERN ELEVATION, FIRST FLOOR EXTENSION ABOVE THE EXISTING BILLIARD ROOM, INFILLING OF THE BASEMENT AND CONVERSION OF THE BUILDING INTO RESIDENTIAL ACCOMMODATION COMPRISING 29NO. X 1 BED, 7NO. X 2 BED, 9NO. X STUDIO AND 2NO. X 3 BED FLATS WITH ASSOCIATED CAR PARKING REFUSE AREAS AND AMENITY SPACE AS WELL AS A SEPARATE TERRACE OF 4NO. THREE STOREY DWELLINGS WITH ROOMS IN ROOF SPACE COMPRISING 2NO. X 3 BEDROOM AND 2NO. X 5 BEDROOM UNITS WITH ASSOCIATED PARKING. | | |

Recommendation: Delegate the planning application to Head of Planning Policy and Projects for the consideration of outstanding consultations with statutory consultees, completion of a Section 106 Agreement, finalising layout and conditions and final determination.



1.0 SUMMARY OF RECOMMENDATION

- 1.1 Delegate the planning application to Head of Planning Policy and Projects for the consideration of outstanding consultations with statutory consultees, completion of a Section 106 Agreement, finalising layout and conditions and final determination. In the event that the section 106 agreement can not be completed within the 13 week target date, or any other date as so agreed with the developers, that the Head of Planning, Policy and Projects reserves the right to refuse planning permission.
- 1.2 This application is to be determined by the Planning Committee as it forms a major development.

PART A: BACKGROUND

2.0 Application Site

- 2.1 The site is located to the south of Nixey Close and is currently occupied with a vacant office block at 3 storeys in height with associated parking which is accessed from the end of Nixey Close. The building itself is a mid Victorian brick and stone building with modern extensions to the south and west. The site is located within a Conservation Area and the building is an important building in the Conservation Area as defined in the Conservation Area Appraisal. The building is currently in a run down state as it has been vacant for approximately five years and made worse by a fire that in the annex block making that part of the building unusable.
- 2.2 The site has a commercial building to the north and a former commercial building which is being converted into residential accommodation to the west and further residential accommodation to the south while open park land is to the east and north east.

3.0 Proposal

- 3.1 The proposals that are currently being considered involves the refurbishment of the current building to provide 47 residential units together with a new terrace of 4 residential houses. There will also be 54 parking spaces provided for the flats and 11 for the dwellings.
- 3.2 The refurbishment of the existing building will see a total of 47 units provided with the following mix:
9 X studio flats
29 X one bedroom flats
7 X 2 bedroom flats
2 X 3 bedroom flats
- 3.3 In order to facilitate the conversion of the building it is proposed to

add three extensions to the building. The first will see the infilling of the current undercroft car park. The second will see an addition of an additional floor above the billiard room of the original building, which is itself a single story addition to the existing building. It will be set back to line up with the front of the original building and have a parapet design to match the existing building. The final extension will see an additional floor on the south western elevation of the modern annex which would be set back from the front elevation and be no higher than the existing air conditioning plant and housing at that level.

- 3.4 Parking would be provided at the north of the site with some additional parking to the south west and eastern corner. Private landscaped gardens will be provided for the occupiers of the flats to the south of the building.
- 3.5 The terrace of dwelling houses will be positioned to the west of the site on a piece of land that juts out from the access road to the main building. The terrace will contain a total of 2 X 3 bedroom and 2 X 5 bedroom houses with rooms in the roof space. The terrace will have a total length of 26.6m, depth of 9.2m and a height of 8.3m.
- 3.6 The terrace will have an arch within to allow access to the rear where the car parking will be provided.
- 3.7 The following documents have been submitted along with this planning application:
 - Application Form
 - Plans
 - Design & Access Statement
 - Transport Statement
 - Daylight / Sunlight Study
 - Arboricultural Report

4.0 Planning Background

- 4.1 Planning permission was granted for the change of use of the existing nursing home into a headquarters building for a National Governing Body for Sport with offices, storage, residential accommodation and gym in June 1977 (P/04551/000). A further conversion of the premises to office accommodation together with extensions to the building was granted in July 1980 (P/04551/002). A further permission to extend the building, add an underground car park and change the rest of the building into office use was granted in November 1980 (P/04551/004). Various applications were received with regards to changes to the building with the last significant application being approved in February 2012 for the use of the building as offices or non residential education uses but was not implemented due the fire at the building rendering it unusable

(P/04551/011).

5.0 **Consultation**

5.1 HIGHWAYS AND TRANSPORT

No response to date. Members will be updated via the amendment sheet.

5.2 HERITAGE ADVISOR

No response to date. Members will be updated via the amendment sheet. However the Council's Heritage Advisor has been involved at the pre application stage and has been generally supportive of the scheme.

5.3 POLICE ARCHITECTURAL LIAISON

There are no police objections to this applications but there are some concerns as below:

Rear Landscaped Gardens – There is a lack of detail in the plans but they appear to show that there is no separation between the rear gardens of the block and the front parking areas. There should be a clear distinction between private and public space to stop casual intrusion around the block. Encouraging residents and users of places to feel a sense of ownership and responsibility for their surroundings can make an important contribution to crime prevention and community safety. Clarity as to where public space ends and where communal, semi-private or private space begins is necessary to achieve this. It is very important that casual access around the block is prevented. Without controls this area in effect becomes semi public space and residents will not challenge strangers and suspicious behaviour, let alone take control of the area. The addition of a suitable side boundary treatment in the area of both cycle stores, supported with planting and lockable gates, will empower residents to take control of this communal area. This will increase the security of the block and greatly enhance their quality of life by providing a reasonably safe and secure communal amenity area.

The perimeter backs onto the park and the railings appear to be in good order and mostly supported with mature hedging. I couldn't gain access to the site to check this from the inside but if any part of this fencing or hedging is damaged this should be replaced as this is an obvious vulnerable area.

Communal Entrances - The communal entrances to blocks of flats should form a line of defence acting as a physical barrier to access for outsiders and in this case should be fitted with an access control system with an electronic lock release with entry phone and visual verification linked to the flats. Communal door entry systems prevent casual intrusion by offenders into the block, where they can break into unoccupied flats during the day without being seen and they also act as a line of defence against bogus callers.

The method of mail delivery must be designed in from the start.

Tradesman buttons are no longer acceptable and must not be used. Mail boxes can be either positioned through the wall on the main entrance or be situated in the main lobby and a fob be given to the local Royal Mail sorting office for access.

Physical Security – This location is on the edge of the town centre where crime levels are raised. Town centers attract a greater number of people and coupled with the night time economy increase the potential for crime. This can spill over into the surrounding residential roads as can be seen by the crime figures for Sussex Place. From the 1/1/2013 to 9/8/2013 there have been 47 crimes and crime related incidents recorded for Sussex Place and these include 8 burglaries. To reduce this crime risk all exterior doors, individual front entrance doors and ground floor and easily accessible windows should be tested to BSPAS 24 and glazing should include a laminate pane.

Cycle Stores – There is little detail regarding these stores and the security measures incorporated will make the difference between the stores being used or abandoned as to risky to store cycles by the residents. The key point will be the entrance doors which should be robust, preferably tested to BSPAS 24 and fitted with an appropriate secure lock. The stands should be of a type that allows both wheels and the crossbar to be secured

Secured by Design – As previously stated above physical security measures will be key in ensuring this is a safe development. If built to at least Secured by Design Part 2 (physical Security) standards then most of the above points would be covered. If this proposal is permitted on this site then I would request that a condition is imposed on the applicant to ensure that it is built to the Secured by Design physical standards. Continuing national research shows that Secured by Design housing developments suffer at least 50% less burglary, 25% less vehicle crime and 25% less criminal damage. The following condition has previously been tested and approved by the Planning Inspector at appeal and is suggested as a template for this application:

Condition

No development shall commence until details of the measures to be incorporated into the development to demonstrate how compliance with Secured by Design Part 2 (physical security) will be achieved have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details, and shall not be occupied or used until the Council has acknowledged in writing that it has received writing confirmation of the Secured by Design Part 2 (physical security) being awarded.

Reason

In the interests of the safety, crime prevention and amenity of future occupiers of the development.

5.4 ENVIRONMENTAL PROTECTION

No response to date. Members will be updated via the amendment sheet.

5.5 TREE MANAGEMENT OFFICER

No response to date. Members will be updated via the amendment sheet.

6.0 Neighbour Notification

6.1 The following neighbours have been consulted with regards to this application:

Upton Road – 51, 53, 55, 57, 1-16 Springfield, Chiltern House
Harewood Place – 9, 10
Nixey Close – 1-8 Juniper Court, Winterton House, Autumn End, 1-2
Springfield Cottages
Yew Tree Road – 3B, 11 Flats 1-5 15, 17,

6.2 No responses have been received from the neighbour consultations.

PART B: PLANNING APPRAISAL

7.0 Policy Background

7.1 The application will be assessed against the following policies:

The National Planning Policy Framework (NPPF)

The NPPF states that unless material considerations dictate otherwise development proposals that accord with the development plan should be approved without delay. That planning should not act as an impediment to sustainable growth and should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. It also states that high quality design should be secured and a good standard of amenity for all existing and future occupants of land and buildings. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Local Development Framework, Core Strategy 2006-2026, Development Plan Document

- Core Policy 1 (Spatial Vision and Strategic Objectives for Slough)
- Core Policy 4 (Type of Housing)
- Core Policy 5 (Employment)
- Core Policy 6 (Retail, Leisure and Community Facilities)
- Core Policy 7 (Transport)
- Core Policy 8 (Sustainability & the Environment)
- Core Policy 10 (Infrastructure)

Adopted Local Plan for Slough

- H14 (Amenity Space)
- EN1 (Standard of Design)
- T2 (Parking Restraint)

- 7.2 The main planning considerations are considered to be:
- Principle of development
 - Design and appearance on the character of the area
 - Impact on neighbouring residents
 - Living conditions for future occupiers
 - Transport and parking
 - Financial contributions

8.0 Principle of development

- 8.1 The principle of redevelopment of the site would comply with the National Planning Policy Framework in principle as it is a brownfield site and makes efficient use of an underutilised site and could be supported subject to the acceptance of issues such as scale, bulk, design and environmental impacts that are considered in detail below.

- 8.2 Core Policies 1 and 4 of the Council's Core Strategy states that high density flatted development shall be contained to the Town Centre only. As this site is outside of the Town Centre flatted development would not be in accordance to these policies. However as the building is an important building within the Conservation Area and is in need of being refitted and brought back into use before further and irreparable harm is caused to it is considered to be acceptable to allow the conversion of the building into flats to ensure its survival and to bring it back into use. Given that there are no other viable alternative uses for the existing building or site it is considered acceptable in principle to see the site used for residential purposes.

- 8.3 The provision of family houses although small in number is also considered acceptable in this out of town centre location within a

predominantly residential location.

- 8.4 Therefore the site is considered suitable for residential use due to the need to preserve the building and the fact that surrounding buildings are residential and domestic in character. The number of residential units which could be accommodated on the site is dictated by the design and constraints that arise from the site and neighbouring uses.

9.0 Design and appearance on the character of the conservation area

- 9.1 The National Planning Policy Framework confirms the following:

“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people” (para 56).

“Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment” (Para61).

“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions” (Para 64).

“Local planning authorities should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal’s economic, social and environmental benefits.” (Para 65).

“In determining planning applications, local planning authorities should take account of:

- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;*
- and*
- *the desirability of new development making a positive contribution to local character and distinctiveness.” (Para 131)*

- 9.2 Core Policy 8 of the Core Strategy requires that, in terms of design, all development:
- a) Be of high quality design that is practical, attractive, safe, accessible and adaptable;
 - b) Respect its location and surroundings;
 - c) Provide appropriate public space, amenity space and landscaping as an integral part of the design; and
 - d) Be in accordance with the Spatial Strategy in terms of its height, scale, massing and architectural style.

Core Policy 9 states that development will not be permitted unless:

- Enhances and protects the historic environment;
- Respects the character and distinctiveness of existing buildings, townscapes and landscapes and their local designations;
- Protects and enhances the water environment and its margins;
- Enhances and preserves natural habitats and the biodiversity of the Borough, including corridors between biodiversity rich features.

- 9.3 Policy EN1 of the adopted Local Plan states that development proposals are required to reflect a high standard of design and must be compatible with and/ or improve their surroundings in terms of scale, height, massing/ bulk, layout, siting, building form and design, architectural style, materials, access points and servicing, visual impact, relationship to nearby properties, relationship to mature trees; and relationship to watercourses.
- 9.4 The design of the building itself will not be unduly affected by these proposals and that the important features and appearance of the building will be retained. The additional storey to the 1980s block at right angles to the Victorian building is of no particular concern as it rises no higher than the water tank/lift housing element and will not impact upon the design or appearance of the existing building. This raising would not be visible from the north on the approach to Elvian House and will impact upon the character of the area.
- 9.5 Building above the single storey wing of the house, known as the billiard room is in keeping with the existing building through the use of a matching parapet roof design. This extension is also a relatively minor extension compared to the host building and will not impact upon the design and appearance of the existing building and will be set back so that it will not be visible thereby having negligible impact upon the character of the area.
- 9.6 The infilling of the basement will not have any material impact upon the character and appearance of the building as it simply infilling the existing parking area and will not be very visible within the publically accessible areas.

- 9.7 The proposed terrace of dwellings is considered to be of an appropriate design forming a street frontage along the access road to Elvian House and in a subtle design that will not compete with the setting of the more impressive building beyond it although a need to reconfigure the layout is set out below. The terrace will be built within an area of land which is currently being used as a parking area and will not impact upon the character or appearance of the area.
- 9.8 Because of the sensitive design of the terrace of building as well as the sensitive and minor work to the Elvian House the proposal will not impact upon the character and appearance of the Conservation Area and indeed with the existing property being brought back into use and therefore losing its current derelict use will act as a positive action for the appearance of the Conservation Area.
- 9.9 Materials will need to be of high quality and comparable to the materials used in rest of the site and this can be secured via condition to agree materials before the commencement of the works.
- 9.10 The Council's Heritage Advisor is generally supportive of the scheme in Conservation Area Impact Terms and it is considered that bringing back an important building into use will have a positive impact on an important Heritage Asset and meets the test of the National Planning Policy Framework and Core Policy 9 of the Local Development Framework.
- 9.11 Therefore it is considered that the proposals provide a design which is representative to the surrounding area and will not have a detrimental impact upon the character and appearance of the surrounding area and Conservation Area and complies with the relevant policies with this regard.

