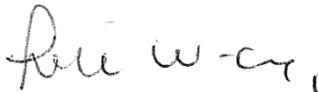


Date of issue: Tuesday, 23 July 2019

MEETING	PLANNING COMMITTEE (Councillors Dar (Chair), M Holledge (Vice-Chair), Davis, Gahir, Mann, Minhas, Plenty, Sabah and Smith)
DATE AND TIME:	WEDNESDAY, 31ST JULY, 2019 AT 6.30 PM
VENUE:	VENUS SUITE 2, ST MARTINS PLACE, 51 BATH ROAD, SLOUGH, BERKSHIRE, SL1 3UF
DEMOCRATIC SERVICES OFFICER: (for all enquiries)	NICHOLAS PONTONE 01753 875120

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.



JOSIE WRAGG
Chief Executive

AGENDA

PART 1

<u>AGENDA</u> <u>ITEM</u>	<u>REPORT TITLE</u>	<u>PAGE</u>	<u>WARD</u>
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APOLOGIES FOR ABSENCE

CONSTITUTIONAL MATTERS

- | | | | |
|----|--------------------------|---|---|
| 1. | Declarations of Interest | - | - |
|----|--------------------------|---|---|

All Members who believe they have a Disclosable Pecuniary or other Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Section 4 paragraph 4.6 of the Councillors' Code of Conduct, leave the meeting while the matter is discussed.



<u>AGENDA ITEM</u>	<u>REPORT TITLE</u>	<u>PAGE</u>	<u>WARD</u>
2.	Guidance on Predetermination/Predisposition - To Note	1 - 2	-
3.	Minutes of the Last Meeting held on 3rd July 2019	3 - 8	-
4.	Human Rights Act Statement - To Note	9 - 10	-

PLANNING APPLICATIONS

5.	P/02683/013 - Former BHS, 204-206 High Street, Slough	11 - 74	Central
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Recommendation: Delegate to the Planning Manager for Refusal

MISCELLANEOUS REPORTS

6.	Interim Planning Framework for the Centre of Slough	75 - 122	All
7.	Slough Housing Delivery Action Plan	123 - 146	All

MATTERS FOR INFORMATION

8.	Planning Appeal Decisions	147 - 162	All
9.	Members Attendance Record	163 - 164	-
10.	Date of Next Meeting - 4th September 2019	-	-

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.

PREDETERMINATION/PREDISPOSITION - GUIDANCE

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

Predisposition

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

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

Pre-determination / Bias

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

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

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Planning Committee – Meeting held on Wednesday, 3rd July, 2019.

Present:- Councillors Dar (Chair), M Holledge (Vice-Chair), Davis, Gahir, Mann, Sabah (from 6.48pm) and Smith

Also present under Rule 30:- Councillors A Sandhu and Sharif

Apologies for Absence:- Councillors Minhas and Plenty

PART I

10. Declarations of Interest

Agenda item 6 (Minute 16): P/10012/008, Poyle Quarry, Poyle Road – Councillor Smith declared that the application was in his ward (Colnbrook with Poyle) but that he had had no prior discussions with interested parties about the application, retained an open mind and would stay and vote on the item.

Agenda item 7 (Minute 17): P/00730/091, Land Adjacent to, 225 Bath Road – Councillor Davis declared that the application was in his ward (Cippenham Green). He stated that he had an open mind and would stay and vote on the item.

Agenda item 8 (Minute 18): P/17286/001, Kennedy House, Long Furlong Drive – Councillor Mann declared that the application was in her ward (Britwell & Northborough) and that she was the Chair of Britwell Parish Council. She stated that she had no prior view on the application, retained an open mind and would stay and vote on the item.

11. Guidance on Predetermination/Predisposition - To Note

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

12. Minutes of the Last Meeting held on 29th May 2019

Resolved – That the minutes of the meeting held on 29th May 2019 be approved as a correct record.

13. Human Rights Act Statement - To Note

The Human Rights Act Statement was noted.

14. Planning Applications

Details were tabled in an 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.

Planning Committee - 03.07.19

Oral representations were made to the Committee by Objectors, Applicants or Agents under the Public Participation Scheme, prior to the planning application being considered by the Committee as follows:-

Application: S/00020/005 – Tower House & Ashbourne House. The Crescent, Slough; three objectors, the Applicant and Ward Councillors Atiq Sandhu and Sharif addressed the Committee.

Application: P/00730/091 – Land Adjacent to, 225 Bath Road, Cippenham, Slough; the Agent addressed the Committee.

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

15. S/00020/005 - Tower House & Ashbourne House, The Crescent, Slough

Application	Decision
Demolition of the existing dwellings and comprehensive redevelopment of the site comprising 193 residential buildings (use class C3), provision 136sqm of flexible office/community/leisure space (use classes B1/D1/D2) and associated access works, car parking and landscaping. (Revised Plans and Application Documents Submitted 21/05/2019)	Referred to the Planning Casework Unit (PCU) to determine if the application should continue to be decided by the Local Planning Authority, or called in for decision by the Secretary of State. If the PCU decide it can be determined by the Local Planning Authority, delegate to the Planning Manager for approval subject to finalising conditions and planning obligations; or for refusal if these matters were not completed within 6 months of the PCUs decision, unless this date be otherwise agreed by the Planning Manager consultation with the Chair of the Planning Committee.

(Councillor Sabah joined the meeting at 6.48pm, after the Planning Officer had started to introduce his report. Councillor Sabah did not participate in the discussion and was not able to vote).

Planning Committee - 03.07.19

16. P/10012/008 - Poyle Quarry, Poyle Road, Colnbrook, Slough

Application	Decision
Temporary planning permission for a period of 8 years for the retention of existing plant to be used for the processing of sand and gravel extraction. Formation of new vehicular access split junction on the Poyle Road. New footpath/cycleway parallel to the Poyle Road. Landscaping and restoration of site and associated works.	Delegated to the Planning Manager for approval.

17. P/00730/091 - Land Adjacent to, 225 Bath Road, Cippenham, Slough

Application	Decision
Redevelopment of the site comprising the construction of a Data Centre (Sui Generis), including ancillary offices, emergency generators and flues, vehicle and cycle parking, drainage infrastructure, boundary treatments, landscaping and other ancillary works.	Delegated to the Planning Manager for approval.

18. P/17286/001 - Kennedy House, Long Furlong Drive, Slough, SL2 2BF

Application	Decision
Construction of a 3-storey building providing 386sqm of nursery (D1 use class) accommodation at ground floor and 9no. 1 bed and 3no. 2 bed flats above (12 total) and associated works.	Delegated to the Planning Manager for approval.

19. Representations to the Chiltern and South Bucks Local Plan 2036 - Publication Version

The Planning Policy Lead Officer introduced a report that sought agreement of the Council's formal response to the publication version of the Chiltern and South Bucks Local Plan 2036. The Committee was asked to agree the draft comments in section 5 of the report and delegate authority to the Planning Policy Lead Officer to finalise and submit the response.

Planning Committee - 03.07.19

Members noted the key proposals in the plan which had a requirement for 15,260 new homes over the next twenty years and included plans for 5,200 homes in the Green Belt, 40% target for affordable homes and 85 Gypsy and traveller pitches. Slough had objected in the two previous public consultations as they had failed to consider the proposal for an urban expansion of Slough in the form of a new garden suburb.

The production of the plan was welcomed as it would enable much needed new housing to come forward. However, the Committee considered the ways in which the Council believed the Test of Soundness had not been met in the plan as detailed from paragraph 5.23 of the report. The response to the current consultation included objections to the fact that the plan was not proposing to meet local housing needs in full, proposed to export housing to Aylesbury and had not considered meeting any of Slough's unmet needs. The overall result was that only around half of the houses needed would be provided in the Chiltern and South Bucks area. It was noted that Chiltern and South Bucks were participating in a joint Wider Growth Study with Slough and Windsor to seek to resolve the outstanding issues. It was therefore not considered that they had failed in the Duty to Cooperate.

The Committee considered that the plan had not met all of the requirements of the NPPF on the grounds that it had not been "positively prepared", was not "justified" or "effective" for the reasons detailed in the report. It was therefore agreed that an objection should be raised and it be requested that there be an immediate partial review of the Local Plan to bring forward proposals for the northern expansion of Slough. It was also agreed that a Memorandum of Understanding with Chiltern and South Bucks Councils be sought to address the unresolved matters.

Resolved –

- (a) That the objections to the South Bucks and Chiltern Local Plan on the grounds that it fails the tests of soundness for the reasons set out in this report be agreed.
- (b) That delegated powers be given to the Planning Policy Lead Officer to make amendments to the Council's objections prior to their formal submission.
- (c) That the Local Plan Inspector be requested to agree that there should be an immediate partial review of the Chiltern and South Bucks Local Plan in order to bring forward the Northern Expansion of Slough.
- (d) That a Memorandum of Understanding be sought with South Bucks and Chiltern Councils.

Planning Committee - 03.07.19

20. Planning Appeal Decisions

Details of recent planning appeal decisions were outlined for Members information.

Resolved – That details of the planning appeal decisions be noted.

21. Members Attendance Record

Resolved – That the Members' Attendance Record be noted.

22. Date of Next Meeting - 31st July 2019

The date of the next meeting was confirmed as 31st July 2019.

Chair

(Note: The Meeting opened at 6.30 pm and closed at 8.47 pm)

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

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

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

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

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

	OFFICER ABBREVIATIONS
LM	Laurence Moore
DC	David Cooper
PS	Paul Stimpson
NR	Neetal Rajput
HA	Howard Albertini
JG	James Guthrie
SB	Sharon Belcher
IK	Ismat Kausar
CM	Christian Morrone
CL	Caroline Longman
NB	Neil Button
MS	Michael Scott

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Registration Date:	21 st January-2019	Application No:	P/02683/013
Officer:	Neil Button	Ward:	Central
Applicant:	WMC Slough Ltd	Application Type:	Major
		13 Week Date:	22 nd April 2019
Agent:	Chris Brown, Rolfe Judd Planning, Old Church Court, Claylands Road, London, SW8 1NZ		
Location:	Former BHS 204-206 High Street, Slough, Berkshire		
Proposal:	Demolition and Redevelopment of the existing site for a mixed use development comprising replacement flexible retail space (Class A1,A2,A3 uses) at ground floor level, flexible commercial floorspace at first floor fronting the High Street for either B1 (offices) or Class D1 (gym) uses and 82 residential dwellings within 3 buildings at podium level across the site with heights of 5, 12 and 5 storeys. Shared amenity space provided at first floor podium level, with cycle, waste and recycling storage facilities at ground floor level (Revised Description of Development and Revised Plans submitted 27/06/2019)		

Recommendation: Delegate to the Planning Manager for REFUSAL



SUMMARY OF RECOMMENDATION

- 1.1 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 the application be delegated to the Planning Manager for Refusal.
- 1.2 This is on the following grounds (i) that the proposal would have a harmful impact on the townscape due to the siting, scale, height and mass of the development and (ii) the prejudicial nature of the development by virtue of the intrusive nature of the habitable room windows in the development close to the site boundaries which would unduly restrict and compromise development potential in adjoining sites. In addition, a holding reason for refusal is recommended in respect of the development failing to provide for a policy compliant level of affordable housing and insufficient financial contributions towards local infrastructure.
- 1.3 This application is being brought to Committee for decision because it is a major development.

PART A: BACKGROUND

2.0 The Proposal

- 2.1 The planning application comprises the 'Demolition and Redevelopment of the existing site for a mixed use development comprising replacement flexible retail space (Class A1,A2,A3 uses) at ground floor level, flexible commercial floorspace at first floor fronting the High Street for either B1 (offices) or Class D2 (gym) uses) and 82 residential dwellings within 3 buildings at podium level across the site with heights of 5, 12 and 5 storeys. Shared amenity space provided at first floor podium level, with cycle, waste and recycling storage facilities at ground floor level'.
- 2.2 The proposed ground floor will span the majority of the site's floorplate. The upper floors comprise three separate buildings; Building A will be positioned on the site's frontage onto High Street, Building B in the middle of the site and Building C fronting Herschel Street (Building C), the heights of which are 5, 12 and 5 storeys respectively.

- 2.3 The existing retail use will be replaced at ground floor. This floorspace would comprise two retail/financial/professional or restaurant units with flexible Class A1, A2 and A3 uses. The retail units would provide an active frontage onto the High Street which also features a third entrance for the Class B1 or D2 commercial use at the first floor level within Building A. The B1/D2 use at first floor greatly enhances the variety of uses within the property and Town Centre. The proposed uses; A1-A3 and B1, D2, all represent appropriate Town Centre uses, appropriate for the sites location within Slough Town Centre.
- 2.4 The upper floors of Building A, B and C contain the proposed residential dwellings. The scheme proposes a total of 82 residential flats which comprises 49no. 1 bed units (60%) and 33 no. 2 bed units (40%). 5 of the flats are wheelchair accessible units. The proposal has provided the maximum viable amount of affordable housing on site subject to its viability review.
- 2.5 All proposed dwellings benefit from dual aspect orientations and meet or exceed the Nationally Described Standards for minimum internal space for new residential developments. 777sqm of private amenity spaces are provided through the provision of balconies and private gardens. All balconies are separated from each other to facilitate greater privacy and primarily offer outlook to the north or south to discourage any perceived overlooking of neighbouring properties. The total amount of communal amenity space proposed amounts to 1185sqm. This comprises 245sqm at ground floor level, 792sqm across two landscaped areas on the first floor podium level and two x 74sqm roof terraces on the 8th and 10th floors of building B.
- 2.6 All residential dwellings will be accessed via the Herschel Street frontage. The ground floor of Block C will contain a residential lobby, visitor cycle parking (6 spaces), 82 private cycle parking spaces for residents, refuse storage for all uses. It is proposed that refuse collection for the residential and retail units will be accommodated via a turning head within the south-eastern part of the site. Access to this area will be from the rear of the building on Herschel Street, providing access to the bin stores for all residential units.

3.0 Site and Surrounding Area

- 3.1 The 0.24ha site comprises the vacant former BHS Store at 204-206 High Street, in Slough. The site consists of the building and areas of hardstanding used for associated parking and servicing. The existing building comprises 3 commercial storeys in height fronting onto the

High Street and is currently formed of a hoarded up shop front at ground floor, with a two storey tiled facade above. The height of the building rises to 4 storeys to its rear on Herschel Street. The flank walls around the eastern site boundary for much of its length.

- 3.2 The site's access points and presence on the High Street create a linear retail unit from north to south. The existing building has windows on the flank walls overlooking the adjacent properties to the East and West of the site. The Herschel Street facade is blank with only an emergency escape door/service entrance on the ground floor.
- 3.3 The site is located within the established Town Centre of Slough on the southern edge of the High Street. The surrounding urban townscape is characterised by buildings of varying style, age and size, transport infrastructure and public realm. The land uses are predominantly retail and commercial to the north of the site and residential to the south of the site.
- 3.4 Historically the High Street has been characterised by mainly 3-4 storey buildings. In the latter half of the 20th century a number of new modern additions were constructed on the High Street, including Queensmere Shopping Centre, a part 8 storey building, constructed in the 1970's. The Shopping Centre and pedestrianised High Street are located immediately north of the site.
- 3.5 The buildings to the east are made up of commercial/retail uses toward the High Street and residential uses toward Herschel Street. There is an open parking area of land to the rear of 210 – 216 High St and Pegasus Court, Herschel St.
- 3.6 To the west are commercial/retail buildings and a larger area of car parking at the rear of 190 – 202 High Street and properties on Park Street.
- 3.7 To the south is Herschel Street, which provides servicing areas for the commercial units fronting the High Street, but also has residential, commercial and community buildings on the southern side. There is no on-street parking. There are potential plans to expand the width of the road on the southern side; however no firm policy has been adopted to date. The mass, form and spacing of buildings fronting the north and south sides of Herschel Street are varied with low rise single storeys to larger modern developments (up to 8 storeys). The area to the south can be characterised as a transitional area between commercial/community and residential uses and scales of premises.

