

Date of issue: Tuesday, 24 October 2017

MEETING	PLANNING COMMITTEE (Councillors Dar (Chair), M Holledge, Ajaib, Bains, Chaudhry, Plenty, Rasib, Smith and Swindlehurst)
DATE AND TIME:	WEDNESDAY, 1ST NOVEMBER, 2017 AT 6.30 PM
VENUE:	VENUS SUITE 2, ST MARTINS PLACE, 51 BATH ROAD, SLOUGH, BERKSHIRE, SL1 3UF
DEMOCRATIC SERVICES OFFICER: (for all enquiries)	NABIHAH HASSAN-FAROOQ 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.



ROGER PARKIN
Interim Chief Executive

AGENDA

PART 1

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APOLOGIES FOR ABSENCE

CONSTITUTIONAL MATTERS

1. 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,



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	<i>leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 3.28 of the Code.</i>		
	<i>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.</i>		
2.	Guidance on Predetermination/Predisposition - To Note	1 - 2	-
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5.	PreApp/00931- Slough Borough Council, Slough Central Library, 85, High Street, Slough, SL1 1EA	11 - 14	Central
PLANNING APPLICATIONS			
6.	P/00731/032- 26-40, Stoke Road, Slough, Berkshire, SL2 5AJ	15 - 30	Central
	<i>Recommendation: Delegate to Planning Manager for approval.</i>		
7.	P/16611/004- 40, Liverpool Road, Slough, Berkshire, SL1 4QZ	31 - 50	Farnham
	<i>Recommendation: Delegate to Planning Manager for approval.</i>		
8.	P/01508/042- Aspire 2 Site, Corner of Church Street and Herschel Street, Slough, SL1 1PG	51 - 74	Central
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12.	Date of Next Meeting		
	Wednesday 6 th December 2017.		

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. Please contact the Democratic Services Officer shown above for further details.

The Council allows the filming, recording and photographing at its meetings that are open to the public. By entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings. Anyone proposing to film, record or take photographs of a meeting is requested to advise the Democratic Services Officer before the start of the meeting. Filming or recording must be overt and persons filming should not move around the meeting room whilst filming nor should they obstruct proceedings or the public from viewing the meeting. The use of flash photography, additional lighting or any non hand held devices, including tripods, will not be allowed unless this has been discussed with the Democratic Services Officer.

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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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Amended minute for the Planning Committee meeting held on 2nd August 2017

Due to a technical error, the minute text for 42. Annual Monitoring Report 2016/17 incorrectly included duplicated text from minute number 41. A new minute therefore requires approval to record the discussion and decision on the AMR. The amended minute text below is being brought to the Planning Committee held on the 1st November for approval.

Proposed amended minute 42 for the meeting held on 2nd August 2017:

42. Annual Monitoring Report 2016/17

The Committee was presented with a report requesting approval for publication of the latest Annual Monitoring Report (AMR) 2016/17. The report would form the fundamental statistical base for Review of the Local Plan for Slough and would provide the ability to monitor the ongoing progress. The report outlined that there were 521 net housing completions, in 2017 and that 81% of these schemes were on previously developed land. Members expressed disappointment with the number of developed affordable homes and highlighted the Council needed to make further progress in the future.

The report findings had shown that 37 affordable homes had been developed and 67% of these completed housing completions were flats. The report also noted that all of the loss of office floor space was due to increased flatted conversions. There had been a significant decrease in retail development. At present there is a poor retail quality offer however the retail vacancy rate is low at 4%. As of April 2017, there were 1251 housing schemes under construction, with 339 units allowed under the prior approval process which were also under construction. The report advised that of the planning applications for the year, that 7% of total applications refused were allowed and 1% of total applications that were appealed had been allowed. Of the 16 appeals for 2016, 55% were allowed by inspectors.

Members discussed a range of issues including:

- The potential expansion of Slough's boundaries as housing growth continued.
- The use of brownfield sites and the amount of developable land remaining in Slough.
- The balance of housing types and the particularly the proportion and location of flats across the Borough.

The Committee discussed the policy options to shape future development through the Local Plan, the nature of financial contributions and the need to secure more affordable housing developments to meet Slough's housing needs. Members were concerned that more work needed to be done with retailers to ensure that Slough has a thriving town centre as there had been dipped retail index percentages and vacancy percentages; which had recently seen a major retail brand leave the high street. Members requested a breakdown of dwellings based on the number of bedrooms per completed scheme in 2016/17 at the next Committee meeting

Members also requested to know what completed housing schemes did not provide car parking spaces.

Members requested Officers to consider trying to prevent the loss of family housing to HMOs by introducing an Article 4 Direction. At the conclusion of the discussion, it was agreed that the AMR be approved for publication.

- Resolved-**
- (a) That an Annual Monitoring Report 2016/17, based upon the information set out in this report, was approved for publication on the Council website.
 - (b) That the Council will continue to produce and publish future monitoring reports.

Planning Committee – Meeting held on Wednesday, 4th October, 2017.

Present:- Councillors Dar (Chair), M Holledge (Vice-Chair), Ajaib, Bains, Chaudhry, Plenty, Rasib, Smith and Swindlehurst (from 6.33pm)

Apologies for Absence:- None.

PART I

59. Declarations of Interest

Councillor Ajaib declared that Application P/01347/007- 288-290 High Street, Slough was within his ward and that he would approach the application with an open mind.

Councillor Chaudhry declared that Application P/01347/007- 288-290 High Street, Slough was within his ward and that he would approach the application with an open mind.

Councillor Rasib declared that Application P/17086/000- Former School Grounds, Belfast Avenue, Slough was within his ward and that he would approach the application with an open mind.

Councillor Smith declared that Application P/09881/007- Unit 3, Blackthorne Road, Slough was within his ward and that he would approach the application with an open mind.

60. Guidance on Predetermination/Predisposition - To Note

Members confirmed that they had read and understood the guidance on predetermination and predisposition.

61. Minutes of the Last Meeting held on 6th September 2017

Resolved- That the minutes of the last meeting, held on the 2nd August 2017, be approved as a correct record.

62. Human Rights Act Statement - To Note

The Human Rights Act Statement was noted.

63. Planning Application

Details were tabled in the amendment sheet of alterations and amendments received since the agenda was circulated. The Committee adjourned at the commencement of the meeting to read the amendment sheet.

Resolved- That the decisions be taken in respect of the planning applications as set out in the minutes below, subject to the information, including conditions and informatives set out in the report of the

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Head of Planning and Projects and the amendments sheet tabled at the meeting and subject to any further amendments and conditions agreed by the Committee.

64. P/17086/000- Former School Grounds, Belfast Avenue, Slough, SL1 3HH

Application	Decision
Construction of 12 new dwellings comprising 5 x 2 beds, 6 x 3 beds and 1 x 4 beds with associated car parking and landscaping.	Approved with conditions.

65. P/01347/007- 288-290, High Street, Slough, SL1 1NB

Application	Decision
Improvement to existing building; enlargement to existing B1a unit and construction of 4 additional storeys to existing building to provide with 12 flats (8 x 1 bed and 4 x 2 bed flats)	Approved subject to conditions.

66. P/09881/007- Unit 3, Blackthorne Road, Slough, SL3 0DA

Application	Decision
Construction of a new industrial unit for uses falling within B1c, B2, and storage and distribution (B8) with associate loading yard, car parking, and landscaping. The application also includes vehicular access, the widening of Blackthorne Road, widening of the corner junction by the application site, other associate highway works. (Amended Plans Rec'd 28/08/2017).	Delegated to the Planning Manager for approval subject to resolution of the highways and transport schedule, an acceptable surface water drainage design, finalising conditions, satisfactory completion of Section 106 Agreement and any other minor changes.

67. Atkins Report on the Northern Expansion of Slough

Mr Stimpson, Planning Policy Lead Officer, reminded the Committee that as part of the review of the Local Plan for Slough 2013-2036, the Council had produced an Issue and Options Document, which was the subject of public consultation in February 2017. The document recognised that if all of the spatial options proposed were implemented, it would not be possible to accommodate all of slough's housing and employment needs within the Borough in a sustainable manner.

A number of options were included which explored possible planning expansion sites, one of which involved the northern expansion of Slough into South Bucks, incorporating areas of Burnham to Richings Park. Members were informed that a large number of objections were received from local

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residents and organisations, many of whom were opposed to the principle of development on land designated as Green Belt.

In order to begin discussions whether this was a realistic option, the Council had commissioned Atkins to produce a high level spatial plan to illustrate how the proposed site could be developed.

Key features of the proposed development were highlighted and included:

- Creation of a Garden Suburb of up to 10,000 homes in the north east of Slough that would help meet the future housing needs for Slough
- Housing development would include a mix of tenures and housing types
- Well connected to jobs, services and leisure activities located in Slough's town centre and well connected to the surrounding countryside.
- Implementation of the necessary transport and educational infrastructure to support the community.

It was recognised that the majority of the proposed urban extension was in South Bucks District Council. The Committee were informed that South Bucks and Chiltern District Council were not supportive of the proposals and their comments had been included as a covering note to the report.

Members raised a number of points in the ensuing discussion relating to the site location and the practicalities of the proposed development. Mr Stimpson stated that although Slough could meet its housing needs for the next five years, these proposals were a long term solution. Responding to whether two smaller sites would have been a better alternative to the proposed Garden Suburb, the Committee were informed that the smaller sites within Slough were also likely to be developed and this proposal was aimed at meeting the long term housing needs of the Borough.

It was noted that discussions would now take place with interested parties, which would include a landowner workshop which was scheduled to take place in the near future.

Resolved – That details of the report be noted.

68. Planning Appeal Decisions

Resolved- That the details of the recent Planning Appeal Decisions be noted.

69. Vote of Thanks

The Committee wished to place on record their appreciation to Mr Vallance, Transport Planner, who was no longer working for the Authority and wished him well for the future.

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70. Members' Attendance Record

Resolved- That the Member's attendance record be noted.

71. Date of Next Meeting

The date of the next meeting was confirmed as Wednesday 1st November 2017.

Chair

(Note: The Meeting opened at 6.30 pm and closed at 7.59 pm)

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

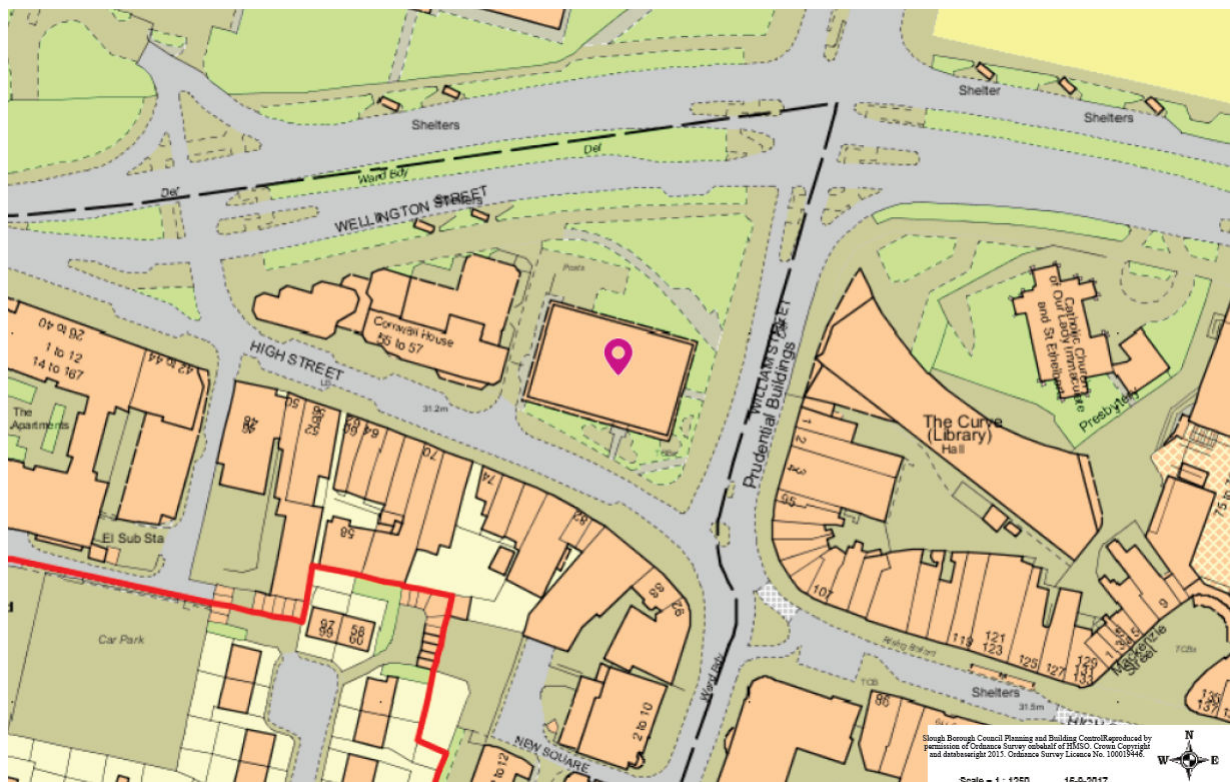
	USE CLASSES – Principal uses
A1	Retail Shop
A2	Financial & Professional Services
A3	Restaurants & Cafes
A4	Drinking Establishments
A5	Hot Food Takeaways
B1 (a)	Offices
B1 (b)	Research & Development
B1 (c)	Light Industrial
B2	General Industrial
B8	Warehouse, Storage & Distribution
C1	Hotel, Guest House
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
PS	Paul Stimpson
CM	Christian Morrone
JD	Jonathan Dymond
HA	Howard Albertini
NR	Neetal Rajput
SB	Sharon Belcher
FS	Francis Saayeng
IK	Ismat Kausar
JG	James Guthrie
MU	Misbah Uddin
GL	Greg Lester

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Registration Date:	N/A	Application No:	PreApp/00931
Officer:	Janet Ferguson	Ward:	Central
Applicant:	Slough Urban Renewal	Application Type:	Major
Agent:	Franklin Ellis Architects	13 Week Date:	N/A
Location:	Slough Borough Council, Slough Central Library, 85, High Street, Slough, SL1 1EA		
Proposal:	Proposed mixed use development consisting of three primary zones: Hotel, Residential, Retail/Restaurant. The proposal is for a nine storey building on size of existing library.		

PRE-APPLICATION PRESENTATION



Introduction:

The proposed development forms part of the 'Heart of Slough' Masterplan area and is the site of the town's former library.

The redevelopment scheme is split into three primary use classes:-

- C1 Hotel
- C3 Flats/Apartments
- A1/3/5 Shop/Restaurant

The original pre-application proposal was presented to members of the Planning Committee on 26 April 2017; and the comments expressed by Members and outlined in the Minutes of the Planning Committee meeting related to:-

- The height of the building and its relationship to adjacent buildings, particularly the stepping down towards Cornwall House and how the angular frontage related to The Curve.
- In view of the prominence of the site, consideration would have to be given to the design to ensure the development had a high quality feel.
- The importance of both high quality design and retaining as many verges and trees as possible, with sympathetic landscaping where required.

In addition, a formal pre-application response was provided to the agents acting for the applicant in July 2017 whether further comments emphasised the need to:-

- Re-visit the corner element of the redevelopment scheme and the relationship with Cornwall House.
- Ensure that the massing is dealt with appropriately as well as the use of high quality materials, architectural detailing and elevational treatment.
- Adopt a more sympathetic treatment of the building given the difference in height between the residential element and Cornwall House, the consideration of a stepped approach was suggested.
- Fully consider the impact of any roof top plant on the hotel part of the building given the long distance views along the A4.
- Prepare a Heritage Statement to assess the impact of the development on nearby Heritage Assets.
- Avoid the introduction of projecting balconies which would result in unnecessary clutter and detract from the proposed building.
- Require any single aspect flats that face onto the courtyard must demonstrate adequate levels of daylight and sunlight.
- Produce a daylight / sunlight study to address the impact of the redevelopment scheme upon the residential amenity of neighbouring residential occupiers located in Cornwall House.
- Omit the proposed drop-off points included on the drawings.

The details of the proposal as outlined in the Design and Access Statement in terms of the mix of uses are identical to the earlier pre-application material previously considered by Members. For ease of reference, these details are repeated below.

Hotel Use

The proposed hotel development delivers approximately 232 guest bedrooms along with associated public areas and supporting facilities within the ten storey northern and central wings of the scheme. Within this hotel use two distinctive brands are planned, namely Moxy and Residence Inn. Moxy as a brand focusses on short stay guests and will be located on floors 1 to 4, with a ground floor reception area, dining area, lounge, kitchen, laundry and WC facilities. Residence Inn (5th to 8th floor) as a brand focusses on medium to long terms guests, providing large studio rooms and small suites, with separate bedroom, lounge and limited kitchen facilities. The 9th floor will accommodate a bar, dining and lounge facilities, including a number of meeting rooms and an external terrace.

A1/3/5 Shop/Restaurant

The above uses will be located on ground floor of the southern building, to provide an active frontage to both William Street and High Street of approximately 465m² of catering/dining space.

Residential Use

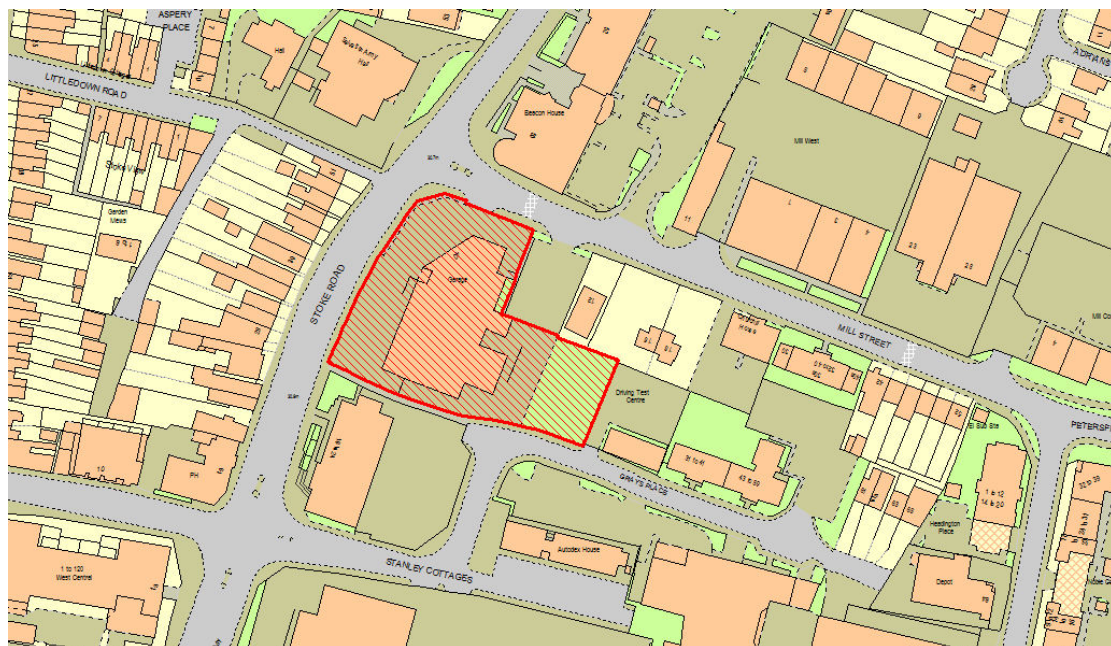
The upper floors of the southern building will accommodate approximately 62, one and two bedroom flats, with private entrance lobby on the corner of the High Street.

The courtyard created by the u-shaped building will accommodate a parking and servicing area, which will be accessed from the High Street.

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Registration Date:	01-Sep-2017	Application No:	P/00731/032
Officer:	Howard Albertini	Ward:	Central
Applicant:	Mr. Sangha, Mackenzie Homes (South West) Limited	Application Type:	Major
		13 Week Date:	1 December 2017
Agent:	Ms. Sabine Meilwes, WaM Architecture Castle Hill House, 12, Castle Hill, Windsor, Berkshire, SL4 1PD		
Location:	26-40, Stoke Road, Slough, Berkshire, SL2 5AJ		
Proposal:	Demolition of garage building and redevelopment to provide 117 residential units with associated parking and landscaping		

Recommendation: Delegate to Planning Manager for approval



1.0 **SUMMARY OF RECOMMENDATION**

Delegate to Planning Manager for approval

PART A: BACKGROUND

2.0 **Proposal**

- 2.1 Firstly this proposal is very similar to a 100 home scheme agreed at the August 2016 Planning Committee. The new owner seeks some changes including 17 extra homes but without increasing the size of the building.
- 2.2 Two buildings are proposed. The larger one L shaped wrapped around Stoke Road and Mill Street corner rising to 7 storeys. The smaller building is 5 storeys and sits at the rear of the site facing Grays Place. The top floor is within a hipped roof with dormer windows. The main building steps down 3 storeys at its east side on Mill Street and the top two floors of the building are set back from the main elevation. Due to the drop in levels at the rear of the site the ground floor sits above the ground level by half a storey.
- 2.3 Accommodation comprises 59 two bedroom and 58 one bedroom apartments two of which are studios. The smaller building contains 15 of the above mentioned apartments. The previous scheme had 72 two bedroom and 28 one bedroom apartments.
- 2.4 At the submission stage no affordable housing was offered but as part of negotiations on development viability the applicant has now offered some. Negotiations are being finalised and hopefully 15 social rent homes in the smaller building (7 one 8 two bedroom) plus a financial contribution will be agreed prior to the meeting. This is 13 % of the total homes; the previous scheme had the same 15 affordable homes at 15% of the total but no additional financial contribution for affordable housing.
- 2.5 67 parking spaces are proposed partly in a basement (35) and partly at ground level with some under the smaller building. 5 of the spaces are for disabled people. Space for 124 bikes is included. Most are in the form of individual lockers that on all floors of the main building or a store under the smaller building. A delivery vehicle bay is also included. The previous scheme had 70 car parking spaces and fewer cycle spaces.
- 2.6 Access will be from Grays Place with an exit on to Mill Street where the existing site access is. The access will be gated but provision will be made for pedestrian and cycle access through the site.
- 2.7 The main building has a main entrance on Stoke Road. It is set back from the footway 3 to 7 metres with landscaping on the frontage. As the site falls away to the rear the ground floor sits above the adjacent footway and footpath.
- 2.8 Landscaping is shown within the site, on all frontages and on the east boundary with tree planting in selected places. Three trees of poor quality on the Mill Street

frontage will be removed.

- 2.9 Ground floor apartments will have a landscape area outside their main windows. Balconies, either cantilevered or terraces are provided for most apartments.
- 2.10 Elevational treatment will be contemporary in style using primarily brick with very limited amounts of timber cladding and render plus cladding on some parts of upper storey elevations. Main windows will be deep. Facades are broken up with protruding vertical fins either side of balconies particularly on the Stoke Road and Mill St elevations. The shade of brick will vary with the ground floor being a darker shade of red. The fins will be grey.
- 2.11 To support the application the following have been submitted Design and Access Statement, Transport Assessment, Ground Investigation, Tree report, Flood Risk assessment, day/sun light assessment plus a viability study.
- 2.12 The parking and refuse layout has been changed slightly since the application was submitted.