10.0 Impact on neighbouring residents

- 10.1 The National Planning Policy Framework outlines the following:
- “Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. These 12 principles are that planning should ... always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings (Para 17).*
- 10.2 Core Policy 8 states *“The design of all development within the existing residential areas should respect the amenities of adjoining occupiers and reflect the street scene and the local distinctiveness*

of the area ... Development shall not give rise to unacceptable levels of pollution including air pollution, dust, odour, artificial lighting or noise”.

- 10.3 Policy EN1 of the Local Plan requires that *“Development proposals are required to reflect a high standard of design and must be compatible with and/or improve their surroundings in terms of a) scale, b) height, c)massing/Bulk, d)layout, e)siting, f)building form and design, g)architectural style, h)materials, i)access points and servicing, j) visual impact, k)relationship to nearby properties, l)relationship to mature trees and m)relationship to water courses. These factors will be assessed in the context of each site and their immediate surroundings. Poor designs which are not in keeping with their surroundings and schemes which result in over-development of a site will be refused.”*
- 10.4 Policy EMP2 of the Local Plan requires that: *“there is no significant loss of amenities for the neighbouring land uses as a result of noise, the level of activity, overlooking, or overbearing appearance of the new building”.*
- 10.5 The proposed changes to Elvian House will not have any detrimental impact upon neighbouring properties as the changes to the building do not add on any fundamental additional mass and bulk that may impact upon neighbouring properties in terms of loss of light or being overbearing. Windows will be inserted in elevations where there are existing windows and therefore not result in any additional overlooking.
- 10.6 The proposed terrace is sited in close proximity to neighbouring properties in Upton Park to the west (between 13-18m and falling short of the recommended distance of 22m). The main element of any overlooking or overbearing impact will be shielded by an existing tree that can be protected via condition to lessen any impact on these properties. However there is scope to redesign the terrace and parking area to ensure that any issues of overlooking are minimised. This is currently being discussed with officers and any changes will be reported to the Committee. There will be no increase in overshadowing or loss of sunlight due to the orientation of the properties. The neighbouring office development at Winterton House would not be affected by these proposals as being an office development is not protected in terms of loss of light or outlook. The offices would however overlook the gardens of the proposed houses which leads to another reason to consider a redesign of this area. These proposals would therefore not have a detrimental impact that would warrant the refusal of this application.
- 10.7 It is therefore considered that the proposals provide a scheme which will not have any adverse impact the surrounding buildings

and complies with the relevant policies.

11.0 Living conditions for future occupiers

11.1 The National Planning Policy Framework states that following with regards to impact upon the amenity of future occupiers:

“Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people’s quality of life, including (but not limited to):

- *making it easier for jobs to be created in cities, towns and villages;*
- *moving from a net loss of bio-diversity to achieving net gains for nature;6*
- *replacing poor design with better design;*
- *improving the conditions in which people live, work, travel and take leisure and*
- *widening the choice of high quality homes.” (Para 9).*

“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people” (para 56).

“Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.” (Para 73).

11.2 Core Policy 8 states *“All development will: a) Be of a high quality design that is practical, attractive, safe, accessible and adaptable; b) Respect its location and surroundings; c) Provide appropriate public space, amenity space and landscaping as an integral part of the design....*

11.3 The Daylight and Sunlight Study which has been submitted with the application shows that the proposed design satisfies all of the requirements set out in the BRE guide “Site Layout Planning for Daylight and Sunlight”, which is seen as the definitive guide for sunlight and day light for such sites. Therefore the proposed flats will obtain the required amount of sunlight and daylight. There are some possible issues with regards to overlooking where, due to the angle of the walls being at 90 degrees there may be some overlooking from one flat to the next. This can be overcome with the use of inset windows. This issue is currently being discussed with the applicants to ensure that it will not impact upon the daylight and sunlight entering the room and any changes will be reported to Committee. There are no issues with regards to sunlight / day light to the separate terrace.

- 11.4 From the details of the internal room layouts of the proposed flats that have been provided they would comply with the Council's recommended guidelines for room sizes as set out in the approved Guidelines for Flat Conversions save for some of the studio flats and bedrooms in the one bedroom flats second bedrooms which are between 0.3m² to 1.9m² short but is not considered sufficient enough to refuse the application on this basis. The internal lay out for the separate dwelling houses are considered to be acceptable.
- 11.5 The existing floors in Elvian House are made of reinforced concrete so that there is no issue with regards to stacking of the proposed flats with living accommodation on top of each other and any issues of noise transition will be dealt with at the building regulations stage of the development. Sound separation between dwellings and between dwellings and common parts for both the flats and houses will be covered under Building Regulations.
- 11.6 The proposed flats would have an amenity area to the south east of the site totalling approximately 1,350m² which when considered with the fact that the site is adjacent to Lascelles Park it is considered that the future occupiers of the flats would have the benefit of sufficient amenity areas and the proposal is therefore considered to comply with Core Policy 8 of the Council's Local Development Framework Core Strategy, which states that all development will be expected to provide appropriate amenity space as an integral part of the design, Policy H14 of the Adopted Local Plan for Slough, 2004 and the Council's guidelines for Amenity Space around Residential Properties, 1990. Furthermore as the units will be 1 bedroom or studio apartments the need for amenity space is reduced. The houses will have gardens with an area of 69m² which although falling below the required standard of 100m² for the five bedroom houses still provides useable amenity space and with its very close proximity to Lascelles Park would comply with the above mentioned policy and provide sufficient amenity space for future residents.
- 11.7 It is therefore considered that the scheme provides a suitable standard of amenity for future occupiers due to the nature of the occupation proposed.

12.0 Transport and Parking

- 12.1 *"Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to*
- *accommodate the efficient delivery of goods and supplies;*

- *give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;*
- *create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;*
- *incorporate facilities for charging plug-in and other ultra-low emission vehicles; and*
- *consider the needs of people with disabilities by all modes of transport.*

If setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- *the accessibility of the development;*
- *the type, mix and use of development;*
- *the availability of and opportunities for public transport;*
- *local car ownership levels; and*
- *an overall need to reduce the use of high-emission vehicles.*

- 12.2 Core Policy 7 (Transport) seeks to ensure that all new developments are sustainable, located in accessible locations and hence reduces the need to travel. It requires that development proposals will, either individually or collectively, have to make appropriate provisions for:
- Reducing the need to travel;
 - Widening travel choices and making travel by sustainable means of transport more attractive than the private car;
 - Improving road safety; and
 - Improving air quality and reducing the impact of travel upon the environment, in particular climate change.
- 12.3 Local Plan Policy T2 requires residential development to provide a level of parking appropriate to its location and overcome road safety problems while protecting the amenities of adjoining residents and the visual amenities of the area.
- 12.4 The access and egress will not be changed under these proposals and the Transport Statement that has been submitted demonstrates that the trip numbers will be reduced as a result of these proposals and that the site can be accessed by service vehicles so that there will be no detrimental impact with regards to highway safety
- 12.5 A total of 54 parking spaces are to be provided in relation to the development at Elvian House (47 for residents and 7 for visitors). And 11 for the dwellings (8 for residents and 3 for visitors). While the parking provision would fall short of that required under the Local Plan which would see a total of 63 for the flats and 10 for the houses it is considered that as the site is on the edge of the town centre and in a sustainable location the reduction of the parking spaces is considered to be acceptable. In a number of instances and particularly on town centre fringe sites the Local Planning

Authority has also accepted 1 car parking space for a 1 bedroom / studio flat and 1.5 spaces for a 2/3 bedroom making a total of 43 spaces which have been provided on site. The existing parking level is 86 spaces and the proposals would result in a reduction of spaces which is one of the aims of the Integrated Transport Strategy. Further more the provision of any additional parking will see more hardstanding in the area around the building and detract from the setting of this important building within the Conservation Area.

12.6 Cycle parking is proposed in accordance with the Local Plan

12.7 It is therefore considered that the scheme provides a suitable standard of car and cycle parking and will not be detrimental to highway safety and therefore meets the set requirements in this regard.

13.0 Contributions

13.1 A development of this size would require contributions towards affordable housing and education as per the Developers Guide. A development of this type would require on site affordable housing to be provided with 30% of dwellings in the development to be social housing. With regards to education contributions the total would come to £97,078 and negotiations are ongoing with regards to these issues to secure an appropriate Section 106 Agreement. Discussions are ongoing with the housing division to determine the best mix or package of housing. No viability assessment has been supplied as part of the application so there is no indication at this stage that the applicant is not amenable to providing these benefits.

PART C: RECOMMENDATION

14.0 Recommendation

14.1 Delegate the planning application to of Planning Policy and Projects for the consideration of outstanding consultations with statutory consultees, completion of a Section 106 Agreement, finalising layout and conditions and final determination. In the event that the section 106 agreement can not be completed within the 13 week target date, or any other date as so agreed with the developers, that the head of Planning, Policy and Special Projects reserves the right to refuse planning permission.

15.0 **PART D: CONDITIONS AND INFORMATIVES**

15.1

CONDITIONS:

1. The development hereby permitted shall be commenced within three years from the date of this permission.

REASON To prevent the accumulation of planning permissions, and to enable the Council to review the suitability of the development in the light of altered circumstances and to comply with the provisions of Section 91 of the Town and Country Planning Act 1990.

2. The development hereby approved shall be implemented only in accordance with the following plans and drawings hereby approved by the Local Planning Authority:

(a) Drawing Number: 1825-14, Dated: 04/07/2013, Received: 10/07/2013

(b) Drawing Number: 1825-29, Dated: 04/07/2013, Received: 10/07/2013

(c) Drawing Number: 1825-15, Dated: 04/07/2013, Received: 10/07/2013

(d) Drawing Number: 1825-14, Dated: 04/07/2013, Received: 10/07/2013

(e) Drawing Number: 1825-16, Dated: 04/07/2013, Received: 10/07/2013

(f) Drawing Number: 1825-27, Dated: 04/07/2013, Received: 10/07/2013

(g) Drawing Number: 1825-17, Dated: 04/07/2013, Received: 10/07/2013

(h) Drawing Number: 1825-18, Dated: 04/07/2013, Received: 10/07/2013

(i) Drawing Number: 1825-19, Dated: 04/07/2013, Received: 10/07/2013

(j) Drawing Number: 1825-20, Dated: 04/07/2013, Received: 10/07/2013

(k) Drawing Number: 1825-21, Dated: 04/07/2013, Received: 10/07/2013

(l) Drawing Number: 1825-22, Dated: 04/07/2013, Received: 10/07/2013

(m) Drawing Number: 1825-23, Dated: 04/07/2013, Received: 10/07/2013

(n) Drawing Number: 1825-25, Dated: 04/07/2013, Received: 10/07/2013

(o) Drawing Number: 1825-28, Dated: 04/07/2013, Received: 10/07/2013

3. Samples of external materials to be used on the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority before the scheme is commenced on site. The development shall be implement in accordance with the

approved details.

REASON To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy (2006 – 2026) Development Plan Document December 2008 and Policy EN1 of the Adopted local Plan for Slough 2004

4. Samples of external materials to be used in the construction of the access road, pathways and communal areas within the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority before the scheme is commenced on site and the development shall be carried out in accordance with the details approved.

REASON To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy (2006 – 2026) Development Plan Document December 2008 and Policy EN1 of the Adopted local Plan for Slough 2004

5. Prior to the commencement of works on site a strategy for the management of construction traffic to and from the site together with details of parking/ waiting for demolition/ construction site staff and for delivery vehicles shall be submitted to and approved writing by the Local Planning Authority.

REASON In the interests of amenity of nearby residents and so as not to prejudice the free flow of traffic along the neighbouring highway or in surrounding residential streets.

6. During the construction phase of the development hereby permitted, there shall be no deliveries to the site outside the hours of 08.00 hours to 18.00 hours Mondays - Fridays, 08.00 hours - 13.00 hours on Saturdays and at no time on Sundays and Bank/Public Holidays.

REASON To protect the amenity of residents within the vicinity of the site.

7. No development shall begin until details of a scheme (Working Method Statement) to control the environmental effects of demolition and construction work has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include:

- (i) control of noise
- (ii) control of dust, smell and other effluvia
- (iii) control of surface water run off
- (iv) site security arrangements including hoardings
- (v) proposed method of piling for foundations
- (vi) construction and demolition working hours, during the construction and demolition phase, when delivery vehicles taking

materials are allowed to enter or leave the site.

The development shall be carried out in accordance with the approved scheme or as may otherwise be agreed in writing by the Local Planning Authority.

REASON In the interests of the amenities of the area.

8. No development shall take place until a scheme has been submitted to and approved in writing by the Local Planning Authority for external site lighting including details of the lighting units, levels of illumination and hours of use. No lighting shall be provided at the site other than in accordance with the approved scheme.

REASON In the interests of the amenities of the area and to comply with Core Policy 8 of the Slough Local Development Framework Core Strategy 2006-2026, December 2008.

9. No development shall commence on site until a detailed landscaping and tree planting scheme, has been submitted to and approved in writing by the Local Planning Authority. This scheme should include the trees and shrubs to be retained and/or removed and the type, density, position and planting heights of new trees and shrubs.

The approved scheme shall be carried out no later than the first planting season following completion of the development. Within a five year period following the implementation of the scheme, if any of the new or retained trees or shrubs should die, are removed or become seriously damaged or diseased, then they shall be replaced in the next planting season with another of the same species and size as agreed in the landscaping tree planting scheme by the Local Planning Authority.