- 3.8 The site is not within a Conservation Area, nor does it contain any statutory listed buildings, but it is in close proximity to two locally listed properties. The Locally Listed Nos. 194-198 and 200-202 High Street are situated to the immediate west of the site located at the High Street frontage. No. 200-202 comprises a three-storey red brick building that adjoins part of the site's western boundary. 208-212 High Street (to the east) comprises a three storey commercial building with ground floor retail and ancillary uses on the upper floors which are set back from the frontage.
- 3.9 Due to the site's Town Centre location, it is well situated to benefit from the majority of the local amenities that Slough has to offer. The area is well served by Great Western Railway trains that run through Slough Station, located around 5 minutes walk from the site. The train service runs west towards Reading and Windsor stations, as well as east towards Southall and London Paddington stations.
- 3.10 From 2020 Slough station is planned to be served by Crossrail. The new Crossrail service will have a 8minute journey time to central London and provide a direct route through Central London.

4.0 Planning History

No relevant planning history at 204-206 High Street [The Site].

S/00539/002: Car Park, Alpha Street North, Slough, SL1 1RA. Construction of a four storey block of flats to accommodate 14no. 1 and 2 bedroomed flats, 6no. car parking spaces, 15no. bicycle spaces and a bin store. Pending

P/02465/008: 226-228, High Street, Slough, Berkshire, SL1 1JS Demolition of existing building and redevelopment to provide a four storey building plus basement comprising:, 3 retail units (A1 and A2 use) provided at basement, ground and first floor levels and 12 no flats (6 no x 2 bed and 6 no x 1 bed flats) at second and third floor levels. Approved 16/12/2008

P/06684/013: Queensmere Shopping Centre, Wellington Street, Slough, Berkshire, SL1 1LN Demolition of part of the Queensmere Shopping Centre and redevelopment to provide 3,019 sq metres of class a1 retail floorspace together with associated alterations to pedestrian access arrangements to the shopping centre. Demolition

and redevelopment of existing service road with construction of a roof above. Approved 19/11/2008

P/06684/015: Queensmere Shopping Centre, Wellington Street, Slough, Berkshire, SL1 1LN. Partial demolition and internal alterations/extensions to existing shopping centre as part of a part new build/part refurbished mixed used scheme for 11, 533 sq m of A1 retail, class A3 - A5 food and drink and class D2 assembly and leisure floor space and 675 residential units. The residential element comprising 346 no. 1 bedroom and 329 no. 2 bedroom being contained within 4 no. Towers of between 15 and 23 storeys plus infilling development on top of the existing shopping centre and a stand alone tower of 15 storeys with a viewing galley on top. Reconfiguration of existing access and frontages onto wellington street and works including, alterations and improvements to the entrances to the shopping centre; provision of amenity space and landscaping; vehicle and cycle parking; refuse and recycling storage; provision of new and/or upgrading existing infrastructure; groundwork's and re-profiling of site levels; ancillary engineering and other operations and plant and machinery. Resolution to Grant

5.0 Neighbour Notification

- 5.1 Site Notices (dated 11/02/2019 & 02/07/2019) were placed on High Street, Alpha Street and Herschel Street. A press notice was issued in the Slough Express on the 01/02/2019 and 05/07/2019. The local planning authority has carried out 2 consultation exercises with the first consultation expiring on 04/03/2019 and the second consultation (following the submission of revised plans and documents) expiring on 26/07/2019.
- 5.2 A very extensive neighbour notification process has been carried out, and letters have been sent to addresses on High Street, Park Street, Victoria Street, Alpha Street, Herschel Street, Hencroft Street, Queensmere Shopping Centre, Bishops Road, The Grove, Osborne Street and Chapel Street.
- 5.3 3 letters have been received raising objections to the proposed development. The main grounds of objection to the development are:
- No parking provision for any of the flats
 - If residents apply for parking permits, will they be granted and where will they park? There is already not enough parking spaces in the area
 - No temporary parking for deliveries etc.

- Herschel Street is a narrow street and there are already issues with double parking as people pop into shops and no traffic wardens to ask them to move on which is bad at the weekends.
- All the 3 blocks are too high and out of keeping with the surrounding area
- This area of Slough has a lot of old Victorian houses and a number of listed buildings.
- This new block will be visible from my back garden
- There is enough flexible retail space which sells all this cheap stuff. This building should be given to high class who is willing to sale Slough residents quality goods if this is not the case the property should be left alone for something better for the Borough, we had enough of mobile phone, accessories, one pound shops, veg food shops and takeaways
- No temporary car parking provision for deliveries, carers, taxi drivers who may have to attend to residents on a daily basis, or other visitors.
- These people will also create more traffic and obstructions in Herschel Street, Hencroft St. North and other streets nearby
- The height of the middle block as been slightly reduced following the public consultation, but each block is higher and out of keeping with the surrounding buildings, taking away sunlight and setting a precedent for future developments.

6.0 **Consultations:**

6.1 Thames Water

No objection subject to conditions requiring details of the connection to the foul and surface water drainage system and confirmation that all water network upgrades required to accommodate the additional flows from the development have been completed; or - a housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied.

6.2 Thames Valley Police (Crime Prevention Design Advisor)

Further to my last consultation for this development, if the above amended plans (HSL- P100-S2- revision P7) are submitted for approval, I believe the amended layout provides opportunity for sufficient segregation between private, semi private and public realm. Physical security will be critical in creating a safe and secure environment I therefore ask that a condition is imposed on this application to ensure that, any subsequent approved development is required to the secured by design award. Such a condition will help to ensure that the development achieves the highest standards of design in terms of safety and security, safe guarding future residents. This would not only ensure that crime prevention design is incorporated

within the development but also assist the authority in satisfying the requirements of NPPF of creating 'Safe and accessible environments where crime and disorder, and the fear of crime will not undermine quality of life or community cohesion'.

6.6 Environmental Quality – Noise

The highest noise level was measured at the rear façade of the development, with a daytime LAeq,16hr at 60dB and a night time laeq,8hr at 53dB. This is classified as a low to medium noise risk in accordance with ProPG: Planning & Noise Professional Practice Guidance (2017), therefore noise should be mitigated and reduced to a minimum.

As stated in the report, noise reduction can be achieved with the following mitigation:

- Installation of a double-glazed window system, with an overall Rw of 31-33 dB or more. The windows do not require sealing.
- Installation of a suitable ventilation system to be designed as such that the noise generated by the system itself is controlled, such that when noise from the system is combined with noise from external sources, internal noise levels do not exceed the maximum noise levels suggested in BS 8233. Ventilation and associated standards are as follows:
 - Bedrooms NR20
 - Living Rooms NR25
 - Bathrooms/kitchens NR30-35
 - Corridors NR30-35
- Details of the chosen glazing and ventilation system should be submitted to the Local Planning Authority and approved in writing prior to commencement.

Construction noise has potential to disturb surrounding residents. The following methods to avoid construction noise impacts are specified within the noise report as: Scheduled construction work hours , Operating hours, all construction plant and equipment should comply with EU noise emission limits, design and use of site hoardings and screens to provide acoustic screening of noise emitting equipment; all vehicles and mechanical plant used for the purpose of the works should be fitted with effective exhaust silencers and should be maintained in good efficient working order; selection of quiet plant, machines in intermittent use should be shut down in the intervening periods between work or throttled down to a minimum, plant and equipment

such as flatbed lorries, skips and chutes should be lined with noise attenuating materials, all ancillary plant such as generators, compressors and pumps should be positioned so as to cause minimum noise disturbance, i.e. furthest from receptors or behind close boarded noise barriers with acoustic enclosures should be provided and/or acoustic shielding; making positive contact with local residents and providing information on the construction can be the most effective method of reducing the impact of construction noise on sensitive receptors. If appropriate, the above measures can be incorporated into a construction environmental management plan, construction contractors should be obliged to adhere to the codes of practice for construction working given in BS 5228 and the guidance given therein to minimize noise emissions from the site;

These measures must be adhered to during the construction phase for the development to be acceptable in terms of construction noise impacts.

6.7 Environmental Quality – Air Quality

In line with the Slough Low Emission Strategy, the scheme is considered to have a medium impact on air quality. As such, the scheme only requires an assessment of potential exposure of future residents to concentrations of NO₂ and the integration of Type 1 and 2 Mitigation measures, contained in the LES Planning Guidance. Although the development site is close to AQMA 4, local monitoring circa 230m from the site on Hencroft Street which is in a similar setting to the development site, measured at 27ug/m³ in 2017. As the development includes demolition of existing buildings on site, a dust management and mitigation plan is required. This should be completed in accordance with IAQM guidance on monitoring in the vicinity of demolition and construction sites (2018).

Mitigation Requirements to comprise:

- Construction Environmental Management Plan (CEMP) shall be produced and submitted to SBC for approval prior to commencement of works;
- The CEMP shall include non-road mobile machinery (NRMM) controls in line with table 10 of the LES Technical Report
- All construction vehicles shall meet a minimum Euro 6/VI Emission Standard;
- All heating systems shall meet the emission standards laid out in table 7 of the LES Technical Report;

- A contribution to Slough's Town Centre EV Car Club project (Project 36 & 37) to provide future residents of the development additional transport options.

6.8 Environmental Quality – Ground Contamination

The report is acceptable, and I concur with its findings that some additional investigation is required, once the building is completely demolished, in order to assess the real ground conditions and update the risk assessment and conceptual site model. Conditions requiring a Phase 2 Intrusive Investigation Method Statement, a Phase 3 Quantitative Risk Assessment and Site Specific Remediation Strategy and Remediation Validation are recommended.

6.9 Environmental Quality – Senior Carbon Project Officer

No comments

6.10 Building Control

No comments

6.11 Neighbourhood Enforcement Team

No comments

6.12 Fire and Access Officer

No comments

6.13 Community Services – Leisure

No objections

6.14 Asset Management - Education Planning

No objections subject to provision of education contribution towards Marish Primary School.

6.15 Tree Officer

No objections

6.16 Transport and Highways

Comments set out in the report

6.17 Lead Local Flood Risk Authority

Preliminary Risk Assessment report by RSK and Proposed Site Layout Plan have been reviewed. The following information is required:

- Background information on the proposed design. Including proposal; site; plans of surface foul water drainage and any SuDS featured in the scheme

- Evidence that the applicant understands the sensitivity of discharge points relating to the receiving water body. Where this is main river or discharging through contaminated land the LPA may have to consult the Environment Agency (EA)
- Evidence of and information on the existing drainage network for previously developed (brownfield) sites
- Identification of and information on areas that may have been affected by failures in the existing drainage regime
- Information evidencing that the correct level of water treatment exists in the system in accordance with the Ciria SuDS Manual C753
- Where infiltration is used for drainage, evidence that a suitable number of infiltration tests have been completed. These need to be across the whole site; within different geologies and to a similar depth to the proposed infiltration devices. Tests must be completed according to the BRE 365 method or another recognised method including British Standard BS 5930: 2015
- If not using infiltration for drainage - Existing and proposed run-off rate calculations completed according to a suitable method such as IH124 or FEH. Information is available from UK Sustainable Drainage: Guidance and Tools. Calculations must show that the proposed run off rates do not exceed the existing run-off rates. This must be shown for a one in one year event plus climate change and a one in one hundred year event plus climate change.
- If not using infiltration for drainage - Existing and proposed run-off volume calculations completed according to a suitable method such as IH124 or FEH. Calculations must show that, where reasonably practical, runoff volume should not exceed the greenfield runoff volume for the same event. This must be shown for a 1 in 100 year, 6 hour rainfall event
- Maintenance regimes of the entire surface water drainage system including individual SuDS features, including a plan illustrating the organisation responsible for each element. Evidence that those responsible/adopting bodies are in discussion with the developer. For larger/phased sites, we need to see evidence of measures taken to protect and ensure continued operation of drainage features during construction.
- Evidence that enough storage/attenuation has been provided without increasing the runoff rate or volume. This must be shown for a 1 in 100 year plus climate change event
- Exceedance flows are considered in the event of the pipe being non-operational. Evidence that Exceedance flows and runoff in excess of design criteria have been considered - calculations

and plans should be provided to show where above ground flooding might occur and where this would pool and flow.

- 6.18 Berkshire Archaeology
The planning application was submitted alongside a Desk Based Assessment (DBA) for the consideration for Archaeological issues. This assessment lays out how past development impacts associated with the construction of the existing and former structures across the proposal area site will have most likely had a severe below ground impact on any potential Archaeology. Due to this it seems that the archaeological potential at the site is low. Therefore it is likely that the redevelopment of the site would not have either a significant or widespread archaeological impact. No further archaeological mitigation measures are recommended in this particular instance
- 6.19 Libraries
No objection
- 6.20 Economic Development Team
No comments
- 6.21 Historic England
No objections.
- 6.22 Town Centre Advisory Group
No comments

PART B: PLANNING APPRAISAL

- 7.0 **Policy Background**
- 7.1 National Planning Policy Framework (2019) and National Planning Policy Guidance:
- Paragraph 11 of the NPPF states that decisions should apply the presumption in favour of sustainable development which means:
- c) approving development proposals that accord with an up-to-date development plan without delay; or
 - d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed (footnote 6); or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Footnote 6 notes that the policies referred to are those in the NPPF (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change.

7.2 The Slough Local Development Framework, Core Strategy 2006 – 2026, Development Plan Document, December 2008

Core Policy 1 - Spatial Vision and Strategic Objectives for Slough

Core Policy 2 - Green Belt and Open Spaces

Core Policy 4 – Type of Housing

Core Policy 5 – Employment

Core Policy 7 – Transport

Core Policy 8 – Sustainability and the Environment

Core Policy 9 – Natural and Built Environment

Core Policy 10 - Infrastructure

Core Policy 11 – Social Cohesiveness

Core Policy 12 – Community Safety

7.3 The Adopted Local Plan for Slough 2004 (Saved Policies)

Policy EN1 – Standard of Design

Policy EN3 – Landscaping Requirements

Policy EN5 – Design and Crime Prevention

Policy EN34 – Utilities Infrastructure

Policy T2 - Parking Restraint

Policy T8 – Cycling Network and Facilities

Policy T9 – Bus Services

7.4 Other Relevant Documents/Guidance

Slough Borough Council Developer's Guide Parts 1-4

Proposals Map

7.5 Slough Local Development Plan and the NPPF

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 revised version of the National Planning Policy Framework (NPPF) was published on 19th February 2019.

The National Planning Policy Framework 2019 states that decision-makers at every level should seek to approve applications for sustainable development where possible and planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Following the application of the updated Housing Delivery Test set out in the National Planning Policy Framework 2019, the Local Planning Authority cannot demonstrate a Five Year Land Supply. Therefore, when applying Development Plan Policies in relation to the development of new housing, the presumption in favour of sustainable development will be applied, which comprises a tilted balance in favour of the development as set out in Paragraph 11(d) (ii) of the National Planning Policy Framework 2019 and refined in case law. The 'tilted balance' as set out in the NPPF paragraph 11 requires local planning authorities to apply the presumption in favour of sustainable development (in applications which relate to the supply of housing) unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Planning Officers have considered the revised National Planning Policy Framework 2019 which has been used together with other material planning considerations to assess this planning application.

7.6 Emerging Preferred Spatial Strategy for the Local Plan for Slough

One of the principles of the Emerging Preferred Spatial Strategy is to

deliver major comprehensive redevelopment within the “Centre of Slough”. 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.