3.0 **Application Site**

- 3.1 This L shaped site is about 300 m from Slough Station. The existing generally two storey building was used by car dealer but is now vacant. The site falls about 1.6 metres from Stoke Road to the rear of the site.
- 3.2 Opposite are two or two and half storey homes with commercial uses on the ground floor of some buildings. Opposite to the north is an office building with 4 quite tall storeys and a higher corner entrance tower. To the south is a footpath with 4/5 storey office beyond. On Mill Street to the east is two storey office and on the Grays Place frontage the former driving test centre single storey building sits to the east.
- 3.3 Two trees overhang the east boundary and there are 3 poor quality trees on the Mill St boundary.

4.0 **Site History**

- 4.1 Change of use from showroom to gym. Approved Aug 15 (not implemented). Various minor applications or extensions related to showroom use 2011 and before. 100 apartments in two buildings approved May 2017 (Ref P/00731/027).

5.0 **Neighbour Notification**

- 5.1 Stoke Road 25 – 51 odd 18-24, 50, Salvation Army
Mill St 11, 12,16,18
Grays Place 31-41 odd; Driving Test Centre.; Autodex House
- 5.2 No responses received.

6.0 **Consultation**

6.1 **Traffic /Highways**

There will be some increase in traffic compared to the former use of the site. This can be mitigated by a financial contribution towards the Stoke Road/Mill Street junction improvement (toucan crossing) and encouraging non car modes of travel through a travel plan and allowing cycle and pedestrian access through the rear of the site. In addition land to be dedicated for highway widening (Stoke Road); residents to be restricted from parking permits; minor off site works re access. Some minor layout changes requested incorporated in revised plans.

6.2 **Environmental Quality**

Electric vehicle charging for 7 car parking spaces and plus 'future proofing' cabling in rest of basement car park. No biomass boiler (air quality protection). Standard conditions re soil contamination to be applied.

6.3 **Thames Water**

No objection but request condition regarding foul drainage.

6.4 **Housing**

Request affordable housing based upon usual terms. Viability issue accepted such that scheme is not full compliant with policy.

6.5 **Education**

Request contribution to nearby schools.

6.6 **Drainage**

Comments to follow.

PART B: PLANNING APPRAISAL

7.0 **Policy Background**

7.1 The site falls within an existing business area and the town centre area on the Proposals Map 2010. It is also part of a Selected Key Location that provides for relaxation of the Core Strategy policy of protecting existing business land.

Relaxation is permitted if the proposal is for residential development, is comprehensively planned and rationalises the pedestrian network.

7.2 The proposal can be considered to comply with the above policy. The site is big enough to provide a residential development without significant compromises and it does not prevent adjoining sites being redeveloped in a sensible, comprehensive, way in the future. It also provides a pedestrian/cycle link through the site regarding rationalisation of the network.

7.3 In terms of affordable housing the proposal currently does not comply with adopted policy of 40% affordable housing. It is accepted that due to viability considerations this policy requirement can be relaxed. The proposed 13 % social rent affordable housing plus a financial contribution is acceptable in principle. A financial contribution has been sought rather than additional units because of the

disadvantages of increasing the height of the small 5 storey building which is part of the existing design.

8.0 **Transport and Access**

- 8.1 Use of the existing access on Mill Street and a new access on Grays Place is acceptable. The through link allows refuse vehicles to access the site without reversing.
- 8.2 The extra travel demand compared to the previous use justifies improvements to the Stoke Road/Mill street junction and a travel plan to encourage non-car modes of travel.
- 8.3 The applicant has agreed the principle of the Council's request for allowing pedestrian and cycle access through the site. This is part of a proposal to create a safer and more attractive route than Stoke Road for accessing the station and town centre from the north in particular the proposed canal basin redevelopment scheme. This route would use the service road off Mill Street (and nearly opposite the site) that will in the future connect to St. Pauls Avenue. To the south the station can be accessed off Grays Place via a path through The Junction development at Railway Terrace.
- 8.4 Car parking is provided at a ratio of 0.6 spaces per home. This is acceptable as the site is near the railway station and retail area of the town centre. As the site is within the town centre area of the Local Plan proposals map 2010 the Core Strategy policy parking restraint is relevant and parking standards should be applied flexibly. However having some parking on site is important to meet inevitable demand from some occupants and limit further parking pressure on nearby streets. Similarly there is need to prevent new occupants gaining parking permits for on street parking. For the previously approved scheme the parking ratio was 0.7 but with fewer cycle parking spaces.
- 8.5 Cycle parking is acceptable and there are several security features that are particularly welcome. These are having internal stores within the building, one next to the main entrance, having stores on each floor (of the main building) plus providing cycle lockers rather than just stands.
- 8.6 Part of the Stoke Road and Mill Street frontage is affected by a road widening line. The building is set back well behind this line and if implemented there will still be a buffer planting area between ground floor flats and the footway. Securing future dedication of the land is to be a planning obligation.
- 8.7 The proposal complies with Core Strategy policy 7 transport and local plan policy re cycle facilities.

9.0 **Design and Layout Matters**

- 9.1 The height of the main building proposed will be much greater than the existing building but will be similar to those to the north and south. Furthermore further up Stoke Road, on the same side of the road, schemes have been approved or been

applied for that are significantly higher than the existing two storey buildings. Consequently the principle of redevelopment of the east side of Stoke Road with large buildings is becoming established. The recent Northgate House replacement on the west side of Stoke Road, near to the railway bridge, is 7 storeys high.

- 9.2 The overall height of the building at 20.5 metres will be higher than adjacent buildings of 16.5 to the south and 15/16.5 m to the north. However along the Stoke Road frontage the height is less than 15m due to a 1.5 m set back of the top floors. The set-back of the building from the highway and set-back of the top two floors helps limit the effect on the appearance of Stoke Road in terms of town scape.
- 9.3 Amenity space is reasonable for an urban apartment building. The rear courtyard has some planting areas and space for small trees amongst the parking area. The frontages of all ground floor flats have landscape area in front. Balconies or terraces for many flats contribute to the amenity provision. Bowyer open space is the nearest space for play which is 500 metres to the north of St. Pauls Ave.
- 9.4 In terms of community safety the rear car park will have a barrier or gate such that vehicle entry can be controlled. However pedestrian access through the site is wanted by the Council as a wider community benefit for the neighbourhood. This has the disadvantage that members of the public can gain entry to the parking areas. The exterior parking and the access way through the site is well overlooked by windows in the development as is the rear entry door.
- 9.5 The existing path to the south is a short cut from Stoke Rd to Grays Place. This is relatively safe as it is a short, straight link with good visibility and will be overlooked by the propose homes. However to protect the adjacent ground floor homes boundary railings will be required for this side and the Stoke Road frontage.
- 9.6 In terms of appearance the main elevations will be quite distinctive because of the fins proposed. The horizontal louvres of the approved scheme are not part of this new scheme. The materials proposed are acceptable in principle but more detail will be required by condition. Because of the size of the building and its location on a main road good quality design will be important.
- 9.7 Overall the proposal is acceptable and complies with Local Plan EN 1 Design EN3 Landscaping Core Strategy 2006-2026 policy 8 Sustainability and the environment; policy 9 Natural and Built environment. Policy 12 community safety.
- 9.8 In comparison with the approved scheme more homes are provided within a very slightly reduced floor space (2 %). There is a greater proportion of one bedroom homes but overall only 4 extra bed spaces are proposed. All the one bedroom flats (excluding the two studios) are sized for 2 occupants. The approved scheme had some quite generously sized flats.

10.0 Residential Amenity

- 10.1 The only residential property affected is opposite on the west side of Stoke Road. The separation distance of 26 to 28 metres is adequate to protect privacy. Because of the height the outlook from the homes affected will change significantly but in a location on the edge of a town centre and where redevelopment is being promoted and is happening this is considered acceptable.
- 10.2 However it is still important to ensure existing homes have adequate day and sun light. The Council's specialist consultant concluded that the light study associated with the approved scheme was acceptable. Those conclusions are still relevant in terms of affect on existing homes the size of the building having not changed. Some homes will notice a reduction in day light and receive less than the recommended amount of day light. The nationally accepted guideline is published by BRE 2011 but it is not a not a statutory standard. The BRE guidelines state that a limited number of variations from the individual standards are acceptable particularly in urban environments.
- 10.3 The 5 storey building at the rear has a more domestic scale suitable for Grays Place which has some residential property in it but not next to it. It has no impact on the living conditions of existing residents nearby. To the east planning permission has been granted for 14 flats (on the former driving test centre) and this will not be adversely affected by the proposal.
- 10.4 The northern elevation will be 18 metres from the existing office building opposite on Mill Street. This is quite close in terms of overlooking but this building to building distance is not unusual in streets near town centres.
- 10.5 In terms light for new homes some rooms at low level are unlikely to receive the recommended levels of day light. The previous light study indicated sun light in rooms would be adequate. Clarity about the results of the new light study are being sought. Some rooms within the courtyard may experience relatively poor winter sun due to the southern wing of the building shading windows. As indicated above some deviation from the recommended standards is acceptable.
- 10.6 Outstanding matters are conclusion of affordable housing obligations; confirmation from applicant that Section 106 package is agreed, clarify some light study queries, clarify or alter layout and elevation details. The outcome will be reported at the meeting.

11.0 Section 106 Planning Obligation Matters

- Affordable Housing - 13 % social rent (based on mix proposed).
- Affordable housing financial contribution.
- A financial contribution for transport mitigation (contribution towards Stoke Road/Mill St junction improvement; travel plan monitoring).

- Travel Plan including TRICS surveys for Travel Plan monitoring.
- Residents excluded from being eligible for existing or any future on-street resident parking permit scheme.
- Sign Sec. 278 Highway Agreement for works within the Highway
- Secure public right of way through rear of site for pedestrians and cyclists.
- Secure dedication free of charge of highway widening land.
- Financial contribution towards education facilities and local recreation facilities.
- Provision for a development viability review mechanism if a substantial start on construction is not made by a set date. The review would take account of costs and values to establish if a greater Section 106 package could be afforded closer to the Council's policy requirements.

12.0 **PART C: RECOMMENDATION**

12.1 **Recommendation**

Delegate to Planning Manager for approval subject to completion of a satisfactory Section 106 planning obligation agreement; resolution of outstanding matters referred to in the report, addition or alteration of planning conditions.

12.2 **PART D: LIST OF CONDITIONS.**

1. Time Limit

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. Approved plans

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

Site Block and Location Plan GAA1700001 A3
 Existing Plans GAA-17-02-001-A2
 Existing East and West Elevations GAA-17-02-021-A3
 Existing North and South Elevations GAA-17-02-022-A3
 Existing Section AA and BB GAA-17-02-031-A3
 Demolition Drawings GAA-17-05-021-A2
 Site Plan GAA-17-001-PL01-001 Rev H

Basement Plan GAA-17-001-PL01-002 Rev G
Ground Floor Plan GAA-17-001-PL01-003 Rev I
First Floor Plan GAA-17-001-PL01-004 Rev F
Second Floor Plan GAA-17-001-PL01-005 Rev F
Third Floor Plan GAA-17-001-PL01-006 Rev C
Fourth Floor Plan GAA-17-001-PL01-007 Rev C
Fifth Floor Plan GAA-17-001-PL01-008 Rev A
Sixth Floor Plan GAA-17-001-PL01-009 Rev A
Roof Plan GAA-17-001-PL01-010

Building A West Elevation GAA-17-001-PL01-020 Rev A
Building A North Elevation GAA-17-001-PL01-021 Rev B
Building A East Elevation GAA-17-001-PL01-022 Rev C
Building A South Elevation GAA-17-001-PL01-023 Rev C
Building A Courtyard Elevations GAA-17-001-PL01-024 Rev A
Building B-East and North Elevations GAA-17-001-PL01-025
Building B-West and South Elevations GAA-17-001-PL01-026
Site Section AA GAA-17-001-PL01-030
Site Section BB GAA-17-001-PL01-031 Rev B
Stoke Road Street Scene GAA-17-001-PL01-032

REASON To ensure that the site is developed in accordance with the submitted application and to ensure that the proposed development does not prejudice the amenity of the area and to comply with the Policies in the Development Plan.

3. Details and Samples of materials
Details and 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 and the development shall be carried out in accordance with the details approved. (Only brick and cladding samples need to be supplied)

REASON To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004.

4. Bin storage
The development shall not be occupied until the approved bin stores have been completed. The bin stores shall be retained at all times in the future for this purpose.

REASON In the interests of visual amenity of the site in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004.

5. Cycle parking
Construction of the buildings above damp proof course level shall not commence until details of the cycle parking provision (locker details 2mx2mx1m plus lockable doors and cycle stands) 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 Adopted Local Plan for Slough 2004, and to meet the objectives of the Slough Integrated Transport Strategy.

6. Lighting Scheme

Construction of the buildings above damp proof course level shall not commence until details of a lighting scheme (to include the location, nature and levels of illumination) has been submitted to and approved in writing by the Local Planning Authority and the scheme shall be implemented prior to first occupation of the development and maintained in accordance with the details approved.

REASON To ensure that a satisfactory lighting scheme is implemented as part of the development in the interests of residential and visual amenity and in the interest of crime prevention to comply with the provisions of Policy EN1 of The Adopted Local Plan for Slough 2004 and policy 12 of the adopted Core Strategy 2006-2026.

7. Boundary treatment

Construction of the buildings above damp proof course level shall not 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. The development shall not be occupied until the approved boundary treatment has been implemented on site. It shall be retained at all time in the future.

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

8. Landscaping Scheme

Construction of the building above damp proof course level shall not 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, details of hardsurfaces.

No dwelling in block A shall be occupied until the approved scheme of hard landscaping associated with the block has been constructed. No dwelling in block B shall be occupied until the approved scheme of hard landscaping associated with the block has been constructed. The approved scheme of soft landscaping 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.

9. Tree protection

No development shall commence within 6 metres of the retained trees until tree protection measures during construction of the development for existing retained trees (as identified on the approved layout) have been submitted to and approved in writing by the Local Planning Authority. These measures shall be implemented prior to works beginning on site and shall be provided and maintained during the period of construction works.

REASON To ensure the satisfactory retention of trees to be maintained in the interest of visual amenity and to meet the objectives of Policy EN4 of The Adopted Local Plan for Slough 2004.

10. Surface Water Drainage

Construction works shall not begin until details of on and off site surface water drainage works have been submitted to and approved in writing by The Local Planning Authority. No works which result in the discharge of ground or surface water from the site shall be commenced until the off site drainage works detailed in the approved scheme have been completed. the development shall not be occupied until the approved drainage works are complete.

REASON To ensure that foul and water discharge from the site is satisfactory and shall not prejudice the existing sewerage systems in accordance with Policy 8 of the adopted Core Strategy 2006 - 2026.

11. Floor Levels

No apartment shall be occupied until its floor level has been constructed to be at least 300 mm above ground level.

REASON In the interest of flood protection.

12. Noise attenuation and ventilation

Construction of each of the building shall not commence until details of noise attenuation and room ventilation for dwellings with windows facing on to Stoke Road have been submitted to and been approved in writing by the local planning authority. No dwelling shall be occupied until its attenuation and ventilation measures have been installed in accordance with the approved details. Room ventilation details need to include provision for ventilation when windows are closed for noise attenuation purposes.

REASON In the interest of the living conditions of residents in particular reducing noise pollution and ventilation of rooms when windows are closed, to comply with policy 8 of the Core Strategy 2006 - 2026 adopted 2008.

13. Thames Water

Construction works shall not commence until a drainage strategy detailing any on and/or off site foul drainage works, has been submitted to and approved by, the local planning authority in consultation with the sewerage undertaker. No discharge of foul water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed.

Reason - The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community.

14. New access

No development shall commence until details of the new means of access are submitted to and approved in writing by the Local Planning Authority and the access shall be formed, laid out and constructed in accordance with the details approved prior to occupation of the development.

REASON To ensure that the proposed development does not prejudice the free flow of traffic or conditions prejudicial of general safety along the neighbouring highway in accordance with Policy T3 of The Adopted Local Plan for Slough 2004.

15. Vision splays

The development shall not be occupied until vehicle visibility splays of 2.4 x 43 m and pedestrian visibility splays of 2.4m x 2.4m have been provided on both sides of the accesses and the area contained within the splays shall be kept free of any obstruction exceeding 600 mm in height above the nearside channel of the carriageway.

REASON To ensure that the proposed development does not prejudice the free flow of traffic or conditions of general pedestrian safety along the neighbouring highway in accordance with Policy 10 of the adopted Core Strategy 2006-2026.

16. Internal access roads

Prior to first occupation of the development, the internal access roads footpath and vehicular parking and turning provision shall be provided in accordance with approved plans and retained thereafter.

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 Policy T3 of The Adopted Local Plan for Slough 2004.

17. Car Park Management Scheme

No dwelling shall be occupied until a car park management scheme has been implemented in accordance with details that shall have first been submitted to and been approved by in writing by the local planning authority. Scheme to include how electric charging point parking spaces are managed, how parking spaces are allocated or used including provision for visitors.

REASON In the interest of the free flow of traffic and road safety on the nearby public highway.

18. Electric Vehicle Charging Points

No dwelling shall be occupied until 7 of the car parking spaces have been provided with 7 kW Mode 3 electric vehicle charging points and all of the undercover car parking spaces have been provided with electric cabling that is connected to the developments power supply and is suitable for supplying power to 7 kW Mode 3 chargers (that can be installed and connected to the cable at a later date).

REASON In the interest of public health and air quality in particular encouraging use of low carbon emission cars in accordance with policy 8 of the Core Strategy 2006 - 2026 adopted 2008 .

19. Sustainable Development

Construction of any building shall not commence until a low or zero carbon energy scheme has been submitted to and been approved in writing by the local planning authority.

The scheme shall show how the design and construction of dwellings will achieve carbon emissions (all dwellings combined) that will be 10% lower than all of the dwellings combined total Target Emission Rate as calculated in accordance with the Building Regulations 2013 Part L and associated Approved Documents.

The scheme shall include (a) an energy statement listing the Target Emission Rate and dwelling emission rate for each Dwelling and calculations to show the combined figures for both; (b) descriptions of building fabric enhancements, building services enhancements or low or zero carbon energy generating equipment proposed to achieve the 10% carbon emissions requirement. Energy generation on site shall not be from biomass.

The scheme shall be implemented as approved and no dwelling shall be occupied until its associated low or zero carbon energy scheme measures have been installed and are operational.

REASON In the interest of sustainable development in particular reducing carbon emissions and in accordance with policy 8 of the Core Strategy 2008.

20. Construction Management Scheme

No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the local planning authority, which shall include details of the provision to be made to accommodate all site operatives', visitors' and construction vehicles loading, off-loading, parking and turning within the site and wheel cleaning facilities during the construction period. The Plan shall thereafter be implemented as approved before development begins and be maintained throughout the duration of the construction works period.

REASON In the interest of minimising danger and inconvenience to highway users in accordance with policy 7 of the Core Strategy 2008 and in the interest of residential amenity re noise and dust.

21. Phase 2 Intrusive Investigation Method Statement

The Phase 1 Desk Study submitted with the application identifies the potential for contamination. Development works shall not commence until an Intrusive Investigation Method Statement (IIMS) has been submitted to and approved in writing by the Local Planning Authority. The IIMS shall be prepared in accordance with current guidance, standards and approved Codes of Practice including, but not limited to, BS5930, BS10175, CIRIA 665 and BS8576. The IIMS shall include, as a minimum, a position statement on the available and previously completed site investigation information, a rationale for the further site investigation required, including details of locations of such investigations, details of the methodologies, sampling and monitoring proposed.

REASON: To ensure that the type, nature and extent of contamination present, and the risks to receptors are adequately characterised, and to inform any remediation strategy proposal and in accordance with Policy 8 of the Core Strategy 2008.

22. Phase 3 Quantitative Risk Assessment and Site Specific Remediation Strategy

Development works shall not commence until a quantitative risk assessment has been prepared for the site, based on the findings of the intrusive investigation. The risk assessment shall be prepared in accordance with the Contaminated Land report Model Procedure (CLR11) and Contaminated Land Exposure Assessment (CLEA) framework, and other relevant current guidance. This must first be submitted to and approved in writing by the Local Planning Authority and shall as a minimum, contain, but not limited to, details of any additional site investigation undertaken with a full review and update of the preliminary Conceptual Site Model (CSM) (prepared as part of the Phase 1 Desk Study), details of the assessment criteria selected for the risk assessment, their derivation and justification for use in the assessment, the findings of the assessment and recommendations for further works. Should the risk assessment identify the need for remediation, then details of the proposed remediation strategy shall be submitted in writing to and approved by the Local Planning Authority. The Site Specific Remediation Strategy (SSRS) shall include, as a minimum, but not limited to, details of the precise location of the remediation works and/or monitoring proposed, including earth movements, licensing and regulatory liaison, health, safety and environmental controls, and any validation requirements.

REASON: To ensure that potential risks from land contamination are adequately assessed and remediation works are adequately carried out, to safeguard the environment and to ensure that the development is suitable for the proposed use and in accordance with Policy 8 of the Core Strategy 2008.

23. Remediation Validation

No development within or adjacent to any area(s) subject to remediation works carried out pursuant to the Phase 3 Quantitative Risk Assessment and Site Specific Remediation Strategy condition shall be occupied until a full validation report for the purposes of human health protection has been submitted to and approved in writing by the Local Planning Authority. The report shall include details of the implementation of the remedial strategy and any contingency plan works approved pursuant to the Site Specific Remediation Strategy condition above. In the event that gas and/or vapour protection measures are specified by the remedial strategy, the report shall include written confirmation from a Building Control Regulator that all such measures have been implemented.

REASON: To ensure that remediation work is adequately validated and recorded, in the interest of safeguarding public health and in accordance with Policy 8 of the Core Strategy 2008.

INFORMATIVE(S):

1. Section 106 Legal Agreement

The applicant is reminded that an Agreement under Section 106 of the Town and Country Planning Act 1990 has been entered into with regards to the application hereby approved.

2. Highway Matters

The applicant will need to apply to the Council's Local Land Charges on 01753 875039 or email to 0350SN&N@slough.gov.uk for street naming and/or numbering of the unit/s.

No water meters will be permitted within the public footway. The applicant will need to provide way leave to Thames Water Plc for installation of water meters within the site.

The development must be so designed and constructed to ensure that surface water from the development does not drain onto the highway or into the highway drainage system.

The applicant is advised that if it is intended to use soakaways as the method of dealing with the disposal of surface water then the permission of the Environment Agency will be necessary.

The permission hereby granted shall not be construed as authority to obstruct the public highway by the erection of scaffolding, hoarding, skip or any other device or apparatus for which a licence must be sought from the Highway Authority.

The applicant must apply to the Highway Authority for the implementation of the works in the existing highway. The council at the expense of the applicant will carry out the required works.

The applicant will need to take the appropriate protective measures to ensure

the highway and statutory undertakers apparatus are not damaged during the construction of the new unit/s.

Prior to commencing works the applicant will need to enter into a Section 278 Agreement of the Highways Act 1980 / Minor Highway Works Agreement with Slough Borough Council for the implementation of the works in the highway works schedule. The applicant should be made aware that commuted sums will be payable under this agreement for any requirements that burden the highway authority with additional future maintenance costs.

The applicant must obtain a license from Slough Borough Council for maintaining the highway verge (once dedicated) fronting the application site under Section 142 of the Highways Act 1980.