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004.

10. No development shall take place until a landscape management plan has been submitted to and approved in writing by the Local Planning Authority. This management plan shall set out the long term objectives, management responsibilities and maintenance schedule for the landscape areas other than the privately owned domestic gardens, shown on the approved landscape plan, and should include time scale for the implementation and be carried out in accordance with the approved details.

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004.

11. No development shall commence on site until details of the proposed boundary treatment including position, external appearance, height and materials have been submitted to and

approved by the Local Planning Authority. Before the development hereby permitted is occupied, a suitable means of his boundary treatment shall be implemented on site prior to the first occupation of the development and retained at all time on the future.

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Local Plan for Slough 2004.

12. No development shall be begun until details of the cycle parking provision (including location, housing and cycle stand details) have been submitted to and approved in writing by the Local Planning Authority. The cycle parking shall be provided in accordance with these details prior to the occupation of the development and shall be retained at all times in the future for this purpose.

Reason: To ensure that there is adequate cycle parking available at the site in accordance with Policy T8 of The Local Plan for Slough 2004, and to meet the objectives of the Slough Integrated Transport Strategy

13. 12.All development shall occur in accordance with the Arboricultural Report by Keith Macgregor dated 25/06/2013, reference 13 650 and the Daylight and Sunlight Study by Right of Light Consulting dated 04/07/2013.

REASON In the interests of the visual amenity of the area and accordance with Policy EN3 of The Adopted Local Plan for Slough 2004.

14. Details of all replacement windows, including the provision of measures to reduce overlooking shall be submitted to and approved in writing by the Local Planning Authority before the scheme is commenced on site. The development shall be implement in accordance with the approved details.

REASON To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Core Policy 8 of the Slough Local Development Framework Core Strategy (2006 – 2026) Development Plan Document December 2008 and Policy EN1 of the Adopted local Plan for Slough 2004

15. Notwithstanding the terms and provisions of the Town & Country Planning General Permitted Development Order 1995 (or any order revoking and re-enacting that Order), Schedule 2, Part 1, Classes A, B, C, D, E & F, no extension to the house hereby permitted or buildings or enclosures shall be erected constructed or placed on the site without the express permission of the Local Planning Authority

REASON The scale of development as approved on the site is considered to be the maximum acceptable on this site, given the character and appearance of the surrounding area in accordance

with Core Policy 8 of the Slough Local Development Framework Core Strategy (2006 – 2026) Development Plan Document December 2008 and Policies H13, H14 and EN1 of the Slough Adopted Local Plan 2004

16. No development shall commence until details of the proposed bin store (to include siting, design and external materials) and a management plan for site waste have been submitted to and approved in writing by the Local Planning Authority. The approved stores shall be completed prior to first occupation of the development and retained at all times in the future for this purpose.

REASON In the interests of visual amenity of the site in accordance with Policy EN 1 of The Local Plan for Slough 2004.

17. The parking spaces and turning area shown on the approved plan shall be provided on site prior to occupation of the development and retained at all times in the future for the parking of motor vehicles on a communal basis and not reserved for any users.

REASON To ensure that adequate on-site parking provision is available to serve the development and to protect the amenities of the area in accordance with Policy T3 of The Local Plan for Slough 2004.

18. Prior to the commencement of works a detailed schedule of works, including materials to be used, method of repair / refurbishment and examples of any materials, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that development does not have an adverse impact upon the character and appearance of the Conservation Area.

19. No development shall commence until details of the measures to be incorporated into the development to demonstrate how compliance with Secured by Design Part 2 (physical security) will be achieved have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details, and shall not be occupied or used until the Council has acknowledged in writing that it has received writing confirmation of the Secured by Design Part 2 (physical security) being awarded.

Reason: In the interests of the safety, crime prevention and amenity of future occupiers of the development.

20. No access gates shall be installed without getting written permission from the Local Planning Authority.

REASON To ensure that the proposed development does not prejudice the free flow of traffic or conditions of general safety on the local highway network in accordance with Core Policy 7 of The

Slough Local Development Framework, Core Strategy 2006-2026,
Development Plan Document.

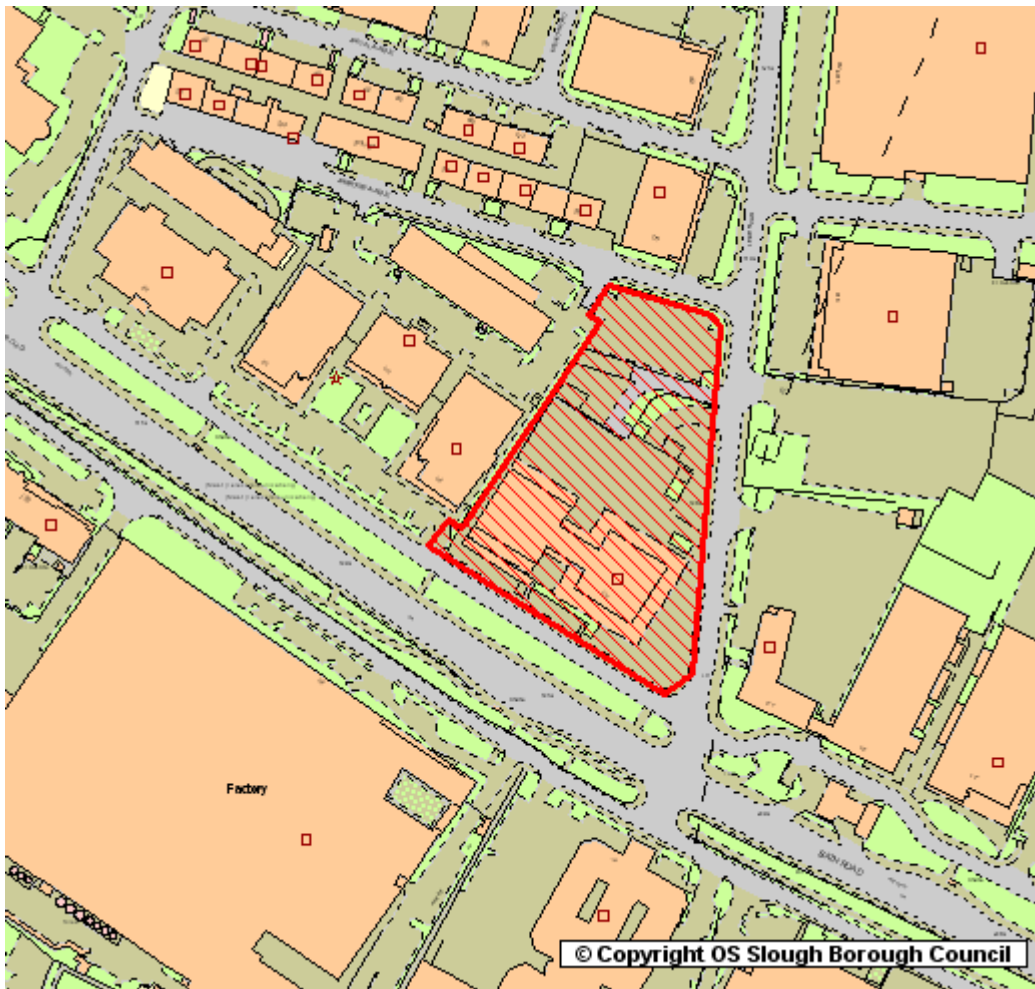
INFORMATIVE(S):

1. In dealing with this application, the Local Planning Authority has worked with the applicant in a positive and proactive manner through pre application discussions. It is the view of the Local Planning Authority that the proposed development does improve the economic, social and environmental conditions of the area for the reasons given in this notice and it is in accordance with the National Planning Policy Framework.

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|--------------------|--|---------------|-----------------------------------|
| Registration Date: | 16-Jan-2013 | Applic. No: | P/14515/005 |
| Officer: | Mr. W. McCarthy | Ward: | Farnham |
| | | Applic type: | Major |
| | | 13 week date: | 17th April 2013 |
| Applicant: | Mr. Graeme Steer, Slough Trading Estate Limited | | |
| Agent: | Mr. Benjamin Taylor, Barton Wilmore Regent House, Prince's Gate, 4, Homer Road, Solihull, West Midlands, B91 3QQ | | |
| Location: | 234, Bath Road, Slough, SL1 4EE | | |
| Proposal: | RESERVED MATTERS (LAYOUT, SCALE, APPEARANCE AND LANDSCAPING) PURSUANT TO CONDITION 3 OF PLANNING PERMISSION P/14515/3, DATED 18 JUNE 2012, FOR THE CONSTRUCTION OF B1(A) OFFICES (PLOT OB01) DECKED AND SURFACE LEVEL CAR PARK (PLOT CP01) CYCLE PARKING, LANDSCAPING AND ANCILLARY WORKS. | | |

Recommendation: Approve, with Conditions



SECOND SUPPLEMENTARY REPORT TO PLANNING COMMITTEE

| | | | |
|--------------------|--|---------------|-----------------------------------|
| Registration Date: | 16-Jan-2013 | Applic. No: | P/14515/005 |
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Recommendation: Approve, subject to Conditions.

At the Meeting of Planning Committee on 25th July Members decided to defer the decision on the planning application in order to allow the applicant to make amendments to the design of the proposed office building.

The elements of the design which raised concerns included the design of the entrance feature, the relationship of the building with the adjoining Fiat offices and building line, the overall design treatment and the location of trees in relation to the existing highway.

This followed a previous decision at the Committee meeting on the 8th May 2013 to defer the decision on the planning application because of concerns about the layout and design.

A copy of the original officer's report to Planning Committee is attached as Appendix A and a copy of the first Supplementary Report is attached as Appendix B for information purposes.

In order to try to overcome Member's concerns the applicant has now submitted the following amended plans:

- Drawing PL 010 Rev 02 (Proposed Condition: Site Plan)
- Drawing PL 099 Rev 03 (Proposed Condition: Basement Floor Plan);
- Drawing PL 100 Rev 04 (Proposed Condition: Ground Floor Plan);

- Drawing PL 101 Rev 03 (Proposed Condition: First Floor Plan);
- Drawing PL 102 Rev 02 (Proposed Condition: Second Floor Plan);
- Drawing PL 103 Rev 02 (Proposed Condition: Third Floor Plan);
- Drawing PL 104 Rev 02 (Proposed Condition: Fourth Floor Plan);
- Drawing PL 105 Rev 02 (Proposed Condition: Roof Plan);
- Drawing PL 011 Rev 02 (Proposed Condition: Site Plan within LRCC Masterplan);
- Drawing PL 109 Rev 01 (Proposed Condition: Basement Floor Plan within LRCC Masterplan);
- Drawing PL 110 Rev 02 (Proposed Condition: Ground Floor Plan within LRCC Masterplan);
- Drawing PL 111 Rev 02 (Proposed Condition: First Floor Plan within LRCC Masterplan);
- Drawing PL 112 Rev 02 (Proposed Condition: Second Floor Plan within LRCC Masterplan);
- Drawing PL 113 Rev 02 (Proposed Condition: Third Floor Plan within LRCC Masterplan);
- Drawing PL 114 Rev 02 (Proposed Condition: Fourth Floor Plan within LRCC Masterplan);
- Drawing PL 115 Rev 02 (Proposed Condition: Roof Plan within LRCC Masterplan);
- Drawing PL 200 Rev 02 (Proposed Condition: Sections);
- Drawing PL 300 Rev 03 (Proposed Condition: Elevations);
- Drawing PL 301 Rev 02 (Proposed Condition: Elevations);
- Drawing PL 302 Rev 03 (Proposed Condition: Elevations);
- Drawing PL 701 Rev 04 (Proposed Condition: Cladding Detail 01);
- Drawing PL 702 Rev 02 (Proposed Condition: Cladding Detail 02);
- Drawing ASA-364-DR-005 Rev F (Landscape Layout within LRCC2 Masterplan);
- Drawing ASA-364-DR-006 (Landscape Layout: Existing Road Layout)

SEGRO have sought to combine the various elements of the designs previously circulated to Members into a preferred design approach that seeks to address Members' concerns.

The new plans therefore include the following changes:

Bath Road Entrance

The Bath Road entrance, as shown on Drawing PL 300, now comprises a full entrance with reception area and double height atrium. It has an attractive stepped approach for staff and visitors, with landscaping either side, as well as a DDA compliant ramp. The extent of the glazing allows views into the office and, as such, you would see activity from Bath Road and Leigh Road.

Overall Design

The proposed elevations have reverted back to glazing with horizontal blades as previously shown on Option 2 of the 31st July information pack.

The chamfering on both ends of the building has been retained to provide a better transition with the Fiat building. This is shown on Drawings PL 010 and PL 011;

The stone element has been removed from either side of the hinge entrance and glazing has been re-instated with a vertical emphasis in line with Option C on Page 2 of the 31st July 2013 information. This is shown on Drawing PL 300.

The stone element has been removed from Fiat elevation and glazing re-instated representing a continuation of the main Bath Road elevational treatment involving Horizontal blades as shown on Option C on Page 2 of the 31st July 2013 information. This is shown on Drawing PL 301.

Landscaping

Drawing ASA-364-DR-006 confirms that there are no trees proposed within the existing highway and these are provided in the landscaped strip in Slough Trading Estate Limited's ownership. Setting the building back by 3 metres has enabled the existing footway to be retained.

Road Layout

The revised road layout for the service road in Drawing 004F shows the provision of a 1 metre wide servicing strip along the eastern part of the designated public highway to serve plots either side of the turning head. SEGRO have also confirmed that they are happy to put in extra blank duct crossings of the access road for future use if required.

The Council's Highways Engineers have confirmed that they are now happy with the proposed road design.

Officers have not had the opportunity to fully assess the rest of the revised plans and so any further comments will be included on the amendments sheet.

Recommendation

Approve, with Conditions

Appendix A

1.0 **SUMMARY OF RECOMMENDATION**

- 1.1 Having considered the relevant Policies and comments from consultees; the development is considered to be acceptable in principle, subject to resolving outstanding Highway and Traffic concerns.
- 1.2 It is recommended that the application should be delegated to the Head of Planning Policy and Projects.