A number of strategic housing sites were identified to implement the spatial strategy. This site was not identified as a strategic housing site. However, it is recognised that site has potential to make a useful contribution towards meeting the increasing housing targets for the Borough, by increasing the residential quantum in the town centre. It is not identified as a site in the Council’s current housing trajectory.

It is important that key sites within the town centre or on the edge are developed in a comprehensive manner and that all of the necessary linkages and infrastructure are provided.

7.6 Equality Act

In addition, Section 149 of the Equality Act (2010) which sets a Public Sector Equality Duty (PSED) came into force in April 2011 and requires the Council to consider the equality impacts on all protected groups when exercising its functions. In the case of planning, equalities considerations are factored into the planning process at various stages. The first stage relates to the adoption of planning policies (national, strategic and local) and any relevant supplementary guidance. In coming to a recommendation, officers have considered the equalities impacts on protected groups in the context of the development proposals. This planning report identifies the possible equality impacts on the protected groups within the following sections.

7.7 The principal planning considerations for this proposal are:

- The Principle of Redevelopment
- The Need for Additional Housing within Slough
- Design and Impact on Streetscene and Local Townscape
- Highways Impacts, Transport and Car Parking Matters
- Impacts on Residential Amenity
- Environmental Impacts

8.0 Planning Assessment

8.1 Principle of Redevelopment

- 8.2 In the context relevant to this application, the proposals result in an additional 82 homes, 1208 sqm of Class A1-A3 use (retail/financial office/restaurant) on the ground and 321sqm NIA Class D2 (Gym) or Class B1 (Office) on the first floor, on a brownfield site in the town centre. The proposals intend to bring town centre uses at ground floor to replace a purpose built department store building which has little or no prospect of being utilised in its current condition for an efficient or optimal use and is unsuitable for a long term conversion.
- 8.3 Core Strategy Policy 1 (CP1) sets the spatial strategy for the Borough and this requires all development to take place within the built up area, predominantly on previously developed land. The policy also requires the scale and density of the development to be related to the site's current or proposed accessibility, character and surroundings.
- 8.4 Local authorities are required under new Regulations (2017 SI403) to maintain a public register of previously developed land or brownfield sites that the Council considers appropriate for residential development. The Register has two parts. Part one, information below, includes all sites that meet the criteria (e.g. for residential development, suitable, available and achievable, for more than 5 units or over 0.25ha).
- 8.5 Slough Borough Council published Part 1 of the Brownfield land register in December 2017 and listed the application site which signals the Council's intent to introduce residential development on this plot of land. The register allocated a minimum of 50 net dwellings and specified that this could be achieved through 4 to 6 storey blocks.
- 8.6 Notwithstanding the above, the proposals are being brought forward in advance of the emerging Local Plan and the specific area based policy guidelines for the town centre. As such, the proposals have been considered on the basis of the potential that a wider High Street and Town Centre comprehensive could be brought forward, as well as on a piecemeal basis. There are no current area specific guidelines for this part of the High Street, although the Council has brought forward comprehensive planning strategies for the Queensmere Shopping Centre, the Heart of Slough Regeneration Area proposals and site specific developments on Windsor Road, High Street and Bath Road. These emerging developments are referred to in the applicant's Design

and Access Statement. The emerging direction from these developments, the draft emerging planning policies and NPPF is to seek to optimise potential of brownfield sites in sustainable locations which could make positive contributions towards the council's housing supply and boost the economy, and provide regeneration for town centres

Non-Residential Land Uses

- 8.7 The former BHS store has been vacant for a number of years and the applicant considers that it would be unlikely that it would be able to attract a new tenant who would require such a large existing floorplate. The building is in relatively poor condition and is considered unlikely to be viable for conversion given the significant work and cost involved. The closure of large department store-style shops has become a growing trend within Town Centres across the country. With the closure of Debenhams (115-161 High Street, Slough) and Marks and Spencer (147 High Street, Slough), it is recognised that there is evidence that department stores of this size and format are not a sustainable form of retailing in the current climate. It is noted that the larger department style stores were constructed with a large portion of the floorplate used for the storage of goods and back-of-house space for staff. The applicant suggests that the advent of just-in-time deliveries and internet shopping have played a significant role in reducing the need for such large retail floorplates and thereby contributed to the closure of many of these stores. Notwithstanding the above, the applicant has not identified any pre-let tenant for either ground floor unit, and so there remains some concern that the completed units might sit vacant in light of the current retail climate.
- 8.8 The Issues and Options paper for Slough's Emerging Local Plan acknowledges the accelerated decline of the Town Centre and seeks to consider how Slough town centre could be revitalised as a major retail, leisure and commercial centre and how the quality of the built and green environment could be enhanced in order to improve the overall image of the town'. As alluded to in the applicant's planning statement, the community consultation found that this aspiration was shared by local people. Participants in the application consultation exercise expressed a clear desire for higher quality retail space, and less low grade retail.
- 8.9 The Slough Local Development Proposals Map (2010) identifies the site as falling within the Town Centre Area and Shopping Centre designations. Core Policy 6 of the Core Strategy states that all new

major retail developments should be located in the Town Centre. The policy seeks to increase Slough Town Centre's retail ranking and a key indicator of this is reducing the percentage of retail vacancies. Policy S1 of the Saved Local Plan policies reiterates this priority and adds that development proposal will not be permitted where they adversely affect local shopping parades.

- 8.10 Paragraph 85(a) of the NPPF (2019) encourages LPAs to promote their long-term vitality and viability by 'allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters'.
- 8.11 The proposals seek to re-provide an appropriate provision of town centre uses within the ground and part of the first floors. The proposed ground floorspace shows how it could be divided to create two no. flexible A1-A3 retail units. Both units would retain active frontages onto the High Street and extend across much of the site's ground floor area. Each of the proposed units retain back of house space whilst providing a retail floor area which is more suitable to today's retail occupiers – Retail Unit 1 measures 608sqm NIA and Retail Unit 2 amounts to 600sqm NIA.
- 8.12 By dividing the units, the applicant contends that the development would maximise the potential for attracting new occupiers which will bring a long-term vacant site back into use which could benefit this part of the High Street and Town Centre as a whole. Whilst this is welcomed, it is recognised that Slough Town Centre is struggling to attract new and retain existing medium to high end quality retailers and so there remains a risk that the new floorspace would not be occupied upon completion and the applicant has not provided any evidence of any pre-let tenants to provide officers with further assurances.
- 8.13 The redevelopment of the site to provide a mix of retail and residential uses is considered to be acceptable in principle. The scale of retail floorspace proposed is acceptable noting that revised servicing arrangements reduce the existing level of floorspace. Officers consider that the proposed development could provide higher quality and more efficient and economical floorplates (than the existing over-sized department store provision) and this could support the needs of modern operators and provide further opportunities to utilise the site and bring it back into use.. The loss of overall floorspace is considered to be acceptable taking account of economic challenges facing town centres. A more flexible approach in terms of uses and floor space and layout

could bring benefits of bringing back the site into town centre uses within an appropriate floorplate.

- 8.14 It is considered that all of the specified A1-A3 uses could be controlled by way of suitably worded conditions confirming the hours of operation and permitting flexibility to change within the uses, and would not give rise to unacceptable environmental impacts. The proposed retail ground level floorspace has potential to provide some limited benefits (in NPPF terms) in term of employment provision, supporting the viability and vitality of the town centre and building a strong economy.
- 8.15 In addition to the NPPF defining commercial uses and a 'Main Town Centre Use, Policy EMP1 of Slough Borough Council's saved Local Plan policies strongly encourages employment generating use to locate within Slough Town Centre. EMP2 of the saved Local Plan policies and Core Policies 1 and 5 of the Core Strategy require proposals for new business developments to be of a high quality preserve or enhance the variety of local uses and be of a scale that is appropriate to its location.
- 8.16 The proposals seek to increase the variety uses on site through the provision of additional commercial floorspace on the first floor in place of the existing retail use. The incorporation of the proposed Class D2 (gym) or Class B1 (offices) uses has the potential to contribute towards the vitality of Slough Town Centre as a whole. The proposed first floor flexible D2/B1 unit will measure 321sqm NIA which the applicant suggests is suitable for a small-medium sized enterprise (SME) occupier in this Town Centre location. A small commercial entrance will be positioned on the most eastern edge of the High Street ground floor frontage. The entrance will lead to a stairwell and lift which provide access to the first floor commercial unit. This access arrangement thereby satisfies the saved Local Plan policy EMP2 which requires commercial proposals to maintain any existing primary and secondary shopping frontages at ground level.
- 8.17 It is considered that either D2 (gym) or B1 (office) use could be controlled by way of suitably worded conditions confirming the hours of operation and permitting flexibility to change within the uses, to ensure the additional uses are not harmful to the amenities of the residential uses in the area, and would not give rise to unacceptable environmental impacts. The proposed first floor level flexible D2/B1 floorspace has potential to provide some limited benefits (in NPPF terms) in term of employment provision, supporting the viability and vitality of the town centre and building a strong economy.

Residential Uses

- 8.18 Core Strategy Policy 3 (CP3) requires a minimum of 6,250 new dwellings to be provided in Slough between 2006 and 2026. The policy advises that any additional housing will be built in the town centre, or other urban areas in accordance with the Spatial Strategy.
- 8.19 Core Strategy Policy 4 (CP4) requires high density housing to be located in Slough Town Centre, and in urban areas outside the town centre at a density related to the character of the surrounding area, accessibility of location and availability of local services, facilities and infrastructure.
- 8.20 The Council currently cannot demonstrate a 5 year supply of housing, in accordance with the NPPF (2019) which means the minimum housing policies set out in the Core Strategy policy CP3 are out of date. Therefore, when applying Development Plan Policies in relation to the development of new housing, the presumption in favour of sustainable development will be applied, which comprises a tilted balance in favour of the development as set out in Paragraph 11(d) (ii) of the NPPF, which is defined in this report.
- 8.21 Para 59 of the NPPF confirms it is the Government's objective to significantly boost the supply of homes. The NPPF also advises that it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. NPPF Para 117 states that planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Parts (c) and (d) of the NPPF (para 117) advise that planning authorities should give substantial weight to the value of using suitable brownfield land within settlements for homes (et al) and promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.
- 8.22 As noted above, the principle of the proposed residential use of the site, in addition to the commercial lower floor uses is considered to be acceptable, in land use terms, and would be in accordance with the existing and emerging policies and guidance relating to land uses, town centre shopping and increasing the supply of homes.

- 8.23 Officers have given due regard to the NPPF which sets out the core planning objectives and includes the requirement that planning should proactively drive and support sustainable development to deliver the homes the country needs. The proposals could deliver a range of social, economic and environmental benefits. .
- 8.24 As such, it is considered that the proposed land uses would be compliant with the NPPF, Core Strategy Policies CP1, CP5, CP6 and CP10 and Local Plan Policies OSC15 and EMP1 and EMP2.
- 8.25 The Need for Additional Housing within Slough**
- 8.26 The extant Core Strategy covers the 20 year plan period between 2006 and 2026. Core Policy 3 sets out that a minimum of 6,250 new dwellings will be provided in Slough over the plan period, which equates to an average of 313 dwellings per annum. Core Policy 3 states that proposals for new development should not result in the net loss of any existing housing.
- 8.27 Slough Borough Council is in the process of preparing a new Local Plan for Slough which covers the 20 year plan period between 2016 and 2036. An Issues and Options document was published in February 2017 which confirms that the objectively assessed housing need for the plan period is 927 dwellings per annum (a total of 18,540 during the 20 plan period). The emerging targets are for the delivery of 20,000 new homes over the plan period in order to ensure this strategic target is achieved and exceeded to allow for additional population increases over the lifetime of the Local Plan.
- 8.28 The spatial distribution of housing within the Core Strategy focusses housing growth within the town centre, where the target is for a minimum of 3,000 dwellings. For major sites in other urban areas, there is a target of 1,350 dwellings.
- 8.29 The Slough Housing Strategy (2017) advises that housing demand is set to increase further with the expansion of Heathrow, the regeneration of the Town Centre, the introduction of Crossrail offering reduced commuter journey times into central London and the promise of future fast rail links with Birmingham and the North with HS2. Substantial numbers of new homes are already planned as part of Slough's regeneration, but demand for new housing will also continue to increase due to the growth in employment opportunities and

population in the borough. It is important to achieve a balance in the new housing which is provided.

- 8.30 Due to the above context, the provision of housing at this sustainable town centre location is supported in principle subject to a consideration of detailed planning requirements identified in the Local Plan, Supplementary Guidance, Core Strategy and NPPF.

Housing Mix

- 8.31 Core Policy 4 sets out requires high-density housing should be located in Slough town centre. The supporting text to Policy 4 notes that to ensure that an appropriate amount of housing is provided in suitable locations, the Core Strategy has to ensure that there is a wide choice and mix of housing to meet local needs. One of these consequences of implementing the Spatial Strategy of “concentrating development” is that there will be a predominance of high density flats built in the town centre. The proposed development comprises 100% flatted development acknowledging the physical constraints of the site and that the location is generally less suitable for family units given the lack of car parking and external garden spaces, and a more efficient typology of housing would comprise smaller 1 and 2 bed apartments. The dwelling mix comprises the following:

Unit Type	Number	Percentage
1-Bed 2 Person	49	61%
2-Bed 4 Person	33	39%
Total	82	100%

- 8.32 An Accessibility strategy has been submitted within the Design and Access Statement which includes full details of how occupants will access each part of the property and circulate within it. Slough planning policy ‘Developer Contributions and Affordable Housing (Section 106); Developer’s Guide Part 5 requires 5% of homes to be wheelchair standard on all developments of 25 or more dwellings. The proposals provide 82 units of which 5 are wheelchair user dwellings and comply with Approved Document M, Part 1, M4(3). All the other units have been be designed to be fully compliant with the Approved Document M, Part 1, M4(2) Category 2: Accessible and adaptable dwellings. The wheelchair user dwellings are split between buildings A and B. All of the residential units that are not wheelchair user dwellings have been designed to be fully compliant with the Approved Document M, Part 1, M4(2) Category 2: Accessible and adaptable dwellings.

- 8.33 The proposed 1 bedroom flats range from 50-56sqm and 2-bedroom flats range from 70-84sqm. Wheelchair units are provided within 2-bedroom flats and exceed the nationally described space standards. In light of this it is considered that the scheme proposals accord with Core Strategy Policy 4 in terms of the housing mix.
- 8.34 The proposed quality of the residential units has been considered by officers and regard has been given to the detailed floor plans submitted for each apartment as part of the application. All apartments have access to their own private balcony, with some apartments containing a defined private terrace at the front. Block B contains communal roof terraces on the 8th and 10th Floors with views overlooking Slough.
- 8.35 The Internal daylight results within the proposed development as identified in the daylight and sunlight report show a lower level of compliance, with only 22% of the rooms achieving the BRE guidelines for internal daylight amenity. Considering the urban town centre location, the applicant suggests that this level of BRE compliance (for internal daylight) is not unusual for dense flatted developments. Officers consider that the low levels of BRE guide is symptomatic of the dense nature of the scheme which proposes 3 individual blocks with the tallest block located in the centre of the site. It is therefore considered that the light levels are compromised by virtue of the scale, bulk, siting and massing of the proposals although otherwise, a satisfactory standard of accommodation could be provided.
- 8.36 A Fire Strategy has been prepared by BB7 and submitted as part of this scheme. The fire strategy for the proposed development has been carefully considered given the constrained nature of the site. Buildings A and B are accessed via the first floor podium and given the extended travel distances from the fire service access points, these blocks will be fitted with sprinkler systems. Further to this, a fire service refuge area has been allocated to the entrance level of Block B. The circulation core to building C continues to ground floor level, ensuring that travel distances from the fire appliance to the base of stair are compliant. The commercial and retail areas will each be provided with sprinkler systems and fire escapes to the high Street frontage and rear exits to the service yard and Herschel Street. The Council's Building Control Officer has been consulted in respect of Fire Safety issues and has provided no comment on the application. Notwithstanding this, it is considered that a planning condition could be secured which requires the development to be carried out in accordance with the measures set out in the Fire Strategy.