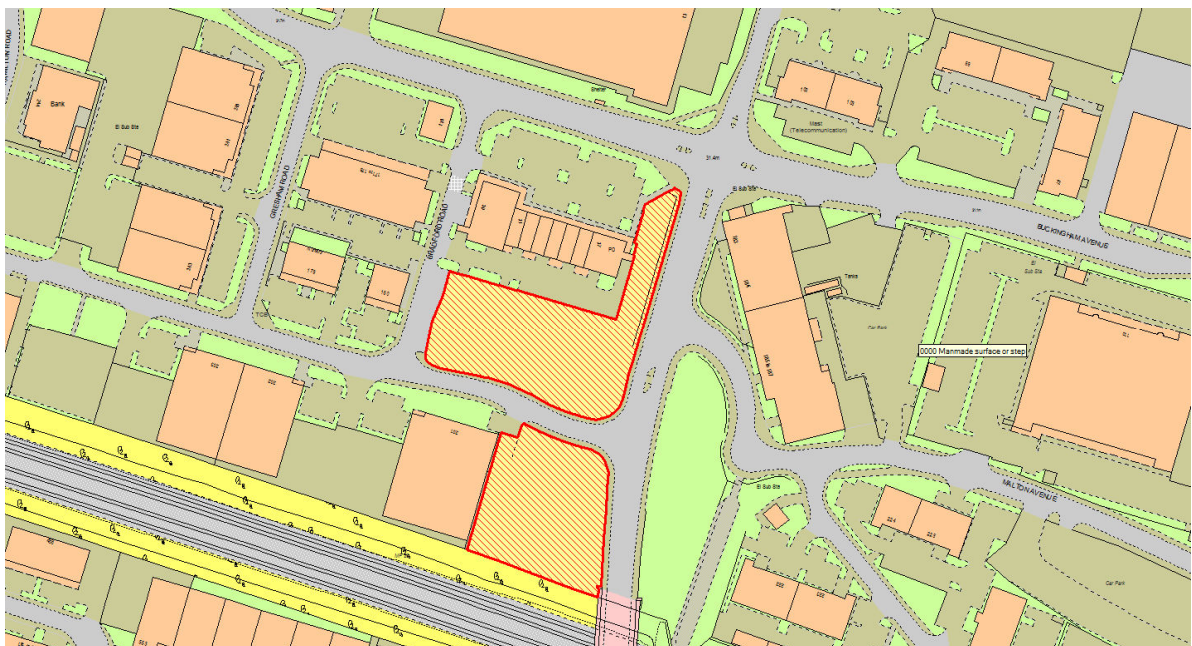
The applicant is advised that advisory signs denoting the presence of the public footpath or bridleway crossing the site are required. Please contact the Rights of Way Officer at Slough Borough Council in this respect.

3. Hours of Construction.

During the construction phase of the development hereby permitted the developer is asked to ensure contractors are engaged without reliance upon working unusual hours on site nor reliance upon unusual practices that are likely to cause a nuisance to nearby residents or road users. In general no work should be carried out on 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. Car parking for construction workers and space for deliveries should be within the

Registration Date:	14-Aug-2017	Application No:	P/16611/004
Officer:	Christian Morrone	Ward:	Farnham
Applicant:	Slough Trading Estate Limited	Application Type:	Major
		13 Week Date:	13 November 2017
Agent:	Benjamin Taylor, Barton Willmore Barton Willmore, 9th Floor, Bank House, 8, Cherry Street, Birmingham, West Midlands, B2 5AL		
Location:	40, Liverpool Road, Slough, Berksire, SL1 4QZ		
Proposal:	Construction of a multi storey car park with means of access, drainage, landscaping and ancillary works		

Recommendation: Delegate to Planning Manager for approval.



1.0 **SUMMARY OF RECOMMENDATION**

- 1.1 Having considered the relevant policies set out below, the representations received from consultees and all other relevant material considerations, it is recommended that the application be delegated to the Planning Manager for approval, following consideration of outstanding consultations, resolution of sustainable drainage matters, resolution of changes required to achieve 'Park Mark' Accreditation, finalising of conditions and any other minor changes.
- 1.2 This application has been referred to the Planning Committee for consideration as the application is for a Major Development.

PART A: BACKGROUND

2.0 **Proposal**

- 2.1 This is a full planning application for the construction of a multi-storey car park comprising:

- 222 car parking spaces over 3 no. levels
- 84 spaces at ground floor to be allocated to the Premier Inn Hotel
- 66 spaces at first floor (9 to be allocated to the Premier Inn Hotel and remaining spaces to serve the wider trading estate on tariff basis)
- 72 spaces at second floor to serve the wider trading estate on tariff basis
- 12 electric vehicle charging bays (4 on each level)
- 7 disabled parking bays (at first floor)
- Access and egress taken from Bedford Road
- CCTV Cameras connected to the existing Business Watch network

- 2.2 The application is accompanied by the following documents:

- Site location plan, block plan, detailed floor plans, and elevation drawings
- Planning Statement;
- Transport statement;
- Air Quality Screening Assessment;
- Flood risk assessment and drainage details;
- Car Park Offsetting and Umbrella Travel Plan
- Framework travel Plan;
- BREEAM pre assessment;
- Written scheme of investigation for a programme of archaeological investigation;
- Phase 1 and 11 Environmental and Geotechnical assessment.

3.0 **Application Site**

- 3.1 The application site is within the Slough Trading Estate, and is prominently located on the corner of Liverpool Road and Bedford Ave and, backing onto the Great Western Railway mainline. Owing to the positioning of the recently constructed bridge over the adjoining railway line, the ground levels on Liverpool Road are higher than the site levels (approximately 4.2 metres at its highest adjacent road level). The surrounding levels then slope down from the railway bridge to the level of the application site by the proposed entrance in Bedford Road.
- 3.2 The site currently has planning permission as ground floor car park to serve the recently approved 127 bedroom Premier Inn hotel that was delegated to Planning Manager for approval by the Planning Committee on 5th August 2017.

4.0 **Relevant Site History**

- 4.1 Previous applications of relevant to the site are considered to be as follows:

P/16611/003 Submission of details pursuant to condition 5 (external lighting) of planning permission P/16611/000 dated 17/11/16
Conditions Complied With; Informatives; 07-Feb-2017

P/16611/002 Submission of details pursuant to condition 3 & 4 (external materials) condition 6 (boundary treatment) condition 7 (piling method statement) condition 8 (working method statement) condition 11 (landscape management plan) and condition 16 (safer parking) of planning permission P/16611/000 dated 17/11/16
Conditions Complied With; Informatives; 02-Mar-2017

P/16611/001 Advertisement consent for display of 3 no fascia signs, 1 no freestanding totem sign and 1 no post/ground mounted directional sign.
Approved with Conditions; Informatives; 10-Nov-2016

P/16611/000 Redevelopment of 40 Liverpool Road comprising the construction of 127 room hotel with 2no ground floor retail units, means of access, formation of surface, car park, cycle parking facilities, drainage, landscaping and ancillary works.
Approved with Conditions; Informatives; 17-Nov-2016

5.0 **Neighbour Notification**

Extensive neighbour consultation was undertaken as follows :

A T & T Uk, 225, Berwick Avenue, Slough, SL1 4QT, Lloyds Tsb Bank Plc, 173, Buckingham Avenue, Slough, SL1 4RD, 174, Buckingham Avenue, Slough, SL1 4RD, 39c-39d, Bedford Avenue, Slough, SL1 4RA, Gardiner Laminating Ltd, 39e, Bedford Avenue, Slough, SL1 4RA, 34, Bradford Road, Slough, SL1 4PG, Anns Pantry, 34, Buckingham Avenue, Slough, SL1 4QA, Abingdon Industrial Services, 39b, Bedford Avenue, Slough, SL1 4RA, 31, Bradford Road, Slough, SL1 4PG, Printique, 31, Buckingham Avenue, Slough, SL1 4QA, 554, Ipswich Road, Slough, SL1 4EP, Cryoservice Ltd, 184, Liverpool Road, Slough, SL1 4QZ, Mr Clutch, 183, Liverpool Road, Slough, SL1 4QZ, 5 Fifteen Ltd, 180, Bedford Avenue, Slough, SL1 4RA, Easynet Group Ltd, 70, Buckingham Avenue, Slough, SL1 4PN, Natwest, 177, Buckingham Avenue, Slough, SL1 4RD, H S B C, 175, Buckingham Avenue, Slough, SL1 4RD, Water On Wheels, 201, Bedford Avenue, Slough, SL1 4RY, 37, Bradford Road, Slough, SL1 4PG, Fairprice, 37, Buckingham Avenue, Slough, SL1 4QA, 35, Bradford Road, Slough, SL1 4PG, 32, Bradford Road, Slough, SL1 4PG, Servis Heat Treatment Ltd, 258b, Ipswich Road, Slough, SL1 4EP, Corporate Health Ltd, 30, Bradford Road, Slough, SL1 4PG, 102, Buckingham Avenue, Slough, SL1 4PF, Mori Seki Ltd, 202, Bedford Avenue, Slough, SL1 4RY, Lex Harvey Ltd, 558, Ipswich Road, Slough, SL1 4EP, Slough Engineering Centre, 39a, Bedford Avenue, Slough, SL1 4RA, Imagin Europe Ltd, 223, Berwick Avenue, Slough, SL1 4QT, 36, Bradford Road, Slough, SL1 4PG, Thames Valley Police, 36, Buckingham Avenue, Slough, SL1 4QB, Freedom Haircutters, 32, Buckingham Avenue, Slough, SL1 4QA, Logicalis Ltd, 110, Buckingham Avenue, Slough, SL1 4PF, Tote Bookmakers, 35, Buckingham Avenue, Slough, SL1 4QA, V M C Europe, 110, Buckingham Avenue, Slough, SL1 4PF, Berkshire East & South Bucks Womens Aid, 69, Buckingham Avenue, Slough, SL1 4PN, 103, Buckingham Avenue, Slough, SL1 4PF, 176, Buckingham Avenue, Slough, SL1 4RD, Royal Bank Of Scotland, 178, Buckingham Avenue, Slough, SL1 4RD, Cherry Trees Nursery, 179, Bedford Avenue, Slough, SL1 4RA, Eminox Ltd, 203, Bedford Avenue, Slough, SL1 4RY, 557, Ipswich Road, Slough, SL1 4EP, Kickfit Martial Arts Schools, 256, Ipswich Road, Slough, SL1 4EP, Kent Logistics, 222, Berwick Avenue, Slough, SL1 4QT, 224, Berwick Avenue, Slough, SL1 4QT, Conference Set Services Ltd, 185-187, Liverpool Road, Slough, SL1 4QZ, Inca Software Ltd, 110, Buckingham Avenue, Slough, SL1 4PF, Direct Visual Ltd, 110, Buckingham Avenue, Slough, SL1 4PF, Slough Trading Estates Business Watch Ltd, 172, Buckingham Avenue, Slough, SL1 4RD

In accordance with Article 15 of The Town and Country Planning (Development Management Procedure) (England) Order 2015, one site notice was displayed at the site on 12th September 2017. The application was advertised in the September 1st 2017 edition of The Slough Express

No letters of representation have been received

6.0 **Consultation Responses**

6.1 Local Highway Authority:

The Local Highway Authority has verbally supported the application; however, no written comments have been received. Should these be received before the Planning Committee meeting then they will be issued on the amendment sheet.

6.2 Lead Local Flood Authority:

No objection subject to a plan for exceedance flow and management, long and cross section of all drainage elements, and agreement from Thames Water for connection. As this is a major planning application, drainage details will need to be approved before planning permission is granted.

Drainage details during the construction phase have also been requested, and these can be secured by condition.

6.3 Berkshire Archaeology:

No comments received, however the following comments were received on the previously approved application (ref. P/16611/000):

The applicant has submitted with their application a 'written scheme of investigation for a programme of archaeological investigation, for Slough Trading estate (CgMs Consulting March 2013). This method statement for an exploratory archaeological investigation was prepared in relation to a previous application P/ 14515/003, within which the current application site falls. The exploratory site investigation has since been undertaken including one trial trench within the red line boundary of the application, and demonstrated very limited archaeological potential. On this basis, no further action is required in relation to buried archaeological heritage.

6.4 Thames Water:

No comments received. Should any comments be provided they will be reported on the amendment sheet

6.5 Crime Prevention Design Advisor, Local Policing:

No comments received. Should any comments be provided they will be reported on the amendment sheet. However, comments were received on the previous

application for the hotel (ref. P/16611/000), where the following comments relating to the car park were provided:

Car parks can be problematic in terms of ASB and crime.

To ensure that the opportunity to design out crime is not missed I would also urge the authority to attach the following (or a similarly worded) condition upon any approval for this application;

No development shall commence until details of demonstrating how the principles of 'Safer Parking, will be incorporated and the subsequent 'Park Mark Award' will be achieved and maintained over the life time of the public parking facility have been submitted to and approved in writing. The development shall be carried out in accordance with the approved details, and shall not used until the Council has acknowledged in writing that it has received written confirmation of Safer Parking accreditation.

CCTV – It is recommended that where natural surveillance of concealed and secluded areas cannot be achieved CCTV (formal surveillance) should be considered.

CCTV can have a positive impact on crime, especially when implemented as part of a wider package. However, CCTV should not be considered as an alternative to good design. CCTV is most effective when combined with good lighting and designed to counter a set of offences, and supported by management, continuous monitoring and adequate response. Where natural surveillance of secluded areas is not possible, I ask that formal surveillance (CCTV) be installed. In addition, emergency egress and staircase exits lift doors exiting into non-public areas and corridors leading to guest rooms should be installed with close-circuit cameras to monitor any unauthorised/suspicious visitors. There should be an appropriate ratio of cameras and monitor screens for constant monitoring of entry control points into non-public areas, and swift detection of any unauthorised/suspicious visitors into these areas.

Thames Police ask that condition is placed on the applicant to develop a CCTV operational strategy prior the Hotel becoming operational. This will identify what the role of each camera has and to what standard they must achieve.

Thames Police ask if a Premier Inn security standards document is available.

6.6 Environmental Quality:

No comments received. Should any comments be provided they will be reported on the amendment sheet

6.7 Environmental Protection:

Construction phase working hours to be restricted.

6.8 Planning Policy

No objection to the proposal.

6.9 Local Authority Tree Officer:

The site does not have any trees within it, there are some trees on the railway embankment but these are not likely to be affected by the development and are small ash of little amenity. It should be noted that these trees do give an element of screening but are likely to be removed by the railway at some time before they mature into any size.

The application does propose removal of a tree, as semi mature Norway maple, from Bedford Avenue. This tree is the best tree of a group of three, however in the long term the others will grow to give a feature of equal amenity. There seems to be no opportunity or necessity to mitigate the loss of this tree on the site as there is no space for any landscaping on the site.

6.10 Sky Telecommunications:

Further to your enquiry at the location above, the following SKY route(s) are indirectly affected:

Virgin Media-RESL-Reading-Slough

The SKY route(s) is indirectly affected as we only lease telecoms infrastructure from Virgin Media, who own and are responsible for the maintenance or diversion thereof. For further information or detailed plans for this area, please contact their Enquiry Team.

You may be able to contact Virgin Media, by email:

plant.enquiries.team@virginmedia.co.uk or Phone: 0870 888 3116 Option 2.

Please be aware that their contact details may have changed and we do not manage their updates. Please visit their company website for more information.

Please note that if our apparatus is deemed to be affected by your proposal and requires relocation or diversion in any way, you will need to contact SKY to provide estimates as per NRSWA Diversionary Works process.

PART B: PLANNING APPRAISAL

7.0 Policy Background

7.1 The application will be assessed against the following policies:

7.2 National Planning Policy Framework

Core Policies - Achieving sustainable development
Chapter 1: Building a strong, competitive economy
Chapter 4: Promoting sustainable transport
Chapter 7: Requiring good design.

7.3 The Slough Local Development Framework, Core Strategy 2006 – 2026, Development Plan Document

Core Policy 1 – Spatial Strategy
Core Policy 5 – Employment
Core Policy 6 – Retail, Leisure and Community Facilities
Core Policy 7 – Transport
Core Policy 8 – Sustainability and the Environment
Core Policy 10 – Infrastructure
Core Policy 11 – Social Cohesiveness
Core Policy 12 – Community Safety

The Local Plan for Slough, Adopted March 2004

Policy EMP2 – Criteria for Business Developments
Policy EMP7 – Slough Trading Estate
Policy EN1 – Standard of Design
Policy EN3 – Landscaping Requirements
Policy EN5 – Design and Crime Prevention
Policy EN34 – Utility Infrastructure
Policy T2 – Parking Restraint
Policy T8 – Cycling Network and Facilities

Slough Local Development Framework Site Allocations Development Plan Document 2010

Other Relevant Documents/Statements

Slough Borough Council Developer's Guide Parts 1-4

7.4 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission are determined in accordance with the development plan unless material considerations indicate otherwise. Annex 1 to the National Planning Policy Framework advises that due weight should be

given to relevant policies in existing plans according to their degree of consistency with the Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).

The Local Planning Authority has published a self assessment of the Consistency of the Slough Local Development Plan with the National Planning Policy Framework using the PAS NPPF Checklist.

The detailed Self Assessment undertaken identifies that the above policies are generally in conformity with the National Planning Policy Framework. The policies that form the Slough Local Development Plan are to be applied in conjunction with a statement of intent with regard to the presumption in favour of sustainable development.

It was agreed at Planning Committee in October 2012 that it was not necessary to carry out a full scale review of Slough's Development Plan at present, and that instead the parts of the current adopted Development Plan or Slough should all be republished in a single 'Composite Development Plan' for Slough. The Planning Committee endorsed the use of this Composite Local Plan for Slough in July 2013.

The Council has also formally announced its intention to prepare a Local Plan Development Plan Document, and has started the formal consultation process .

7.5 The main planning considerations in relation to this planning application, are considered to be:

- Principle of development
- Design and appearance on the character of the area- including landscaping
- Impact on neighbouring Uses/Occupiers
- Transport, Highways and parking
- Air quality
- Land Contamination
- Flood Risk and Sustainable drainage system
- Archaeology
- S106 Requirements

8.0 **Principle of Development**

8.1 The principle of using the land as car parking in connection with the recently approved hotel has already been established and therefore is acceptable.

8.2 The principle of providing the additional car parking spaces for the wider trading estate is acceptable subject to the number of spaces being provided falls with the

'parking cap' set out in the travel plan for the Simplified Planning Zone trading estate (SPZ). The application asserts that due to the loss of a number of on-street spaces from double yellow lines (-329 spaces) and on-site spaces due to redevelopment sites (-424 spaces), the provision of parking proposed would fall well within the parking cap.

8.3 The Planning Policy Team hold an up-to-date record of the parking provision within the Slough Trading Estate, however, they have not provided written comments on whether the proposal would breach the cap. Planning Policy comments will be issued on the amendment sheet.

8.4 Based on the above, and subject to the parking provision being within the parking cap set out in the travel plan for the SPZ, the principle of using the land for 222 car parking spaces is acceptable.

9.0 **Design and appearance on the street scene**

9.1 The National Planning Policy Guidance, in its overarching Core Planning principles state that planning should:

Proactively drive and support sustainable economic development to deliver the homes, business and industrial units infrastructure and thriving local places that the country needs.....always seek to ensure high quality design and a good standard of amenity for all existing and future occupants of land and buildingshousing applications should be considered in the context of the presumption in favour of sustainable development.....good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people.

9.2 **Core Policy 8** of The Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document states:

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. With respect to achieving high quality design all development will:

1. be of a high quality design that is practical, attractive, safe, accessible and adaptable
2. respect its location and surroundings
3. 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 requires development proposals 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

- 9.4 The proposal would accommodate approximately 100 percent site coverage and bound by the railway line to the south; Bedford Avenue to the north; an existing warehouse at 201 Bedford Avenue to the west; and the Liverpool Road bridge approach to the east. The proposed structure would be clad with hit and miss glazed panels along the Bedford Road and Liverpool Road elevations. The elevations facing the railway line and 201 Liverpool Road would be finished in galvanised steel mesh fencing.
- 9.5 Owing to the varying levels surrounding the site much of the structure would be set below the highway level in Liverpool Road, and thereby screening much of the structure. The Bedford Road elevation would be nearly fully exposed and include a glazed stair tower with the pedestrian access to the western side of the tower. At the time of writing no details appearance (colour, texture, depth, etc) of the proposed hit and miss glazed panels have been submitted. In order to ensure these are of appropriate quality and appearance, planning officers would need these details to be approved prior to the granting of planning permission.
- 9.6 Based on the above, and subject to acceptable cladding, the proposal would have an acceptable impact on the character and visual amenity of the area and therefore comply with Policies EN1 and EN2 of the Local Plan for Slough March 2004, Core Policy 8 of The Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document, and the requirements of the NPPF 2012

10.0 **Design and Crime Prevention**

- 10.1 Policy EN5 of the adopted Local Plan states all development schemes should be designed so as to reduce the potential for criminal activity and anti-social behaviour
- 10.2 The previously approved car park (ref. P/16611/000) had conditions attached to the approval requiring the car park to achieve 'Park Mark' accreditation and to develop a CCTV operational strategy in collaboration with Thames Valley Police that would identify what the role of each camera has and to what standard they must achieve.
- 10.3 As this application is for a multi-storey carpark where there would be reduced natural surveillance compared to the previously approved surface level carpark, the above requirements would still apply. It is noted that the proposed plans indicate the carpark would provide unrestricted access to pedestrians and vehicles. The applicant is proposing number plate recognition scanner(s) above

the vehicular access, and CCTV connected to the Business Watch Network. These technologies are welcomed; however, they should work alongside robust design measures to prevent undesired permeability and restricted natural surveillance that are built into the scheme.

10.4 Concerns are raised that due to the unrestricted access to the carpark which include a number of hidden and sheltered areas (such as the stairwells), the scheme would not achieve 'Park Mark' accreditation. However, it is felt that in consultation with Thames Valley Police, changes can be applied to the layout, access, and boundaries to ensure the approved scheme would achieve 'Park Mark' accreditation. Due to the nature of the changes that may be required, it is recommended that planning permission is not granted until a scheme capable of 'Park Mark' accreditation has been achieved.

11.0 **Impact on neighbouring Uses / Occupiers**

11.1 Through a Core Planning Principle the National Planning Policy Framework requires Planning to 'always seek to secure a quality design and a good standard of amenity for all existing and future occupants of land and buildings'.

11.2 Core Policy 8 of the Local Development Framework, Core Strategy, states that "The design of all development within existing residential areas should respect the amenities of adjoining occupiers."

11.3 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.

11.4 There are no residential properties in close proximity to the application site. It is surrounded by the existing retail units facing Buckingham Ave, to the north, business premises, unused buildings and open space to the east, the railway to the south and business premises to the west. The proposed development is 3no storeys in height, so will not appear overbearing in a locality containing a wide range of building scales and sizes.

11.5 No objection is therefore raised in terms of the impacts on neighbouring properties as the proposal is considered to be consistent with Core Policy 8 of the Local Development Framework Core Strategy and Policies EN1 and EN2 of the Adopted Local Plan.

12.0 **Transport, Highways and Parking**

12.1 The Local Highway Authority has verbally supported the application; however, no written comments have been received. The previously approved application for

the hotel and surface level carpark (ref. P/16611/000) was approved with a Section 106 agreement securing various highways and transport requirements (listed further below). Should the Local Highway Authority seek to secure any further requirements, these will be issued on the amendment sheet.