PART A: BACKGROUND

2.0 **Introduction**

- 2.1 The applicant, SEGRO, who own the Slough Trading Estate, has submitted the first Reserved Matters application in response to the granting of Outline Application P/14515/003, dated 18 June 2012, known as LRCC2 for the following development:

OUTLINE APPLICATION FOR MEANS OF ACCESS (IN PART FOR CHANGES TO LEIGH ROAD/BATH ROAD JUNCTION, ACCESS AND RE-ALIGNMENT OF LEIGH ROAD, AND CHANGES TO AND NEW ROADS OFF LEIGH ROAD, CHANGES TO IPSWICH ROAD/BATH ROAD, GALVIN ROAD/BATH ROAD AND SERVICE ROAD AND EDINBURGH AVENUE/FARNHAM ROAD JUNCTIONS AND ACCESS), DEMOLITION OF EXISTING BUILDINGS AND STRUCTURES AND REDEVELOPMENT OF THE LEIGH ROAD CENTRAL CORE, CONSISTING OF OFFICES (B1A), HOTELS (C1), RETAIL (A1), FINANCIAL AND PROFESSIONAL SERVICES (A2), RESTAURANTS (A3), DRINKING ESTABLISHMENTS (A4), HOT FOOD TAKEAWAY (A5), CONFERENCE FACILITIES, SKILLS AND LEARNING CENTRE, CRÈCHE (ALL D1) HEALTH CLUB/GYM (D2), TRANSPORT HUBS, NEW LEIGH ROAD BRIDGE, PARKING, HARD AND SOFT LANDSCAPING , CCTV, LIGHTING, STREET FURNITURE, BOUNDARY TREATMENT AND ALL ENABLING AND ANCILLARY WORKS.

- 2.2 The current application is for the reserved matters (layout, scale, appearance and landscaping), for the construction of B1(a) offices (Plot ob01) decked and surface level car park (Plot cp01) cycle parking, landscaping and ancillary works.

3.0 **Proposal**

- 3.1 The proposal consists of the construction of 'V' shaped building, five storeys in height on an extended, basement car park. The development provides up to 15,146m² (GEA) of office accommodation, which will be used as flexible office space by a number of different occupiers. The 'V' is the result of aligning the office floor plates with the Bath Road and the Leigh Road. The wings are symmetrical rectangular blocks, regularised to produce efficient office floor space across all five floors. The hinge of the 'V' creates a strong presence at the junction of the Bath Road and Leigh Road. The main access to the building is however from the north and not from Bath Road. The main entrance leads into a full height glazed atrium that creates functional

and visual link between the two office blocks across all floors. The atrium houses the reception and access to ancillary accommodation. The vehicular and pedestrian access to the building and the car park will be from both Leigh Road and the Bath Road service road.

- 3.2 The elevational treatment that creates the very distinctive appearance of the building is a result of the architects setting themselves the following design objectives:
- Provide excellent views out from the floors to enhance visual amenity
 - Provide maximum level of natural light to reduce artificial lighting
 - Intelligent and cost effective control of unwanted solar gain
- 3.3 The various options that have been investigated by the architects resulted in a building that will be glazed from floor to ceiling and therefore have a predominately glazed appearance. In order to control solar gain, large format louvres (fins) have been chosen, because they allow almost unobstructed views out of the building and allow maximum daylight penetration into the space. The fins will not be used for the return elevations facing west and north.
- 3.4 Parking will be provided in the basement and a multi-storey car park. The multi storey car park will be located directly to the north of the proposed office building. In order to match the theme of a predominantly glazed office building, the car park will also have “glass channels”. The split-level deck car park is proposed to provide 183 additional car parking spaces, in addition to 60 ground level spaces that are currently used by Fiat and will be re-provided for their use. A further 25 spaces are also proposed at ground level for visitors and VIP’s. The existing basement will be reconstructed and extended to provide 219 car parking spaces, motor cycle and cycle parking facilities. The basement will also provide disabled car parking, cycle welfare facilities, plant and ancillary accommodation.
- 3.5 A south facing terrace is provided at ground floor level as an extension of the recessed hinged corner facing the Bath Road / Leigh Road junction. The roof will accommodate the mechanical and electrical plant for the building, which is screened in order to reduce visibility. The roof will also accommodate photovoltaic panels for energy generation and solar hot water heating.
- 4.0 **Application Site**
- 4.1 The application site is situated within Slough Trading Estate, which is located approximately 1.6km to the north west of Slough town centre. Slough Trading Estate covers an area of 162.4 hectares and the Great Western Main line runs east to west through the southern part of the Estate. The application site lies in the central southern part of the Estate, on the junction of Bath Road and Leigh Road.
- 4.2 The application site currently consists of two linked office buildings. Historically both buildings have been used as the Segro headquarters, but the building on the corner (eastern building) has been vacated for some time.
- 4.3 The immediate surroundings of the site, to the west, north and east, comprise Slough Trading Estate which include primarily industrial and warehouse uses. The Estate

currently accommodates approximately 17,500 employees working within around 400 companies.

4.4 Beyond the Trading Estate boundary are: Haymill Valley and Burnham Lane to the west; the Perth Trading Estate, residential development and public open space to the north; Farnham Road to the east; and residential development in Thirkleby Close and Pitts Road to the south east. To the immediate south of the site are principally commercial uses on the southern side of Bath Road.

5.0 **Site History**

5.1 Historically Slough Trading Estate has been recognised as primarily an industrial and warehousing area with offices only being allowed along the Bath Road frontage. This is reflected in Local Plan Policy EMP7 (Slough Trading Estate) which states:

'Within Slough Trading Estate, as shown on the Proposals Map, developments for B1 business, B2 general industrial and B8 warehousing and distribution will be permitted subject to:

- 1. major independent B1(a) offices being located on the Bath Road frontage in accordance with the application of a sequential approach under Policy EMP1; and*
- 2. there being no overall increase in the number of car parking spaces within the estate.'*

5.2 The Trading Estate is also a Simplified Planning Zone (SPZ) which means that B1 business development, apart from B1 (a) offices, B2 general industrial, B8 warehousing and distribution and some sui generis development can take place without the need for planning permission, provided the development complies with the conditions. This is intended to provide certainty, flexibility and speed of delivery for new developments on the Trading Estate.

5.3 The Slough Core Strategy 2006 – 2026 which was adopted in December 2008 established a new Spatial Strategy for Slough which can be summarised as being one of *'concentrating development but spreading the benefits'*. Core Policy 1 (Spatial Strategy) states that intensive employment generating uses such as B1 (a) offices, and intensive trip generating uses, such major retail or leisure uses, will be located in the appropriate parts of Slough town centre.

5.4 The spatial strategy does, however, recognise that in order to spread the benefits that development can bring, not all of it should take place in the town centre. It therefore encourages comprehensive regeneration of selected key locations, at an appropriate scale. It also states that there may be some relaxation of the policies and standards in the Local Development Framework within these locations where this can be justified by the overall environmental, social and economic benefits that can be provided to the wider community.

5.5 As a result a specific exception has been made for the Trading Estate through Core Policy 5 (Employment) which states:

'B1 (a) offices may also be located on the Slough Trading Estate, as an exception, in

order to facilitate the comprehensive regeneration of the estate. This will be subject to the production of a master Plan and the provision of a package of public transport improvements. This will be partly delivered through a subsequent Local Development Order which will replace the Simplified Planning Zone.'

- 5.6 Following the adoption of the Core Strategy in December 2008, SEGRO came forward with the previous proposal for the Leigh Road Central Core Area which included 130,000m² of office space. There were extensive negotiations with SEGRO in order to address the issues that arise from this scale of office, particularly with regard to controlling the level of commuting by the private car. This has resulted in an agreed package of measures for transport any other facilities that formed part of the original LRCC1 approval which was granted in September 2010. The current application contains a similar package of measures which accord with the provisions of the Core Strategy.
- 5.7 Following the grant of the planning permission for LRCC1, the Council's Site Allocations DPD was adopted in November 2010. This includes Slough Trading Estate as Site Specific Allocation 4. This proposes that the Trading Estate should be the subject of comprehensive mixed use development of the Estate for business (including B1a offices), residential, retail, hotels, conference facilities, educational facilities, recreation, community and leisure uses. The Site Planning Requirements of Policy SSA4 seek to ensure that Development Proposals within the Estate should be generally in accordance with the Illustrative Masterplan and accompanying Masterplan Document (January 2009) and the LRCC Area which forms part of it unless otherwise agreed by the Council. It also restricts the amount of new B1 (a) offices to a maximum of 130,000m² gross internal area to be built in the LRCC area unless otherwise agreed with the Council.
- 5.8 Subsequent to the granting of LRCC1, a further application P/14515/003 has been submitted on 13th May 2011, to amend the approved redevelopment area. The main difference between LRCC1 and LRCC2 is the fact that the redevelopment site for LRCC2 does not extend north of Buckingham Avenue. This outline application was approved on 18th June 2012 and the current application is a submission of details in relation to this application.
- 5.9 Another application P/14515/004 has been submitted on 27th December 2012 for the following development:

NON-MATERIAL AMENDMENTS TO AMEND THE APPROVED PARAMETERS PLAN PL/01/03, LISTED IN CONDITION 4 OF PLANNING PERMISSION P/14515/003, DATED 18TH JUNE 2012 (OUTLINE APPLICATION FOR MEANS OF ACCESS (IN PART FOR CHANGES TO LEIGH ROAD/BATH ROAD JUNCTION, ACCESS AND RE-ALIGNMENT OF LEIGH ROAD, AND CHANGES TO AND NEW ROADS OFF LEIGH ROAD, CHANGES TO IPSWICH ROAD/BATH ROAD, GALVIN ROAD/BATH ROAD AND SERVICE ROAD AND EDINBURGH AVENUE/FARNHAM ROAD JUNCTIONS AND ACCESS), DEMOLITION OF EXISTING BUILDINGS AND STRUCTURES AND REDEVELOPMENT OF THE LEIGH ROAD CENTRAL CORE, CONSISTING OF OFFICES (B1A), HOTELS (C1), RETAIL (A1), FINANCIAL AND PROFESSIONAL SERVICES (A2), RESTAURANTS (A3), DRINKING ESTABLISHMENTS (A4), HOT FOOD TAKEAWAY (A5), CONFERENCE

FACILITIES, SKILLS AND LEARNING CENTRE, CRÉCHE (ALL D1) HEALTH CLUB/GYM (D2), TRANSPORT HUBS, NEW LEIGH ROAD BRIDGE, PARKING, HARD AND SOFT LANDSCAPING, CCTV, LIGHTING, STREET FURNITURE, BOUNDARY TREATMENT AND ALL ENABLING AND ANCILLARY WORKS).

The purpose of this application was to amend the parameters plan, due to the fact that a site survey of 234 Bath Road revealed a sewer that would be very expensive to divert in order to comply with the originally approved parameters plan. The application was approved on 23 January 2013.

6.0 **Neighbour Notification**

6.1 The following adjoining occupiers were consulted.

Bath Road: 217a, 219, 221, 225, 240, 224-230, 250-252 Bath Road
275, 816 Leigh Road

No comments have been received.

7.0 **Consultation**

7.1 **Transport and Highway Comments**

7.1.1 **Highway Alterations**

When reviewing the plans it is unclear exactly what is being proposed in terms of highway improvements to Leigh Road and A4 Service Road when this development is implemented. I suspect that as this development does not trigger the junction improvement at Leigh Road / Bath Road junction then no changes are proposed to the existing layout. I have strong concerns with this as the existing junction has never been tested as to whether it can cope with the additional traffic of this development. Furthermore under LRCC2 it was clearly envisaged that the A4 Service Road junction with Leigh Road would be stopped up, but this is not proposed with this scheme and therefore there would be considerably more pressure on the A4 Bath Road / Leigh Road /Service Road junction than ever envisaged as part of LRCC2. This raises both safety concerns and congestion issues and therefore it will need to be addressed. This has been highlighted previously to PBA in March 2012 and therefore it is surprising that this has not been addressed as part of this application. As with my pre-application comments dated 19/2/13 in relation to this site if it was to be brought forward as a stand alone site a scheme will need to be developed to stop traffic using the Leigh Road end of the service road, with exceptions for cyclists and the proposed shuttle bus. This scheme will need to be secured as part of the development and agreed prior to determination.

7.1.2 **Access**

The existing access arrangements are being altered and therefore the redundant accesses will need to be removed and the footway reinstated.

7.1.3 **Junction of Aberdeen Avenue /Leigh Road**

It would be helpful if further plans were submitted showing the impact of the new decked car park on the existing layout of Aberdeen Avenue in terms of footway

widths, whether there is any impact on visibility of pedestrians crossing Aberdeen Avenue and on the visibility splays from Aberdeen Avenue.

7.1.4 **Car Park Layout**

From my understanding of the submitted plans, 60 car parking spaces are being provided for Fiat on the Ground Floor Deck and these will be accessed from the Fiat site. There would appear to be a slight reduction in the number of spaces being provided to Fiat than existing – clarification please. How does the visibility work in terms of vehicles emerging from the basement deck and the vehicles leaving the upper car park. This is not particularly clear on the plans and could be a health and safety issue on-site. I have measured the internal dimensions of the car park and it would appear that some of the aisles do not measure 6.0m, which will make it harder for vehicles to manoeuvre in and out of spaces. Please clarify the dimensions of the aisle widths for all decks and car parks. Aisle widths should be a minimum of 6.0m wide and spaces 4.8 x 2.4m. The remainder of the parking of the decked car park to the rear of the site is to be allocated to the tenant of 234 Bath Road and there are a total of 243 spaces. Outside a further 25 spaces and in the basement car park 219 spaces providing a total of 487 spaces for 234 Bath Road. From the submitted documents, it is unclear as to what the total floor area is of the building and how this conforms to the agreed parking standards as per LRCC2 – this information needs to be provided.