8.37 It is concluded that a satisfactory standard of residential accommodation could be provided within the development subject to the quality of construction, materials and fittings within the building.

Affordable Housing

8.38 Core Policy 4 of the Core Strategy requires all sites of 15 or more dwellings (gross) to provide between 30% and 40% of the dwellings as social rented accommodation along with other forms of affordable housing. Part 2 of the Developer's Guide identifies how the Council expects that Policy to be implemented. For a proposal of this number of units a 40% proportion would be sought. The Council have acknowledged that site constraints surrounding development of Brownfield land can frequently this leads to a discussion on whether a policy-compliant level of affordable housing can be provided on the site, following a full assessment of the viability of the development scheme.

8.39 The Council's Viability Guidance for Residential Development (Nov 2017) outlines an "exemption" procedure for brownfield sites (where viability has been identified as an issue by agreement with the Council) has also been prepared and adopted, whereby a slightly reduced level of affordable provision (in this case 35%) may be accepted without a full viability assessment process taking place

8.40 The original proposals included provision for 10% affordable housing which has been omitted from the proposals subsequent to the submission of revised drawings. The applicant contends that the reduction of quantum of housing on the site renders the proposals unviable and unable to deliver any affordable housing.

8.41 The Council has sought technical advice from BPS (Independent Surveyors) as to whether the development could provide affordable housing in accordance with the policy requirements. BPS has reviewed the original 94 unit development which contained 9 affordable units. The report concludes that the applicant's appraisal inputs relating to use value, build costs, residential pricing, finance and other costs appear generally reasonable and where there are disagreements in inputs, the differences between the council's valuer and the applicant's valuer are minor. The report concludes that the development cannot sustain additional affordable housing or s106 contributions above what was originally offered. The report did not indicate that a lower rise development would be markedly less viable than the original submitted scheme. For this reason, officers have pursued reductions in height of

the development with the central block needing major reductions of height indicating the reduction of 3 or 4 floors may be acceptable in addition to reductions to the fourth floor at Block A.

8.42 In response to officer concerns relating to the scale of development and the potential for adverse localised impacts on the townscape and character of the surrounding areas, officers have sought revisions to the proposals which lower the height of the central block in order to reduce the impact of the development and minimise the level of harm on the built environment. The applicant's advisor provided further viability evidence in order to test notional development scenarios with less residential floorspace (ie: a smaller development involving the loss of 3 residential floors in building B). This evidence suggested that reducing the scale of development would reduce the developer returns and make the scheme more unviable. BPS has reviewed this further technical information and verifies that the applicant's conclusion to be reasonable at the current time of assessment.

8.43 The applicant subsequently submitted revised plans which lower the height of the central block by two floors, and proposes to omit all of the affordable housing in Block A by designating the flats for private for sale. In lieu of on-site provision, the applicant has proposed to make a financial contribution of £200K towards off-site provision of affordable housing in the Borough. The Council's Housing Officer considers this to be a low offer for this site. The absence of on-site affordable housing is regrettable and is considered to temper one of the potential significant benefits which could be delivered by the scheme. Notwithstanding the above, it was understood by Officers that changes to the massing height were required in order to achieve a higher degree of compliance with Local Plan Policy EN1 which seeks to ensure new development is compatible with the surroundings in terms of layout, scale, height, architectural style and materials and Core Strategy Policy 8 which requires the scale and density of development to relate to the site's current or proposed accessibility, character and surroundings, and this would be weighed against the need to make on-site provision of affordable housing. A detailed assessment of the design and appearance of the development and impact on the surrounding townscape is considered in detail below. However, the reduction in height is not considered to fully address the concerns raised by officers at pre-application or post application stages.

8.44 It has been stated by the applicant that the quantum and scale of development which is proposed is the minimum which they are prepared to accept in order to implement the development. Officers

have considered this in the planning balance below, noting that development fails to provide any on-site affordable housing and the reductions in height proposed did not go far enough to address concerns raised throughout the planning process.

8.45 Notwithstanding the below design assessment, it is considered that there is evidence which indicates that the current proposals cannot viably sustain on-site provision of affordable housing, and sufficient evidence has been provided to demonstrate this position. Officers are concerned about the failure to provide on-site affordable housing, irrespective of the financial contribution, and this tempers any additional benefit in terms of increasing the supply of new housing in the planning balance.

8.46 Design and Impact on the Streetscene and Local Townscape

8.47 Saved Policy EN1 requires development proposals to reflect a high standard of design and must be compatible with, and/or improve the surroundings in terms of layout, scale, height, architectural style and materials. Policy CP1 of the Core Strategy states that the scale and density of development will be related to the site's current or proposed accessibility, character and surroundings. Significant intensification of use will not be allowed in locations that lack the necessary supporting infrastructure, facilities or services or where access by sustainable means of travel by public transport, cycling and walking are limited. Policy CP8 of the Core Strategy states that all development in the Borough shall be sustainable, of a high quality design, improve the quality of the environment and address the impact of climate change.

8.48 Policy CP8 defines High Quality Design as to: a) Be of a high quality design that is practical, attractive, safe, accessible and adaptable; b) Respect its location and surroundings; c) Provide appropriate public space, amenity space and landscaping as an integral part of the design; and d) Be in accordance with the Spatial Strategy in terms of its height, scale, massing and architectural style. Policy CP8 requires that the design of all development within the existing residential areas should respect the amenities of adjoining occupiers and reflect the street scene and the local distinctiveness of the area.

8.49 The NPPF states that good design is a key aspect of sustainable development and should contribute positively to making places better for people. Development should function well and add to the overall quality of the area, establish a strong sense of place, optimise the potential of the site to accommodate development and provide for an

appropriate mix of uses, respond to local character and history, create safe and accessible environments which are visually attractive.

- 8.50 The applicant has engaged with officers in the design process in accordance with the advice set out in the NPPF. However, the design and access statement submitted with the planning application demonstrates that the applicant did not have full regard to the pre-application advice provided by planning officers. Hence, the overall scheme height increased through the design evolution before returning to the 14 storeys in the submitted scheme. The High Street and Herschel Street blocks A and C were reduced taking into account pre-application officer advice which referred to the predominant heights of 3 and 4 storeys.

Layout

- 8.51 The ground floor proposes two retail units facing onto the High Street with the residential entrances and commercial deliveries from Herschel Street. To the Southeast side of the site is a turning head with a gate to Herschel Street. The turning head will provide access for deliveries to the retail unit as well as collecting the residential and commercial refuse. Along the West side of the ground floor is the residential entrance, via an undercroft, and a circulation route to the residential units above. Between this and the turning head is the residential refuse and cycles stores. This arrangement has been amended in response to concerns raised by the Crime Prevention Design Advisor to ensure the cycle stores are adequately secured and to avoid conflicting functions from the various land uses.
- 8.52 The residential accommodation is split between three blocks (A, B and C) with a landscaped podium in between the blocks. This allows for the proposals to comprise 100% dual aspect units. Block A (5 storeys) faces onto the High Street. The first floor flexible D2/B1 use created a buffer between the residential accommodation directly over the High Street and the ground level commercial floorspace. The D2/B1 unit would have an independent access from the High Street. Block B (12 storeys) will be positioned in the middle of the site. Block C (5 storeys) will face onto Herschel Street and the podium and will feature the primary residential entrance.
- 8.53 The separation of the development into three buildings facilitates the provision of dual aspect units across the site which each face north and south. As a result, there will be windows within the east and west elevations which will require measures to prevent potential overlooking

of neighbouring plots. The mitigation will also need to consider the potential future development opportunities within the existing adjoining under utilised buildings which may come forward for future redevelopment on a piecemeal basis (as standalone developments) or as a comprehensive development. The degree to which the proposals are considerate of the development potential of adjoining sites is discussed in detail below.

- 8.54 In light of the above, it is considered that the layout of the proposed development represents an efficient but cramped use of the land noting its linear the shape and the limited opportunities for creating further primary frontages to the east and west.

Scale, Massing and Height

- 8.55 Core Policy 8 seeks high quality design of a height which is in accordance with the Spatial Strategy. The Spatial Strategy encourages significant intensification of uses in locations with the necessary infrastructure, service and accessible means of travel, whilst also respecting the site's current or proposed character and surroundings. The Town Centre is identified as a suitable location for intensified uses and taller forms of development in certain locations.
- 8.56 **Building A:** The overall height of Building A is 5 storeys although given the floor to ceiling heights in the lower levels, is comparable to 6 storeys with the upper three floors appearing above the height of the adjoining three storey buildings. The height and scale of block A is part set back (at the western corner) to respond to the setting of the neighbouring property at No. 200-202. The proposed 5 storey building significantly exceeds the height of its immediate neighbours which comprise 3 storey buildings. The height of Block A is accentuated within the streetscene by virtue of 208-212 being set back from the frontage above ground level and the more pronounced double height retail frontage which emphasises the additional height as three storeys above the adjoining 200-202 High Street. As such, the double height ground and first floor commercial component extends up to match the roofline of the adjacent Locally Listed Building (Nos. 200-202 High Street). The upper storey corner adjacent to Nos. 200-202 High Street is set back from the High Street frontage to add visual interest to the elevation and improve the setting of Nos. 200-202 High Street whilst emphasising its importance within views along the High Street.
- 8.57 It is considered that the CGIs and townscape viewpoints demonstrates that the proposed High Street block would stand out from the

immediately adjoining buildings, which in this part of the town centre context appears visually excessive. It is considered the block has potential to have a negative impact on the existing setting as a result of the scale, height and massing and this could appear visually overbearing on the High Street which contains buildings three storeys lower on either side of the site.

8.58 **Building B:** Following extensive Townscape analysis, the height of Building B has been reduced to 12 storeys in response to officer concerns. Block B represents the tallest element of the proposal. 8 and 10 storey elements located adjacent to the site's eastern and western boundaries act as transitional elements.

8.59 The mass of Block B is focussed centrally in the site. The building would have a strong presence in views along the High Street and from the residential areas to the south. Given the two storey residential areas to the south, it is considered that the height of the building would result in some significant visual obstruction from residential properties in Herschel Street, Victoria Street, Hencroft Street and Alpha Street North by virtue of introducing a taller element in an otherwise clear skyline. The domestic status and function of this area was recognised in an Appeal Decision (APP/J0350/W/15/3003423) at 9-10 Chapel Street (for a 5 storey building) in close proximity to the site in which the Inspector considered that:

I share the Council's view that any development on this site should have regard to the status and function of Chapel Street within the town centre, and the nature and form of the surrounding area. Chapel Street clearly does not form part of the town's shopping or commercial centre but acts almost exclusively as a service road. There is no evidence before me to indicate that the Council sees its current role changing significantly in the near future and because of this I can understand why the Council has reservations about further new development at this location.

8.60 The inspector concluded:

Overall, I find that it would appear harmfully out of keeping in this setting and would fail to respect its location and surroundings as required by the aforementioned policies.

8.61 Like with the Chapel Street Appeal, The upper 6+ floors of Building B would be viewed above the height of the lower rise Herschel Street and High Street buildings from surrounding public spaces, residential

and commercial properties and from gardens in the residential area to the south.

- 8.62 The proposed height significantly exceeds the low to mid rise older buildings (2-4 storeys) on the High Street. NPPF and taken as a whole, the development does not reflect the scale and character of the existing built form in terms of the immediate context.
- 8.63 The height of the Building B is significantly taller than the majority of buildings on the High Street (with the exception of the Sky Line Development). It is considered that this element of the development, in the current urban context would therefore read as an incongruous and unwelcome landmark building which performs no strategic or important townscape role. Although the upper floors would protrude above the heights of the majority of buildings in the vicinity, the form of the building is stepped at the corners so it is not read as one single tall tower in a clear skyline. However, these measures would not overcome the concerns of the sheer height of the building and the disparity with the adjoining and nearby buildings on the High Street.
- 8.64 There is no current adopted local planning guidance on the location of tall buildings in the High Street or within the central area, so officers have considered best practice guidelines in terms of the positioning and design of Tall Buildings. (Commission for Architecture and Built Environment) CAFE produced guidelines in 2007 which advises designers to have due regard for the townscape role that tall buildings can perform in terms of their strategic way-finding importance and/or the degree to which they would blend in and respect the prevailing height and massing of buildings in proximity (in amongst other criteria). Notwithstanding this, the proposed development would not perform a strategic way finding role, does not form part of an existing vision for the town centre and would not address an important public space/key view. As such, the guidance does not lend itself to supporting a tall building within a planned context.
- 8.65 **Building C:** The proposed height of Building C is 5 storeys Building C represents an increase in height of 3.8m compared to the existing rear of the building. The building has a continuous frontage on Herschel Street and the ground floor been designed to denote a clear distinction between the residential entrances and entrance into the service yard associated with the ground floor retail function. The raised height of the ground floor level adds to the accentuation of the scale of the 5 storey block and the degree to which this building is read within the

surrounding low rise context on Herschel Street, Hencroft Street, Alpha Street and Chapel St.

- 8.66 The scale, massing and height of Building C is considered to compound the massing and height of the development, particularly with the central building B being read in almost all of the local viewpoints (as identified in the TVIA) and within rear gardens. The combined effect of the massing of Building C and B adds to the incompatibility of the development in terms of the relationship with the existing building and in respect of the immediately adjoining and adjacent buildings. At 5 storeys, the building would be read as a taller and more prominent building in the streetscene than the existing and it would appear larger than the two storey properties to the south. It is considered that the combined effect of Block C with Block B adds further harm to the townscape setting and character.

Materials and Façade Treatment

- 8.67 Block A: The lower part of the facade for Block A will be finished in a reddish brick and the upper part of the building will be finished in a light grey brick to lighten the appearance of the building and reinforce the line of the High street. To the rear of block A, the stairwell will be surrounded with a cast glass 'u' channel wall to lighten the building's appearance and reduce the overall massing of the building. The lower floors will be in a reddish brick with white glazed brick details around the window openings to the retail and commercial units. The brickwork will add some surface interest and complement the adjacent red brick building, which has detailed brickwork to the gable end and around the openings. The reddish brick will be similar to the adjacent historic buildings while the glazed brick detail will lighten the façade. The windows to the lower part of the facade will have an light grey powder coated finish.
- 8.68 Block B is formed of four smaller blocks that intersect and this is reflected in the elevations. The finishing material is used to create a distinction between these different massing elements. The taller blocks will be finished in a light coloured brick and the shorter elements will have a reddish brick finish. On the top two/four floors of curtain walling will be used to create a visual gap between the two massing elements..
- 8.69 To break up the facades of block B, the facades on all sides will be split into 2/3 storey sections. Lines of vertical bricks will separate these sections. Within each section there will be recesses within the brickwork which will be the full height of the section. The windows and

balcony doors will be within these recesses. To the facade of the two main massing elements, there will be aluminum panels between the windows, in each of the recesses. In the secondary massing elements, the recessed will have an entirely brick finish. To break up the facade further some of the sections will have solid panel projecting balconies. The other balconies will have steel flat railings with a powder coated RAL 7006 finish.