13.0 Air Quality/Electric Car Infrastructure

13.1 The site lies outside the Town Centre Air Quality Management Area (AQMA) approximately 350m north. As the proposed number of parking would fall within the existing car parking cap already allocated for the SPZ, the proposal would not have significant additional impact on the AQMA of over what can be achieved by fulfilling the car park cap. Notwithstanding this, Core Policy 8 of the Core Strategy, states that development shall not give rise to unacceptable levels of air pollution. Nitrogen Dioxide levels in Slough are higher than both the national and regional averages and it is estimated that 1 in 20 deaths are attributable to this type of air pollution in Slough. In order to provide some mitigation towards the impact on air quality the applicant has proposed 12 no. electric vehicle charging bays of the proposed 222 spaces. As this is a similar ratio to the previously approved car park (ref. P/16611/000), no objection area raised regarding the impact on air quality.

14.0 Land Contamination

14.1 Core Policy 8 (Sustainability and the Environment) of the SBC's Core Strategy Document states that development shall not 'cause contamination or deterioration in land, soil or water quality' nor shall development occur on polluted land unless appropriate mitigation measures are employed.

14.2 The National Planning Policy Framework (NPPF) identifies land identifies land contamination as a material consideration in the planning process and notes that decisions by Local Planning Authorities should ensure the site is suitable for its intended use. Where a site is affected by contamination identified to pose unacceptable risks to receptors, the responsibility for securing a safe development rests with the developer and/or landowner.

14.3 A geotechnical assessment has been provided which concludes that, with regard to potential soil and groundwater contamination, issues and associated liabilities, the site represents a low risk status and is an investment opportunity. The Council's Land Contamination Officer has verbally confirmed that a watching brief condition should be included, which was also imposed on the previously approved application (ref. P/16611/000).

15.0 Flood Risk & Sustainable Drainage System

- 15.1 The site is in Flood Zone 1. On 6th April 2015, the government introduced a requirement for all major development schemes to comply with the current Sustainable Drainage Regulations. This is now a material consideration in the determination of major planning applications, which necessitates the drainage system being designed in detail at an early stage in the planning process. A sustainable drainage strategy has been submitted with this application and is currently being assessed by the Council's Drainage Engineer. An update will be given on the Amendment Sheet.
- 15.2 The Lead Local Flood Authority has assessed the submitted drainage strategy and raised no objection subject to a plan for exceedance flow and management, a long and cross section of all drainage elements, and agreement from Thames Water for connection. As this is a major planning application, drainage details will need to be approved before planning permission is granted.

Drainage details during the construction phase have also been requested, and these can be secured by condition.

16.0 **Archaeology**

- 16.1 Paragraph 128 of the national Planning Policy Framework provides guidance when determining planning applications which may have an impact on existing heritage assets, it states that:

"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance...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".

- 16.2 Core Policy 9 of the Local Development Core Strategy (2006 – 2026) Development Plan Document states *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....."

16.3 It was satisfactorily demonstrated within the previously approved application (ref. P/16611/000) that the site benefited from very limited archaeological potential and therefore no further action is required in relation to buried archaeological heritage.

17.0 **S106 Agreement**

17.1 The previously approved application for the hotel and surface level carpark (ref. P/16611/000) was approved with a Section 106 agreement securing the following requirements:

The highways schedule includes:

- Reinstatement of redundant access points to standard to footway construction (as necessary);
- Installation of street lighting modifications (as necessary);
- Construction of a retaining wall around the site (as necessary);
- Drainage connections (as necessary);
- Construction and dedication as highway maintainable at the public expense, free of charge, of a widened footway between the Liverpool Road refuse and agreed location on Bedford Avenue for the creation of a shared use footway/cycleway;
- Alterations to footway in vicinity of Buckingham Avenue Centre junction (this may not be on the adopted highway);
- Tactile paving along Bradford Road and build-out on Bradford Road (this may not be on the adopted highway);
- Amendments to site accesses (as necessary);

The transport schedule includes:

- Travel Plan;
- Travel Plan Contribution of £4,500;
- TRICS SAM Monitoring;
- RTPI screen within the hotel lobby;
- Buckingham centre car park including retail car park for this site should be ParkMark compliant and maintained at this standard going forward;

Other matters to be covered in the S106 agreement or by condition :

BREEAM very good

SuDS Maintenance

17.2 As the development approved under P/16611/000 is nearing completion, it is likely the Section 106 requirements have been carried out. Should the proposed carpark would not require any further requirements that could not be achieved by condition, then a Section 106 agreement would not be required.

18.0 **PART C: RECOMMENDATION**

18.1 Having considered the relevant policies set out above, the representations received from consultees and all other relevant material considerations, it is recommended that the application be delegated to the Planning Manager for approval, following consideration of outstanding consultations, resolution of sustainable drainage matters, resolution of changes required to achieve 'Park Mark' Accreditation, finalising of conditions and any other minor changes.

19.0 **PROPOSED CONDITIONS**

The main heads for proposed conditions are set out below but the final conditions and their wording is to be determined by the Planning Manager following the receipt of outstanding consultations and prior to final determination.

19.1 **1. Time Limit**

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. Approved Plans

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

TBC

REASON : To ensure that the site is developed in accordance with the submitted application and to ensure that the proposed development does not prejudice the amenity

3. External materials

TBC

REASON: To ensure a satisfactory appearance of the development so as not to prejudice the visual amenity of the locality in accordance with Policy EN1 of The

Adopted Local Plan for Slough 2004.

4. External Lighting

The development hereby approved shall not be brought into use 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.

5. Boundary Treatment

The development hereby approved shall not be brought into use 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.

6. Piling Method Statement

No piling shall take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface water infrastructure, and the programme for the works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

REASON The proposed works will be in close proximity to underground water utility infrastructure and piling has the potential to impact on local underground water utility infrastructure.

7. Working Method Statement

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, hours during the construction and demolition phase, when delivery vehicles taking materials are allowed to enter or leave the site.

Vehicle wheel cleaning facilities shall be provided and used at the site exit for the duration of the construction period.

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

8. Visibility splays

TBC

REASON: In order to minimise danger, obstruction and inconvenience to users of the highway and of the development.

9. Car parking

The scheme for parking and manoeuvring indicated on the submitted plans shall be laid out prior to the initial occupation of the development hereby permitted and that area shall not thereafter be used for any other purpose.

REASON : To enable vehicles to draw off, park and turn clear of the highway to minimise danger, obstruction and inconvenience to users of the adjoining highway.

In the interests of ensuring that the use benefits from satisfactory car parking provision in the interests of the amenities of the area, this is in accordance with Core Policy 7 of The Slough Local Development Framework, Core Strategy 2006 – 2026, Development Plan Document, December 2008.

10. Car Parking security

The development hereby approved shall not be brought into use until details of demonstrating how the principles of 'Safer Parking, will be incorporated and the subsequent 'Park Mark Award' will be achieved and maintained over the life time of the public parking facility have been submitted to and approved in writing. The development shall be carried out in accordance with the approved details, and shall not used until the Council has acknowledged in writing that it has received written confirmation of Safer Parking accreditation.

REASON: to ensure the development meets Design out crime requirements of Thames Police

11. Gates

No vehicle access gates, roller shutters doors or other vehicle entry barriers or control systems shall be installed without first obtaining permission in writing from the Local Planning Authority

REASON In order to minimise danger, obstruction and inconvenience to users of the highway and of the development, this is in accordance with Core Policy 7 of The Slough Local Development Framework, Core Strategy 2006 – 2026, Development Plan Document, December 2008.

12. Installation of CCTV

The development hereby approved shall not be brought into use until a CCTV operational strategy to be submitted to the LPA and approved in writing, then installed and be operational in compliance with the approved operational strategy.

REASON : to comply with Thames Police requirements

13. Contaminated land watching brief

The developer shall carry out a watching brief during site work and shall draw to the attention of the Local Planning Authority to the presence of any unsuspected contamination (to soil or/and water, determined by either visual or olfactory indicators) encountered during the development.

In the event of contamination to land and/or water being encountered, no development or part thereof shall continue until a programme of investigation and/or remedial work to include details of the remedial scheme and methods of monitoring, and validation of such work undertaken has been submitted to and approved in writing by the Local Planning Authority.

None of the development shall be commissioned and/or occupied until the

approved remedial works, monitoring and validation of the works have been carried out and a full validation report has been submitted to and approved in writing by the Local Planning Authority.

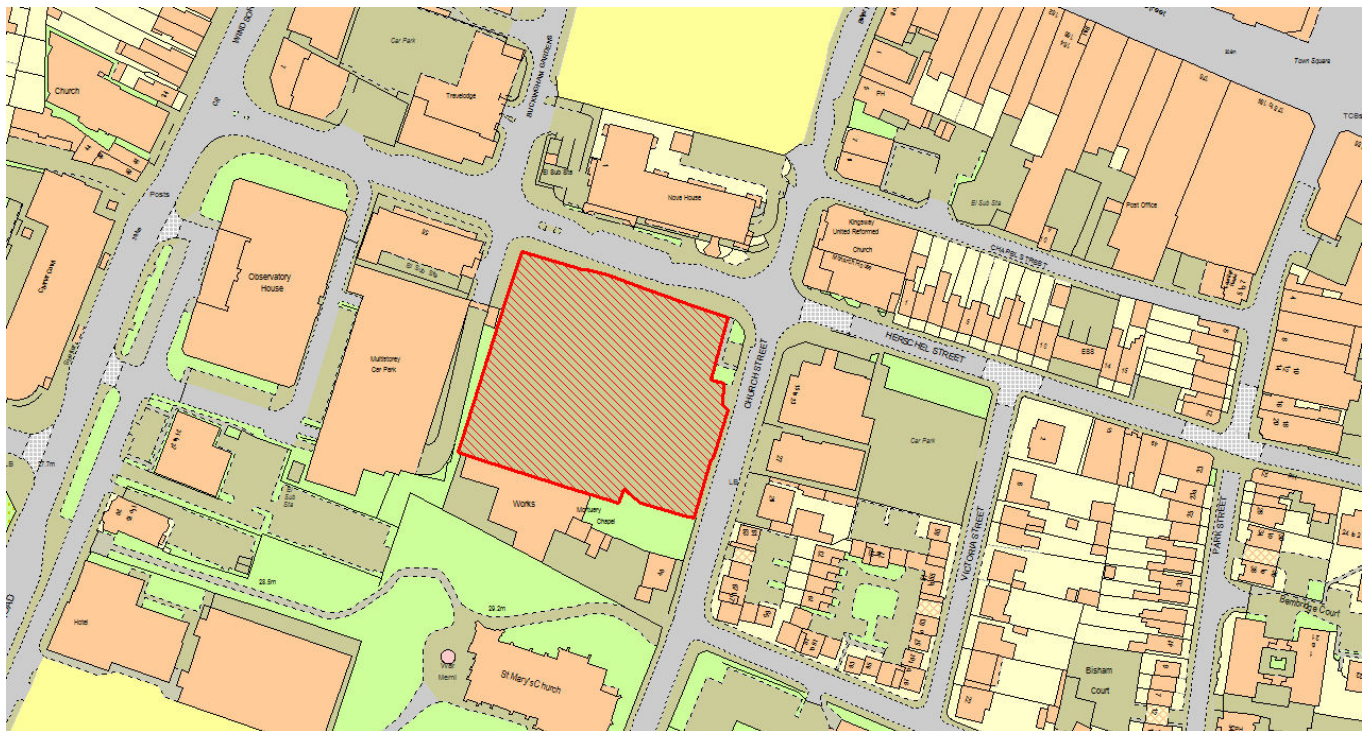
In the event that no significant contamination is encountered, the developer shall provide a written statement to the Local Planning Authority confirming that this was the case, and only after written approval by the Local Planning Authority shall the development be commissioned and/or occupied.

REASON To ensure that any ground and water contamination is identified and adequately assessed, and that remediation works are adequately carried out, to safeguard the environment and to ensure that the development is suitable for the proposed use.

14 Drainage and future maintenance - TBC

Registration Date:	25-Apr-2017	Application No:	P/01508/042
Officer:	Daniel Gigg	Ward:	Central
Applicant:	Mr. R McManus, Click Hershel Ltd (Co Agent)	Application Type:	Major
		13 Week Date:	25 July 2017
Agent:	Mr. Rory McManus, Turley Charlotte Building, 17 Gresse Street, London, W1T 1QL		
Location:	Aspire 2 Site, Corner of Church Street and Herschel Street, Slough, SL1 1PG		
Proposal:	Construction of a part eight and part nine storey building (Class C3 Use) to accommodate 238 flats together with 47 car parking spaces with landscaping and ancillary works.		

Recommendation: Application be refused for planning permission



P/01508/042

1.0 **SUMMARY OF RECOMMENDATION**

- 1.1 Under the current constitution this application is being brought to Committee for decision because it is a major development.
- 1.2 Having considered the relevant policies of the Development Plan set out below, the representations received from consultees and the community along with all relevant material considerations, it is recommended that the application be refused planning permission.
- 1.3 This is on the following grounds: that the proposal would have a harmful impact on the townscape due to the siting, scale and mass of the development with limited opportunities for meaningful planting; there would be 'less than substantial harm' to the nearby Grade II* listed Church with insufficient public benefits to outweigh the harm; and, the development would not create a safe and accessible environment. In addition, holding reasons for refusal are recommended in respect of the development failing to provide for a policy compliant level of affordable housing and insufficient financial contributions towards local infrastructure.

PART A: BACKGROUND

2.0 **Proposal**

- 2.1 Full planning permission is sought for a residential development comprising of 238 apartments to replace the temporary car park that exists on the site.
- 2.2 The apartments would be spread across the site in two separate blocks. On the West side of the site would be the smaller block (Block A) which would be 17m wide, 58m long and to a height of 23m/8 storeys (excluding the core over-run). Block B would be located on the East side of the site at the corner of Hershel Street and Church Street which would be 35m wide, 56m long and to a height of 26m/9 storeys.
- 2.3 Vehicular access would be from Church Street to an undercroft car park of 47 spaces. Either side of this vehicular access would be two entrance lobbies to access the apartments in Block B. The other two lobbies would be located further south along the Church Street frontage. There would also be another access from Hershel Street that runs from North to South and bi-sects the site. This access would be for pedestrians and cyclists and beyond the first 23m it would then form a shared surface because this 'street' in the site would be required for manoeuvring into and out of the undercroft car park. There would be lobbies at ground floor level off this new 'street' that would give access to both blocks of apartments.

2.4 Block A would comprise of 87 apartments over all 8 floors. Block B would comprise of 151 apartments over all 9 floors. 173 of these apartments would be 'open market housing' and the remaining 65 apartments would be 'affordable housing'. Across all tenures of housing will be a mix of 1, 2 and 3 bed apartments. The affordable housing will be located within Block A at its Southern end and would have its own lobby serving this part of the development.

2.5 Amenity space for the apartments will comprise of balconies, roof top gardens and a shared amenity space located at first floor level in Block B which most residents of the development would access from the shared surface 'street' via a set of stairs. The shared amenity space and the roof top gardens are proposed to be landscaped. Landscaping is also proposed at street level around the edges of the site between the boundaries and the blocks.

3.0 **Application Site**

3.1 The application site lies to the South of the High Street, located at the corner of Hershel Street and Church Street. The site is roughly square in shape and totals just under 0.5 hectares in size.

3.2 The site is currently being used as a temporary car park for around 100 cars. The vehicular access to the car park is off Church Street. There are no buildings on the site but there is a portakabin. The boundaries are enclosed by a part brick wall on the south side and a part solid/part chain link fence of around 2.5m height around the other boundaries.

3.3 Prior to the use of the temporary car park the site previously comprised of the following:

- Three office buildings (Berkshire House, 14-18 Church Street and Markham House);
- A terrace of 4 industrial units known as 'Hershel Industrial Centre';
- A disused public hall/club; and,
- A surface level car park for around 40 cars within a central courtyard.

3.4 The wider area is a mix of uses. To the south of the site is a Funeral Directors which comprises of single and two storey buildings, and beyond this is St. Mary's Church. To the east of the site is a mix of commercial and residential uses of predominantly two and three storey buildings including the Victorian terraces on Hershel Street. To the North is residential development comprising of the Nova Building which is 8 storeys and the Premier Inn hotel of 9 storeys (plus undercroft car park), and beyond this the more commercial uses of the town centre. To the West is a 4 storey public car park and offices of 5 storeys, and beyond this are the mixed commercial uses on the Windsor Road.

4.0 **Site History**

4.1 The site has an extensive planning history. The site was first granted temporary permission for a car park in 2011 under permission P/01508/033 for a retrospective car park. A further application was approved for the retention of 96 car parking spaces in October 2013 (P/01508/037) which has been renewed several times. Prior to this, under reference P/01508/030, planning permission was granted on 2nd May 2007 for an office development in two blocks – one of part four/part six storeys, and one six storey building. This permission was varied under P/01508/031 to alter the approved windows in the West elevation, and an extension of time to allow for the development to be built was also granted in 2011 under application P/01508/032.

5.0 **Neighbour Notification**

61, Church Street, Slough, SL1 1TH, 63, Church Street, Slough, SL1 1TH, Citizens Advice Bureau, 27, Church Street, Slough, SL1 1PL, E Sargeant & Son, 34-40, Church Street, Slough, SL1 1PJ, R C C Consultants Ltd, Nova Building, Herschel Street, Slough, SL1 1XS, 65, Church Street, Slough, SL1 1TH, Slough Council For Voluntary Service, 27, Church Street, Slough, SL1 1PL, 73, Church Street, Slough, SL1 1TH, 75, Church Street, Slough, SL1 1TH, 77, Church Street, Slough, SL1 1TH, 67, Church Street, Slough, SL1 1TH, 69, Church Street, Slough, SL1 1TH, 71, Church Street, Slough, SL1 1TH, Slough Labour Party, 29, Church Street, Slough, SL1 1PL, Vikrams Occasions Palace, 15-23, Church Street, Slough, SL1 1PL, Kingsway United Reformed Church, Church Street, Slough, SL1 1SZ, St. Marys Church, Church Street, Slough, SL1 1PJ, Shelter Southern Counties Housing Aid Centre, 27, Church Street, Slough, SL1 1PL, Herschel House, 58, Herschel Street, Slough, SL1 1PG, Travel Lodge, Herschel Street, Slough, SL1 1PG

2 objections were received summarised as:

- Overlooking to the Funeral Directors at 40 Church Street resulting in a breach of privacy of the business. There is manoeuvring of deceased and general staff operations which would be clearly viewed from the flats and the communal areas of the development.
- Residents of the development would be disturbed by the 24 hour operations (plant equipment, roller shutters, vehicles, coffin workers, etc) at the Funeral Directors.
- The design of the proposed building far exceeds the height and bulk of the previous office block which was 3 storeys high. The proposed development will be 9 storeys high. This would be uncomplimentary to the Funeral Directors and surrounding buildings.
- Noise associated with the building works would pose a disturbance for grieving families and friends coming to the Funeral Directors.
- The proposal would be detrimental to the business of the Funeral Directors as well as to the residents of the development.

- Overlooking from the close proximity of the proposed building to the flank wall of Herschel House.
- It is most likely that the office to residential conversion will commence in 2018 following the relocation of the tenants, Oury Clark Accountants. Adjacent development should not prejudice the future use of 58 Herschel Street either as offices or apartments.
- The Council operates a 'rule of thumb' advice of a minimum 21m between habitable windows. The separation distance between the windows of the proposed building and the east wall of 58 Herschel Street will be approximately 16.8m. The east wall of Herschel House includes windows at fourth level within no restriction on additional windows being created in flank walls. The building face adjacent to Herschel House should be set further away.
- The proposed building is 8/9 storeys so will be considerably higher than Herschel House. Herschel House will be dwarfed and overlooked by the proposed adjacent development. If the Council accept the size of the building the 21m separation distance must be achieved.

Officer comment: These objections are addressed in the main body of the report.

6.0 **Consultations**

6.1 Thames Water

No objection subject to a condition requiring details of the connection to the foul drainage system.

6.2 Lead Local Flood Authority

Request further information. See the main body of the report where this is assessed.

6.3 Highways

Request some further information and clarification. See the main body of the report where this is assessed.

6.4 Heritage Advisor

Objection. See the main body of the report where this is assessed.

6.5 Historic England

No comment. The LPA should use its own Conservation Advisers.

6.6 Crime Prevention Design Advisor

Objection. See the main body of the report where this is assessed.

6.7 Environmental Protection Officer

No objection. See the main body of the report where the impact on air quality is assessed.

PART B: PLANNING APPRAISAL

7.0 **Policy Background**

7.1 National Planning Policy Framework

Core Policies - Achieving sustainable development

Chapter 6: Delivering a wide choice of high quality homes

Chapter 7: Requiring good design

Chapter 8: Promoting healthy communities

Chapter 12: Conserving and enhancing the historic environment

Slough Local Development Framework Core Strategy 2006-2026 Development Plan Document policies:

- Core Policy 1 (Spatial Vision and Strategic Objectives for Slough)
- Core Policy 4 (Type of Housing)
- Core Policy 7 (Transport)
- Core Policy 8 (Sustainability & the Environment)
- Core Policy 9 (Natural and Built Environment)
- Core Policy 10 (Infrastructure)
- Core Policy 12 (Community Safety)

Local Plan for Slough March 2004 policies:

- EN1 – Standard of Design
- EN3 – Landscaping
- EN5 – Design and Crime Prevention
- OSC5 – Public Open Space Requirements
- T2 - Parking Restraint

Composite Local Plan – Slough Local Development Plan and the NPPF - PAS Self Assessment Checklist

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission are determined in accordance with the development plan unless material considerations indicate otherwise. Annex 1 to the National Planning Policy Framework advises that due weight should be given to relevant policies in existing plans according to their degree of

consistency with the Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).

The Local Planning Authority has published a self assessment of the Consistency of the Slough Local Development Plan with the National Planning Policy Framework using the PAS NPPF Checklist.

The detailed Self Assessment undertaken identifies that the above policies are generally in conformity with the National Planning Policy Framework. The policies that form the Slough Local Development Plan are to be applied in conjunction with a statement of intent with regard to the presumption in favour of sustainable development.

It was agreed at Planning Committee in October 2012 that it was not necessary to carry out a full scale review of Slough's Development Plan at present, and that instead the parts of the current adopted Development Plan or Slough should all be republished in a single 'Composite Development Plan' for Slough. The Planning Committee endorsed the use of this Composite Local Plan for Slough in July 2013.

7.2 The planning considerations for this proposal are:

- Principle of development
- Housing mix
- The impact on the character and appearance of the area
- The impact on heritage assets
- The impact on amenity of neighbouring occupiers and future occupiers of the development
- The impact on air quality
- A safe and accessible environment
- The impact on highway safety and convenience
- Surface water drainage
- Infrastructure requirements
- Other considerations

8.0 **Principle of development**

8.1 Although the site is being used as a temporary car park, the majority of the site was previously used for employment uses. The site is not located within one of the defined 'Existing Business Areas' and as such given the very sustainable town centre location where residential development would be a highly compatible use, there would be no objection to the redevelopment of the site for apartments. Other local spatial policies, namely Core Strategy Policies 1 and 4, also support residential development in this town centre location.