7.1.5 **Cycle Parking**

My advice to developers on cycle parking is frequently the same - quality not quantity, and follow best practice guidance on the layout; these are simple rules. Aisle widths of 0.6m are not sufficient neither is the proposed 0.7m width between racks. Cyclists using these racks will have high value cycles and they will not expect them to get damaged trying to manoeuvre their bikes in and out of these spaces. Racks should be sited 1.0m apart and care be made to ensure that all racks can be adequately accessed and there is no risk to cyclists locking their bikes and hit by a passing vehicle. The designer of the scheme needs to take account the best practice TfL guidance <http://www.tfl.gov.uk/assets/downloads/businessandpartners/Workplace-Cycle-Parking-Guide.pdf> and make the necessary changes to the scheme such that an appropriate design is developed in accordance with best practice guidance. Furthermore it is not clear how access to the cycle parking will be secured – is a separate gate to be provided.

In the basement car park some thought needs to be given as to how cyclists will access the large bank of spaces from the access ramp. Cyclists will not cycle around the whole car park to access the bays, but from a health and safety perspective it is not going to be safe for them to emerge at 90 degrees to the access ramp. A dedicated path through the spaces needs to be provided.

7.1.6 **Showers, Changing Rooms and Locker Facilities**

It would appear that showers, lockers and changing facilities are to be provided at basement level and this is to be welcomed. Some more detailed plans of what is being proposed and the ratio of showers to floor space and how this conforms to BREAM standards would be helpful. Encouraging non-car modes is a critical element of the overall Masterplan and therefore getting these facilities right in the first building is important.

7.1.7 **Vehicle Tracking**

To ensure that service vehicles and possible drop off for the employers shuttle service within the site tracking should be re-provided to ensure that all vehicles can still adequately access the site. This includes providing tracking for manoeuvring into spaces 6 + 7 which are adjacent to the access barrier.

7.1.8 **Car Park Management Plan**

Noting the previous concern of the Local Highway Authority about the use of the Leigh Road access for vehicles travelling to the car park, a Car Park Management Plan should be prepared and submitted to the Local Highway Authority setting out measures how employee vehicles will be discouraged from accessing the site from the Leigh Road access. Further measures need to be implemented to prevent this access being used in a two direction e.g. signing and these will need to be set out in the Plan.

7.1.9 **Travel Plan**

Further information needs to be provided on the timescales and content of the Travel Plan.

7.1.10 **Recommendation**

In my comments I have highlighted a number of issues that still need to be addressed prior to determination, but it is my view all of the issues can be addressed. However at this stage until the further information is provided the application does not contain sufficient information for the Local Highway Authority to determine the impacts of the development on the safety and operation of the public highway. Therefore the proposed development is contrary to Slough Borough Council's Core Strategy 2006-2026 Core Policy 7. However subject to the further information be supplied and agreed as acceptable and within this would include the scheme for Bath Road Service Road together with the other issues I have identified then I would withdraw this objection to the scheme.

PART B: PLANNING APPRAISAL

Policy Background

8.0 **National Guidance**

8.1

National Planning Policy Framework (March 2012)

8.1.1

The NPPF sets out the Government's planning policies for England and how these are expected to be applied. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.

8.1.2

A presumption in favour of sustainable development lies at the heart of the NPPF. The document recognises that sustainable development has economic, social and environmental dimensions that are mutually dependent, and Paragraph 8 states that 'economic growth can secure higher social and environmental standards, and well designed buildings and places can improve the lives of people and communities.'

- 8.1.3 Section 1 reinforces the Government's commitment to securing economic growth in order to create jobs and prosperity and states that the planning system should help to facilitate this. Paragraph 19 states that 'Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.'
- 8.1.4 Section 7 of the NPPF relates to good design in development proposals and recognises the indivisibility of good planning and good design. Development proposals should be of a high quality and be inclusive.
- 8.1.5 Paragraph 58 it is stated that planning policies and decisions should aim to ensure that developments:
- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
 - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
 - create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion;
- and
- are visually attractive as a result of good architecture and appropriate landscaping.
- 8.1.6 In paragraph 60 it is stated that planning decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. *It is, however, proper to seek to promote or reinforce local distinctiveness.*
- 8.1.7 However, paragraph 61 acknowledges that design goes beyond aesthetic considerations and stresses that planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment. But in paragraph 64 it is stated that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

9.0

The Development Plan

Local Plan for Slough, March 2004

- 9.1 The Local Plan for Slough was adopted by the Council in March 2004. The site is identified on the planning maps as Trading Estate/Simplified Planning Zone (EMP7) and as an Existing Business Areas (EMP3, S4). The following policies apply:

9.2 Policy EMP2 lists a number of criteria that business developments must comply with, these are:

- a) *the proposed building is of a high quality design and is of a use and scale that is appropriate to its location;*
- b) *It does not significantly harm the physical or visual character of the surrounding area and there is no significant loss of amenities for the neighbouring land uses as a result of noise, the level of activity, overlooking, or overbearing appearance of the new building;*
- c) *the proposed development can be accommodated upon the existing highway network without causing additional congestion or creating a road safety problem;*
- d) *appropriate servicing and lorry parking is provided within the site;*
- e) *appropriate contributions are made to the implementation of any off-site highway works that are required and towards other transport improvements such as pedestrian and cycle facilities, that are needed in order to maintain accessibility to the development without increasing traffic congestion in the vicinity or in the transport corridors serving the site;*
- f) *the proposal incorporates an appropriate landscaping scheme;*
- g) *the proposal would not significantly reduce the variety and range of business premises;*
- h) *the proposal does not result in a net loss of residential accommodation; and*
- i) *the proposal maintains any existing primary and secondary shopping frontages at ground level on the site.'*

9.3 The introductory text to Policy EMP7 provides information about Slough Trading Estate in paragraphs 3.59 - 3.69 these are provided below:

The Slough Trading Estate is the largest concentration of business and employment in the Borough. It extends to nearly 200ha and provides over 700,000m² of business and industrial accommodation in some 700 buildings. The 400 tenants of the Trading Estate range in size and activity and provide in the order of 20,000 jobs, or nearly 30% of the Borough's total employment. In particular, the manufacturing sector has always been well represented on the Trading Estate. Just over 50% of jobs on the Estate are within manufacturing businesses compared to the overall figure of 22% for the Borough. The scale and range of businesses on the Trading Estate and the employment this creates are vital components of the local economy.

The Estate's attractiveness to business is partly a function of its accessibility to the M4, M25, Heathrow Airport and Central London, but also because of its critical mass in terms of business linkages and the existing employment base. As such, the Estate accommodates many firms that contribute to important economic clusters of similar industries both within Slough and the wider Thames Valley.

Active management by Slough Estates plc has enabled a rolling programme of refurbishment and redevelopment to take place to meet the needs of existing businesses and attract inward investment. The ability of the Estate to respond to the changing needs of business was enhanced by the designation of a Simplified Planning Zone (SPZ) in 1995. This permits most types of business class development (excluding independent B1a office accommodation) to take place, subject to conditions attached to the scheme, without the need for planning

permission. All other major development, such as large retail schemes, still require planning permission in the usual way.

These various attributes make the Trading Estate a preferred location for business accommodation in Classes B1(b) research and development, B1(c) light industrial, B2 general industrial and B8 distribution and storage of broadly the same scale as currently exists on the estate. It is not considered necessary to apply a sequential approach to these uses in this location and it is not intended that any policies of the plan require it for such development.

Headquarters and other types of major independent office development have taken place along the Bath Road frontage, which has made good use of this accessible location within the Trading Estate. Whilst there is little scope for additional major independent office floorspace, Policy EMP1 applies a sequential test to such development whereby they will only be allowed if there are no suitable sites available in the town centre, edge of the town centre or other existing business areas as well served by public transport as the Bath Road.

Small-scale office units play an important role in promoting the economic development of the Borough. The difference in trip generation between small-scale office accommodation and other B1 uses can be of a small magnitude. On this basis, small office units up to 200m² in size will be permitted within the Estate.

The Borough Council recognises that there is independent office accommodation in other locations within the Estate, apart from the Bath Road frontage. New B1(a) office scheme over 200m² will only be permitted elsewhere if it is replacing that which already exists on an individual site. Otherwise new office accommodation will be limited to ancillary office accommodation in accordance with Policy EMP1 in order to control the intensification of uses in inappropriate locations. The SPZ already includes a reference to limiting office accommodation to those that are ancillary.

The amenity and environment of the Estate does vary, with newer schemes reflecting current accepted standards. Servicing for older units does not always meet the current standards but the redevelopment of sites provides the opportunity to improve provision.

In the past, parking has been provided to meet the maximum level of demand in accordance with Borough Council standards, which have been included within the SPZ scheme. In order to prevent any further increase in traffic generation it is intended to cap parking provision at the current level within the Trading Estate. This means that as a general principle any redevelopment proposal should not increase the number of car parking spaces that exist or existed on the site even if it is proposed to increase the amount of floorspace. However, additional spaces could be gained from another part of the Estate so that the overall level of car parking on the Trading Estate is not increased. It is therefore proposed to review the SPZ scheme to ensure it complies with the new approach to parking standards.

Major improvements to public transport provision will be sought along the A4 Bath Road corridor in order to improve accessibility to the Trading Estate by alternative means of transport to the car. Improved links to Burnham and Slough railway stations

will also be sought which will make it easier to commute to the estate by train. In addition, all major new developments will be required to produce Company Travel Plans to demonstrate how firms will encourage staff to use public transport.

It is recognised that on-street parking controls may have to be introduced in the areas around the Trading Estate in order to prevent an over-spill of parking into adjacent residential areas.'

9.4 Policy EMP7 (Slough Trading Estate) states that:

'Within the Slough Trading Estate, as shown on the Proposals Map, developments for B1 business, B2 general industrial and B8 warehousing and distribution will be permitted subject to:

- 1. major independent B1(a) office developments being located on the Bath Road frontage in accordance with the application of a sequential approach under Policy EMP1; and*
- 2. there being no overall increase in the number of car parking spaces within the estate.'*

9.5 Policy EN1 (Standard of Design) states that development proposals must reflect a high standard of design and must be compatible with and/or improve their surroundings.

9.6 Policy EN3 (Landscaping Requirements) requires a comprehensive landscaping scheme for all new development proposals.

9.7 Policies T2, T7, T8 and T9 are transport policies relating to new developments. In particular, Policy T2 advises no increases in the total number of car parking spaces on-site will be permitted within commercial redevelopment schemes. In addition, the Council's car parking standards are contained at Appendix 2 and the standard in Existing Business Areas for Class B1(a) offices is 'no overall increase' and then there are specific standards for Class A1-5, C1, D1 and D2 uses. There is therefore a distinction between Class B and non-Class B uses within Existing Business Areas.

Slough Local Development Framework, Core Strategy 2006 – 2026

9.8 The overall spatial strategy within the Core Strategy can be summarised as one of '*Concentrating development but also spreading the benefits to help build local communities*'. In order to achieve this it specifically encourages the comprehensive regeneration of selected key locations and identifies the Heart of Slough as somewhere where major change can be made to the urban townscape and the quality of the public realm.

9.9 Core Policy 1 (Spatial Strategy)

This policy requires that all development complies with the spatial strategy set out in the core strategy. The overarching planning strategy for slough is for high density housing, intensive employment generating uses or intensive trip generating uses to be located in the town centre.

The strategy does however state that comprehensive regeneration of selected key

locations within the Borough will also be encouraged at an appropriate scale. It provides for some relaxation of the policies or standards in the Local Development Framework. However this must be justified by the overall environmental, social and economic benefits that will be provided to the wider community.

9.10 Core Policy 5 (Employment)

The location, scale and intensity of new employment development must reinforce the Spatial Strategy and Transport Strategy. This includes the application of a parking cap upon new developments unless additional parking is required for local road safety or operational reasons. Intensive employment-generating uses such as B1 (a) offices will be located in the town centre in accordance with the spatial strategy. The policy specifically provides an exception for Slough Trading Estate. This exception is allowed on the basis that:

- there will be comprehensive regeneration across the estate;
- the production of a 'masterplan'; and
- the provision of public transport improvements.

The policy states that this will be provided through a subsequent Local Development Order which will replace the Simplified Planning Zone which currently regulates development on the estate. The implementation section to Core Policy 5 states the following in relation to Slough Trading Estate:

'Slough Trading Estate has specifically been identified as an area for regeneration within the policy. This will be implemented through a Master Plan which is being prepared by SEGRO. This will identify the location of the proposed new offices within a new hub. Around 3,600 new jobs could be created on the Trading Estate over the plan period. The amount of new B1 (a) offices, and the scale of other development will, however, be dependent upon a number of requirements being met. These will include capping the number of parking spaces at current levels and introducing a package of public transport improvements and other initiatives in order to ensure that there is no increase in the level of car commuting into the estate. This should also involve increasing the number of Slough residents working in the estate. Once the Master Plan has been approved it is proposed that key elements, such as the new hub, will be considered through a planning application and the rest of it will be implemented through a subsequent Local Development Order which will replace the existing SPZ.'

The introductory text to Core Policy 5 discusses Slough Trading Estate in sections 7.85, 7.86 and 7.88 which state:

'Slough Trading Estate is the largest Existing Business Area and provides around a quarter of all of the jobs in the Borough. As a result its continued success as an employment centre is of great importance to the local economy and the prosperity of the town as a whole. There has been a rolling program of refurbishment and redevelopment in the Trading Estate in recent years in order to ensure that it is able to accommodate modern business needs and continues to attract inward investment. This has been aided by the designation of the Trading Estate as a Simplified Planning Zone with its integrated transport strategy.'

It is recognised that the Trading Estate will need to continue to evolve to serve the

needs of knowledge-based industries. SEGRO are in the process of producing a Master Plan for the area which is intended to achieve this. The success of the Trading Estate is important to the Borough's sustainable development as it has the potential to retain and attract businesses, create jobs and offer opportunities for improving skills and training to local people. As a result it is proposed that Slough Trading Estate should be treated as a special case within the Core Strategy. This means that B1 (a) offices may be allowed in the proposed new hub within the Trading Estate, as an exception to the Spatial Strategy, in order to facilitate the comprehensive regeneration of the Estate.