- 8.70 The elevations to Block C will have the similar language to Block B with the exception of the ground floor treatment to Herschel Street. At ground floor, the elevation has been designed to create a distinction between the residential entrances and the entrance to the service yard. The wall next to the residential entrances will be finished with cast glass 'u' channels. The entrance gate to the service yard will have a corrugated perforated metal finish. The wall at ground floor level will be finished in glazed bricks to create surface interest and an active streetscape. To the rear the staircase will be finished with cast glass 'u' channels.
- 8.71 The applicant has submitted an IBstock (Ivanhoe Cream) sample and Vandersanden (light grey) sample both with mortar specifications confirmed in the DAS. The IBstock comprises the darker brick with the Vandersanden comprising the lighter brick to be used in all three buildings. Both samples could be acceptable in terms of their colour, robustness and quality in order to relate to the surrounding tones and materials within adjoining buildings. The proposed powder coated window framing system and balcony panels/balustrades is to comprise RAL 7006 (which has a champagne-like colour) which is considered to be acceptable. Notwithstanding the above, the use of these materials and potential quality of architecture would not overcome the concerns raised in respect of scale and height
- 8.72 The applicant has submitted detailed bay studies of the three blocks to illustrate the window reveals, brick detailing, glazing/window proportions, balcony design and colour tones/combinations of materials. Further bay studies are required to illustrate the recessed brick reliefs within the flank elevations. The reliefs will perform an important architectural role in creating further visual interest in the east and western elevations which would be seen in views up and down the High Street. Samples of the entrance gates and the cast glass 'u' channels in the stair towers would have been required as condition.

Creating a Safe and Secure Environment

8.73 Paragraph 91 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 which requires development proposals to be designed to reduce the potential for criminal activity and anti-social behaviour. This has been addressed within the scheme which provides secure entrances, separation of cycle storage with the commercial servicing areas, and a separation of the commercial first floor with the residential components which ensure there will be no conflicts between the different uses.

8.74 Additional detailed provisions have been incorporated into the internal layout of the buildings to ensure compartmentalisation of each floor level, with provisions for access controlled systems to improve safety and security of the dwellings. These provisions were made on the advice of the Crime Prevention Design Advisor and a planning condition is recommended to ensure that the applicant used best endeavours to achieve a gold standard Secure by Design certificate for the development. Officers consider that the provisions incorporated within the development to reduce opportunities for crime and anti-social behaviour would create an improvement to the existing condition of the site. With good design practice (in terms of building frontages, lighting systems and in-built access/security systems), that the proposals would demonstrate compliance with Local Plan policy EN5, Core Strategy Policies 8 and 12 and the NPPF (2019) in terms of the provision of a safe and secure environment.

Townscape

8.75 A Townscape and Visual Impact Assessment (TVIA) and Revised TVIA have been submitted which set out a detailed analysis of the site context, identifying a series of current townscape character areas at High Street, Heart of Slough, Park St/Victoria St Residential Area and Wellington Street upon which the impacts of the application scheme are assessed. This is complemented by a series of verified views of the Site, including Accurate Visual Representations of views in either rendered or wireframe form. A total of 15 representative viewpoints were considered from the surrounding area.

8.76 The applicant's assessment found that the proposed development would result in beneficial visual effects in local views where viewed in the context of other built form associated with the Town Centre and where the improved High Street frontage would be apparent. The report

considers there would be some limited and localised minor adverse effects when viewed along Herschel Street. However, the report identifies that the proposed development is of a comparable scale to the cumulative developments and when viewed from the south integrates within the emerging context to denote the Town Centre skyline. The TVIA considers that the development would have a negligible impact mid-range and long-range views.

- 8.77 The TVIA acknowledges that Building B would be noticeable from a townscape perspective but the applicant's townscape consultant report considers the building would appear well proportioned and its articulation would effectively break down the mass of the tall building. The applicant considers that the brickwork palette would be robust to ensure the development is capable of complementing the character of the local townscape and the height of the building would enhance the legibility of the Town Centre.
- 8.78 Overall the original TVIA concluded that the proposed development would have a beneficial effect on the townscape character of the site due to the introduction of high-quality built form of an appropriate scale, design and materiality to the site's urban Town Centre location. Officers have carefully considered the conclusions of the TVIA and have given due regard to the impact on visual receptors (within the identified viewpoints) and character areas, including the cumulative context which highlights emerging development schemes.
- 8.79 Officers consider that the original TVIA significantly underplays the sensitivity of visual receptors within the viewpoints (particularly those within residential viewpoints) and the townscape quality and sensitivity of the Town Centre and Park St character areas. As such, the results are considered to be greatly overplayed in terms of their benefits and officers consider that there are greater levels of harm to the townscape character areas and to visual receptors to result from the development. A revised TVIA has been submitted following the revisions to the central building. It is considered that the revised TVIA demonstrates a slight reduction in the level of harm to the local townscape character areas and visual receptors, to an extent which results in only minor adverse impacts in the non-cumulative scenarios. In the cumulative scenarios, the particular viewpoints demonstrate some minor improvements from the previous scheme massing with the top of the central building appearing more discretely hidden from the viewpoints (with the other developments in situ). Notwithstanding this, it is considered that officers have identified adverse impacts on the High

Street and Residential Townscape Character Areas; and to viewpoints 1, 2, 3, 4, 5, 7 and 11 in the TVIA.

- 8.80 In conclusion, the proposed height, scale, massing and bulk of the development has been carefully considered through extensive townscape analysis massing studies and pre-application feedback. Overall, the significant increase in scale of development cannot be suitably accommodated within the site without appearing significantly overbearing on the surrounding townscape. The proposed height and massing are therefore considered to be incompatible with surrounding context and would fail to comply with the criteria set out in within Policy EN1 of the Saved Local Plan Policies and with Core Policy 8 which require new development to relate to the surrounding context.

Future Development

- 8.81 The Council is in the process of preparing a planning strategy for development in the Town Centre which aims to provide a framework for future sustainable development in order to promote comprehensive regeneration and restore vitality and activity to the centre of Slough. The Strategy identifies potential locations where tall buildings are suitable and offers high level guidance on the character, building height and form of development (amongst other matters). The Strategy promotes and seeks to safeguard the potential for major and comprehensive redevelopment of the Queensmere and Observatory Shopping Centres.
- 8.82 The proposed strategy recommends that building heights are designated accordingly within zones, which provide guidance on whether development should be low, medium or high rise. The application site falls into a low rise zone. The strategy advises that all buildings along the south side [of the High Street] respect the scale of the High Street and the primary frontages and entrances are from the High Street. This mirrors the generic design criteria in Local Plan policy EN1.
- 8.83 The Emerging Town Centre Strategy identifies that opportunities exist for a variety of landmark buildings which will mark key views into and across the centre of Slough, and create a new and varied skyline for Slough. The building heights must have regard to sensitive long distance views, particularly from Windsor Castle, as well as the setting of the Castle viewed from the Copper Horse and the setting of important local buildings such as St Ethelbert's Church and the railway station building. The approach to tall buildings was developed in the

Heart of Slough strategic site allocation in the Local Plan. As such, tall buildings will be embraced (within the framework) but only in certain locations and only if they are in accordance with the strategy and subsequent adopted policies and guidelines. Although the application site is not a site where taller buildings would be directed in the strategy, the development must therefore be considered on its merits taking into account design quality, townscape impact and the scale, height and massing of the surrounding buildings/context.

- 8.84 Notwithstanding the above, the strategy is at an early stage in its preparation and any site specific guidance pertained therein can only be afforded very limited weight in the planning assessment. However, as the proposals have come forward in advance of the strategy, the applicant has submitted an appraisal of the immediate context to suggest how adjoining sites could come forward for development, on a piecemeal standalone site by site basis or as part of a comprehensive form of the development.
- 8.85 Officers have reviewed the appraisal which shows that adjoining sites developed at an appropriate scale and density commensurate with the town centre location. The analysis shows that there could be some potential conflict as a result of flank windows (in proposed building B) which could overlook and be overlooked by adjoining sites, were they to come forward for residential or commercial uses. As such, the current floorplan would give rise to a scenarios whereby the development potential of adjoining sites would be unfairly limited by virtue of the potential existence of number of flank windows on both east and western flanks. It is considered this would unreasonably compromise and prevent the adjoining sites from being developed to include residential uses and is demonstrable of a scheme which is prejudicial and un-neighbourly.
- 8.86 In conclusion, it is considered that the proposals are capable of unreasonably prejudicing the development potential of the adjoining sites which would undermine the emerging planning framework for the Town Centre and fail to be sympathetic to the local context contrary to Local Plan Policy EN1.

Conclusions on Design

- 8.87 Overall, the application proposal is not capable of achieving an acceptable standard of design by virtue of the scale, massing, height and bulk appearing at odds with the prevailing low-rise urban context. It is considered that the proposed improvements to the physical

appearance of the current building are tempered by virtue of the excessive scale, height and massing.

- 8.88 In conclusion, the proposed scale, bulk, massing and height of the development would form a new visually dominant local landmark building which would result in a significant degree of harm to the local townscape and character of the local area. Therefore, it is our view that the harm to the townscape is significant enough to achieve a level of incompatibility with the area which fails to address the criteria in the Local Plan Saved Policy EN1, Core Strategy Policy 8 and Core Strategy Policy 9.

Trees

- 8.89 Saved Policy EN3 sets out that a comprehensive landscaping scheme will be required for all new development proposals. Where there are existing trees which make a significant contribution to the landscaping, these are expected to be retained and incorporated into the new scheme. Saved Policy EN4 adds that if the removal of one or more trees is permitted as part of a new development, an equivalent number or more of new trees, of a similar size or species must be planted as near to the location of the removed tree(s).
- 8.90 There are a few low grade trees in the centre of the site on the western boundary but none are considered to be appreciable amenity value to sustain their retention. The Borough's Arboricultural Officer raises no objections to the proposals.
- 8.91 The proposals are considered to be compliant with Local Plan policy EN4.

Heritage

- 8.92 Core Policy 9 sets out that new development will not be permitted unless it protects and enhances the historic environment and respects the character and distinctiveness of existing buildings, townscapes and landscapes and their local designations. Saved Policy EN17 sets out that special attention will be given, in the exercise of the development control function, to the retention and enhancement of locally listed buildings and their setting. NPPF (Para 197) requires the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage

assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

- 8.93 Slough Town Centre contains a number of locally listed buildings, with the key listed buildings outlined within the Heritage Statement. The majority of these sites are situated further to the west of the High Street towards the junction with Windsor Road. The two closest locally listed properties are No. 200-202 High Street which abuts the site's western boundary; and 194-198 High Street which is immediately west of No. 200-202 High Street.
- 8.94 The alignment of the top of the first floor with the height of No. 200-202 seeks to ensure that the proposals respect both of its immediate neighbours. The north-west corner of building A has been pushed back which reduces the width of the elevation and upper floors of the façade. This move is considered to suit the more traditional narrower frontages of the existing properties to the High Street. In reducing the proximity between the upper floors of Building A and No 200-202 a more sympathetic relationship is secured between the two properties. Notwithstanding this, the additional height differential between the development and the adjoining sites is three storeys when viewing the site from the east and west. This represents a substantial increase in height which challenges the smaller scale and lower rise character of these buildings which form the immediate context of the development. The height of Building A, combined with the presence of Building B to the rear has potential to undermine the vernacular character of the locally listed buildings which amounts to some less than substantial harm to the setting.
- 8.95 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.
- 8.96 There are no listed buildings in the immediate vicinity of the site and the site is not within or adjacent to a conservation area. The significance of

the nearby locally listed buildings has been assessed as low (given their non-statutory status), but the setting of the locally listed buildings is highly sensitive to change considering the development immediately adjoins 200-202 High Street.

- 8.97 The proposed development would change the setting of the locally listed buildings and would result in a greater scale of development. Given the significant increase in scale and height, and proximity to the locally listed buildings it is considered that there would be some less than substantial harm to the setting of the locally listed buildings in NPPF terms. Nonetheless, such level of harm is on the lower end of the scale of less than substantial harm given the heritage assets are non-statutory and the assets themselves remain unaffected.
- 8.98 The proposed development would also be partially visible from the northern terrace of Windsor Castle (a Grade 1 Listed Building/Scheduled Ancient Monument) but given the scale (at 12 storeys) the development would be seen alongside other substantial buildings in the established modern townscape of Slough at a considerable distance away. It is considered there would be a neutral impact on the setting and significance of Windsor Castle which would not amount to harm in NPPF terms.
- 8.99 It is considered that the development is sympathetic and considerate of the statutory assets but will result in some less than substantial harm to the non-statutory asset. Therefore the proposal fails to meet the requirements of Local Plan Policy EN17 which requires the retention and enhancement of the setting of locally listed buildings. Officers have in the above paragraphs demonstrated how the statutory duty to have a special regard to the desirability of protecting the setting of the nearby locally listed buildings has been applied, alongside the NPPF guidance.

Density

- 8.100 At the national level, Section 11 of the NPPF requires that planning policies and decisions should promote an effective use of land while safeguarding and improving the environment and ensuring safe and healthy living conditions, maintaining the prevailing character and setting, promoting regeneration and securing well designed, attractive and healthy places. Paragraph 122 of the NPPF relating to achieving appropriate densities states that in supporting development that makes efficient use of land, it should taking into account of the importance the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it.

Core Policy 1 sets out that proposals for high density housing will be located in the appropriate parts of Slough town centre. Elsewhere, the density of development will be related to the site's current or proposed accessibility, character and surroundings.

- 8.101 Core Policy 4 of the Core Strategy states that 'all new residential development will be constructed at a minimum net density of 37 dwellings per hectare'. Table 1 within the Core Strategy outlines the density ranges afforded to different location types within the Borough. Developments within the Town Centre should target densities of 70 dwellings per hectare or higher. No maximum density is allocated to Town Centre sites. As such, density will be dependent upon the overall strategy for that location and upon achieving a high standard of design which creates attractive living conditions.
- 8.102 The Issues and Options document for the Emerging Local Plan indicates that it will continue to support high density development, as identified within part (c) of its key objectives: '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'. Furthermore, Part 1 of the Council's Brownfield land register allocated a minimum of 50 net dwellings on the site which suggests that a higher density development could be acceptable, subject to detailed design..
- 8.103 The proposed scheme has a density of 337 dwellings per hectare which is below the 500 dph scheme referenced in the Core Strategy.
- 8.104 The design approach results in the significant intensification of use of the site which would provide floorspace for 82 new homes above an extended ground floor podium, which provides flexible commercial floorspace at ground and first floors to modern standards and efficiencies. The housing is to be designed to meet the needs for smaller households, including small families. All the units will meet or exceed internal space standards and the proposed layout has been designed to avoid single aspect units.
- 8.105 The layout of the development provides sufficient separation distances between each of the blocks to ensure there will be no significant overlooking or loss of privacy between individual units. Each new dwelling will be provided with private outdoor space in the form of balconies as well as having access to a landscaped podium space and upper floor roof terraces at levels 8 and 10 in Building B.

8.106 The proposed new dwellings will provide new housing and contribute towards housing needs. This is considered in the planning balance, against other policies in the Local Plan, Core Strategy and NPPF in terms of achieving a good standard of design.

8.107 Notwithstanding this, it is considered that the proposals demonstrate clear symptoms of over development by virtue of the need to substantially increase the scale of development in relation to the established scale in the area and would result in some lower rise dwellings having poor quality outlook and light levels. For these reasons, the proposals have not demonstrated how the proposed density of development could be achieved on this site.