- 8.2 In addition, further support to the principle of the development is found in national planning policy which aims to significantly boost the supply of housing and requires applications for housing development to be considered in the context of the presumption on favour of sustainable development.
- 8.3 The site previously contained a community hall known as the 'Leopard Centre'. It was demolished some years ago. However, prior to the temporary planning permission for the car park, the land upon which the community facility would have been sited remains part of the lawful use of the site.
- 8.4 Both national and local planning policies recognise the importance of such facilities as they provide opportunities for people to meet and are therefore an important part of the mix of uses found in communities. However, given the fact that the facility has not been on the site for a number of years, it is highly likely that its former users would now be using alternative community venues and the fact that it was demolished would tend to indicate that the facility was surplus to requirements. Given these circumstances, there would not be an objection to the loss of the use of land under Core Strategy Policy 6 and Local Plan Policy OSC17.
- 8.5 However, Core Strategy Policy 6 would require a financial contribution towards new or enhanced community facilities/services locally. In this case a financial contribution is unlikely to be required, as the applicant has advised that they cannot provide the policy compliant amount of affordable housing and infrastructure payments – the viability of the scheme is currently being independently reviewed for the Council. An update on the viability will be presented to Councillors at the Committee but in terms of the balance of priorities it is likely that the priority would be to maximise the affordable housing and other infrastructure monies towards education and Public Open Space.

9.0 **Mix of housing**

- 9.1 One of the aims of national planning policy is to deliver a wide choice of high quality homes and to create sustainable, inclusive and mixed communities. This is largely reflected in local planning policy in Core Strategy Policy 4. The proposals would provide a mix of apartments but predominantly one and two bedroom homes, as would normally be expected in a town centre location. The scheme will also include 28 no. three bed units which could accommodate families and as such is welcome in the town centre as part of delivering mixed communities.
- 9.2 Core Strategy Policy 4 requires between 30 and 40% of homes to be affordable housing on sites proposing more than 15 dwellings. The Planning Statement submitted with the planning application states that "The viability study concludes that...the proposed project can deliver 27.3% affordable housing provision comprises of 65 units (43 – social rented and 22

Intermediate).” However, the actual viability report submitted by the applicant at the end of September 2017 refers to 47 units being proposed for affordable homes out of a total of 238 apartments; it states that “The 47 affordable units are all located in Block A South, with the affordable rented units on the ground to fourth floors and the intermediate units (a mix of shared ownership and starter homes) on the fifth to seventh floors”. The viability report is currently being independently reviewed for the Council.

9.3 There have not been any changes to the total number of dwellings proposed or the size of the development during the determination of the planning application which would have affected the level of affordable housing being proposed. However, the table below shows the affordable housing requirements taken from Developer’s Guide (September, 2017) against the proposed levels of affordable housing based on a development size of ‘70 or more homes’.

Type of Requirement	Developer’s Guide Requirement	Proposed development
Normal Requirement	40%	20%
Exemption (For brownfield sites where development viability is an issue)	35%	20%

9.4 Both of the ‘Requirements’ are set out above because the position with the viability is not yet know. The table below shows the tenure that is required against the proposed development:

Type of Site	Developer’s Guide – Affordable Rent	Proposed Development	Developer’s Guide – Intermediate	Proposed Development
Brownfield	25%	12%	15%	8%
Brownfield (Viability issue)	22%	12%	13%	8%

9.5 The proposed development falls significantly below the requirements of the Core Strategy Policy and the Developer’s Guide. Any update on the viability will be reported to Councillors at the Committee

10.0 **Impact on the character and appearance of the area**

10.1 The site lies at the corner of Church Street and Herschel Street. On the east side of Church Street and beyond the Church Street/Herschel Street junction for a significant length of Herschel Street there are a mix of 2 and 3 storey

buildings set mostly in relatively small plots. These are a mix of both residential and commercial uses and this area can be described as having a predominantly domestic character. There is some landscaping along Herschel Street but the more significant planting is found along the southern part of Church Street (beyond Osbourne Road) where there are some significant mature trees around the perimeter of Upton Court Hospital and within grounds of the Grade II* listed St. Mary's Church. This area can be described as having an almost suburban character because of the predominantly domestic scale of the buildings and the verdant appearance that contribute towards this.

- 10.2 On the north and west sides of the application site the buildings are much larger with wider frontages. The scale and mass of the buildings on this part of Herschel Street are on large plots and they are substantial buildings. Immediately to the west of the site is the 4 storey Herschel Street car park and beyond this is the 5 storey (20m high) Herschel House office building. Immediately opposite the site is Nova House which is a 7 storey (25.5m high) building. The tallest building in the immediate vicinity of the site is the 8 storey (plus undercroft car park) hotel building. These are predominantly commercial buildings with the exception being Nova House which is a block of flats. Immediately to the south of the site set within large verdant grounds is St. Mary's Church; it is a typical historic Church building with a significant spire.
- 10.3 Townscape is made up of buildings, structures and spaces. It is the combination of these elements, their character and how they relate to each other that give the townscape an identity. In this case the identity of the townscape is the transition and relationship between the more suburban character on the east side of the application site and then the larger scale buildings more befitting of a town centre location, with the application site between these two varying character areas.
- 10.4 Block B would be 35m wide by around 56m in length for a height of 26m over 8/9 floors. This would be a substantial building in terms of its scale and mass taking up a significant part of the plot. The building would not have any significant relief with the minimal set back of the upper floors. These minimal set backs will not be appreciated because there is a very strong vertical appearance to the building by stacking the windows in a line over these floors and from the continuation of the brickwork which frame these windows. The brickwork would have a strong vertical emphasis as the horizontal breaks would not be so distinctive and in some areas of the horizontal faces would be a contrasting metal cladding material which would be a subdued feature. The brickwork to the upper three floors would be contrasting to the floors below, however, because of the strong vertical emphasis described above, this contrast will do little to reduce the scale and mass.
- 10.5 It is the overall scale and mass of the building emphasised by the strong vertical appearance and its siting very close to the 2/3 storey buildings that lie

to the south and east of the site that will result in an abrupt change in the townscape between the more suburban character and the larger scale buildings found to the north and west of the application site more closely associated with a town centre townscape.

- 10.6 Block A would be on the west side of the site and would sit closer to the larger scale buildings of the town centre. It would be of a similar height to Block B and sited in a similar way close to its north, south and side boundaries. It is less wide than Block A at around 17m but the same length. Block A would be sited within just 10m of Block B which is not a particularly significant gap for buildings of this height. As Block B would be sited very close to Block A it would create the perception of there being one large mass of built form. This further adds to the concerns about the abrupt in the townscape.
- 10.7 In terms of the architectural treatment of the building, overall it would be appropriate in this location although the view along the internal 'street' – which the applicant in the Design and Access Statement points out is an important feature in the design to give the views towards the Church – will be disappointing. This is because of the open appearance of the undercroft car park; landscaping will help to mitigate the utilitarian look to this element of the building but it will have a cavernous appearance particularly during night-time when artificial lights would be turned on giving clear views into space and which would become more prominent in views from Herschel Street than the spire of the listed Church. While finely balanced with the presence of landscaping and further details of the internal façade treatment to the car park, no objection would be raised in respect of this part of the architectural treatment of the building.
- 10.8 The palette of materials that would be used would be simple. The use of the brick slip cladding is welcome; up to the sixth floor would be a stock, yellow brick and the remaining floors would be a contrasting brick colour which is yet to be agreed but images supplied by the applicant show it to be a white/grey colour. In addition to this between the brick elements of the building will be grey metal cladding panels. In addition balconies would have grey, metal screens.
- 10.9 There is space provided for landscaping between the edge of the site and the two blocks. This would provide some space for hedges and shrubs to be planted but would leave little room for meaningful tree planting. Given the connections this site has with Church Street and the presence of mature trees in the backdrop of this site, more meaningful planting would have been more appropriate in the context of this townscape. This further adds to the concerns over the scale of the building will the lack of appropriate planting to help break up the mass and scale of the building.
- 10.10 Core Strategy Policy 8 and Local Plan Policy EN1 require developments to be of a high standard of design. These policies are consistent with the NPPF

which also requires development to be of a high quality design. The proposed development for the reasons set out above would be harmful to the character and appearance of the area and as such conflicts with the requirements of both local and national planning policy.

11.0 **Impact upon heritage assets**

- 11.1 The Heritage Statement submitted on behalf of the applicant identifies that the nearest heritage assets are listed building group of the 'Church of St Mary' which comprises: the Grade II* Church; the walls, gate piers and gates of the Church of St Mary (Grade II); and, the Slough Town War Memorial (Grade II).
- 11.2 Section 66 of the Planning (Listed Buildings & Conservation Areas) act 1990 requires decision makers, in determining planning applications which affect a listed building or its setting, to have special regard to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses. The NPPF requires in considering the impact of a proposed development on the significance of a designated heritage asset that great weight be given to the asset's conservation. The more important the asset, the greater weight should be. National planning policy also states that significance can be harmed or lost through development within its setting. Further, the policy states that any harm or loss should require clear and convincing justification.
- 11.3 In terms of the NPPF, the applicant has provided through the Heritage Statement a description of the significance of the heritage assets affected and the contribution made by their setting. This statement recognises that the churchyard and its boundaries contribute to the significance of the building. However, it goes on to conclude that the 19th Century townscape within the vicinity of the site has been altered by 20th Century development which has reduced the setting of the heritage assets that they neither harm nor enhance the special interests of the listed buildings. The application site itself has also been altered over the centuries and is now an empty site; while greater views of the Church have been created the Statement concludes that this is not a recent and atypical situation.
- 11.4 The Heritage Statement concludes that from within the churchyard the impact would be consistent with the existing and emerging character of the townscape. The impact outside of the Churchyard on its setting is also not considered to be significant. The gap between the two buildings are considered to help provide a visual connection to the Church. In overall terms, the Heritage Statement produced for the applicant advises that the development will preserve the special interest of the heritage assets.
- 11.5 The Council's Heritage Adviser comments that at present there are good views of the upper part of the Church and Spire from Hershel Street and while the

development will result in the loss of these views it is noted that these have only come about since the previous buildings were demolished on the site. However, the courtyard between the two buildings will provide views of Church, which is a slight improvement on the previous (office) scheme the Church will still be somewhat overwhelmed by the new development in the foreground. The Adviser goes on to comment that the setting of the Church will be visible from the churchyard and Church Street. The proposal is not considered to enhance the setting of the Church and will result in 'less than substantial harm' to the heritage asset.

11.6 Paragraph 132 of the NPPF states that great weight should be given to the conservation of heritage assets, as they are irreplaceable and any harm should require clear and convincing justification. Paragraph 134 of the NPPF requires that where the harm identified to a designated heritage asset would be 'less than substantial harm', that harm should be weighed against the public benefits of the proposal.

11.7 The Planning Practice Guidance states that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in paragraph 7 of the NPPF. It further advises that public benefits should flow from the proposed development and should be of a nature or scale to benefit the public at large and should not just be a private benefit. The public benefits put forward by the applicant are set out below, with a corresponding Officer response:

Public Benefit	Officer response
<p>Deliver a residential development of high quality architecture, resulting in the efficient use of an unused brownfield site in the town centre.</p>	<p>Both the NPPF and policies of the Core Strategy and the Local Plan require high quality developments that make the most efficient use of the land. It is therefore a requirement of policy to deliver such development. However, as set out in this report harm has been identified to both the townscape and the Grade II* listed Church, it is not considered that this is a public benefit. No weight should be afforded to this.</p>
<p>A major contribution of 238 new homes to housing delivery in the Borough, including high quality family housing in an area of housing need.</p>	<p>A total of 238 new homes would make a contribution to housing delivery in the Borough but could not be described as being a 'major contribution'. Moderate weight should be afforded to this.</p> <p>High quality family homes would be provided and again this is a requirement of national and local</p>

	planning policy. Moderate weight should be afforded to this.
238 town centre homes would increase the foot fall to the High Street and aid the regeneration.	It is agreed that this would be a public benefit given the desire to regenerate the town centre. However, this has not been quantified by the applicant. Moderate weight should be afforded to this.
Delivery of new buildings which will enhance the street scene and positively contribute to the local townscape and sense of place.	Both the NPPF and policies of the Core Strategy and the Local Plan require high quality developments that make the most efficient use of the land. It is therefore a requirement of policy to deliver such development. However, as set out in this report harm has been identified to both the townscape and the Grade II* listed Church, it is not considered that this is a public benefit. No weight should be afforded to this.
£873,250 new homes bonus payment to Slough Borough Council.	While 'local financial considerations' can be a material consideration, in this case the new homes bonus monies is not afforded any weight because it is not required to make the development acceptable. Further, the Planning Practice Guidance advises "It would not be appropriate to make a decision based on the potential for the development to raise money for a local authority or other government body."
Additional Council Tax revenue to Slough Borough Council.	While 'local financial considerations' can be a material consideration, in this case Council Tax revenue is not afforded any weight because it is not required to make the development acceptable. Further, the Planning Practice Guidance advises "It would not be appropriate to make a decision based on the potential for the development to raise money for a local authority or other government body."
Significant job creation during the	The additional temporary jobs

demolition and construction phase of approximately 153 jobs (FTE per annum over two years).	would be welcome but they will be of a limited number provided only over two years. Limited weight is afforded to this.
Promotion of sustainable transportation through significantly improved provision of 238 cycle parking spaces.	This equates to 1 cycle space per apartment. Cycle provision is welcome but given that it is a requirement to provide cycle parking only limited weight is afforded to this.
Reduced traffic movements on Church Street due to the residential scheme replacing the surface car park.	Reduced traffic movements cannot be considered to be a public benefit when the car park has temporary planning permission.
12 more cycle bays for the Slough Cycle Hub positioned locally.	The submitted plans do not show where this facility would be provided and made public accessible. Furthermore, there are no details of how the developer will work with the provider to deliver the hub.
Provision of a high standard of design and construction that will be able to provide a high standard of accommodation in terms of residential amenity.	Both the NPPF and policies of the Core Strategy and the Local Plan require high quality developments that also deliver a high standard of accommodation. It is therefore a requirement of policy to deliver such development. However, as set out in this report harm has been identified to both the townscape and the Grade II* listed Church, it is not considered that this is a public benefit. No weight should be afforded to this.

11.8 When taken together in the round there is not a clear and convincing justification in terms of public benefits which would outweigh the harm that the proposal would cause. Less than substantial harm does not equate to a less than substantial objection; the NPPF states that great weight should be given to the conservation of heritage assets, and notes that such assets are irreplaceable. As such considerable importance and weight is given to preserving the setting of the Grade II* listed Church. This development fails to achieve this.

12.0 **The impact on the amenity of neighbouring occupiers and future occupiers of the development**

Future occupiers

12.1 All apartments would have windows to the main living accommodation being

the sitting rooms, kitchens and bedrooms. Bathrooms would not have a window but this is not uncommon given the non-habitable nature of such rooms. In addition, there are some deep living rooms/kitchens which for residents would mean that they could be at their furthest point around 9m from a window. However, these rooms would still have a window either facing into the development or outside of the site. Overall, on balance, it is considered that the outlook for future occupiers of the apartments would be acceptable.

- 12.2 In terms of sunlight and daylight, the applicant has provided a technical report based on British Research Establishment guidance, which has assessed the level of light that can reach the inside of the apartments. The report concludes that the overall amenity of the proposed rooms is considered good and commensurate with an urban location. However, it recognises that there are some rooms which would not comply with the guidelines but that the non-compliance can be attributed to the inflexibility of the BRE guidance for an urban context. The technical report is currently being assessed on behalf of the Council and an update will be provided to the committee.
- 12.3 In terms of overlooking, it is not uncommon to have the types of relationships for facing windows and balconies as shown in the plans. In addition, there will be some overlooking from buildings surrounding the development but it is considered that these are acceptable in town centre locations and as such there would not be an unacceptable loss of privacy.
- 12.4 The future occupiers of the development would have access to some form of outdoor amenity space within the development whether it be from a balcony, the roof terraces on each of the buildings or the space at first floor podium level in Block B. However, it is considered that those apartments with balconies facing inwards in Block B particularly those at the lower level and for those residents using the podium level as an amenity space would experience limited levels of daylight and varying degrees of overshadowing during the day because of siting and scale of the development.
- 12.5 While it is unfortunate that some of the future occupiers would be affected by restricted daylight and sunlight levels to the outdoor amenity spaces, it is recognised that future occupiers could still benefit from the use of the shared roof top terraces elevated above other nearby buildings would experience high levels of light. Furthermore in terms of seeking publically accessible outdoor spaces, the future occupiers of the development would be able to walk or cycle to the nearby Hershel public open space where they could use for informal recreational activities and/or Upton Court Park where they could carry out both informal and formal recreational activities.
- 12.6 The site lies within a town centre where there is more activity throughout the day than would be expected in more suburban locations. While there may be some nearby uses that may lead to noise and disturbance it is not considered that the impact would be acceptable for future occupiers of the apartments. The future living conditions would be acceptable and notwithstanding this the residents of the development would be likely to be aware of the environmental factors associated with town centre.
- 12.7

Existing, neighbouring occupiers

In terms of the Funeral Directors which lies to the South of the site, given that this is a business use it would not be expected to have the same level of amenity as a residential use. While there would be overlooking to the business and the outlook from the business would change, it is not considered that the impact would be a harmful one. Neither is it considered that the development would be harmful to the business or affect grieving families.

- 12.8 To the West of the site is Herschel House. This is currently an office building and it has recently received planning permission to be extended. In terms of this existing business use, as with the Funeral Directors the office would not be expected to have the same level of amenity as a residential use. The east facing elevation of the building comprises a glazed stairwell and a glazed top floor of office accommodation. While there would be overlooking and would change the outlook from the upper floor of the office, it would not result in an unacceptable impact. The upper floor has a dual aspect to the sides and rear and as such any changes in natural light would not result in an unacceptable impact.
- 12.9 A prior approval application to change the offices at Herschel House to residential development. This development has not been carried out but the objection letter on behalf of the owners of this building point out that the change of use will take place in 2018. This is a material consideration. However, even with a residential use of this building the plans show that the east facing side of the building will remain in the same arrangement as the office. The apartment on the upper floor will be dual aspect and as such it is considered that it will have an acceptable outlook and will still benefit from a good level of light. The separation distance between this apartment and the new development will be around 16m. The Council does not use any 'rules of thumb' for separation distances within town centres. The 16m separation distance would not be an unusual relationship within such locations and therefore there would not be any significant loss of privacy.
- 12.10 In light of the above, it is considered that the development complies with Core Strategy Policy 8 and paragraph 17 (Core Planning Principle 4) of the NPPF.

13.0 **Air Quality**

- 13.1 The application site is not situated within an Air Quality Management Area (AQMA). Therefore there will not be an unacceptable exposure to air pollution for future occupiers of the development. However, as there would be parking for the development traffic would be highly likely to pass through the nearby AQMAs. In order to mitigate the impact to air pollution, the Environmental Protection Officer has recommended that the scheme includes: electric vehicle charging points; emission-compliant construction vehicles and machinery; a Travel Plan; and a financial contribution of £50,000 towards the Slough Low

Emission Strategy.

- 13.2 Of the total contribution, £25,000 would be for the on-street rapid charging infrastructure network in the town centre, with the remaining balance being for the Alpha Street electric vehicle car club. In light of the elevated levels of pollution in the locality it is considered that the contribution is fully justified based on the tests for planning obligations; had the application been recommended for approval then this contribution would have been secured through a S106 Agreement.
- 13.3 The proposals are considered to accord with Core Strategy Policy 8 and paragraph 109 of the NPPF.
- 14.0 **Safe and accessible environment**
- 14.1 Paragraph 69 of the NPPF requires planning decisions to promote safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. These objectives are consistent with Core Strategy Policies 8 and 12, and Local Plan Policy EN5.
- 14.2 A residential development of this size with 238 apartments would increase the level of activity in this part of the town centre; with more people coming to and from the development throughout the day along with the natural surveillance from the apartments onto the surrounding streets, this would naturally increase the feeling of safety within this area. However, there would be areas of the development where criminal activity and acts of anti-social behaviour could take place.
- 14.3 There are three main areas where there would be more limited surveillance and which, in turn, would become unwelcoming and intimidating for users of the town centre and residents of the development. Firstly, the overhang to the vehicular entrance to Block B and secondly the unrestricted access route (to the bin stores) on the west side of Block A. Lastly, there would be a pedestrian entrance between Blocks A and B; the boundary gates would be set back which would provide a space where people could gather.
- 14.4 There would be excessive permeability particularly at the south east corner of the site. In addition with the boundary gates to Herschel Street for which no detail has been provided as to how these would operate and maintained in a secure way for the lifetime of the development. Further, the undercoft car park would have unrestricted access by people. The layout is such that there would be the potential for multiple escape routes.
- 14.5 In terms of other concerns, the residents' letter boxes would be provided in a room but it is not known how the area will be controlled. Uncontrolled access into the post room would affect the safety and security of the residential development. Furthermore, while the cores will serve an appropriate number of apartments which is welcome, there would be a lack of natural surveillance within the development. In addition, the north east corner of Block B would be

immediately on the boundary against a disused area of ground that is outside of the application site; there would be no defensible space between the building and the boundary and therefore this building could be subject to anti-social behaviour and future occupiers living inside the ground floor apartments could experience intimidation from any groups of people that might congregate in this area.

14.6 The Thames Valley Police Crime Prevention Design Adviser has objected to the development. The elements of poor design that have been identified would over time lead to a development which would not be a safe and accessible environment where people would experience crime and anti-social behaviour both within and outside of the development. These aspects would outweigh the increased natural surveillance and activity identified in paragraph 14.2. Once crime and anti-social behaviour take hold, the fear of crime would soon result in diminished surveillance and activity as people take less ownership of their space and will avoid certain areas both within and outside of the development.

15.0 **The impact on highway safety and convenience**

15.1 *Capacity of the road network*

In a worse case there would be 28 vehicle trips in both the morning and evening peaks. This will have an imperceptible impact on local background traffic.

15.2 *Parking*

Based on car ownership levels, the demand is likely to be 95 parking spaces. Within the development would be 48 on-site car parking spaces which equates to 0.2 spaces per dwelling. The suggested car parking management strategy is to give spaces to disabled drivers and larger families as the priority. This level of parking is considered acceptable in this highly sustainable location.

15.3 The remaining 47 spaces the applicant considers could be accommodated within nearby public car parks with Herschel Car Park, for example, have capacity to accommodate this demand. To minimise the impact on on-street parking, the applicant is willing to enter into a S106 Agreement precluding future occupiers from obtaining parking permits.

15.4 There is currently on-street parking on Church Street. The Highway Authority considers that the proposed access into the development could affect this parking and has requested that the applicant provide a plan showing the arrangements. The applicant has not provided this plan and therefore will be reported as an update to the Committee.

15.5 A total of 238 covered parking spaces will be provided within the development which is supported. The provision of cycle parking will help future occupiers to travel using this alternative mode of travel to the private car.

15.6 *Layout*

The Highway Authority has requested that the gates at the vehicular access should be set back at least 6m to allow vehicles to pull off the highway. However, there will be around 5m which would allow for a car to be positioned off the highway. Visibility splays of 2.4m by 43m should be able to be achieved at this access but the Highway Authority requests that a plan be submitted demonstrating this. The applicant has provided a plan showing that visibility to the north of 2.4m by 28m to the left and 2.4m by 48m to the right. While visibility will be substandard to the left vehicle speeds will be low travelling southwards from the junction of Herschel Street/Church Street and therefore this is considered acceptable. In addition, the existing temporary car parking which has an access in a similar position would also have substandard visibility to the left and operates daily in this way.

15.7 Concerns have been raised by the Highway authority regarding the location of the bin stores which would be too far for refuse collectors. It is considered that had the application been recommended for approval it would have been possible to secure some amendments by condition to the perimeter landscaped areas to provide bin collection points for refuse collection by the Council. In addition, the use of a S106 Agreement would have been recommended had the application been recommended for approval requiring a management company to move the bins to the collection point. It is therefore not considered that this would result in an unacceptable impact with the right collection points and management arrangements being secured.