Any employment-generating uses within the Borough which exacerbate the problems identified above will be expected to contribute towards appropriate training, childcare and/or transport measures as required.'

- 9.11 Core Policy 7 (Transport)
New development is to be located in the most accessible locations, thereby reducing the need to travel, improve road safety and improve air quality. Development proposals will have to make contributions to, or provision for the development of Slough town centre as a Regional Hub.
- 9.12 Core Policy 8 (Sustainability and the Environment)
All development in the Borough shall be sustainable, of a high quality design, improve the quality of the environment and address the impact of climate change.
- 9.13 Core Policy 9 (Natural and Built Environment)
Development will not be permitted unless it:
- Enhances and protects the historic environment;
 - Respects the character and distinctiveness of existing buildings, townscapes and landscapes and their local designations;
 - Protects and enhances the water environment and its margins;
 - Enhances and preserves natural habitats and the bio-diversity of the Borough, including corridors between bio- diversity rich features.
- 9.14 Core Policy 10 (Infrastructure)
Development will only be allowed where there is sufficient existing, planned or committed infrastructure. All new infrastructures must be sustainable.
- 9.15 Core Policy 11 (Social Cohesiveness)
The development of new facilities which serve the recognised diverse needs of local communities will be encouraged. All development should be easily accessible to all and everyone should have the same opportunities.
- 9.16 Core Policy 12 (Community Safety)
All new development should be laid out and designed to create safe and attractive environments in accordance with the recognised best practice for designing out crime. Activities which have the potential to create anti-social behaviour will be managed in order to reduce the risk of such behaviour and the impact upon the wider community.

Site Allocations DPD

- 9.17 The Site Allocations DPD was adopted in November 2010. The main purpose of this document is to identify the sites that are needed to deliver the Spatial Vision, Strategic Objectives and policies in the Core Strategy. As a result it contains all of the key regeneration sites within Slough.
- 9.18 The whole of the Trading Estate has been included as Site Specific Site Allocation 4 in the adopted Site Allocations DPD. This requires that development proposals within the Slough Trading Estate should be substantially in accordance with the Illustrative Masterplan and accompanying Masterplan Document (January 2009) and the Leigh Road Central Core Area which forms part of it.
- 9.19 The main planning requirements from these documents which have been included within the Site Allocation DPD are as follows:
- *All major new B1(a) offices are limited to the Leigh Road Central Core Area*
 - *There is no overall increase in the total number of parking spaces upon the Trading Estate*
 - *A package of public transport improvements are provided in order to meet modal shift targets that will ensure that there is no increase in the level of car commuting into the Estate*
 - *A package of skills training is provided in order to increase the number of Slough residents working on the Estate*

The scale and nature of the proposed retail, hotel and leisure uses should be ancillary to and serve the needs of the Trading Estate and minimise the impact on the vitality and viability of the Farnham Road District centre and Slough Town Centre.

The Sainsbury's store in the Farnham Road should be extended in order to serve the Estate as well as acting as the anchor store for the Farnham Road.

The Leigh Road Central Core should include a transport hub and skills centre.

Apart from the gateway features on the Bath Road and the hotel Hub, all buildings will be a maximum of height of four storeys.

- 9.20 The Site Allocations DPD therefore formed the basis for the parameters for the LRCC2 application. The current application for Reserved Matters, follows on from this approval.

Planning Assessment

10.0 Principle of Development

- 10.1 Planning permission (P14515/000) for the first version of the Leigh Road Central Core development (LRCC1) was approved on 30th September 2010 following the signing of the Sec 106 legal agreement. The second version (LRCC2) was approved as application P/14515/003 on 18th June 2012.

- 10.2 The current application has been submitted to develop Plot OB01, which has the following parameters for the office building in accordance with the approved drawing

for application P/14515/003 and are set out as follows:

- maximum area: 25,000m² GIA
- provisional ground floor level: +31.20m AOD
- min building height: +43.50 m AOD (3 storeys)
- max building height: +54.70m AOD (5 storeys + plant)

10.3 In terms of the car park, the parameters for Plot CP 01 have been set as follows:

- provisional ground floor level: +31.20m AOD
- min building height: +34.20 m AOD (2 decks)
- max building height: +40.20m AOD (4 decks)

10.4 In terms of assessing the principle, it is considered that the proposal is consistent with the parameters plan that was approved as part of LRCC2. The use, footprint and upper limits of the building comply with the approved plan and therefore no objection is raised in terms of the principle of the proposal, subject to satisfactorily addressing the reserved matters outlined in condition 3 of planning permission P/14515/003, relating to scale, layout, appearance and landscaping.

11.0 **Scale**

11.1 Both the Illustrative Master Plan and the Site Allocation for the Trading Estate allow some flexibility in the way that the Commercial Core is delivered, provided it complies with the basis principles. The approved LRCC1 and LRCC2 have established the principle of creating a gateway building at the entrance to the regeneration area, consisting of a five-storey building, with plant on the roof. This is an increase in height compared to the other headquarter buildings along the Bath Road, but it has been recognised that the additional height is necessary in order to achieve a gateway affect.

11.2 It is also worth repeating that the proposed building is consistent with the approved parameters that are outlined in paragraphs 10.2 and 10.3 above. The Site Allocations DPD also states in SSA4 that: "*Apart from the gateway features on the Bath Road and the hotel hub, all buildings will be a maximum of height of four storeys.*" The scale of the proposed office building is the result of a combination of factors, but this has been well established as part of the outline application, which included detail drawings of the building currently under consideration.

11.3 The fact that the building will be five-storeys in height and also forward of the building line in Bath Road, means that the scale of the building will result in a very prominent and dominating building. This is considered to be acceptable in order to create a gateway feature. The DAS contends that "*the unbroken glass facades allow the building to reflect the changing sky conditions and nearby buildings, helping to dematerialise it's mass and sit elegantly in the background*". It is also felt that there is sufficient separation between the users of the Bath Road and the proposed building not to be too overbearing when viewed from the majority of public vantage points. The trees on the highway verge between Bath Road and the service road will also act to soften the visual impact on pedestrians and other road users, with additional tree planting proposed along the Leigh Road elevation. On balance it is therefore

believed that the scale of the application building is appropriate as a gateway feature leading to buildings in Leigh Road that will be off reduced scale, similar to the four-storey buildings in Bath Road.

12.0 **Layout**

- 12.1 The proposed “V” shaped building, which follows the road alignment, results in a sheltered area behind the building, which in fact will be the main entrance. The majority of the headquarter buildings fronting Bath Road all have very distinctive characteristics, with main pedestrian entrances from Bath Road. The two offices buildings currently occupying the site is however an exception to this, with an access from Leigh Road and a pedestrian entrance from the north. It is regrettable that the proposed scheme has not used the redevelopment of the application site to reflect a stronger Bath Road presence. Other office buildings on the northern side of Bath Road have grand entrances created by substantial open space, soft and hard landscaping, as well as canopies supported on full height columns. Imitating this would have been consistent with the NPPF’s objective to *“respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation.”* It is also considered that the proposed development is ‘turning its back’ on the Bath Road, being inward facing in order to create a “sheltered” environment for the future occupiers.
- 12.2 The applicant is of the opinion that the *“spaces around the building are as important as the building itself and have been designed to create vibrant and positive working environment with good relationship between the internal and external spaces and how these are used.”* It is worth noting that the combination of the solar path and the height of the building will mean that the “sheltered” area will also receive very little direct sunlight and it is therefore questioned whether the open space in front of the entrance will be used as envisaged by the applicant. In contrast, other buildings in Bath Road with southerly entrances and landscaping provide ample breakout spaces for its occupants. It also means that the buildings come alive with people, in stead of having a passive frontage onto Bath Road.
- 12.3 The Design and Access Statement (DAS) explains the four design options have been considered and the *“design development process is based on a detailed understanding of the Site, its potential constraints and opportunities together with the aspirations of those who live and work in the area including its immediate and wider context.”* The architects have developed the building by undertaking detailed studies on massing, form and function and its effect on daylight, sunlight and the pedestrian level wind environment, including assessments of the building from a large number of local and distant vantage points. It is encouraging that so much care has been taken to develop the building, but the following statement in the DAS is disconcerting: *“The plan form of the principal building was a key factor, where the internal configuration of accommodation had to make very efficient use of space, with the result having a major influence on the external appearance and character of the buildings as a whole.”* It gives impression that the lay-out has been predominately influenced by the internal office requirements. This forms the lead-in to the detailed explanation of the four options that have been investigated by the architects and then conclude that when tested against Segro’s brief, the “V” shaped layout *“provides the optimum*

balance of building requirements within the sites constraints.” Policy EN1 (Standard of Design) requires that development proposals must reflect a high standard of design and must be compatible with and/or *improve their surroundings*. It is considered that the current proposal has not utilised the opportunity to address the requirement to improve its surroundings and provide a building with Bath Road frontage that would be more inviting to its occupiers, as well as *reinforce local distinctiveness* in accordance with the NPPF.

12.4 In response to the pre-application discussions the applicant has removed the louvers from the recessed elevation of the hinge, together with a simplification of the fenestration on this face to be as flush as possible. On balance it is believed that this approach to give greater prominence on the corner to create a gateway feature offsets the lack of space at ground level to provide a welcoming approach for pedestrians, similar to other buildings fronting Bath Road. It is also acknowledged that the NPPF states that “*planning decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles.*” No objection is therefore raised to the layout of the proposed development.

13.0 **Appearance**

13.1 In paragraph 3.3 it has been explained the appearance of the building has been significantly influenced by the use of predominantly glass and the projecting fins. This approach is a result of the architects striving to achieve the following design objectives:

- Provide excellent views out from the floors to enhance visual amenity
- Provide maximum level of natural light to reduce artificial lighting
- Intelligent and cost effective control of unwanted solar gain

13.2 The DAS also states that “the passive solar heat gain is key to the building concept and is instrumental in defining its character.” In light of the above design objectives, the architects decided that in order to maximize views out and daylight into the office space that the external envelope had to be designed with floor to ceiling glazing, with solid spandrel elements at slab level. To control solar gain, the architects opted for large format fins, because they allow almost unobstructed views out of the building and allow maximum daylight penetration into the space. The result is a highly efficient system with a distinctive architectural character.

13.3 The proposed building also included the fins on the recessed hinge elevation at pre-application stage. Officers raised concerns that despite the characteristic design features on the main elevations, it was not clear that the building had enough of a presence to act as a gateway feature to the new developments along the Leigh Road. The architects have responded to this concern and have modified the proposed building to omit the fins from the recessed elevation of the hinge, together with a simplification of the fenestration on this face to be as flush as possible. This accentuates the full height of this element of the building and has “*a heroic proportion, consistent with the character of other Bath Road office buildings that utilise full height columns as a device to achieve a grand sense of scale or mark an*

'event'". The architects have not agreed to incorporate columns on the recessed elevation in order to mimic this design feature found on most of the other buildings in the area. It was felt that this would create the false impression of this elevation being the main building entrance, which is not the case. In order to pick up on this characteristic, the architects have introduced vertical fins at the ends of the horizontal fins. According to the DAS, *"these fins have the additional benefit of framing the Bath Road and Leigh Road elevations making the overall composition more seamless and better resolved. They also have a column like presence framing the hinge facade and giving the building a greater sense of presence on the Bath Road."* As outlined in the section above, officers would have preferred the main entrance on Bath Road, but in weighing up all the other considerations, it is believed that the amended scheme has gone some way in addressing officer's initial concerns.

13.4 In terms of the return elevations facing west and north, it is worth noting that these elevations will be highly visible in the street scene. The north elevation's prominence is a result of the height difference between the main building and the multi-storey car park, which will be sited directly north. The west elevation is highly prominent for road users when travelling in an easterly direction towards Slough town centre, due to the fact that the return elevation is 17m in front of the adjacent Fiat building (240 Bath Road). This means that approximately 80% of this side elevation will be forward on the very strong building line in Bath Road. In the pre-application submission, the proposed return elevations have been designed to incorporate two materials, consisting of black aluminium curtain walling for approximately have the width of this elevation and glass for the remainder. Officers expressed concerns about these elevations at pre-application stage, noting that sufficient consideration has not been given to how this will look in the street scene. The submitted application did not take officers concerns on board, but in response to subsequent discussions, the elevation has been amended to make the whole elevation in glass and thereby exposing the emergency staircase. Although this does not constitute a significant redesign, which has been requested by officers, it is considered that this change, in combination with a lighter colour of the material, has improved this elevation. The architects contend that *"by revealing the stairs the revised design of the return elevations achieve a welcome degree of animation. Moreover the vertical blades at the end of each wing which capture the twisting elements have a similar feel to the column and edge wall of the adjoining building enhancing their relationship. The lighter colour palette of the proposals are complimentary and tie the building to its neighbour. The step up in scale matches the step out of the building line of the new building towards the Service Road and therefore achieves a symmetry enabling both buildings to be read as individuals, which is a characteristic of the plots along the Bath Road. Although the new building is more prominent in this particular viewpoint, the general impression of the development is that the perceived scale that would normally be considered appropriate for a gateway building."*

13.5 In terms of the colour of the materials, the pre-application scheme included a light coloured palette, which in combination with the mainly glass elevations resulted in a 'light weight building', despite the five-storey height. Notwithstanding officers favouring a lighter approach to the building, the application has been submitted with a dark palette, including black for the fins. In subsequent discussions with the applicant, the application has been amended and it has been reverted back to the lighter colour palette. In stead of using black for the fins, the proposed fins will now

be constructed from natural anodised aluminium. The architects are of the opinion that *“the natural anodised aluminium provides a sharp contrast to the glazed elements and accents the brise soleil as dynamic elements across the façade and as a distinctive feature of the building. Conceptually the brise soleil are like a protective mesh around a much softer core generated from the hinge and wrapping round to be absorbed within the cladding to the cores. The shadows generated by the brise soleil also give a sense of depth to the overall composition.”* Officers are in agreement that this significant improvement will contribute in achieving a land mark building, with unique design features, whilst respecting the distinctive characteristics of its surroundings.