8.108 Highways and Transport

8.109 Paragraph 108 of the NPPF 2019 states that in assessing specific applications for development, it should be ensured that:

- a) Appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) Safe and suitable access to the site can be achieved for all users; and
- c) Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree

8.110 Paragraph 109 of the NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

8.111 Paragraph 110 of the NPPF states development should give priority first to pedestrian and cycle movements and second to facilitating access to high quality public transport and appropriate facilities that encourage public transport use. It also states applications for development should create places that are safe, secure and attractive, minimising conflicts between pedestrians, cyclists and vehicles and allow the efficient delivery of goods and access by service and emergency vehicles. Development should also be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

- 8.112 The applicant has prepared a Transport Assessment to consider the transport and highways impacts of the development.
- 8.113 Car Parking: No car parking is proposed as part of the development. The Council's parking standards (set out as guidelines in the SPG) would require the following provisions:
- 8.114 SBC's Developers Guide Part 3 identifies that for a residential development of this type within the current Town Centre boundaries, 0% car parking could be achieved. Core Strategy Policy 7 requires maximum restraint to be applied to parking for residential schemes in the town centre. The car parking restraint reflects the emerging planning policy direction and Transport Vision (which applies maximum restraint on car parking). The current policy for the rest of the Borough advises that the level of parking within residential developments must be appropriate to both its location and the scale of the development. It must also take account of local parking conditions, the impact upon the street scene and the need to overcome road safety problems and protect the amenities of adjoining residents. It should be noted that these standards are from 2008 and the emerging policy demand that developments in sustainable locations should reduce the reliance on car ownership and encourage more sustainable modes of transport. The justification for the parking provisions are set out in the Planning Statement and Transport Assessment submitted in support of the proposals
- 8.115 The application site is located within the town centre, with easy access to the A4 which is served by regular bus services. It is also within a 10 minute walk of Slough Railway Station and has good access to local facilities and shopping areas both in Chalvey and the Town Centre. Furthermore the proposal benefits from a full complement of 83 cycle parking spaces on site to encourage sustainable modes of transport which is further supported by good walking and cycling links near the site linking them to the A4 corridor and other major routes.
- 8.116 Given site's sustainable location within the town centre and combined with the easy access to alternative public transport modes in vicinity of the site, it is considered that a car free development would be acceptable. Furthermore, the proposals are supported on the basis that the development would provide a financial contribution towards the local EV Car Club 36 & 37 as identified in the Low Emission Strategy (LES) for the Borough. Planning obligations are recommended which ensure that residents in the development (with the exception of Blue Badge Permit Holders) cannot be issued with, or apply for, Controlled

Parking Permits for the local CPZ. This will ensure that the surrounding streets will not be affected by additional cars from residents in the development (who own cars), and (in accordance with the measures set out in the Travel Plan for the development) will therefore encourage need for residents to utilise other sustainable forms of travel.

- 8.117 It is recognised that the level of car parking is a concern that has been raised in the consultation responses. However, the car free provisions acknowledges that there is a pressing need to reduce the impacts of car born traffic on the local roads, for environmental reasons including the need to improve air quality levels and to deliver sustainable development in accordance with the NPPF core principles. The Council is in its early stages of preparing a Transport Vision for Slough for the next 25+ years and the adoption of car parking restraint coupled with a modal shift to more sustainable modes of travel is central to the Vision which aims to reduce traffic, improve air quality improve the environmental quality of the town and deliver economic regeneration to encourage people to work, live and stay in the area. It is considered that the level of car parking within the development is appropriate on the basis of its central and accessible location, cognisant of a sustainable urban development which is in accordance with the NPPF guidance and the emerging transport policies being prepared by the Council. It is considered that the absence of car parking within the site would not cause severe harm in NPPF terms, subject to the provisions set out in the planning application and planning conditions/obligations.

Cycle Parking

- 8.118 The current SBC Developers Guide Part 3 refers to a minimum provision of 1 cycle space per unit for residents. The applicant is proposing a total of 95 cycle parking spaces located in a cycle store with access from Herschel Street. 21 spaces will be in Sheffield stands and 74 spaces will be in two tier racks. Visitor cycle parking will be provided in addition to the residential cycle storage where three Sheffield stands within the undercroft of the building between gated entrances will provide parking for six bicycles.
- 8.119 Two retail cycle parking spaces will be provided within each of the retail units – four spaces in total. Cycle parking will be located to the rear of each unit comprising two Sheffield stands within each unit and complemented by shower rooms, drying area and lockers for the storage of cycling equipment such as helmets and panniers. The general principle and proposed capacity of the secure cycle parking

areas are in accordance with SBC guidance and is considered acceptable.

Car Club

- 8.120 It is recommended that the development makes provision to support the Council's emerging EV Car Club scheme by way of the provision for a financial contribution towards off-site projects 36 & 37.

Refuse Storage & Collection

- 8.121 The residential and commercial refuse stores are primarily positioned to the south of the site, allowing for access for refuse collections from Herschel Street. The residential and commercial refuse will be collected via the service yard. The service yard provides access to both refuse stores. Three residential refuse stores are proposed store 1, located along the West side of the building and store 2 & 3, located adjacent to the service yard. On collection days the building management will move the refuse bins from bin store 1 and the commercial bin store into bin store 2 for collection. The ground floor layout has been amended to switch the location of the building C cycle stores with the building C refuse store. Furthermore, the location of the internal door to the building B refuse store has been moved to the entrance lobby area to Blocks A and B to prevent potential entry into the site from the servicing area. The amendments were made in consultation with the Crime Prevention Design Advisor who raises no objections.
- 8.122 In accordance with SBC's Developer Guide Refuse and Recycling Storage for New Dwellings (updated December 2017) the refuse and recycling storage for fats are in the form of 1100 litre euro bins. The number of bins required has been calculated as follows:

Refuse:

Provision: 97 litres per fat

Block A: $97 \times 9 = 873L = 1$ refuse bin (1100l size)

Block B: $97 \times 69 = 6,305L = 7$ refuse bins (1100l size)

Block C: $97 \times 16 = 1,551L = 2$ refuse bins (1100l size)

Recycling:

Provision: 53 litres per fat

Block A: $53 \times 9 = 477L = 1$ recycling bin (1100l size)

Block B: $53 \times 69 = 3,657L = 4$ recycling bins (1100l size)

Block C: $53 \times 16 = 848L = 1$ recycling bin (1100l size)

8.123 The Council's Transport and Highways officer has raised some concerns in regards to the accessibility of the refuse arrangements but raises no objections subject to the above provisions and the detailed plans being conditioned.

Servicing & Deliveries

8.124 It is proposed that refuse collection for the residential and retail units will be accommodated via a turning head within the south-eastern part of the site. Access to this area will be from the rear of the building on Herschel Street, providing access to the bin stores for all units.

8.125 Similarly, delivery vehicles for the retail units will use this turning head and these will be scheduled to avoid simultaneous deliveries. The turning head will allow delivery and servicing vehicles to operate within the site and without disrupting the flow of vehicles along Herschel Street. The Swept path analysis shows that a HGV can turn around within the site but the drawing does not identify the vehicle used. Therefore, officers require details of the HGV used so that it can comment on the acceptability of the swept path analysis. Also, this drawing does not show that the HGV can satisfactorily turn left into and left out of the site from Herschel Road and the applicant needs to provide a plan that demonstrates that these manoeuvres can be undertaken safely.

8.126 The service and delivery access for the commercial units will be from Herschel Street. Deliveries will enter into a dedicated service yard with a lockable gate. The commercial units on the ground floor will have direct access to the service yard and the residential and commercial bin stores will also be accessible from this yard for collections.

8.127 A residential delivery/loading bay will be located in the south east corner of the site for delivery vehicles to park for a short period to deliver goods via the residential entrance where post/delivery lockers will be located. Highways Officers have raised concerns about this location and have requested a further demonstration of the safety provisions, particularly as vehicles may end up reversing onto Herschel Street which could result in some conflict with pedestrians and highway users.

Highway Safety

8.128 The applicant has reviewed the STATS19 PIC data for the area surrounding the site for the most recent five-year period (2013-2017)

for which data is available from the DfT. They advise that given the nature of the pedestrianised High Street, there have been no collisions to the north of the site on this stretch of street. To the south, the area reviewed covers Herschel Street between Park Street and Alpha Street North and there have been two collisions. One of these was categorised as 'slight' in severity whilst and one was categorised as 'serious'. Therefore, officers consider that there are no existing patterns of incidents or trends that need to be investigated further or potentially mitigated against. As the proposed development is to be car-free any increase in vehicles on the highway network as a result of the development will be limited to deliveries, service vehicles and taxi services. Officers consider that deliveries and servicing are unlikely to have a detrimental impact upon incidents in the area providing they are carefully managed and occur at times outside of the weekday peak periods.

Trip Generation and Impact

- 8.129 The applicant has not assessed the impact of trips from the proposed retail and commercial uses given the reduction in floor area from the existing BHS stores 4,012 m² GIA to the proposed area of 1,567m² for retail and commercial use. However, the applicant has assessed the impact of the trips from the proposed 94 residential dwellings and officers consider this to be an acceptable approach.
- 8.130 In terms of the trip generation, the Highways Officers have checked the TRICS database and agree with the applicant that there are currently no sites within it that are car free outside of Greater London. Therefore, given that the development is proposed to be car free, subject to the provision of any accessible car parking bays, the LHA considers that most vehicle movements to/from this site will be service/refuse and home deliveries. The current assessment does not set out what the quantum of these service/refuse and home deliveries trips is predicted to be nor has the applicant set out what the procedure is if two delivery vehicles turn up at the same time given that only one loading bay is proposed and that Herschel Street has "at any time" loading restrictions preventing kerbside servicing.
- 8.131 As the applicant is proposing a car-free development and since the site is located within the town centre, considering the lack of car parking being provided will result in an increased demand on the public transport network. As TRICS shows, Public Transport trips are likely to increase to a total of 95 trips daily across the peak hours. During the AM Peak hour, 13 more departure trips are likely to generate and

during PM Peak hour, 15 more arrival trips are expected to generate. Therefore, the developer should make a contribution towards Slough Borough Council's Transport Strategy. This may be used, for example to improve the public transport facilities in the area such as bus shelters, RTPI and seating facilities at the bus stops. This contribution should be secured through a S106 Agreement.

Travel Plans

- 8.131 The Travel Plan Statement sets out the information about the site, the proposed development at the site, its accessibility and that the Travel Plan will apply to both the commercial and residential developments on the site. It sets out that a travel plan pack, including what it contains, will be distributed to all residents and commercial operators with updates to be carried out by the estate's management group. The Travel Plan statement does not include any information about mode share targets, base line surveys and what measures are proposed if those targets are not met and any reporting to Slough Borough Council.

S278 Highway Works

- 8.132 Further to discussions with Highways Officers, the proposals would require safeguarding a small slither of land on Herschel Street which may be required as part of a road widening plan. The proposals can be delivered without the need for this land. The applicant has agreed to dedicate this land which can be secured in a s106 agreement.
- 8.133 Notwithstanding the need to provide further details and supporting technical information , the proposals are considered to be broadly compliant with the relevant saved transport and highways policies in the Local Plan (T2, T8 and T9) and the Core Strategy (CP7), and the NPPF (2019) and would not result in severe impacts.

8.133 Relationship with Neighbouring Properties

Sunlight, Daylight, Overshadowing, Privacy

- 8.134 There are no specific local planning policies with regards to daylight and sunlight impacts. However, it is considered that high quality development should not cause unacceptable loss of daylight and sunlight to existing occupiers. More generally, Core Policy 8 requires new development proposals to reflect a high standard of design and to be compatible with and / or improve the surroundings in terms of the relationship to nearby properties. The NPPF at paragraph 127 sets out

guiding principles for the operation of the planning system. One of the principles set out is that authorities should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. In considering the proposals, officers have had due regard for the impacts on the amenity and living conditions of residents residing within adjoining and adjacent dwellings in the High Street, Herschel Street, Alpha Street, Hencroft Street, Victoria Street and Park Street.

8.135 The proposals have been considered with regards to the impact (of the development) on the existing levels of privacy, daylight, sunlight and overshadowing to determine whether the residential amenity within neighbouring properties would be materially affected. The daylight (and sunlight) conditions within the following properties have been considered in the daylight and sunlight report (which was revised to respond to the amended plans).

- Queensmere Shopping Centre & 221 High Street
- 218-220 High Street
- 230-236 High Street
- 2 & 12 Alpha Street North
- Pegasus Court, Herschel Street
- 1A-38 & 40-41 Herschel Street
- 3 & 9 Hencroft Street North
- 24-27 Bembridge Court, Park Street
- 18-22 (even no.) Park Street
- 9-21 (odd no.) Park Street
- 198-200 High Street

8.136 The daylight report has been submitted by the applicant to assess the effects of the proposals on the daylight and sunlight levels to adjoining occupiers. The methodology and criteria used for these assessments is provided by the Building Research Establishments guidance 'Site layout planning for daylight and sunlight: a guide to good practice' (BRE, 2011) and the British Standard document BS8206 Pt2. The BRE guidelines are the accepted methodology used by local authorities for assessing daylight and sunlight levels. The guidance sets out the primary methods of assessing daylight to existing buildings – the Vertical Sky Component (VSC) and the No-Sky Contour (NSC). The assessment for sunlight to the existing neighbours is undertaken using the Annual Probable Sunlight Hours (APSH). In this case, all three tests have been carried out to assess the impact of the development and officers have reviewed the conclusions of the three BRE tests (for measuring the daylight and sunlight effects).

8.137 The Housing Supplementary Planning Guidance (SPG) and National Planning Policy Framework (NPPF) reiterate the need for a flexible approach in applying policy or guidance relating to daylight and sunlight. It suggests that decision makers should recognise that fully optimising housing on large sites may lead to daylight / sunlight levels departing from those presently experienced but should still achieve acceptable levels of residential amenity and avoid unacceptable harm. This direction is a reflection of the broad objectives of the NPPF to increase supply of housing, make effective use of land and achieve well designed places to ensure all development is sustainable. As such, it is becoming common to refer to retained absolute levels of daylight and sunlight amenity, rather than looking at the change, to determine whether the daylight and sunlight levels as a result of a proposal are acceptable. A Daylight, Sunlight and Overshadowing Report (and addendum) has been submitted to assess the impacts on adjacent properties and public spaces, the proposed accommodation and the communal landscaped podiums.

Daylight

8.138 The technical analysis has confirmed that the daylight availability to the great majority of neighbouring buildings would be retained in accordance with the BRE recommendations. The Report confirms that 98% of habitable rooms would receive daylight in accordance with BRE recommended values which is considered to demonstrate a very high level of compliance, noting the urban town centre context. Where technical transgressions have been identified, these are considered to be very marginal shortfalls and would not materially worsen the level of daylight within the affected property (3 Hencroft St) which is served by other windows.

Sunlight

8.139 Sunlight availability to neighbouring residential properties that face within 90° of south demonstrates that BRE's recommended values would be satisfied in the majority of the locations. The only exceptions are to first and second floor windows in 189-200 High Street which are likely to comprise bathrooms or kitchens, and are less reliant on access to sunlight. The properties are also served by a second aspect with windows which would be BRE compliant in respect of daylight levels.

Proposed Accommodation

8.140 The Report confirms that 22% of the proposed accommodation satisfies the BRE recommended values for daylight levels. This is considered to be at the lower end of results and is symptomatic of the proposed site layout which includes a central tall building adjacent to internal facing buildings A and C. This layout creates a dense and close relationship between the proposed buildings and results in the lower floors receiving sub-BRE-standard daylight levels. It is considered that the resulting values are not atypical of dense urban environments, but it is a symptom of over-development of the site.