15.8 The proposals are considered to accord with Core Strategy Policies 7 and 8 and Local Plan Policy T2.

16.0 **Surface water drainage**

16.1 A Ministerial Statement from December 2014 confirms the Government's commitment to protecting people from flood risk. This Statement was as a result of an independent review into the causes of the 2007 flood which concluded that sustainable drainage systems (SuDS) were an effective way to reduce the risk of 'flash flooding'. Such flooding occurs when rainwater rapidly flows into the public sewerage and drainage system which then causes overloading and back-up of water to the surface. Both Core Strategy Policy 8 and paragraph 103 of the NPPF requires developments to not increase flood risk.

16.2 The Government has set out minimum standards for the operation of SuDS and expects there to be controls in place for ongoing maintenance over the lifetime of the development.

16.3 In response to comments raised by the Lead Local Flood Authority (LLFA) that the applicant had not provided any information to address the requirements

referred to in paragraph 16.2 above, the applicant submitted a Flood Risk Assessment (FRA). The FRA states that the scheme can attenuate the runoff from relevant storm events through appropriate mitigation such as lined permeable paving. The LLFA has been consulted and comments will be report to the Committee.

17.0 Sustainable design and construction

17.1 The Council's current Core Strategy Policy 8 combined with the Developers Guide Part 2 and 4 requires both renewable energy generation on site and BREEAM/Code for Sustainable Homes. The Developers Guide is due to be updated to take account of recent changes and changing practice. In the interim to take account of the withdrawal of Code for Sustainable Homes residential development should be designed and constructed to be better than Building Regulations (Part L1a 2013) in terms of carbon emissions; specifically designed to achieve 15% lower than the Target Emission Rate (TER) of Building Regulations in terms of carbon emissions.

17.2 The applicant will provide an air tight building to meet with Building Regulations. However, the submitted 'Energy Review and Heating System Choices' report does not identify a specific option for low carbon technology / renewable energy to be used within the development. The sustainability measures should be an integral part of the design of the building rather than be a bolt-on to the development. While it is unfortunate that the applicant has not provided a specific option to achieve the reduction in the TER, it is considered on balance that there should be options that could be incorporated into the development and as such had the application been recommended for approval full details would have been secured through condition.

18.0 Infrastructure requirements

18.1 There will be an update to the Committee in respect of the infrastructure contributions.

19.0 Planning Conclusion

19.1 There are a number of benefits to the scheme namely the redevelopment of a vacant site in a sustainable location and the contribution to the supply of much-needed housing. As part of the housing supply there would also be 20% (47 units) of affordable homes which is welcome albeit below the requirements of policy; the final number will be determined through the independent findings in respect of viability. Additional people in the town centre will help to support the regeneration of the town centre.

19.2 While there are some areas of the development which are substandard in respect of amenity spaces and internal daylight levels to some of the

apartments it is considered that, on balance, the living conditions for future occupiers for the most part will be good but Councillors will be updated at Committee on the findings of the review of the daylight/sunlight report. In addition, it is likely that the development could incorporate sustainable design and construction measures including minimising surface water flood risk. Furthermore the proposals will not have a harmful impact upon the amenity of neighbouring occupiers, air quality or upon highway safety and convenience.

- 19.3 A number of the benefits set out above are afforded different levels of weight that should be afforded to their significance in the 'planning balance'; most of them are afforded either moderate or limited weight.
- 19.4 However, the proposed development will harm the setting of the Grade II* listed Church and in accordance with the NPPF great weight is given the asset's conservation. In addition, by reason of the siting, scale and mass of the buildings particularly Block B the proposal would have a harmful impact on the townscape and will not provide meaningful planting that would help the integration of the development into the area. In addition, there are elements of the design which are poor which would give rise to crime and anti-social behaviour. Given the importance of securing high quality design and safe and accessible places in Slough, this is afforded significant weight. Therefore, the harm identified outweighs the benefits of the scheme.
- 19.5 It is recommended the application be refused planning permission for the reasons set out below.

20.0 **PART D: REASONS FOR REFUSAL**

20.1 Reason 1

The proposed development by reason of the siting, height, scale and mass of the buildings would result in a harmful impact upon the character and appearance of the area. In addition, there would be limited opportunities for meaningful landscaping and as such the development would not assimilate well into its surroundings. Lastly, there are elements of the scheme that would result in potential criminal activity and acts of anti-social behaviour. The development would be poor design that would fail to comply with Policies EN1, EN3 and EN5 of the Slough Local Plan (March 2004) and Policies 8 and 12 of the Core Strategy (2008) and paragraphs 56, 58, 60, 61 and 64 of The National Planning Policy Framework (2012).

Reason 2

The proposal by reasons of its siting, height, scale and mass would result in 'less than substantial harm' to the setting of the Grade II* listed St. Mary's Church. This harm would not be outweighed by the public benefits of the scheme. The development is contrary to Policy 9 of the Core Strategy and paragraph 134 of the NPPF.

Reason 3

It has not been demonstrated to the satisfaction of the Local Planning Authority that the development could provide the appropriate level of affordable housing and financial contributions towards infrastructure. The development is contrary to Policies 4 and 10 of the Core Strategy and the Developer's Guide.

INFORMATIVES:

In dealing with this application, the Local Planning Authority has worked with the applicant in a positive and proactive manner. 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 in accordance with the National Planning Policy Framework.

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SLOUGH BOROUGH COUNCIL

REPORT TO: PLANNING COMMITTEE

DATE: 1st November 2017

CONTACT OFFICER: Paul Stimpson, Planning Policy Lead Officer
(For all Enquiries) (01753) 87 5820

WARD(S): ALL

PART I
FOR DECISION

EMERGING PREFERRED SPATIAL STRATEGY FOR THE LOCAL PLAN FOR SLOUGH 2013-2036

1. **Purpose of Report**

The purpose of this report is to obtain Members' approval for the emerging Preferred Spatial Strategy for the Local Plan so that it can be taken forward for further testing and consideration.

2. **Recommendation(s)/Proposed Action**

The Committee is requested to resolve that the emerging "Preferred" Spatial Strategy for the Review of the Local Plan which is set out in this report be approved for further testing

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

3a. **Slough Joint Wellbeing Strategy Priorities**

This will have an impact upon the following SJWS priorities:

4. Housing.

3b. **Five Year Plan Outcomes**

The emerging spatial strategy will help deliver the following Five Year Plan outcomes:

- Slough will be an attractive place where people choose to live, work and visit.
- Our residents will have access to good quality homes.
- Slough will attract, retain and grow businesses and investment to provide jobs and opportunities for our residents

4. **Other Implications**

(a) **Financial**

There are no financial implications

(b) Risk Management

<i>Recommendation</i>	<i>Risk/Threat/Opportunity</i>	<i>Mitigation(s)</i>
That the emerging preferred Spatial Strategy be approved for testing.	Failure to progress the Local Plan will affect the Council's ability to plan for development in the most sustainable way.	Agree the recommendations.

(c) Human Rights Act and Other Legal Implications

There are no Human Rights Act Implications as a result of this report.

(d) Equalities Impact Assessment

There are no equality impact issues

(e) Workforce

There are no specific workforce implications arising from this report.

5. **Supporting Information**

Introduction

- 5.1 Members will be aware that we are preparing the Review of the Local Plan for Slough which is intended to guide the future development of the Borough over the next twenty years.
- 5.2 Following on from the publication of the Issues and Options report and the consideration of the results of public consultation, it is now necessary to decide what the Council's "Preferred Spatial Strategy" should be.
- 5.3 Local Plans are required to address the spatial implications of economic, social and environmental change and set out the strategic priorities for the area. These include policies to deliver the homes and jobs needed as well as provision for supporting infrastructure in accordance with the principles and policies of the National Planning Policy Framework.
- 5.4 The emerging "Spatial Strategy" set out in this report is therefore only one element of the Local Plan. Further work will have to be carried out to develop the policies that will be needed to implement it and guide development in the future.

- 5.5 The development of the strategy has, and will continue to be an iterative process that will need to be evidence based, tested and consulted upon, including through the Duty to Cooperate.
- 5.6 Identifying an “emerging” Spatial Strategy at this stage is an important part of this process because it means that more detailed assessments can now be carried out, including a Sustainability Appraisal, to see to what extent it is likely to meet the “tests of soundness”.
- 5.7 Work on the Local Plan has established that Slough has a young, growing population, is a major economic powerhouse and has the opportunity to attract some major investment into the town. It also has a shortage of land, problems with traffic congestion and a declining shopping centre. It also suffers from a poor image and has some environmental issues.
- 5.8 The Issues and Options report identified that the four biggest challenges facing the Local Plan are how can we provide enough housing (20,000 dwellings), create new employment (15,000 jobs) transform the shopping centre and accommodate the proposed expansion of Heathrow airport?
- 5.9 Work on the Review of the Local Plan has produced a "Vision for Slough" and a set of "Objectives". These are listed in Appendix 1. They set out the ambitions for Slough to become a place where people want to *live, work, rest, play and stay*.
- 5.10 All of these factors have to be taken into account in developing the Spatial Strategy.

Summary of the Emerging Preferred Spatial Strategy

- 5.11 A more detailed explanation as to how the various elements of the emerging Spatial Strategy have been derived is set out in the latter part of this report. The following summary is intended to explain how they all fit together and what the key factors and decisions were that have led to the production of the Strategy.
- 5.12 The most significant factor that has to be taken into account is that the work on the Issues and Options Document has shown that there are no reasonable spatial options, or combination of options that would allow Slough to meet all of its identified housing and employment needs within its boundaries.
- 5.13 As a result it is necessary to consider whether the Local Plan "Objectives" of seeking to meet our needs should be changed. In particular we have to review the Objective of seeking to meet our Objectively Assessed Housing Needs in full and whether we should continue with the Objective of creating 15,000 new jobs.
- 5.14 It should be noted that the Local Plan Objectives have already prioritised housing over employment by not seeking to meet the identified need for more

employment land. It is considered that seeking to meet the Objectively Assessed Housing Need and creating the necessary number of new jobs remains of critical importance for the soundness of the plan. As a result it is proposed that the emerging Spatial Strategy should be based upon the current Local Plan Objectives. This involves seeking to meet the need within the Borough or as close as possible to where the need arises within a balanced housing market.

- 5.15 The emerging Spatial Strategy has then been developed using some basic guiding principles which include locating development in the most accessible location, regenerating previously developed land, minimising the impact upon the environment and ensuring that development is both sustainable and deliverable.
- 5.16 When applying these principles, the evidence points to the fact that the centre of Slough should be the location for major development. This also meets most of the Local Plan Objectives.
- 5.17 The emerging Strategy recognises that there is scope for development outside of the centre in selected locations. In terms of determining the balance between housing and the economy it assumes that no further employment land should be lost to residential uses.
- 5.18 The emerging Spatial Strategy also takes account of all of the major constraints that there are to development throughout the Borough and concludes that the existing residential suburbs should be protected from intensive development for environmental, sustainability and social reasons.
- 5.19 The proposed Strategy also takes account of the proposed third runway at Heathrow which will have an impact upon the eastern part of the Borough. As a result it proposes some guiding principles for how this can best be accommodated.
- 5.20 The shortage of land means that any suitable Green Belt sites that are left in Slough will have to be considered for housing subject to detailed testing.
- 5.21 The emerging Strategy also envisages that the proposed northern expansion of Slough into the Green Belt in South Bucks will have to take place in order to meet the housing shortfall in the most sustainable way that is possible.
- 5.22 Putting all of this together the emerging Spatial Strategy for the Review of the Local Plan for Slough can be summarised as one of:

Delivering major comprehensive redevelopment within the “Centre of Slough”;

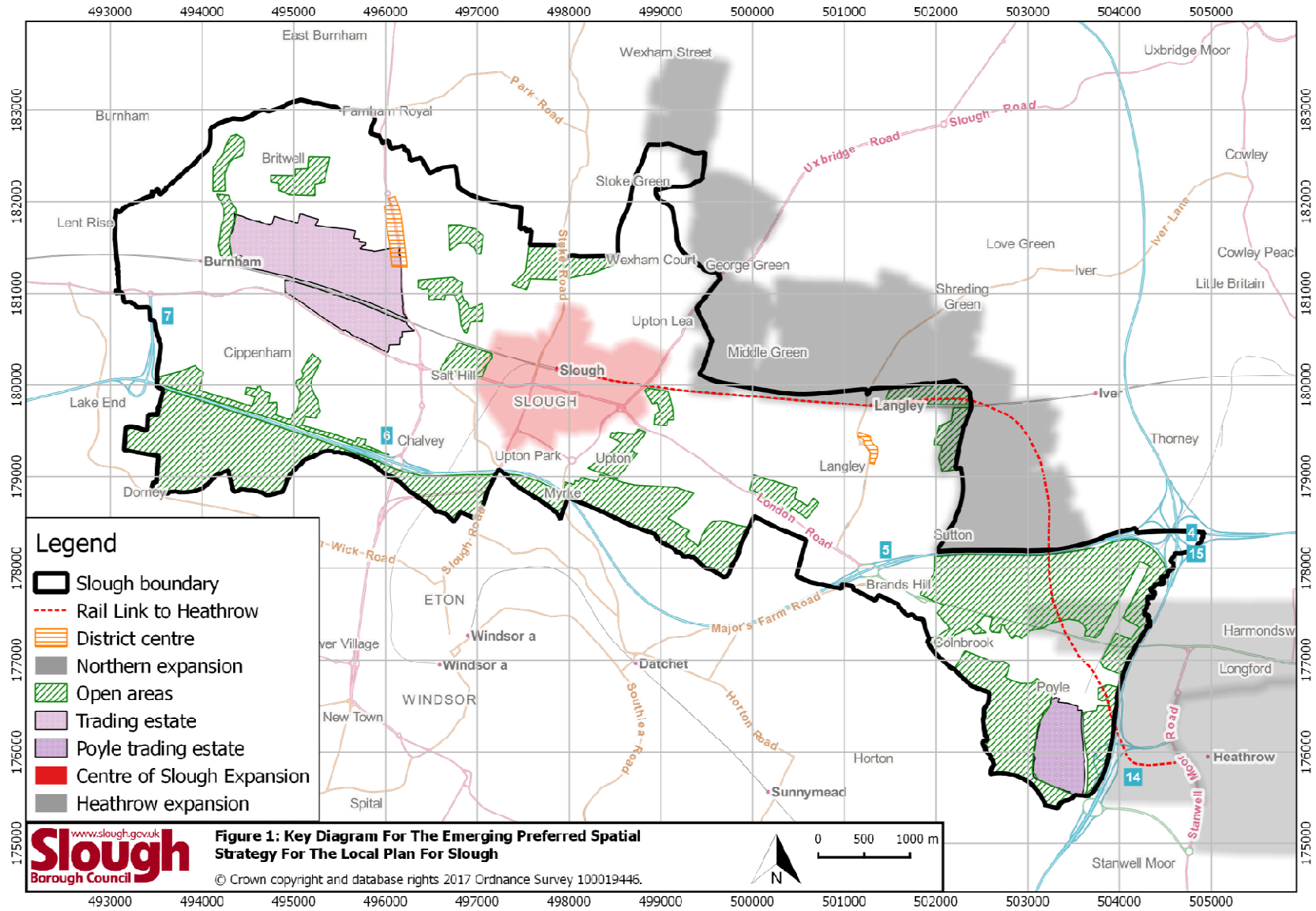
Selecting other key locations for appropriate development;

Protecting the built and natural environment of Slough including the suburbs.

Accommodating the proposed third runway at Heathrow;

Promoting the northern expansion of Slough in the form of a “Garden Suburb”;

5.23 In order to understand what this high level emerging Spatial Strategy would look like we have produced a Key Diagram which is set out in Figure 1.



- 5.24 What is very unusual about the position in Slough is that the implementation of this strategy is to some extent outside of the control of the Council. It is dependent upon the government making a decision about the proposed third runway at Heathrow airport. It is dependent upon development taking place to the north of Slough outside of the Borough, which can only be brought forward through the Chiltern and South Bucks Local Plan. Although we are currently delivering major development, particularly in the centre of Slough, future delivery will be dependent upon owners bringing land forward and developers being prepared to invest millions of pounds.
- 5.25 As a result the Local Plan will have to be a “campaigning” document which seeks to promote Slough’s interests by influencing important decisions. It will have to prioritise and coordinate development and will have to insist upon the highest standards of design and protection for the environment. It will also have to put in place policies which will ensure that we meet local needs as far as possible.
- 5.26 There is a shortage of land in Slough and problems with traffic and environmental issues that may constrain the emerging Spatial Strategy. This means that it will have to be subject to thorough testing before it can be taken forward. Identifying what the “Preferred” strategy would be at this stage enables this to be done in a meaningful way.
- 5.27 It will also be necessary to carry out a Sustainability Appraisal of the emerging strategy as part of the on going process of testing the Local Plan at all stages. The Sustainability Assessment for the Issues and Options was not particularly conclusive because of the lack of detail about the individual options. (See Appendix 2) The development of the emerging Preferred Spatial Strategy, which includes the key sites that are likely to form part of its implementation, should mean that a more detailed assessment can be carried out.

Development of the Preferred Spatial Strategy

- 5.28 The emerging Preferred Spatial Strategy has been developed from the work that was carried out at the Issues and Options stage of the Review of the Local Plan for Slough.
- 5.29 The Consultation Document identified the major issues facing Slough such as:
- How can we provide around 20,000 houses to meet our needs?
 - How we can create 15,000 new jobs?
 - How we can transform the shopping centre? and
 - How we can accommodate the proposed expansion of Heathrow airport?

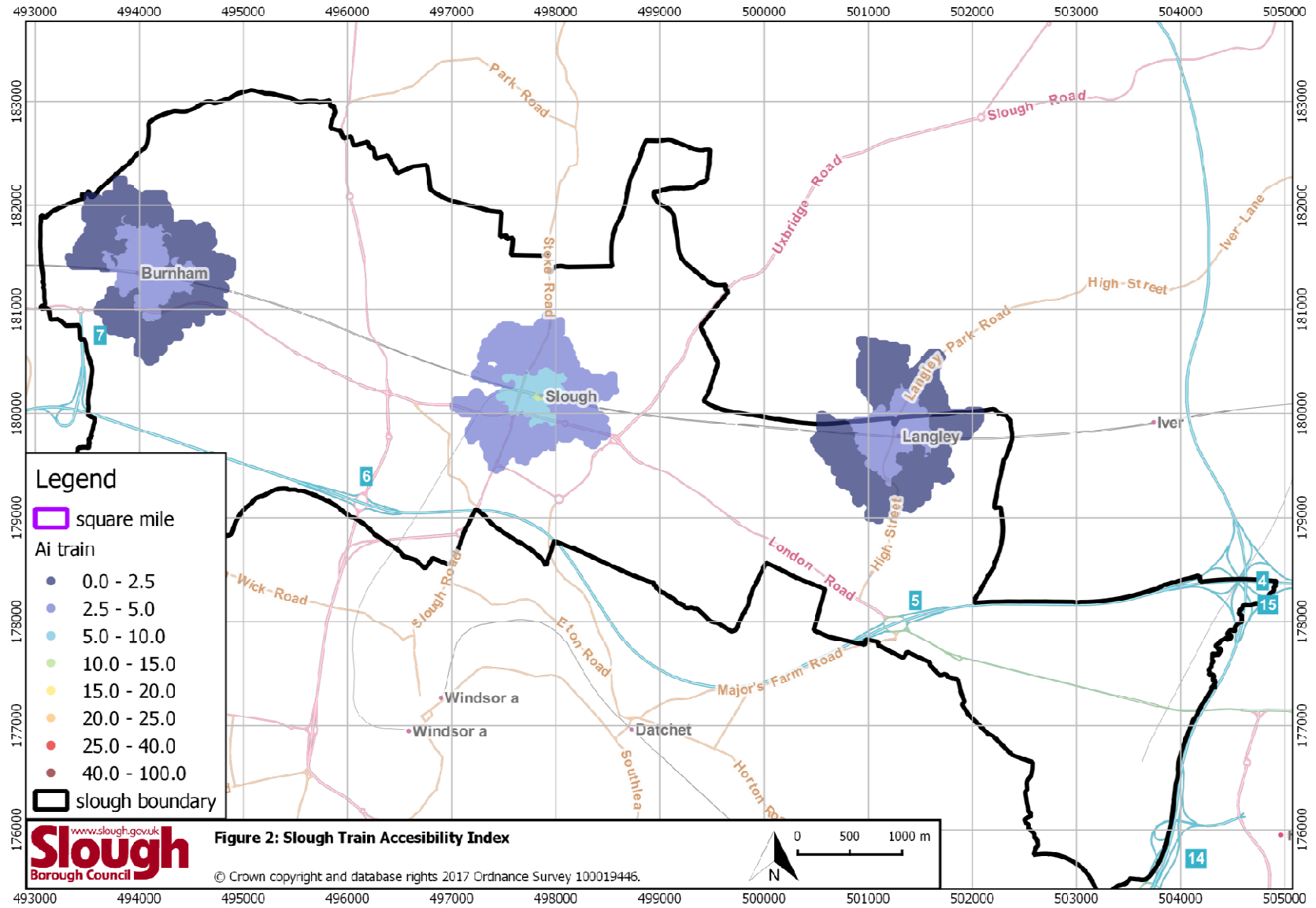
- 5.30 The document also set out a “Vision for Slough in 2036” which included making it a place where “*people choose to work, rest, play and stay*”. It also set out a series of Local Plan Objectives which included seeking to meet local needs as close as possible to where they arise. The full Vision and all of the Objectives can be seen in Appendix 1.
- 5.31 The Consultation Document also set out a number of Spatial Options for the future development of Slough. These were.
- A Expand the centre of Slough (upwards and outwards)
 - B Expand the Langley Centre (to include land around the railway station)
 - C Create a new residential neighbourhood on the Akzo Nobel and National Grid sites west of the Uxbridge Road
 - D Regeneration of the selected areas:
 - D1 - Canal basin
 - D2 – New Cippenham Central Strip, Bath Road
 - D3 – Chalvey regeneration
 - E Estate Renewal
 - F Intensification of the suburbs
 - G Redevelop Existing Business Areas for housing
 - H Release land from the Green Belt for housing (edge of Slough)
 - I Release land from the Green Belt for employment (Heathrow related development in Colnbrook and Poyle)
 - J Expansion of Slough
 - J1 – Northern expansion into South Bucks (Garden Suburb)
 - J2 – Southern expansion into Windsor & Maidenhead (small sites)
 - K Build in other areas outside of Slough
- 5.32 Most of these options are compatible with each other and could be taken forward simultaneously, but a few are mutually exclusive. It is important to note that some involve development outside of Slough which is outside of our control and can't form part of the Slough Local Plan. It should also be noted that no assessment was made of the cumulative effect of all of these options coming forward.
- 5.33 There was only a limited response to the public consultation exercise. The representations from the specific consultation bodies and other interested parties have been taken into account. The majority of objections came from residents of South Bucks and organisations who were opposed to Option J1

which was the proposed northern expansion of Slough into the South Buck's Green Belt. Account has also been taken of this in developing the emerging Preferred Spatial Strategy.