13.6 The applicant has also responded favourably to concerns about the appearance of the multi-storey car park. The submitted application originally included the use of a black mesh cladding for the elevations of the car park. Officers raised a concern about the colour and the material on a car park in such a highly prominent position. In response to the changes to the main building and the increase in glass on the north elevation adjacent to the car park, the proposal has been amended to include sandblasted translucent glass channels for the car park elevations. This is similar to those on the current development on the Lonza site at 224-228 Bath Road. The glass channels will provide the suitably neutral background status that is complimentary to the strength of the office building concept and the proposed materials. This is once again seen as a significant improvement to appearance of the car park and no objection is raised to this part of the proposal.

13.7 In summary, it is considered that the applicant has responded positively to officers concerns about the appearance of the building and sufficient amendments have been undertaken in order to overcome the majority of the concerns. On balance it is therefore believed that the proposal is acceptable in terms of its appearance.

14.0 **Landscaping**

14.1 The DAS states that the strong design and appearance of the main building on this junction will be in itself be the dominant statement that influences the public realm. The landscaping on the frontages is therefore minimal, relying on simple lines of trees. The landscaping plan indicates the use of simple line of semi-mature Maple trees on the road frontage facing Leigh Road, to compliment the existing line of mature Horse Chestnut trees on the Bath Road frontage. The chestnut trees along the Bath Road are diseased and as part of the proposals to regenerate the area, the applicants have agreed to replace any diseased or dying trees on a phased basis to try to ensure that the Bath Road retains its distinctive appearance as part of the Section 106 agreement for LRCC2. The proposed Maple trees will be set within a simple grass strip, which will lead the eye along the building façade and the other developments in the rest of the estate.

14.2 As mentioned before, a break out area has been provided in the recessed area on the corner elevation, which has been raised in order to create a sense of separation with the adjoining areas. The *“carefully balanced design”* of soft and hard landscaping is also proposed between the main entrance and the car park, which will create a “plaza” that will be used for recreation. This area will be used as break out area by providing seating against raised planters as well as gently mounded grassed

areas.

14.3 The building will also include 450m² area of specially designed “green roof”, which will include 29 species of grasses and flowering plants.

14.4 In summary, it is believed that the proposed landscaping is acceptable to complement the striking features of the building and no objection is therefore raised in terms of the proposed landscaping.

15.0 **Traffic and Highways**

15.1 Core Policy 7 (Transport) states that all new developments should reinforce the principles of the transport strategy as set out in the council’s Local Transport Plan and Spatial Strategy, which seeks to ensure that new development is sustainable and is located in the most accessible locations, thereby reducing the need to travel. It also requires that development proposals will, either individually or collectively, have to make appropriate provisions for:

- Reducing the need to travel;
- Widening travel choices and making travel by sustainable means of transport more attractive than the private car;
- Improving road safety; and
- Improving air quality and reducing the impact of travel upon the environment, in particular climate change.

15.1.1 In response to the Traffic and Highway Engineers comments, the applicant has submitted a comprehensive response below and additional information to address the issues raised in section 7.1 of this report.

15.1.2 **“Shuttlebus**

The A4 bus service will run to the east of 234 Bath Road, as shown Drawing 17563-478-006. There may be the potential for this route to be extended to include O2 Telefonica, which operates their own service at present. There is, however, a degree of further discussion and agreement to be reached on such a combined service.

There is no certainty over the routing of the extended service to incorporate O2. It could be that such an extension would run on the A4 Bath Road between Ipswich Road and Leigh Road or, alternatively, it could run along the service road. It is unlikely that there would be a significant journey time advantage of one routing option over the other and Slough Borough Council have confirmed that there is scope for bus priority to be used at the traffic signals for this service. Using the service road would mean that there is scope for a further stop close to LG or Fiat, but neither of these companies have shown any real commitment to be part of the service at present. The two possible extended bus routes to O2 are shown on Drawings 17563-478-007 and 17563-478-008.

Western Service Road

Drawing 17563-478-004 shows the potential to close the western service road to all traffic i.e. this would work with the shuttle bus service as currently envisaged and also with O2 in place routing on the A4 Bath Road between Ipswich Road and Leigh

Road. The service road fronting 234 Bath Road would be dedicated as a cycle and footway. Bollards would be provided to the east of the approved main access to 234 Bath Road from the service road. A turning area would be retained utilising the 234 access. The existing northern footway and eastern end of the stopped up section of the service road could be used for landscaping. Drawing 17563-478-005 shows an alternative layout option for the service road where the western service road is retained for buses only in an eastbound direction through introducing a new bus lane. This option would only be required if the A4 bus service is to pass along the service road. Whilst this is not presently envisaged it could be accommodated with the layout as shown.

Access

In response to concerns that there may be conflict points within the site, including vehicles emerging from the basement deck and vehicles leaving the upper car park, as well as potential for cars to exit via the existing entrance with Leigh Road, we enclose Drawing 17563-478-002. This illustrates the road markings that will help to address these concerns and ensure safe circulation within the Site.

Junction of Aberdeen Avenue /Leigh Road

Enclosed Drawing 17563-478-001 shows the impact of the new decked car park on the existing layout of Aberdeen Avenue in terms of footway widths and the impact on visibility of pedestrians crossing Aberdeen Avenue and on the visibility splays from Aberdeen Avenue. It shows the existing road layout with the proposed new decked car park adjacent to Aberdeen Avenue. The junction visibility from Aberdeen Avenue will be retained and demonstrates that visibility will not be compromised by the proposal.

Car Park Layout

A total of 60 car parking spaces are being provided for Fiat at ground floor level and there will be no reduction from the amount of spaces shown on Fiat's demise plan (this shows 60 spaces).

We enclose annotated versions of Drawings 10-075 PL 099 01, 10-075 PL 100 01 and 10-075 PL 150 01 that illustrate the internal dimensions of the car park. This confirms that aisle widths exceed 6 metres and that car parking spaces are a minimum 4.8 metres by 2.4 metres in size. The Gross External Area (GEA) of new building is 15,146m² and there are 427 car parking spaces being provided which gives a car parking ratio of 1:35m², which accords with the agreed parking standards for LRCC2."

15.1.3 It is considered that the majority of these issues can be resolved. However, the additional information has raised some issues that need to be addressed before the final determination of the application. The Engineers final comments will be reported on the amendments sheets.

16.0 **SECTION 106 AGREEMENT**

16.1 This application will not have a Section 106 agreement, because the agreement is linked to the main LRCC2 approval. It is however worth noting that the proposed building's floor area is below the level that would trigger the main S106 contributions.

However, if this proposal is implemented, Segro will have to appoint a Transport Manager within six months of implementation of the scheme who would be responsible for securing a work place Travel Plan following occupation.

17.0 **CONCLUSION**

17.1 Slough Trading Estate provides around a quarter of all of the jobs in the Borough and its continued success as an employment centre is of great importance to the local economy and the prosperity of the town as a whole. It is recognised that the Trading Estate will need to evolve to serve the needs of knowledge-based industries in order to retain and attract businesses, create jobs and offer opportunities for improving skills and training to local people. As a result the Core Strategy treats the Trading Estate as a special case and allows B1(a) offices as an exception to the Spatial Strategy, in order to facilitate the comprehensive regeneration of the Estate as a whole and for this reason the LRCC1 and LRCC2 applications have been approved.

17.2 The principle of the current proposal already been established through the granting of the previous planning permission for LRCC2, which contained detailed drawings of the proposed building. It is considered that the applicant has gone some way in addressing the majority of the officer's concerns, as discussed in this report. As a result it is considered that the application should be supported, because of the economic and regeneration benefits that it can provide by initiating the comprehensive redevelopment of the Trading Estate.

PART C: RECOMMENDATION

18.0 **RECOMMENDATION**

18.1 Delegate to the Head of Planning Policy and Projects for resolution of the outstanding matters relating to changes to the highway, finalising condition relating to drawings and final determination.

19.0 **PART D: LIST OF CONDITION(S)**

To be reported on the amendments sheets.

APPENDIX B

SUPPLEMENTARY REPORT TO PLANNING COMMITTEE 25th JULY 2013

At the Meeting of Planning Committee on 8th May 2013, the Members of the Planning Committee decided to defer the decision on the planning application in order to allow the applicant to make amendments to the design of the proposed office building. A copy of the original officer's report to Planning Committee (Appendix A) is attached for information purposes.

The applicant first submitted an amendment, which includes the following amendments:

1. A new pedestrian entrance at the hinge elevation from Bath Road. This included a stepped entrance leading up to a double height atrium behind the entrance doors. Vertical fins were also provided either side of the door to define the entrance
2. A solid element was incorporated over the stair core on the western elevation, in response to the appearance of the adjacent Fiat building and to provide a better transition along the Bath Road frontage. The end elevation also included vertical fins to match those at the Bath Road entrance.

In response to the above changes, officers confirmed that the applicant has still not delivered a "landmark building" that justifies the substantial breach of the Bath Road building line.

A further submission was received on 4th July 2013, consisting of an indicative revised building layout, which proposed the following changes:

1. A 3 metre set-back of the office building on the Bath Road frontage. The set-back will enable the existing pedestrian footway to be retained.
2. Chamfered ends for the western elevation facing the Fiat Building and the northern elevation facing the proposed car park.
3. The hinge elevation will include solid elements and a new pedestrian entrance from Bath Road.

In terms of the proposed amendments, the set-back does create more space for landscaping on the Bath Road frontage and more details of this will be provided on landscaping drawings. The existing office building on 234 Bath Road projects beyond the Fiat building (240 Bath Road) by 5m. The original scheme for the application site indicated that the proposed building would be 17m forward of the Fiat building and this has now been changed by setting the building back 3m into the site. If it is taken into consideration that there is already a 5m breach of the building line, it means that there is a 9m increase compared to the current situation. This will however be further mitigated by

the chamfered corner, which includes the staircase as a solid element and the remainder of the western elevation at a 45-degree angle with the staircase. The starting point of the chamfered corner would line up with the canopy of the Fiat building. Horizontal fins would also be included to the chamfered face in order to match the main elevations.

The hinge elevation has also been changed to include a Bath Road door, which will improve the interaction between the public / occupiers and the building. The sides of the hinge will also be in a solid treatment, in order to frame the front door and give more emphasis on this important elevation.

Further details of the impact of the 3m set back on the remainder of the site, will be provided on the amendments sheets, as well as the drawing numbers for the purpose of the conditions. Notwithstanding this, it is considered that the amended scheme is an improvement to the original, in an attempt to overcome Members concerns.

Recommendation

Approve, with Conditions

SLOUGH BOROUGH COUNCIL

REPORT TO: Planning Committee **DATE** 4th September 2013

CONTACT OFFICER: Paul Stimpson
Head of Planning Policy & Projects
01753 87 5820

WARD(S): All

PART I**LOCAL DEVELOPMENT FRAMEWORK: ANNUAL MONITORING REPORT 2012/13****1 Purpose of Report**

The purpose of the report is to obtain Members approval of the ninth Annual Monitoring Report (AMR) for publication on the Council website. Despite the low levels of housing completions, Slough still has a 5, 10 and 15 year supply of housing land. Another key outcome is there is no need to review the planning policies for the foreseeable future.

Recommendation(s)/Proposed Action

1.1 The Committee is requested to resolve:

- a) That the Local Development Framework Annual Monitoring Report 2012/13 be approved for publication on the Council website.
- b) That the Council should continue to produce and publish future monitoring reports that are focused upon important local issues as well as meeting statutory requirements.
- c) That the Council monitor the need to review the development plan for Slough through the Annual Monitoring Report.

2 Community Strategy Priorities

2.1 The Local Development Framework is an important spatial element of the Community Strategy and will help to contribute to the following emerging priorities:

- **A Cleaner, Greener place to Live, Work and Play**
- **Prosperity for All**

3 Other Implications

(a) Risk Management

There are no specific issues directly arising from this report

(b) Human Rights Act and Other Legal Implications

It is considered that there are unlikely to be any significant implications in relation to the Human Rights Act.

(c) Equalities Impact Assessment

The Annual Monitoring Report is a factual document and not a Policy document therefore an Equalities Impact Assessment is not necessary.

(d) Workforce

There are no workforce issues arising from this report.