Over-shadowing

8.141 In relation to overshadowing, the results confirm that the BRE recommendation of two hours of sunlight on 50% of the area on 21 March would be satisfied for the tested part of the High Street. The applicant has provided further sun path analysis (with transient overshadowing plotted) to consider the effects including the conditions on June 21st. The results indicate the BRE recommendations of two hours of sunlight would be satisfied in this part of the High Street in June. The transient overshadowing analysis demonstrates that there would not be an over-shadowing problem on the High Street as a consequence of the development. It is noted that there are currently no private or communal external areas (to the properties on Park St, High Street, Herschel St and Alpha Street) so there will be no overshadowing effects to these properties.

8.142 The results of the report confirms that at least two hours of sunlight on 21 March would be available respectively across 91%, 59% and 57% of the scheme's proposed amenity areas, above the minimum 50% recommended by BRE. Overall the quantity of sunlight to proposed amenity areas is good and would satisfy BRE recommended values.

Privacy and Overlooking

8.143 The proposed new development blocks have been planned to ensure that there would be minimal direct overlooking between the development and directly facing windows in existing dwellinghouses. The table comprises the (approximate) distances between the development blocks and the closest facing commercial and residential properties.

New Development Block	Closest Existing Facing Property	Minimum Distance (Approx.)
Block B (North Facing)	198 High Street	10m
Block B (North Facing)	200-202 High Street	22m
Block B (Eastern Flank)	206-216 High Street	2.5m
Block A (North Facing)	221 High Street	20m
Block A (North Facing)	Observatory Shopping Centre Entrance High Street	18.5m
Block B (South Facing)	Pegasus Court (Offices), Herschel Street	20m
Block C (South Facing)	36-39 Herschel Street	10m
Block C (South Facing)	40-41 Herschel Street	11m
Block C (Western Flank)	16-20 Park Street	28m
Block B (Western Flank)	4-14 Park Street	30m

8.144 The distances between the new development blocks and existing facing buildings is considered to be typical of central urban infill developments. The proposed flats within Building A are over 20m from the south facing commercial buildings on the North side of the High Street. The south elevation of Building C is located further forward of the existing building line and the new flats will be approx. 10-11m from the ground floor commercial properties on Herschel Street and the New Testament Church of God (Herschel Street). There are no residential windows within the properties on High Street or Herschel Street.

8.145 There will be windows within Building B located 10-15m from the rear elevation of 198 High Street but there are no habitable room windows affected in this property which appears to comprise ancillary residential floorspace to the ground floor shops. The BRE Daylight Report submitted with the application considers that there are second floor windows which serve a bathroom and a kitchen and staircase on this elevation. The BRE report confirms that there are no upper floor windows on 206-212 High Street that would be affected by the development and so no overlooking will occur between the buildings.

8.146 It is considered that the development has an acceptable relationship between the proposed buildings and the existing surrounding properties in these terms. There are very few residential properties within the vicinity and (with the exception of 198 High Street to the west), all existing residential properties would be well over 20m from the development. As such, the development will not give rise to overlooking of any existing residential property.

8.147 The following table provides the approximate distances between facing windows within the proposed units (on Blocks A and C) and windows on the adjacent facades on the central block B.

Block (Unit)	Facing Block (Unit)	Minimum Distance (Approx.)
Block A (West Unit)	Block B (West Unit)	22m
Block A (West Unit)	Block B (Central Unit)	18m
Block A (East Unit)	Block B (East Unit)	22m
Block C (West Unit)	Block B (West Unit) South Facing	21m
Block C (Central Unit)	Block B (Central Unit) South Facing	19m
Block C (East Unit)	Block B (East Unit) South Facing	21m

8.148 The proximity of the flats within the development is considered to be within acceptable tolerances accepting that a 20m separation distance is generally the minimum ideal distance between facing windows (to avoid overlooking). It is considered that as the development is located in the town centre that it is permissible to reduce the standards in order to increase density levels and develop sites within a more efficient and optimal way (in accordance with the Part 11 of the NPPF). It is also considered that the development has been designed with Blocks A and C containing external walkways and stairwells at the rear facades which has the affect of providing a further buffer between facing windows. The detailing of the stair enclosures are lightweight glazed cast U channels within aluminium clad walkway structures which will act as a further impediment to reduce internal overlooking between facing dwellings in the development.

8.149 The following table provides approximate distances between the external circulation spaces (ie: walkways on Buildings A and C); and the private balconies on the south and north facades of Building B.

Block (external circulation space)	Facing Block Balcony edge)	Minimum Distance (Approx.)
Block A Walkway (Levels 2-4)	Block B (Central unit balcony Levels 2-10)	16m
Block C Walkway (Levels 2-4)	Block B (Central unit balcony) Levels 2-10	16m

8.150 It is considered that there will be some overlooking between the private balconies in Buildings B and the facing walkways in Buildings A and C

but given the nature of the external walkways and the cover provided in the structures that the separation distances are considered to be acceptable noting only the lower floors 2-4 could be closer together. On balance, the proposals are considered to be laid out to a satisfactory standard to ensure there would be acceptable levels of outlook within the development.

8.151 Taking into account the above assessment, it is considered that the resulting daylight, sunlight, overshadowing and privacy impacts are such that the development is concluded to have an acceptable relationship with adjoining buildings (in terms of residential amenity and the conditions therein), notwithstanding the increased density and scale of development. It is considered that the development has due regard for its dense urban location within Slough Town Centre. It is acknowledged that there would be very few instances whereby daylight would fall (marginally) below recommended BRE levels within isolated windows to adjacent dwellings, but the resultant levels are not unreasonably low for the urban central location, and given the benefits of the development and sustainable location, it is permissible to apply the standards more flexibly, in accordance with the BRE guidelines, the NPPF (2019) and Core Strategy Policy CP8.

8.152 Environmental Impacts

Noise

8.153 Core Policy 8 states that development should not give rise to unacceptable levels of pollution including noise pollution and should not be located in noisy environments unless the development includes appropriate mitigation measures to limit the adverse affects on occupiers.

8.154 An Acoustic Report has been submitted with the planning application which includes a Noise Assessment. The existing noise levels affecting the Site and surrounding area have been established. Using these measured noise levels and national policy and industry standard guidance (i.e. British Standard 8233:2014 and BS4142:2014), an assessment of the acoustic performance of the glazed elements of the external building fabric has been undertaken.

8.155 The highest noise level was measured at the rear façade of the development, with a daytime LAeq,16hr at 60dB and a night time laeq,8hr at 53dB. The Council's Environmental Quality Officer advises that this is classified as being at low to medium noise risk.

- 8.156 As a consequence of the above noise assessment for external areas, no mitigation is considered necessary for external amenity areas. In order to achieve the required internal noise levels, an appropriate glazing and ventilation strategy is recommended to be secured by a planning condition post-determination which will require the glazing to meet specified levels and the ventilation to adhere to the British Standard 8233 for various internal rooms.
- 8.157 The Noise Report recommends a range of environmental measures (to minimise disturbance to adjacent occupiers), such as scheduled construction work hours, operating hours, construction plant and equipment compliance with EU noise emission limits, design and use of site hoardings and screens to provide acoustic screening of noise emitting equipment; exhaust silencers to vehicles and plant; use of noise attenuating materials and locating noisy equipment in appropriate positions (etc). It is considered that the above measures can be incorporated into a construction environmental management plan which can be conditioned.
- 8.158 Subject to these conditions, the Environmental Health Officer raises no objections to the proposals. It is considered that with subject to sufficient information being provided to satisfy the conditions, that the policy requirements of Core Policy 8 and the guidance in the NPPF would be met.

Air Quality

- 8.159 Core Policy 8 sets out that development should not give rise to unacceptable levels of pollution including air pollution and dust. Development should not be located on areas affected by air pollution unless the development includes appropriate mitigation measures to limit the adverse affects on occupiers. The Guidance in the current NPPF (2019) para 181 requires planning decisions to sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.

- 8.160 The scheme is considered by the Council's Air Quality Officers to have a medium impact on air quality. As such, the scheme only requires an assessment of potential exposure of future residents to concentrations of NO₂ and the integration of Type 1 and 2 Mitigation measures, contained in the LES Planning Guidance.
- 8.161 .As the development includes demolition of existing buildings on site, a dust management and mitigation plan is required which should be completed in accordance with IAQM guidance on monitoring in the vicinity of demolition and construction sites (2018), and which can be conditioned. It is also recommended that a Construction Environmental Management Plan (CEMP) is produced and submitted to SBC for approval prior to commencement of works. The CEMP shall include non-road mobile machinery (NRMM) controls in line with table 10 of the LES Technical Report, all construction vehicles shall meet a minimum Euro 6/VI Emission Standard and all heating systems shall meet the emission standards laid out in table 7 of the LES Technical Report. A contribution to Slough's Town Centre EV Car Club project (Project 36 & 37) to provide future residents of the development additional transport options is to be secured through the s106 agreement.
- 8.162 Subject to the above mitigation scheme, the proposed development does not raise any significant or other residual adverse impacts on the health and / or quality of life for existing residential and commercial neighbours of the site as a result of any anticipated changes to air quality.
- 8.163 It is therefore concluded that the proposed development complies fully with air quality related planning policy at local and national levels, and that any mitigation can, if considered necessary, be enforced by means of appropriate planning conditions, consistent with paragraph 181 of the NPPF.

Ground Contamination

- 8.164 The desk-based preliminary risk assessment (PRA) concludes that the potential pollutant linkages have been assessed as having a very low to low/moderate risk. There are no potentially compete pollutant linkages identified with a moderate or higher risk. From a geotechnical standpoint, the report recommends that site investigation works are carried out in order to inspect the competency of superficial and bedrock deposits and to enable the estimation of the allowable bearing pressure for design purposes. Additionally, Standard Penetration Tests

(SPTs) should be undertaken within boreholes to assess the in situ consistency / density of the materials encountered

- 8.165 The Council's Ground Contamination Officer advises that the report is acceptable, its findings are agreed. It is recommended that additional investigation is required, once the building is completely demolished, in order to assess the real ground conditions and update the risk assessment and conceptual site model. Conditions requiring a Phase 2 Intrusive Investigation Method Statement, a Phase 3 Quantitative Risk Assessment and Site Specific Remediation Strategy and Remediation Validation are recommended.

Ecology

- 8.166 Paragraph 170 of the NPPF requires new development to minimise impacts on biodiversity and provide net gains in biodiversity. Core Policy 9 relates to the natural environment and requires new development to preserve and enhance natural habitats and the biodiversity of the Borough, including corridors between biodiversity rich features. Saved Policy EN22 sets out that special account will be taken of nature conservation interest when determining proposals for development which would be detrimental to land which contains features of ecological importance. Ecological appraisals are required where proposed development is likely to threaten any nature conservation interest.
- 8.167 An Eco-Constraints and Preliminary Roost Assessment has been submitted with the planning application. The preliminary roost assessment confirmed the building has moderate potential for roosting bats and further emergence surveys are required on this building. The report confirmed that evidence of nesting birds was present and should be taken into account if works are carried out in the nesting bird season. The report noted that habitats on the site are unsuitable for other species of importance and no evidence of them was found.
- 8.168 In accordance with the recommendations in the report it is considered that further mitigation and enhancement measures are secured (comprising the provision of bat and bird boxes and detailed landscaping schedules) to safeguard any significant existing ecological interest within the site and to ensure net gains of biodiversity.
- 8.169 Subject to conditions, the proposals the scheme is capable of achieving compliance with Core Policy 9 and saved Policy EN22 and other relevant national planning policies an industry guidance with

respect to ecology. Overall, there are no overriding ecological constraints to the development of the site.

Flood Risk and Water

- 8.170 Core Policy 8 relates to flood risk and sets out that new development will only be permitted where it is safe and it can be demonstrated that there is minimal risk of flooding to the development. The site is located within a Flood Zone 1 so is not at risk of flooding so it has not been necessary to submit a site specific Flood Risk Assessment (FRA) with the planning application. However, a Drainage Strategy has been prepared which considers various drainage techniques for the site.
- 8.171 The LLFA has requested further technical information relating to infiltration measures and requires further investigations prior to commencement of development. It is considered that these could be secured by way of conditions that requires the approval of a detailed surface water management plan and strategy in addition to a whole life maintenance plan to ensure the surface run-off and on-site landscaping is managed and maintained to an acceptable standard.
- 8.172 As there is minimal flood risk arising from the proposed development and the proposals for the site are designed to manage surface water arising from the site in a sustainable manner, subject to conditions, the proposals are considered to comply with Core Policy 8 and the NPPF. Any further details required by the Lead Local Flood Authority before the development commences can be addressed through appropriate planning conditions.

Sustainability and Energy

- 8.173 Requirements relating to sustainability are set out in Core Policy 8. This expects all development within the Borough to be of a high quality design, improve the quality of the environment and address the impact of climate change. The policy sets out a number of sustainable design principles that are expected to be addressed within proposals for new development.
- 8.174 An Energy Statement and a Sustainability Statement have been submitted with the planning application which sets out how the proposed development responds to the planning requirements for energy and sustainability, in terms of energy efficiency, renewable energy sources, overheating and water reduction. The development is designed to target a 15% reduction from 'regulated emissions' as per

the Building Regulations Part L. The scheme maximises energy efficiency, including by incorporating passive measures (listed in the report) to ensure that the overall energy demand does not exceed the limitations set by the Building Regulations. The development proposes to install a 21.42 kWp array of Photo-Voltaic panels on the roofs of the three buildings that would need to occupy approx. 160.7 sqm of area in order to make 15% Carbon Dioxide emissions savings. This would offset 19.51 CO2 tonnes per annum.

- 8.175 Overall, the proposed development achieves a reduction in regulated CO2 emissions of 15% over current Part L Building Regulations. A planning condition is recommended to ensure the development is carried out in accordance with the Energy Strategy and generates no less than the above emission reduction.
- 8.176 A Sustainability Statement has been submitted to demonstrates how both of the proposed flexible ground floor spaces and first floor flexible office/gym may achieve a “Very Good” BREEAM rating including all mandatory requirements.
- 8.177 The Sustainability Report confirms that the scheme has been designed to ensure that all the industry standards with respect to overheating, passive and active strategies have been incorporated. Subject to conditions requiring above measures being incorporated within the scheme, the proposed development is considered to be capable of compliance with the planning policy requirements contained within Core Policy 8 and the NPPF (2019).

Archaeology

- 8.178 Paragraph 141 of the NPPF (2019) states that local planning authorities should ‘require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible’.
- 8.179 The planning application was submitted alongside a Desk Based Assessment (DBA) for the consideration for Archaeological issues. This assessment lays out how past development impacts associated with the construction of the existing and former structures across the proposal area site will have most likely had a severe below ground impact on any potential Archaeology. Berkshire Archaeology advise that due to this, it seems that the archaeological potential at the site is

low. Berkshire Archaeology advise that it is likely that the redevelopment of the site would not have either a significant or widespread archaeological impact and no further archaeological mitigation measures are recommended in this particular instance

8.180 Planning Obligations

8.181 Core Policy 10 of the Core Strategy states that development will only be allowed where there is sufficient existing, planned or committed infrastructure. All new infrastructure must be sustainable. Where existing infrastructure is insufficient to serve the needs of new development, the developer will be required to supply all reasonable and necessary on-site and off-site infrastructure improvements.

8.182 The developer has indicated that they are willing to enter into a Section 106 Agreement which will contain the following planning obligations, including:

- Financial Contribution (of £200,000) towards the provision of affordable housing within the borough.
- Financial Contribution (of £50,000) towards an off-site EV Car Club (Projects 36 & 37), as part of the implementation of Slough Borough Council's Low Emissions Strategy (LES);
- Financial Contribution (of £24,600) towards recreation improvements in the town centre/local area (based on standard formula in Developer Guide £300 x 82 units);
- Financial Contribution (of £203,571) towards education (based on standard formula in Developer Guide £903 x 49 (1 Bed) + £4828 x 33 (2 Bed));
- Commitment to safeguard strip of land on Herschel Street (for Council's road widening scheme)
- Travel Plans (for residential, flexible land uses) and monitoring
- Car Parking permit restrictions;
- Employment and Training initiatives, including commitment to on-site construction apprenticeships/traineeships, business engagement, procurement and local employment provisions.