- 5.34 Although some respondents suggested increasing densities, no new options were put forward during the consultation and so it can be concluded that there are is not a reasonable option or combination of options that could meet all of Slough's housing and employment needs within the Borough.
- 5.35 As a result of the shortage of land in Slough it is necessary to consider whether the Local Plan Objectives should be adapted accordingly.
- 5.36 For example we need to consider whether we should amend the Objective which states that we should plan to meet our objectively assessed housing need of 927 dwellings a year as close as possible to where the needs arise. Under the Government's draft proposals for calculating Objectively Assessed Housing Needs, Slough's number could be reduced from an average of 927 to 912 homes a year but this is not a significant change. The Government's proposals do, however, reinforce the need for housing to be fully provided within Housing Market Areas. As a result it is considered that Local Plan Objective should be retained as the basis for developing the preferred Spatial Strategy.
- 5.37 At the same time we need to consider whether we should we retain the Objective which seeks to create a minimum of 15,000 new jobs in Slough.
- 5.38 It should be noted that, because of the shortage of available land, the Local Plan does not have an objectives of seeking to meet the assessed need for up to 180 hectares of additional employment land for warehousing and other uses. This makes it all the more important that new jobs are created elsewhere. This means that the Objective of creating 15,000 new jobs should therefore remain as the basis for developing the preferred Spatial Strategy.
- 5.39 There were no significant objections to the "Vision for Slough" or the "Local Plan Objectives" from the consultation exercise and there have not been any other changes in circumstances which suggest that they should be reviewed. As a result it is considered that the emerging Spatial Strategy should be developed using the Objectives which aim to plan to meet identified needs in the Borough or as close as possible to where the needs arise. Failure to do so would risk the plan being found unsound.
- 5.40 This means that due to the shortage of land and limited capacity within the Borough, the main task in producing a Preferred Spatial Strategy is not choosing between options but establishing how they can reasonably be brought forward together.

Spatial Development Principles

- 5.41 In deciding upon what the emerging Spatial Strategy should be, there are some basic principles that need to be considered about where new development should go.
- 5.42 The first is to make sure that development is located in the most accessible locations possible which will also meet Local Plan Objective of encouraging sustainable modes of travel and reducing the need to travel.
- 5.43 With the introduction of the new Crossrail service it is considered that land close to stations should be considered for more intensive development. Figure 2 shows the areas within convenient walking distance to the three stations in the Borough.

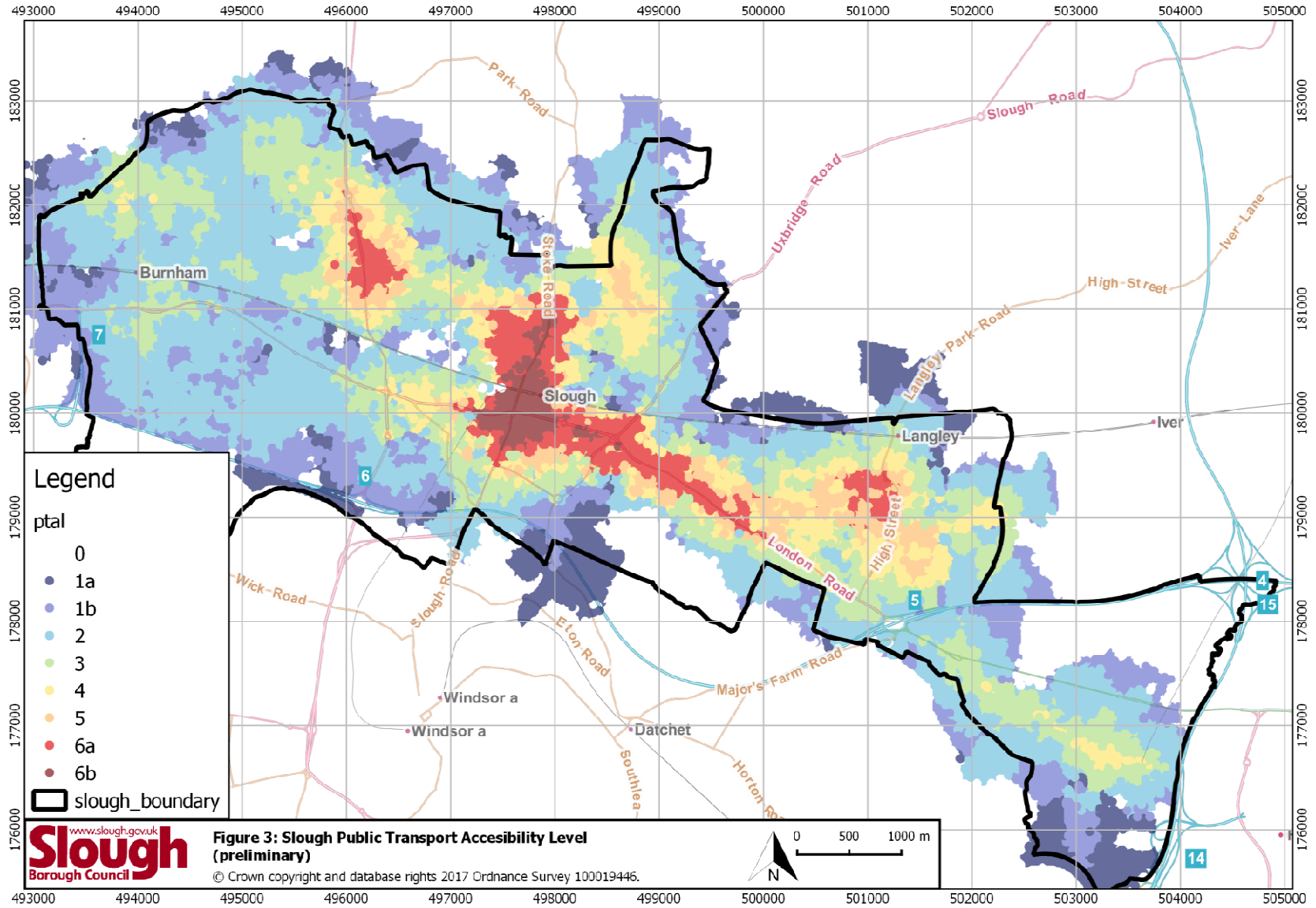


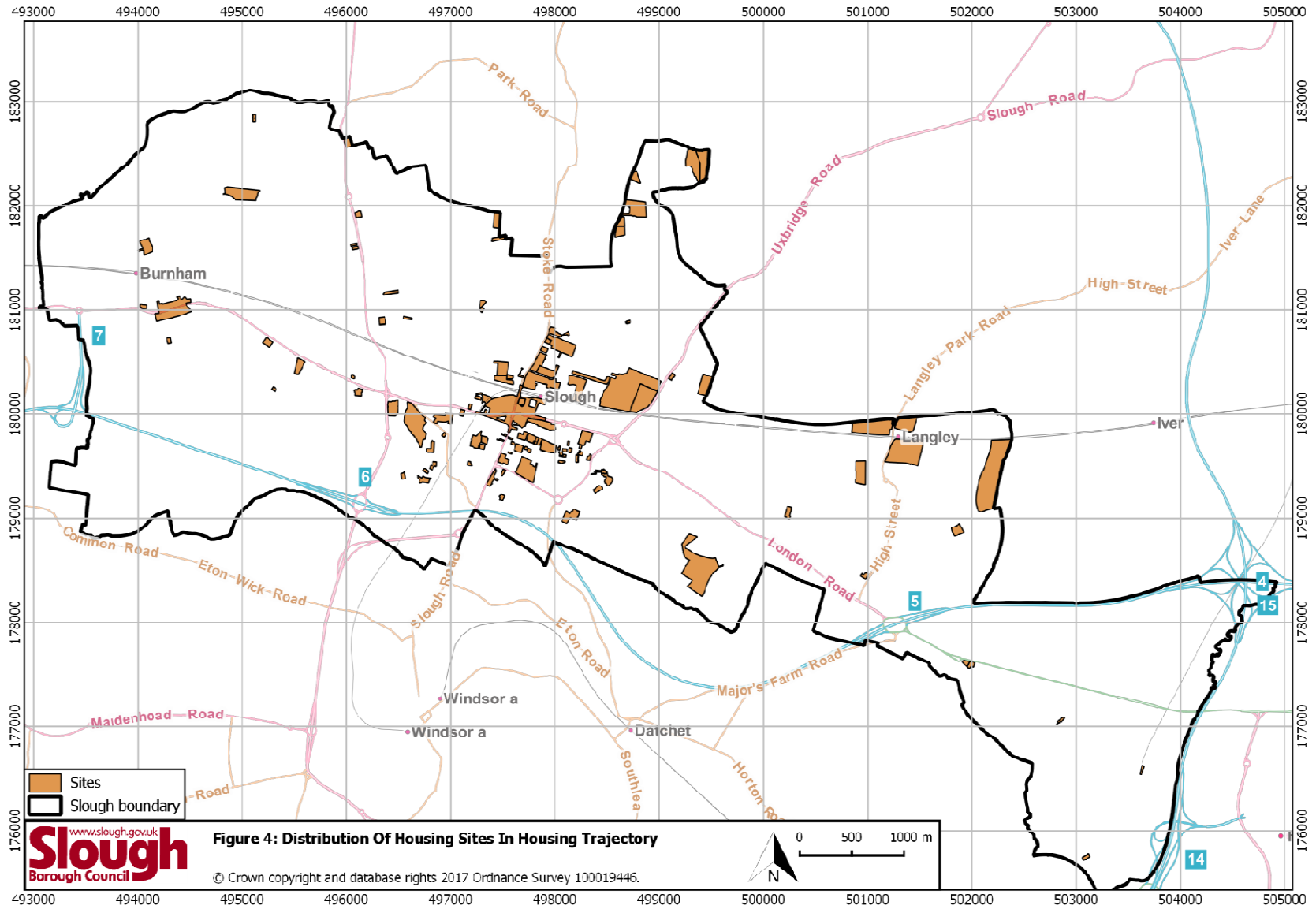
- 5.44 We have also carried out work to identify the relative accessibility of different parts of the Borough taking into account both rail and bus services. Figure 3 shows the preliminary results of the PTAL (public transport accessibility) model for Slough. This illustrates how the centre of Slough is by far the most accessible location in Slough and how many of the outlying residential areas and the Poyle Trading Estate have very poor accessibility by public transport. It should also be remembered that the centre of Slough contains a lot of the towns major facilities and so people living in the centre can walk to their destination. This makes it even more sustainable location for development.
- 5.45 It is therefore suggested that the preferred Spatial Strategy should be guided by accessibility factors in determining where new development should go, and make sure that if development goes in areas that are not currently very accessible suitable new infrastructure is provided.
- 5.46 Major office and a new shopping centre are also proposed for the centre of Slough which reinforces the fact that this should be a priority location for new development.
- 5.47 The emerging Spatial Strategy also needs to take into account market forces which show where the demand for new development is and where it is likely to be deliverable. Figure 4 shows the location of all of the sites within our current Housing Trajectory. This illustrates how much new development is likely to be concentrated within the centre of Slough.
- 5.48 One of the core principles of plan making is that you should make the most effective use of land by using that which has been previously developed. The centre of Slough contains a lot of these brownfield sites which should be capable of being regenerated without a significant environmental impact.
- 5.49 All of these factors suggest that the fact that emerging Spatial Strategy should be based upon the fact that the centre of Slough is the most suitable location for major development.

Delivering Major Comprehensive Redevelopment within the “Centre of Slough”

- 5.50 Option A in the Issues and Options Consultation Document was to expand the centre of Slough (upwards and outwards). Previous plans have sought to concentrate development within a tightly drawn town centre. This option would retain a core shopping area and central business district but expand the area for potential development to a wider area within the catchment of the centre. In particular promoting redevelopment beyond the edge of the current town centre. This would mean that the proposed development at the Canal basin (Option D1) and the redevelopment of the Akzo Nobel and National Grid sites

(Option C) should be regarded as part of the expanded centre and linked into it. It could also include the creation of a new residential neighbourhood in the Horlicks/Stoke Gardens area with direct links to the station.





- 5.51 There are many brownfield sites within the centre which have the capacity to be developed more intensively. Whilst they may need careful planning and some remediation or mitigation measures, they should be capable of being developed without causing any significant damage to the environment that might occur elsewhere.
- 5.52 Two of the key issues identified in the Issues and Options Consultation Document were how we can revitalise Slough town centre as a major retail, leisure and commercial centre and how we can enhance the quality of the built and green environment in order to improve the overall image of the town.
- 5.53 The decline of Slough as a retail centre has accelerated and it is considered that this can only be reversed by the comprehensive redevelopment of the existing Queensmere and Observatory shopping centres to provide a mix of new retail and leisure uses which will restore Slough back to its previous status as a sub regional centre. This means that the delivery of a new shopping/leisure centre must be a priority within the emerging Spatial Strategy.
- 5.54 If this can be achieved, along with the regeneration of other key sites, such as the former TVU site, it should be possible to revitalise the centre as a whole. By insisting upon the highest standards of architectural design and high quality improvements to the urban realm it will be possible to improve the appearance and image of the centre of Slough and attract more investment. This will build on the success that we have recently had in bring forward distinctive new buildings in the centre.
- 5.55 The scale of development that could potentially be built within the "square mile" in the centre of Slough could meet a significant amount of the housing and employment needs identified in Local Plan. As result delivering this development in a comprehensively planned way will be an important part of the emerging Spatial Strategy.
- 5.56 Policies and guidelines will have to be put in place to ensure that development only takes place in suitable locations, in a way that respects its surroundings and meets the highest standards. The amount of development that can take place in the centre of Slough may, however, be constrained by congestion, air quality and other environmental factors and so this will all have to be subject to further testing and modelling.

Balancing the need for Housing and Employment Land

- 5.57 Most of the options in the Issues and Options Document are not mutually exclusive but there is conflict between the need to provide land for more housing and the need to provide more land for employment. This needs to be

resolved in order to develop the emerging Spatial Strategy for the rest of the Borough.

- 5.58 The Issues and Options document included Option G which was to redevelop Existing Business Areas for housing. Whilst this would increase the supply of housing in the Borough in accordance with Objective A, it conflicts with other Objectives such as the need to create 15,000 new jobs and ensure that Slough's economy creates wealth, has a diverse economic base and supports business start-ups.
- 5.59 The Options to expand the centre of Slough, expand Langley centre, build on the Kazoo Nobel/National Grid site, Canal Basin and New Cippenham Strip all involve the loss of some employment land
- 5.60 As explained above we are unable to meet the need for 180 hectares of additional land for warehousing and other uses. We have also lost a large number of offices to residential through the "Prior Approval" process. As a result it is not considered that there is scope to lose any more employment land if our economic objectives are to be achieved.
- 5.61 This means that it is suggested that the emerging Spatial Strategy does not propose any more housing on existing employment land in addition to those sites already proposed for housing in Options A to D.
- 5.62 The emerging Spatial Strategy assumes that Slough Trading Estate, the town centre and Poyle Trading Estate will be the main employment centres, with the centre of Slough offering the most scope for an increase in jobs. It is considered that we will have to carry out an Employment Land Study to establish how the other remaining areas of employment land can best be utilised for economic purposes. This could include some redevelopment which creates more floor space and introducing policies that continue to protect land for local businesses.

Protecting the Built and Natural Environment of Slough

- 5.63 Protecting and enhancing heritage assets of historic value is a key element of this part of the strategy. These assets are primarily Listed Buildings, Conservation Areas, Historic Parks & Gardens and Ancient Monuments. They contribute to the distinctiveness of neighbourhoods and image of the town. Protection does not mean they cannot contribute to housing, the economy and the community through sensitive use of buildings and in some cases conversion or adaptation.
- 5.64 Parks and open spaces need protecting to contribute to the health and well being of the population providing places for recreation and community events plus visual amenity and connection to nature. They also contribute to neighbourhood identity. Their protection also contributes to ecology, water

quality and adaption to climate change (through rain water absorption and limiting the 'heat island' effect in dense urban areas on hot days).

- 5.65 Trees and landscaping need a degree of protection in many cases. They contribute to ecology, visual amenity and attractiveness of neighbourhoods or streets. If limited loss is necessary as part of the towns growth replacement or mitigation policies will need to be applied.
- 5.66 Slough is already very urbanised and lacks the green infrastructure that many other areas have. One of the indicators of the state of the environment in Slough is the lack of tree cover. Slough has fewer trees per hectare than London. Figure 5 shows that the trees are mainly in the suburban areas which makes them important for environmental and biodiversity reasons.

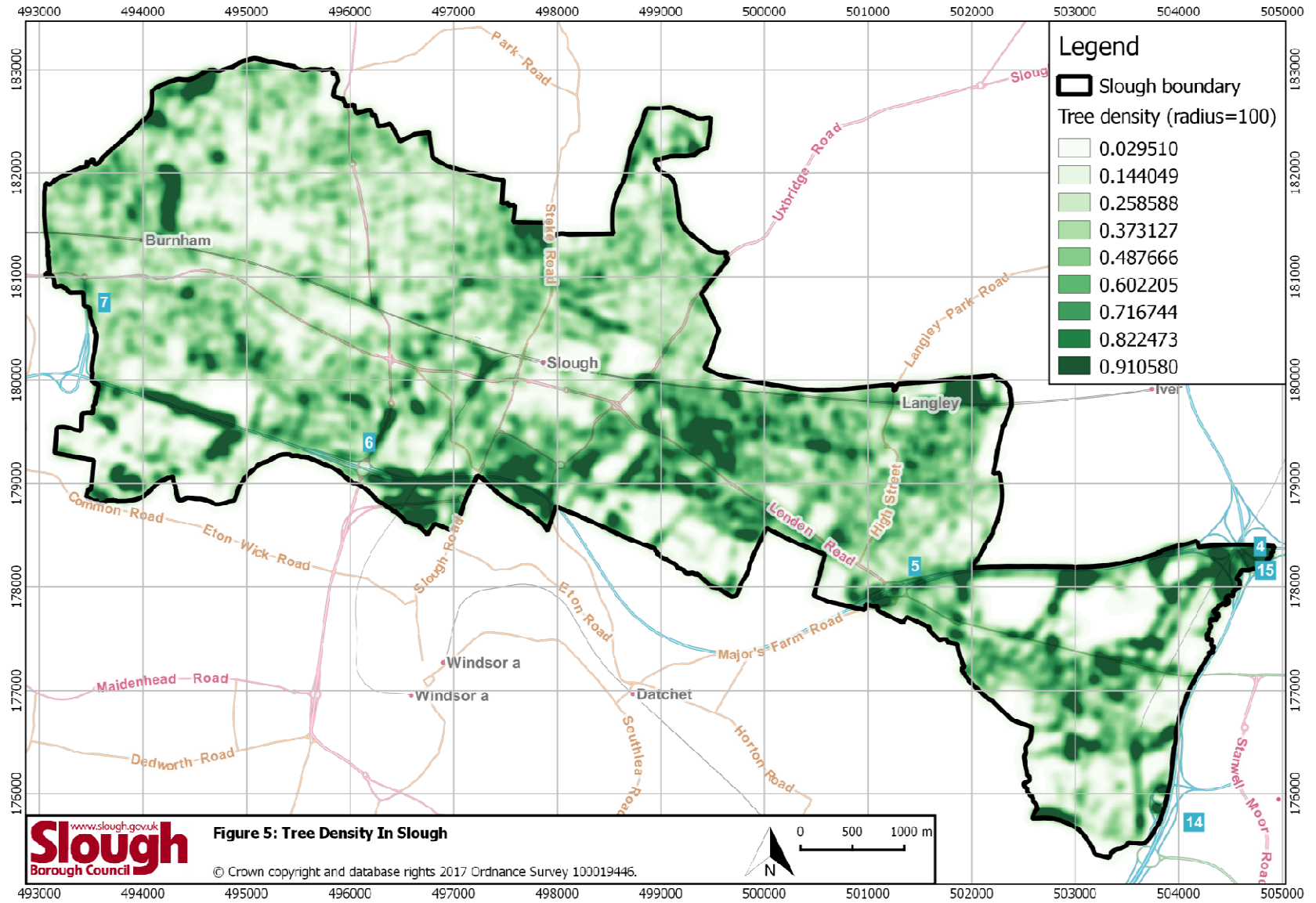


Figure 5: Tree Density In Slough

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- 5.67 The emerging Spatial Strategy has to ensure that the most important and valuable parts of the built and natural environment are protected from adverse development.
- 5.68 In terms of other constraints parts of the town affected by flooding need protecting from development that would make flood risk worse.
- 5.69 Parts of the town affected by pollution will constrain some developments; these are primarily polluted soil and developments that will make identified areas of poor air quality worse. Noise from some existing uses and the airport will limit some types of development going ahead unless attenuation is feasible.
- 5.70 It is proposed that no new residential development should take place in the Colnbrook and Poyle area until the future expansion plans for Heathrow airport have been agreed.

The Future of the Suburbs

- 5.71 Most of Slough's residents live in the suburban areas. One of the Local Plan Objectives is to ensure that residential neighbourhoods retain a distinct sense of place. As explained above one of their distinctive qualities is the amount of greenery that they have compared to other parts of the Borough.
- 5.72 Option F in the Issues and Options Consultation Document was to intensify the suburbs. This could take the form of comprehensive redevelopment of several plots, the creation of rows of mews type houses or allowing piecemeal development.
- 5.73 The suburban areas of Slough have already absorbed a lot of organic unplanned growth through extensions and the development of "beds in Sheds". This investment has meant that these areas are already fairly intensively developed and house prices have risen.
- 5.74 Unlike many suburban areas in other towns, few Slough houses have very long or wide gardens. Detailed analysis has shown that there is very little opportunity for traditional "backland" development. Multiple ownerships also makes it difficult to secure comprehensive schemes. In any case Government policy discourages the loss of gardens which are not considered to be brownfield sites.
- 5.75 The combination of these factors means that it is often not viable to redevelop property and so any proposals to intensify the suburbs is not likely to deliver very many additional units over and above the current level of small site completions that we have at present.

- 5.76 The housing need evidence shows that there is a demand for 2-4 bedroomed houses. The recognised that the existing suburban areas provide the main supply of family houses, which in many cases have to accommodate extended families. Opportunities to build family housing elsewhere in the Borough is likely to be limited with the majority of new development in places like the centre of Slough being flats.
- 5.77 The suburban areas contain distinctive communities with their own network of facilities. These provide a good basis for “living locally”, and so are important for social reasons. It is also important that the large scale growth that is proposed for Slough takes place in a way that is as least disruptive as possible for established residents and communities.
- 5.78 As a result the emerging Spatial Strategy adopts the approach of protecting the existing residential suburbs from major intensive redevelopment. This does not prevent them from continuing to grow organically and adapting to meet residents needs so that people can “live locally”. It does mean that they are unlikely to provide a significant number of new houses to meet the Local plan Objectives.

Selected Key Locations for Appropriate Development

- 5.79 Having established that the centre of Slough is the most sustainable location for major development, that there should be no more loss of employment land and that the residential suburban areas should be retained, it is necessary to determine which of the remaining areas have potential for development.
- 5.80 The Issues and Options Consultation document contained a number of spatial options which fall into this category. These are:
- B Expand the Langley Centre (to include land around the railway station)
 - D Regeneration of the selected areas:
 - D2 – New Cippenham Central Strip, Bath Road
 - D3 – Chalvey regeneration
 - E Estate Renewal
 - H Release land from the Green Belt for housing (edge of Slough)
 - I Release land from the Green Belt for employment (Heathrow related development in Colnbrook and Poyle)
- 5.81 It is considered that all of these should form part of the emerging Spatial Strategy.