4 Supporting Information

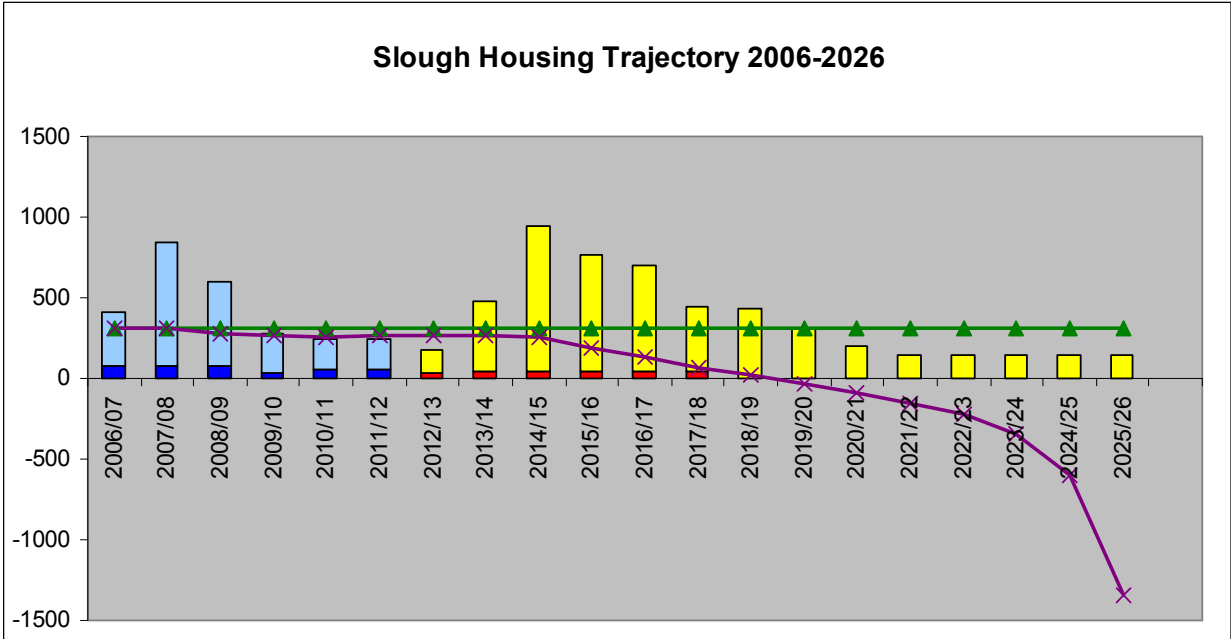
Annual Monitoring Report (AMR) 2012/13

- 4.1 The Annual Monitoring Report is a crucial part of the 'feedback loop' in the policy making process. It reports the progress of planning policies, key Development Plan Documents and development trends in Slough. It also highlights the main achievements of 2012/13.
- 4.2 The statistical basis for the report is the financial year from April 2012 to March 2013, but additional information has been included about progress up to August this year. A copy of the AMR 2012/13 can be emailed to members on request.
- 4.3 This is the ninth report that we have produced and it provides the opportunity to review how well we are progressing with the Local Development Framework (LDF). The report assesses the effectiveness of existing policies and outlines the progress made in the implementation of the LDF.
- 4.4 The Localism Act 2011 has made changes to the planning system and the way monitoring is carried out. The new regulations (Town and Country Planning 2012) states that there is still a statutory duty to produce monitoring report for local people but they won't have to be submitted to the Secretary of State. The local authority has more flexibility to decide what goes into the report. However it needs to be made available at council offices and on the website.
- 4.5 The main content of the document is as follows:
 - Introduction to the Borough, including key contextual characteristics, issues and challenges facing the area;
 - Progress in the preparation of local development documents against the timetable in the Local Development Scheme;
 - Extent to which saved policies from the Local Plan for Slough and Core Strategy 2006-2026 are being implemented;
 - Indicators on housing, employment, retail number of appeals
 - The identification of any trends and changes from the previous AMR;
 - A housing trajectory which demonstrates to what extent the housing allocation is likely to be met;
 - Extent to which the SPZ is achieving its purpose;
 - Implementation of Site Allocations



- 4.6 The AMR is divided into core subject areas such as housing, employment and retail, number of appeals, for which monitoring data is available. Objectives for each topic area are identified, and appropriate policies linked to these are set out.
- 4.7 The key results from this year’s Monitoring Report can be summarised as follows:


Housing

- 4.8 The key point to emerge from the latest monitoring is that the level of house building in Slough remains low. The monitoring report shows that only 182 net additional dwellings were completed in Slough in 2012/13 compared to 249 the previous year. This is the lowest level of housing completions since 2006. This was mainly due to the impact of the downturn in the economy and the general decline in house building rather than a lack in supply of sites.
- 4.9 It is predicted that there will be over 450 completions in the current year as a result of the large housing sites in the pipe line, such as Middlegreen, Castlevue and Railway Terrace. The new permitted development rights for change of use from offices to residential will see an increase in housing brought forward which will have a positive impact on housing supply.
- 4.10 Even with last year’s shortfall, completions over the first 5 years of the plan period have still averaged 400 a year which is significantly above the required average of 315 per annum. Due to past housing completions have been high we have an average annual requirement of 263 per year to 2026.
- 4.11 Despite the impact of the ‘credit crunch’ and the downturn in the economic climate the Housing Trajectory (see below) still shows that Slough has a five, ten and fifteen year supply of housing land required by National Planning Policy Framework. The Trajectory also shows that Slough is projected to meet its housing allocation of 6,300 before 2026 without any reliance upon windfalls or any other sites coming forward through the planning process.



Key:

-  Expected net completions on medium and large sites
-  Past net completions on small sites (less than 10 units)

 PLAN- Requirement – Annualised (315 per annum)

 MANAGE- Residual annual average

- 4.12 48% of the gross housing completions in 2012/13 were on previously developed land (PDL) which is below the 60% target. This is a result of housing completions on the Greenfield site at Cippenham Phase 4. Previous years we have exceeded the 60% target. This figure tends to fluctuate annually as it is dependent on which sites come forward. There are a number of other Greenfield sites being developed and there are others in that are expected to come forward in the short term. This will affect the figure for completions on PDL in future years but it is anticipated that overall Slough will still meet the 60% target.
- 4.13 The monitoring shows that the percentage of flats built in Slough in 2012/13 was 6%. This is a significant decrease from the peak of 92% in 2007/08 when there were a high number of flatted developments in the town centre. This reflects the lack of demand for flats in the town centre and the effectiveness the policy in the Core Strategy that seeks to ensure that outside of the town centre new residential development will predominantly consist of family housing.
- 4.14 The housing department has recorded that only 6 new build dwellings were affordable in 2012/13. This reflects the number and nature of completions in the year. It is expected that the number of affordable houses will be back over 100 next year.

Employment

- 4.15 The monitoring shows that there was a net loss of 2086 square metres of employment floor space in 2012/13. This shows the lack of activity in the commercial sector.
- 4.16 There has been 35,515 square metres of employment floorspace completed on the Slough Trading Estate in 2012/13.

Retail, Leisure and offices

- 4.17 There was a total net loss of 3669 square metres of retail, leisure and office floor space during 2012/13. Over the last couple years there has been low completions for retail and leisure floorspace which is the result of the economic downturn. The majority of the loss of office floorspace is due to the change of use to residential under the new permitted development rights. This trend is likely to continue and we will see a loss of office space over the next few years. There has been no new development of offices and no schemes are currently in the pipeline.

Percentage of vacant offices

- 4.18 The Thames Valley Office Market Report (2013) produced by Lambert Smith Hampton shows that Slough office take up in 2012 totalled 93,700 sqft. This falls below the 10 year average for the town for the second year. Despite this, Slough is maintaining its gradual recovery. Slough vacant office space has remained stable standing at 1.2m sqft. This represents a vacancy rate of 31.4%. Although the poorer quality stock is currently being targeted for change of use which would reduce the overall figure. An example is Westminster House was sold for conversion to residential.

Retail vacancies

- 4.19 Retail vacancy survey was undertaken in February 2013. This included Slough High Street, Queensmere and Observatory Shopping Centres, Village Shopping Centre. The breakdown of the retail vacancy rates can be seen in the table below. The total vacancy rate for Slough Town Centre was 7%. This is an improvement on last year retail vacancy which was 8%. Overall the results of the survey show that all of the centres are relatively healthy.

| Retail Centres | Total Number of units | Vacant Units | Retail Vacancy rate |
|-----------------------|------------------------------|---------------------|----------------------------|
| Slough High Street | 198.5 | 27 | 7% |
| Queensmere centre | 40 | 4 | 10% |
| Observatory Centre | 76 | 7 | 9% |
| Village Centre | 17 | 7 | 4% |

Number of existing community facilities lost

- 4.20 There was no loss of community facilities as a result of built development in 2012/13.

Amount in hectares of public open space lost to built development

- 4.21 There was no loss of public open space as a result of built development in 2012/13.

Development control statistics

- 4.22 The development control statistics monitor the performance of the planning department. This is an indicator that the Council has reported to central government for many years. 758 planning applications were determined of which 547 were approved and 124 refused. 477 (63%) planning applications were decided in less than 8 weeks and 151 between 8 and 13 weeks.

Enforcement

- 4.23 Enforcement statistics are also reported to central government. 16 enforcement notices were issued in 2012/13. 3 temporary notices, 10 planning contravention notices and 0 breach of conditions were served in the last year.

Appeal Decisions

- 4.24 The AMR also has to look at whether there are any lessons to be learnt from appeal decisions. There were 40 appeals against the refusal of planning applications in Slough in the 12 months from April 2012. Only 13 appeals (33%) were allowed by the Inspectors which is a comparatively high success rate. Most of the appeals allowed related to design which is subjective. There is no need to review any policies as a result of appeal decisions.

Local Development Scheme (LDS)

- 4.25 The LDS sets out a project plan and timescales for producing the various documents that collectively form the Local Development Framework.
- 4.26 Members may recall that at the previous planning committee it was resolved that the Local Development Scheme be withdrawn. An updated LDS will be produced in the near future and published on the website.
- 4.27 The AMR still contains a section on the Local Development Scheme and provided an update on planning policy work we are doing.

Development Plan

- 4.28 The Core Strategy 2006-2026 was adopted in November 2008 and the Site Allocations DPD was adopted in November 2010. These documents alongside the Local Plan Saved Policies (2004) form the development plan for Slough. Therefore Slough has a well established policy framework for the future. Only around half of local authorities nationally have adopted Core Strategies and few have adopted DPDs for detailed policies or allocations.
- 4.29 The sites identified in the Site Allocations DPD are being successfully implemented. Regeneration projects such as the Heart of Slough and Britwell are underway and the SEGRO master plan has been approved.

"Composite" Local Plan for Slough

- 4.30 Members may note that at the 29 July 2013 planning committee there approved the publication of the Composite Local Plan for Slough. A "Self Assessment" of Slough planning policies in terms of their compliance with the National Planning Policy Framework (NPPF) was carried out. The outcome is that Slough planning policies are considered to be in general conformity with the NPPF and only a few minor clarifications were required as to how the policies will be interpreted. The overall result of this exercise is to confirm that there is no need to review the Local Plan for Slough at present.
- 4.31 The changes included the insertion of the statement of intent with a presumption in favour of sustainable development and the insertion of an explanatory box as to how the sequential test in Core Policy 6 (Retail, Leisure and Community facilities) will be interpreted. Also Policy 10 (Outside Preferred Areas) of the Replacement Minerals Plan for Berkshire will no longer be used for development control purposes in Slough.

Simplified Planning Zone

- 4.32 Members may recall at the planning committee meeting on 17th October 2012 it was agreed to renew the Simplified Planning Zone for Slough Trading Estate. This is currently underway and we have been working with SEGRO to finalise the document. It is envisaged that the Deposit Draft will be approved before the end of the year for public consultation.

Minerals and Waste Planning

- 4.33 The previous 2012 Annual Monitoring Report set out the interim organisational arrangements following the 2011 closure of the Berkshire Joint Strategic Planning Unit and the 2013 abolition of the South-East Plan.
- 4.34 At that time of reporting to Committee, the results of the 2010 Aggregates monitoring for Berkshire were not available but the Berkshire statistics were later published by the South-East Aggregates Working Party. Since then, the six Berkshire Unitary Authorities jointly undertook the 2011 Aggregates Monitoring Survey for Berkshire, the results being published earlier this year. Arrangements have been put in place to complete the first annual Local Aggregates Assessment for Berkshire for 2013, a new requirement by Central Government. The Berkshire Authorities are developing a Memorandum of Understanding between themselves as well as the South-East Waste Planning Advisory Group, responding to new Duties to Cooperate requirements, including evidence collection.
- 4.35 Slough decided to incorporate the majority of the Saved Minerals Local Plan policies into the approved July 2013 Composite Slough Local Plan. It has however been necessary to await confirmation about new Government guidance for waste planning due later this year before deciding how to proceed.
- 4.36 It should be noted that West Berkshire District Council is separately producing its own Minerals and Waste Local Plan. Other Berkshire authorities have not yet confirmed their intentions.
- 4.37 Data about new planning permissions and municipal waste are included in the report.

5 The Single Data List Requirements

- 5.1 The Single data list contains all the data that local councils have to submit to central government on an annual basis. This contains not only planning data requirements. The main reason for creating the Single data list is to make it easier for local authorities to know what is required to be monitored.
- 5.2 Towards the end of this year we will produce an additional technical report which will include all the other indicators that we are required to monitor by Department of Communities and Local Government (DCLG). It will also contain indicators which are important to monitor the effectiveness of our planning policy framework. This will be for information purposes and be published on the council's website alongside the Residential and Employment Commitments documents 2012/13.

6 Conclusion

- 6.1 Members' approval is being sought for the Annual Monitoring Report which is summarised above so that it can be published on the council's website to meet statutory requirements and provide information to Members and the local community.

7 Background Papers

- '1' Slough Annual Monitoring Report 2004/2005
- '2' - Slough Annual Monitoring Report 2005/2006
- '3' - Slough Annual Monitoring Report 2006/2007
- '4' -Slough Annual Monitoring Report 2007/2008
- '5 ' -Slough Annual Monitoring Report 2008/2009
- '6' Slough Annual Monitoring Report 2009/2010
- '7' Slough Annual Monitoring Report 2011/2012
Slough Annual Monitoring Report 2012/2013
- '8' -Slough Borough Planning Commitments for Employment Uses at March 2013
- '9' -Slough Borough Planning Commitments for Residential Uses at March 2013
- '10' - Localism Act (2011)

MEMBERS' ATTENDANCE RECORD 2013/14
PLANNING COMMITTEE

| COUNCILLOR | 25/07/13 | 04/09/13 | 17/10/13 | 28/11/13 | 09/01/14 | 20/02/14 | 03/04/14 | 07/05/14 |
|--------------|----------|----------|----------|----------|----------|----------|----------|----------|
| Carter | P | | | | | | | |
| Dar | P | | | | | | | |
| Hussain | P | | | | | | | |
| Mittal | P | | | | | | | |
| Plenty | P | | | | | | | |
| Rasib | P | | | | | | | |
| Sandhu | Ap | | | | | | | |
| Smith | P | | | | | | | |
| Swindlehurst | P | | | | | | | |

P = Present for whole meeting
 Ap = Apologies given

P* = Present for part of meeting
 Ab = Absent, no apologies given

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