Expanding the Langley Centre

- 5.82 Langley is one of the two “District Centres” in Slough along with the Farnham Road. As a result it has an important role in supporting the local community. It will also soon have the full Crossrail service to the station which will significantly increase its attractiveness.
- 5.83 As a result it is considered that there is an opportunity to redevelop the area around Langley railway station to take account of its accessibility and limit the level of car ownership and use associated with new homes.
- 5.84 The key development site is the Langley Business Park which is in an excellent location between the railway station and the Harrow Market shopping centre. It is proposed that this should be developed as a residential site, including family housing, along with some ancillary commercial and retail uses which would complement the existing shopping centre.
- 5.85 The Langley rail station will be improved through the provision of a new pedestrian bridge and lift to make it accessible for all. There also needs to be improvements to the forecourt to make it more accessible to non car modes of transport.
- 5.86 It was proposed that the former Total Oil Depot site north east of the station should be developed for housing but this is now intended to be used as a rail depot for the Heathrow Express service.
- 5.87 Langley Centre would also be an important focal point for the proposed northern expansion of Slough if that goes ahead.

Chalvey Regeneration Area

- 5.88 Some redevelopment has already happened in Chalvey but there is scope for this to happen on further sites to contribute to regeneration of the area. A new academy school, health centre, extra care apartments for the elderly and infill housing are all planned or underway. In addition two major housing developments on Montem leisure centre site and on Tuns Lane can further contribute to regeneration and help meet housing demand. Further redevelopment sites can be explored. A key issue is making sure redevelopment contributes to improving Chalvey in terms of facilities, housing and appearance. Public realm enhancements are also needed as are improving pedestrian and cycle linkages to adjoining areas and recreation space such as the Jubilee River and Salt Hill Park. The stream through Chalvey is an opportunity for enhancement to create a distinctive attractive feature for the neighbourhood. Traffic flow issues and access by buses are issues to address as part of a wider regeneration plan.

New Cippenham Central Strip

- 5.89 This area currently has a mix of commercial uses including some open sites. There is scope for comprehensive redevelopment to create a primarily residential area to improve the appearance of this key entry road into the town. As it is not far from Burnham Station and it is on the Bath Road bus route, with potential to be a rapid transit route, it is a sustainable place for residential development. A flatted development is envisaged with some family homes at the rear of the site. Redevelopment needs to take account of flood risk on part of the site and there is an opportunity, as part of this, to create a better route into Cippenham recreation ground to benefit the residential development.

Estate Renewal

- 5.90 This option is proposed as part of the Council's ongoing programme of improvements to its housing stock. On some estates there is scope to redevelop parts, to make overall improvements and create additional homes as well. Additional homes can also be created on redundant garage courts or other redundant estate associated land continuing a development programme already underway.

Releasing Green Belt Land for Housing

- 5.91 The shortage of land for housing in Slough means that consideration has to be given to the release of the remaining areas of Green Belt within the Borough.
- 5.92 This would meet the various elements of Objective A which is to meet the Objectively Assessed Housing Needs as close to where it arises within a balance housing market. The development of Greenfield sites would have the potential to provide much needed family houses and should be sufficient viable to provide a high percentage of affordable housing for rent. This would help to meet Objective B which is to provide new homes of an appropriate mix, type and tenure for Slough's population.
- 5.93 Option H identified a number of Green Belt sites on the edge of Slough that had the potential for development.
- 5.94 It is recognised that the Green Belt boundaries should only be altered in exceptional circumstances but it is considered that the inability of Slough to meet its Objectively Assessed Housing Needs can constitute the very special circumstances that are necessary to outweigh the harm to the Green Belt.
- 5.95 It is, however, also recognised that the sites have not been subject to any detailed assessment to see whether they have a particularly important role to play in for example maintaining the separation of Slough from other

settlements. The site at Upton (south of Blenheim Road) is also part of a Historic Park and Garden and so will have to also be assessed for its contribution to the historic landscape and setting of the Listed Building at Ditton Park. The need to retain the whole of Bloom Park for open space will also have to be considered.

- 5.96 Other potential Green Belt sites are part of, or adjoin, the proposed Northern Expansion of Slough. As a result it will be important to ensure that they are developed in a comprehensive way in accordance with the proposals for the new Garden Suburb, should that go ahead.

Accommodating the Proposed Third Runway at Heathrow

- 5.97 One of the Objectives of the Local Plan is to ensure that growth at Heathrow delivers benefits for residents and businesses across the Borough and any negative impacts are avoided or mitigated.
- 5.98 In October 2016 the Government announced its support for the construction of a third runway at Heathrow which will partly be built within the Borough at Colnbrook. Support for this has been set out in the draft National Planning Statement which will require parliamentary approval before a scheme can be brought forward through the Development Consent Order process. This is likely to be considered at an Inquiry in two years time.
- 5.99 As a result the role of the Local Plan for Slough will not be to determine the outcome of this process but to influence the form of the proposed airport expansion and promote the development of the required facilities which are not included in the DCO application.
- 5.100 The obvious benefit to Slough from the expansion of the airport would be the creation of up to 77,000 new jobs by 2030. Providing for new airport related development in the Poyle area would help to address the potential shortfall in jobs in the Borough and make up for the loss of employment land elsewhere.
- 5.101 The expansion of Heathrow can also spread benefits elsewhere. Slough town centre, which will be directly connected to the airport by the new passenger rail link (WRLtH), will be well positioned to benefit from inward investment opportunities. It could also attract ancillary uses such as hotels or conference facilities.
- 5.102 It is recognised that the expansion of the airport and construction of the new runway will have some adverse environmental impacts such as noise, air quality and increased traffic.
- 5.103 Heathrow Airport is intending to produce a consultation setting out the options for the way that the proposed northwest runway and all of the associated infrastructure could be planned. As part of this exercise work is also taking place on detailed land use planning. It is suggested that the as part of the emerging Spatial Strategy the following principles should be applied:

- Protect Colnbrook and Poyle villages in a “Green Envelope”

- Enhance the Conservation Area and built realm.
- Prevent all through traffic but provided good public transport and cycle routes to the airport
- Provide for the replacement Grundons energy from waste plant and the rail depot north of new runway
- Ensure that there are good public transport links into Heathrow from Slough.
- Enlarge the Poyle trading Estate for airport related development but with access only from the M25.
- Provide mitigation for the Colne Valley Park and ensure that existing connectivity is maintained through Crown Meadow.
- Develop tangible measures to improve air quality in the Heathrow area
- Ensure that all homes in the Borough that are eligible for noise insulation are provided for under the Quieter Homes Scheme.

5.104 The Local Plan will have to apply a complete embargo on new development in Colnbrook and Poyle until plans for the airport are approved. This would mean continuing to use the Strategic Gap policy in the short term. Whether it would be appropriate to continue with this, or we need another policy to deal with the post runway position, will need to be decided later.

5.105 We will also need to work with Heathrow to ensure that Slough's residents get the skills and training opportunities that will be needed in order to obtain the new jobs that will be created.

5.106 There will also be a need to ensure that Slough residents working at the airport have convenient and affordable access to the airport by public transport.

5,107 As a result it is considered that the need to accommodate the expansion of Heathrow airport as set out above forms an important part of the emerging Spatial Strategy for the review of the Local Plan for Slough.

Promoting the Northern Expansion of Slough in the form of a "Garden Suburb"

5.108 Taking into account the need to use brownfield land first, the "proximity principle" and the Local Plan Objective of meeting housing need as close as possible to where it arises, the basic hierarchy for deciding where housing should go can be summarised as:

- Build within Slough urban area
- Build within the remaining undeveloped areas within Slough Borough
- Expand Slough (northwards and southwards)
- Build elsewhere within the Housing Market Area
- Build elsewhere

- 5.109 In addition to this, consideration has to be given to some of the other Local Plan Objectives such as having a balanced housing market with an appropriate mix, type and tenure to meet Slough's identified need.
- 5.110 It is important that major new development is located in as sustainable location as possible in accordance with the Local Plan Objective of reducing the need to travel and encouraging walking, cycling and the use of public transport.
- 5.111 The Issues and Options Document included all of the options listed above. The emerging Spatial Strategy has prioritised building within the urban area of Slough followed by releasing the remaining appropriate areas of Green Belt land in Slough.
- 5.112 It is clear that there will still be a significant, but as yet not fully quantified, shortage of land to meet Objectively Assessed housing needs in Slough.
- 5.113 The current proposals in the Chiltern and South Bucks Local Plan to export part of its housing needs to Aylesbury will put further pressure on part of South Bucks which is in the same functional Housing Market Area as Slough. This will both reduce the supply of affordable housing that is available locally and make affordability even worse. The Government's new draft proposals for calculating Objectively Assessed Housing Needs highlights the importance of dealing with affordability and indicates that more housing should be needed in South Bucks District.
- 5.114 Taking all of this into account it is considered that the expansion of Slough should form part of the emerging Preferred Spatial Strategy as the best way of meeting Slough's unmet housing needs.
- 5.115 The Issues and Options Consultation Document identified two elements of this Option.

J Expansion of Slough

J1 – Northern expansion into South Bucks (Garden Suburb)

J2 – Southern expansion into Windsor & Maidenhead (small sites)

- 5.116 The southern expansion of Slough is limited by physical constraints such as the M4 motorway, Jubilee River and Slough sewage works. As a result there are only two small sites that are suitable for housing. One of these is proposed to be released from the Green Belt for housing in the Windsor & Maidenhead Local Plan but the other is not. We will continue to pursue this through the Local Plan process but this is not going to make a significant contribution to meeting housing needs.
- 5.117 As a result it is considered that the emerging Spatial Strategy should promote a northern extension of Slough into South Bucks District in the form of a "Garden Suburb". This is the most sustainable option in terms of proximity to

existing jobs, facilities and community facilities. It also make use of major national infrastructure investment such as the Crossrail service on the Elizabeth Line.

- 5.118 It could also help to solve some existing transport problems by providing major new infrastructure to promote public transport. It would provide a range of housing including a large supply of affordable and family housing. It would therefore help to rebalance Slough's housing market and meet local needs.
- 5.119 It is recognised that this is outside of Slough's control and cannot be delivered through the Slough Local Plan. As a result it will have to be promoted through the Chiltern/South Bucks Local Plan process. This will mean that it will have to be demonstrated that there are sufficient exceptional circumstances to overcome the harm to the Green Belt that the development will cause.
- 5.120 It is proposed that some of the strategic issues facing the area could be examined through the commissioning of a joint Growth Study for the area which would look at all of the constraints and opportunities in a more holistic manner.
- 5.121 In the meantime, in order to respond to the results of public consultation and aid discussions, the Council has commissioned a high level strategic study from its consultants Atkins to show how a northern expansion could take place.
- 5.122 This will now be the subject of ongoing discussions with landowners and other interested parties to see whether it is a reasonable deliverable option. The results of this will be fed into the Chiltern/South Bucks Local Plan inquiry where the case for the strategic release of Green Belt to meet longer term housing needs can be considered. This could result in the need to have an immediate partial review of the Chiltern/South Bucks Local Plan which could be considered alongside the Slough Local Plan, when the decision about the third runway at Heathrow will have been made.
- 5.123 The Issues and Options consultation document contained two other option of building elsewhere outside of Slough. It is not considered that this would be as good as the expansion of Slough for all of the reasons given above. Nevertheless it can be considered as part of the proposed Growth Study for the area.
- 5.124 As a result, although it is outside of the Slough Local Plan area, it is considered that the promotion of a northern expansion of Slough into South Bucks in the form of a "Garden Suburb" should form part of the emerging Spatial Strategy.
- 5.125 It is recognised that, like all of the other parts of the emerging strategy, this will have to be the subject of further testing and close working with Duty to Cooperate partners.

6 Conclusions

- 6.1 The emerging Spatial Strategy set out in this report is an important step in progressing the Review of the Local Plan. It is proposed that this should be the subject of further testing before the final version of the Preferred Spatial Strategy is brought forward for approval in the New Year.
- 6.2 The timing of Slough's Local Plan is also dependent upon factors that are outside of the Council's control. This will not affect the ability of the Council to continue to deliver housing, employment and other regeneration schemes in the short term.

7 Background Papers

1. Review of the Local Plan for Slough Issues and Options Consultation Document
2. Sustainability Appraisal of Issues and Options

8 Appendices

- A- Appendix 1 – Local Plan Vision and Objectives
- B- Appendix 2- Summary of Sustainability Appraisal of Issues and Options

Appendix 1: Vision and Objectives of the Local Plan

A Vision for Slough in 2036

Supporting the Council and its communities' ambitions for the Borough, by 2036 Slough will have a high profile image which recognises its important role in the region as a prosperous, confident, attractive, metropolitan place where people choose to work, rest, play and stay. The centre of Slough will be an attractive, vibrant hub providing high quality offices, retail, leisure, landmark buildings and cultural opportunities for our diverse communities. Slough will be an "economic powerhouse" with a large skilled resident workforce and a reputation as an excellent place to do business which will encourage established and new companies to invest and grow in the Borough. As a result of Crossrail, the Western rail link to and expansion at Heathrow airport, Slough will be one of the best connected places. Accessibility within the town will have been improved through the development of convenient pedestrian, cycle and bus networks. By encouraging investment, regeneration, innovation and high standards of design we will have created distinct environments with high quality public realm that create a sense of place. Our proactive approach to meeting our housing need locally means Slough is a place where our residents feel a sense of belonging and are able to live in good quality and affordable homes. We are proud of our diversity and cohesion; we live in greener, safe and distinctive neighbourhoods with lifelong access to excellent education and job opportunities, and the facilities and services they need to live positive healthy lives.

Slough will have embraced new digital technologies for the benefit of the community to optimise the use of our spaces, places and transport network, and help our business and residents help themselves to a better quality of life.

This balanced approach to delivering growth means Slough will be a town with cohesive residential and business communities where people think globally but are happy to work and live locally.

2.6.1. Having established an overall vision, we have developed a set of 14 Objectives which set out in more detail the Council's priorities and give an indication for how the Local Plan can begin to achieve the Vision.

2.6.2. The Objectives for the Local Plan are:

A. To meet the Objectively Assessed Housing Need (OAHN) of 927 dwellings per annum within the Borough or as close as possible to where the needs arises within a balanced housing market.

B. To provide new homes of an appropriate mix, type and tenure for Slough's population that are designed and built to a high quality and environmentally sound standard.

C. To support innovation, growth and regeneration and ensure the Town Centre is the focus for high density housing and major retail, leisure, office and cultural development.

D. To ensure Slough's economy creates wealth and retains its role as a competitive economic powerhouse by retaining its multinational HQs, having a diverse resilient economic base, and including opportunities for business start-ups and Smart technology.

E. To create 15,000 jobs supported by a competitive local workforce who have the skills to meet businesses' changing needs.

F. To ensure Crossrail, the Western Rail Link to Heathrow and growth at Heathrow deliver benefits for residents and businesses across the Borough.

G. To encourage sustainable modes of travel such as walking, cycling and public transport, reduce the need to travel, make non-car modes the best choice for short journeys and tackle traffic congestion.

H. To improve the health and well-being of all residents and reduce deprivation through providing opportunities for our residents to live positive, healthy, active and independent lives.

I. To provide for community infrastructure and facilities in appropriate and accessible locations that supports a viable and vibrant network of services.

J. To make Slough feel like a safe place through minimising the opportunity for crime and antisocial behaviour.

K. To improve the image and attractiveness of the town through insisting on high quality design for all new buildings and enhancing the public realm. To support the vitality, viability and distinctiveness of local centres and ensure that residential neighbourhoods retain a distinct sense of place.

L. To increase opportunities for leisure and recreation and improve the quality and use of Slough's parks and open green spaces and the links to these and the surrounding countryside including the Colne Valley Regional Park.

M. Protect the environment, and adapt to climate change and minimise its effects through protecting and enhancing the Borough's biodiversity and water environment, and addressing flood risk, carbon emissions and pollution.

N. To protect maintain and enhance those elements of the built and natural environment of local or historic value.

Source: Issues and options Consultation document pages 12-13

Appendix 2: Sustainability Appraisal of the Issues and Options Document

Introduction

- 1.1 This Sustainability Appraisal (SA) of the Issues and Options was published for public consultation, alongside the Issues and Options document in January 2017. At this stage of the sustainability process the draft objectives and spatial options were assessed against the sustainability objectives which are set out in table 1 below.
- 1.2 A Draft SA Scoping Report, which summarises the sustainability Issues for Slough was consulted on at the same time.
- 1.3 The SA Scoping Report sets out the baseline information for Slough and identifies issues the borough is facing. Prior to this it was published by the Council on 30th November 2016 for consultation for 5 weeks with the four SEA consultation bodies as required by the SEA directive. Representations received requested minor edits to the document. These will be made and a final SA Scoping Report will be published later this year.
- 1.4 We are now at the stage of testing the emerging Preferred Spatial Strategy. This will further assess the extent to which the emerging plan will help to achieve the identified environmental, economic and social objectives of the Sustainability Appraisal.

Sustainability Appraisal of the Issues and Options Document

- 1.5 The Sustainability Appraisal had been carried out at a strategic level on the draft Local Plan Objectives and the Spatial Options elements of the Issues and Options Consultation Document. The assessment looked at “potentially significant” effects that any of the local plan objectives or spatial options may have in terms of the ten identified social economic or environmental objectives as set out below:

Table 1: The Sustainability Appraisal objectives

- | |
|---|
| <ol style="list-style-type: none">1. Transport and accessibility: Improve the efficiency of transport networks by increasing the proportion of travel by sustainable modes and by promoting policies which reduce the need to travel.2. Biodiversity and geodiversity: Protect, enhance and manage biodiversity and geodiversity.3. Climate change: Minimise the borough's contribution to climate change, and consider methods to adapt to climate change.4. Economy: Develop a dynamic, diverse and resilient economy that excels in innovation with higher value, lower impact activities.5. Health: Safeguard and improve community health, safety and well-being.6. Cultural heritage: Protect, enhance and manage sites, features and areas of |
|---|

archaeological, historical and cultural heritage importance.

7. **Housing:** Provide sufficient affordable, environmentally sound and good quality housing for the local population
8. **Landscape:** Protect, enhance and manage the character and appearance of the landscape and townscape, maintaining and strengthening distinctiveness and its special qualities.
9. **Use of resources:** Efficient use of land to support housing and employment and population growth
10. **Pollution:** Reduce air, noise soil and water pollution.

- 1.6 The Issues and Options Local Plan Objectives and Spatial Options have been tested against the SA objectives on a high level basis to see whether there is a significant positive or negative effect between the ability of each Local Plan objective or Spatial Option to deliver the SA Objectives. In some cases the compatibility of the Objectives was not predicted because of uncertainty or lack of information.
- 1.7 Firstly this exercise was carried out to test compatibility of the Local Plan objectives against the SA objectives. This showed generally compatibility between the Local Plan Objectives and the Sustainability Objectives. The Local Plan Objectives that have the most uncertainty or potential conflict with some of the Sustainability Objectives are those that are proposing or seeking to accommodate growth.
- 1.8 The results of this assessment show that there is the potential for some internal conflicts between the Objectives of the Local Plan and the SA Objectives. Some of the Local Plan Objectives are competing for scarce resources and may be mutually exclusive. For example the shortage of land in Slough means that the objectives associated with providing housing and those which aim to provide enough employment may not be compatible. All development will inevitably put pressure upon the environment.
- 1.9 It is also important that the Sustainability Objectives are reflected in at least one of the Local Plan Objectives in order to ensure that the plan is prepared in a balanced way. The table shows that all of the Sustainability Objectives have significant positive links with at least two Local Plan Objectives.
- 1.10 The four Sustainability Objectives which could potentially have a significant conflict with the Local Plan are SA Objective 1 (transport), SA Objective 3 (climate change), SA Objective 5 (health) and SA Objective 10 (pollution). As a result the Local Plan will have to ensure that suitable mitigation is provided to ensure that new development does not have a significant adverse effect upon these Sustainability Objectives.

- 1.11 The conclusion from the Sustainability Appraisal of the Issues and Options was high level and the outcomes were that more assessment is needed to assess the impacts due to lack of information at that stage.
- 1.12 More detailed information can be seen in the Sustainability of the Issues and Options document from the following link:
https://www.slough.gov.uk/downloads/SBC_IO_SA_Consultation_Doc.pdf

Mitigating Adverse Effects and Maximising Beneficial Effects

- 1.13 It is necessary to consider whether there are measures that can be taken to mitigate any adverse effects of a Spatial Option against individual objectives or accentuate the positive effects that have been identified.
- 1.14 However as this is an emerging Preferred Spatial Strategy it is too early to mitigate any adverse effects. Once the emerging Preferred Spatial Strategy has been agreed, this will be assessed at the next stage in the next version of the Sustainability Appraisal.
- 1.15 The extent and effectiveness of any proposed mitigation measures can be assessed in more detail at this stage in the next version of the Sustainability Appraisal.

Conclusion

- 1.16 Once the principles of the emerging preferred Strategy has been agreed. A full Sustainability Appraisal of the Preferred Strategy will be undertaken at a later stage. This will appraise the sites against the sustainability appraisal objectives.

Habitat Regulations Screening opinion

- 1.17 Habitat Regulations Screening Opinion was produced alongside the Issues and Options document.
- 1.18 The Screening Opinion concluded that, based on the information currently available in the Issues and Options Consultation, a likely significant effect on the qualifying features of Burnham Beeches SAC cannot be effectively ruled out.
- 1.19 As part of the emerging Preferred Spatial Strategy there is ongoing liaison between South Bucks, Natural England on mitigation to reduce the likely significant effect on Burnham Beeches SAC. An assessment of the development sites proposed in the Local Plan will therefore be needed to assess and address this at a later stage.

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SLOUGH BOROUGH COUNCIL

REPORT TO: PLANNING COMMITTEE

DATE: 1st November 2017

PART 1

FOR INFORMATION

Planning Appeal Decisions

Set out below are summaries of the appeal decisions received recently from the Planning Inspectorate on appeals against the Council's decisions. Copies of the full decision letters are available from the Members Support Section on request. These decisions are also monitored in the Quarterly Performance Report and Annual Review.

WARD(S)	ALL	
Ref	Appeal	Decision
P/14833/003	48, The Normans, Slough, SL2 5TY Construction of a single storey side and front extension.	Appeal Granted 23 rd October 2017
P/04067/002	40, Upton Road, Slough, SL1 2AL Retrospective planning application for the retention of boundary wall with metal gates and railings.	Appeal Granted 23 rd October 2017
2016/00113/ENF	48, St. Pauls Avenue, Slough, SL2 5ES Without planning permission, the erection of an unauthorised front canopy extension to the front of the house.	Appeal Granted 20 th October 2017

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MEMBERS' ATTENDANCE RECORD 2017/18
PLANNING COMMITTEE

COUNCILLOR	31/05	05/07	02/08	06/09	04/10	01/11	06/12	17/01	21/02	21/03	25/4	30/05
Ajaib	P	P	P	P	P							
Bains	P	Ap	P	P	P							
Chaudhry	P	Ap	P	P	P							
Dar	P	P	P	P	P							
M. Holledge	Ap	P	P	P	P							
Plenty	P	P	P	P	P							
Rasib	P	P	Ap	P	P							
Smith	P	P	P*	P	P							
Swindlehurst	P	P*	P	P	P*							

P = Present for whole meeting
 Ap = Apologies given

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

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