8.183 Based on the information assessed to date, such obligations would be considered to comply with Regulation 122 of The Community Infrastructure Levy Regulations 2010 in that the obligations are considered to be:

- (a) necessary to make the development acceptable in planning terms;

- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

8.184 **Equalities Considerations**

8.185 Throughout this report, due consideration has been given to the potential impacts of development, upon individuals either residing in the development, or visiting the development, or whom are providing services in support of the development. Under the Council's statutory duty of care, the local authority has given due regard for the needs of all individuals including those with protected characteristics as defined in the 2010 Equality Act (eg: age (including children and young people), disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. In particular, regard has been had with regards to the need to meet these three tests:

- Remove or minimise disadvantages suffered by people due to their protected characteristics;
- Take steps to meet the needs of people with certain protected characteristics; and;
- Encourage people with protected characteristics to participate in public life (et al).

8.186 This report identifies the need to ensure the new development provides residential accommodation which is suitable for individuals, with reference to the provision of accessible and adaptable dwellings and mix of dwelling sizes. Furthermore, the proposals have been revised to introduce further secure by design measures to make the development safer and more secure, therefore considerate of all individuals with protected characteristics. Conditions have been recommended to ensure the layout, accessibility provisions and design quality is secured.

8.187 It is considered that there will be temporary (but limited) adverse impacts upon all individuals, with protected characteristics, whilst the development is under construction, by virtue of the construction works taking place. People with the following characteristics have the potential to be disadvantaged as a result of the construction works associated with the development eg: people with disabilities, maternity and pregnancy and younger children, older children and elderly residents/visitors. It is also considered that noise and dust from construction has the potential to cause nuisances to people sensitive to noise or dust. However, measures can be incorporated into the

demolition method statement and construction management plan to mitigate the impact and minimise the extent of the effects.

8.188 The applicant has also offered to make a financial contribution towards off-site leisure/sports facilities and is making provision for a potential Class D2 use (Gym) at the first floor. This floorspace has been designed to have level access (at ground level) and include an internal lift so that all individuals (noting the needs of people with pregnancy/maternity, age and disability characteristics can be provided for. The internal layout could be designed to enable provision of wc facilities that are considerate of the needs of people with gender reassignment.

8.189 In relation to the car parking provisions, there are potential adverse impacts on individuals within the pregnancy/maternity, disability and age protected characteristics if the occupier/individual does not have access to a car parking space in the development, or off-site in the CPZ. The needs of disabled occupiers and occupiers with blue badges would be provided for as blue badge holders would be able to apply for (and obtain) a parking permit for the local CPZ. A justification for the level of car parking is provided in the transport section of this report to demonstrate compliance with the NPPF and transport planning policies in the Local Plan/Core Strategy.

8.190 In conclusion, it is considered that the needs of individuals with protected characteristics have been fully considered by the local planning authority exercising its public duty of care, in accordance with the 2010 Equality Act.

8.191 **Planning Conclusion**

8.192 The application has been evaluated against the Development Plan and the NPPF and the Authority has assessed the application against the core planning principles of the NPPF and whether the proposals deliver “sustainable development.”

8.193 The report identifies that the proposal complies with some of the relevant saved policies in the Local Plan and Core Strategy, but identifies where there are some conflicts with the Development Plan, namely the scale, height, massing and bulk of the development.

8.194 The development would make a positive contribution to the housing supply in the Borough to which moderate positive weight is afforded, which is tempered given the absence of any affordable or family

housing. The NPPF makes it clear that boosting the supply of housing is a key policy objective nationally and locally. There will be economic benefits in terms of the construction of the development itself and benefits associated with the resultant increase in population to which limited weight should be attached. There will also be social benefits too arising from the provision of new leisure or office facilities and retail uses in the ground and first floors and in addition to the uplift in the population and the role in the community (limited positive).

- 8.195 The resulting townscape and visual impacts are considered to result in significant harm to the local character of the townscape areas to the south and the Town Centre, which will also be harmful in specified viewpoints within the area, as a result of the scale, height, bulk and massing of the proposals, in NPPF terms. The nature and extent of the impacts as set out in this report and these are weighed appropriately in the balance, against other factors to and it is considered that the identified harm (on townscape character areas and on visual receptors) significantly and demonstrably outweighs the limited benefits of the proposals.
- 8.196 Compliance with some of the objectives of the NPPF have been demonstrated in terms of conserving the natural environment, biodiversity, preserving existing residential amenities, promoting healthy and safe communities, promoting sustainable transport, meeting the challenge of climate change and flooding and making effective use of land indicating an absence of harm (or which in the case of flood risk are expected to demonstrate an absence of harm) to which weight should be attributed neutrally.
- 8.197 Weighing all of the factors into the planning balance, and having regard to the NPPF as a whole, all relevant policies in the Core Strategy and Local Plan, the redevelopment of a town centre site which delivers housing at a time when the Council cannot demonstrate a 5 year supply of housing is not considered to tip the balance in favour of the development in light of the significance of the level of harm identified in the assessment. The proposal will deliver no significant wider environmental, community/social gains or economic benefits and so these do not weigh heavily in favour of the development. In applying paragraph 11 of the NPPF, it is considered that the adverse impacts (including the conflicts with elements of the Development Planning policies relating to townscape and local character and absence of affordable housing) demonstrably outweigh the limited benefits of the proposals.

PART C: RECOMMENDATION

9.0 Recommendation

- 9.1 Delegate to the Planning Manager for refusal subject to the below reasons.

PART D: REASONS FOR REFUSAL

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 which includes the High Street area and residential areas to the south. The development would comprise an unacceptable scale and form of development which constitutes an over-development of the site which would prejudice the development potential of adjoining sites and comprise an un-neighbourly and over-bearing design that would fail to comply with Policy EN1 of the Slough Local Plan (March 2004) and Policies 8 and 12 of the Core Strategy (2008) and the NPPF (2019).

Reason 2:

The proposed development would create additional opportunities to overlook the adjoining sites to the east and west by virtue of the position and number of bedroom and living room windows on the west and eastern elevations of Building B which are in close proximity to the site boundaries. The consequence of this is that the proposals would have an unneighbourly effect upon the potential siting of windows (within a new development) which would unreasonably prejudice the development potential of the adjoining sites should they come forward for development or redevelopment in the future. The development is therefore contrary to Policy EN1 of the Slough Local Plan (March 2004) and Policies 8 and 12 of the Core Strategy (2008) and the NPPF (2019).

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.

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SLOUGH BOROUGH COUNCIL

REPORT TO: Planning Committee **DATE:** 31st July 2019

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

WARD(S): All

PART I
FOR DECISION

INTERIM PLANNING FRAMEWORK FOR THE CENTRE OF SLOUGH

1. **Purpose of Report**

- 1.1 The purpose of this report is to seek Member's approval for the Interim Planning Framework for the Centre of Slough which will be used to guide the comprehensive regeneration of the area.

2. **Recommendation(s)**

The Committee is requested to resolve:

- (a) That the Interim Planning Framework for the Centre of Slough in Appendix 1 be adopted and approved for publication;
- (b) Delegated powers be given to the Planning Policy Lead Officer to make minor changes to the document prior to publication;

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

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

The Interim Planning Framework will have an impact upon the following SJWS priorities:

- 2. *Increasing life expectancy by focusing on inequalities*
- 3. *Improving mental health and wellbeing*
- 4. *Housing*

3b. **Five Year Plan Outcomes**

Ensuring that development is properly planned in the Centre of Slough will contribute to the following Outcomes:

- *Our children and young people will have the best start in life and opportunities to give them positive lives.*
- *Our people will become healthier and will manage their own health, care and support needs.*

- *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 Committee approves the recommendation.	Failure to agree the Interim Planning Framework will reduce the Council's ability to plan the way in which the Centre of Slough is developed.	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

5. **Supporting Information**

Introduction

5.1 As part of the preparation of the Local Plan the Council has produced a Preferred Spatial Strategy. The five key elements of this are:

- ***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 and mitigating the impact;
- ***Promoting*** the northern expansion of Slough in the form of a “Garden Suburb”;

- 5.2 The Council's Five Year Plan requires us to produce a comprehensive masterplan "to encourage and influence high quality design and development throughout the town centre."
- 5.3 As a result we have produced an Interim Planning Framework for the Centre of Slough which starts this process. This is basically a "land use" framework which sets out how sites could come forward for development in a comprehensive way.
- 5.4 It recognises that the town centre is currently failing as a shopping centre and only has a limited leisure offer. It still suffers from a poor image and has problems with congestion and other environment issues. It also takes on board the need for major residential and employment growth.
- 5.5 The Interim Framework takes account of other strategies such as the Council's Transport Vision. It does not, however, seek to resolve all of the big policy issues at this stage.
- 5.6 The document will be made available for comment but not subject to full public consultation until it has been subject to more testing. It will need to be updated in due course but in the meantime can be used in negotiations with developers and landowners.
- 5.7 The Framework seeks to bring together existing planning policy and practice in Slough as it currently applies to the town centre. It can be used to inform planning decisions but does not have the weight of planning policy.
- 5.8 The Interim Framework promotes an "activity" led strategy which seeks to maximise the opportunities for everyone to use the centre for a range of cultural, social, leisure and employment activities which are unique to Slough.
- 5.9 It explains that the main elements for developing such a strategy are already in place. The centre can become a world class transport hub, it has the potential to be a thriving business area and can accommodate a large amount of new housing. It also recognises the aspiration to create a new cultural hub in Slough.
- 5.10 All of these will generate the footfall and spending power that can be captured by a regenerated and revitalised shopping and leisure centre.
- 5.11 The Framework promotes the redevelopment of the Queensmere and Observatory shopping centres in a way which "rediscovers the High Street" and makes it the focal point.
- 5.12 This means that new retail and leisure uses should front onto the High Street rather than looking inwards. It also proposes to create a new pedestrian street which links the High Street to the station via Mackenzie Square and Brunel Way. This will help to break down the barrier that is currently formed by amount of traffic on the A4 Wellington Street and start to knit the centre back together.

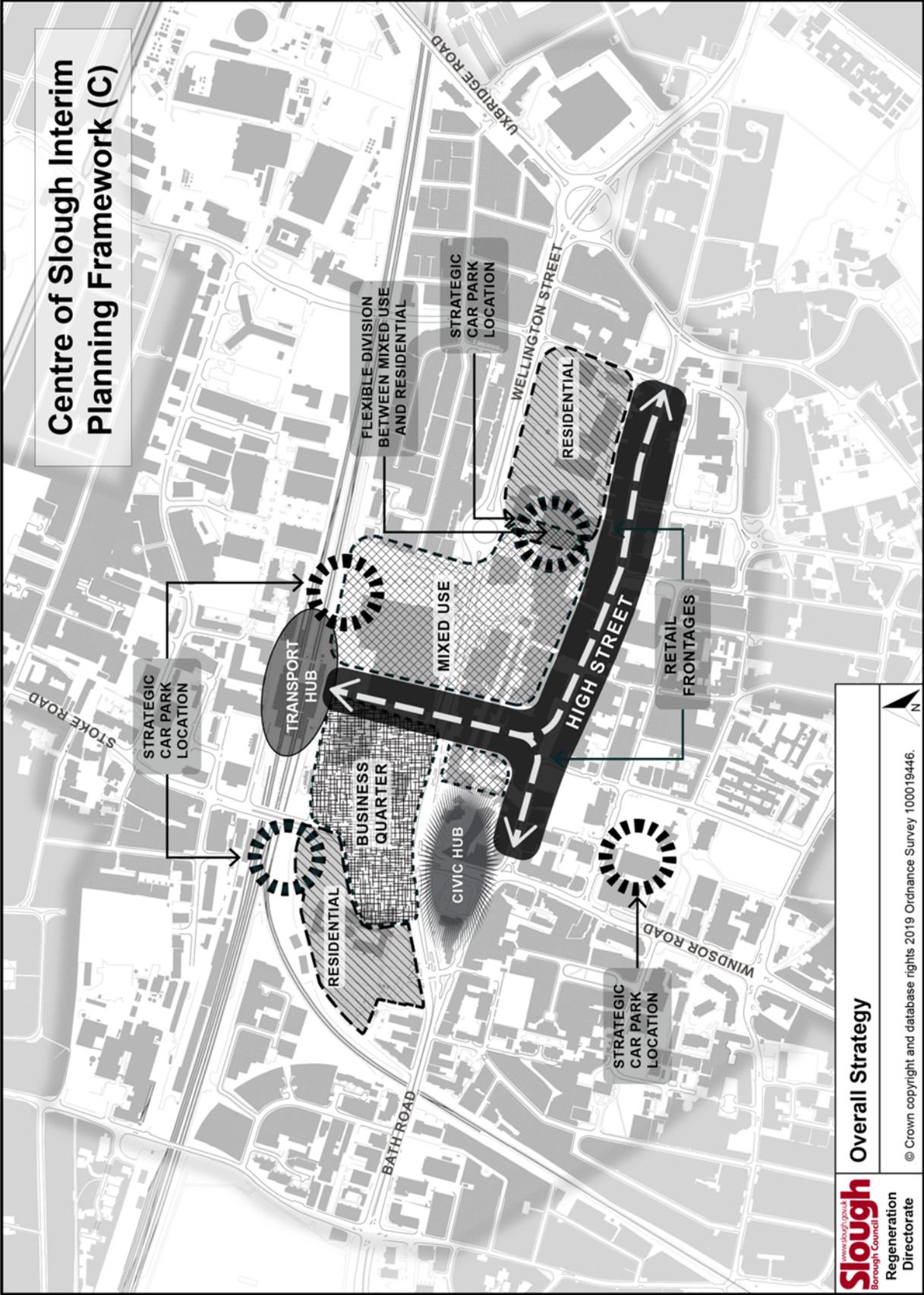
- 5.13 It recognises that there is an important role for some “meanwhile” uses in the centre in order to maintain its vitality and viability.
- 5.14 The Framework is not over prescriptive as to what will happen to individual sites recognising that more detail Master Planning work is required. It does, however, set out the broad principles for how the centre should look in terms of building heights, street patterns, key linkages and design quality.
- 5.15 The Framework aims to direct development to key areas and sites and ensure new development is coordinated to ensure it ties in with transport objectives and contributes to an improved image of the town through good quality design and placemaking. Whilst the strategy supports growth and redevelopment there is not intended that all parts of the centre of Slough being redeveloped.. It therefore identifies the areas that will remain as they are.
- 5.16 The overall strategy is illustrated in the Figure below.

6. **Conclusion**

- 6.1 The Interim Planning Framework for the Centre of Slough is an important part of the Local Plan. It will provide the basis for further detailed masterplanning work to be carried out which will lead to the comprehensive regeneration of the centre.

7. **Appendices Attached**

- ‘1’ - Draft Interim Planning Framework for the Centre of Slough.



Centre of Slough Interim Planning Framework (C)

Slough
www.slough.gov.uk
Regeneration
Borough Council
Directorate

Overall Strategy

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Slough Local Plan 2016 – 2033

Centre of Slough - Draft Interim Planning Framework

July 2019

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Summary

There is huge potential for the comprehensive redevelopment and regeneration of the Centre of Slough.

The town centre is currently failing as a shopping centre and only has a limited leisure offer. It still suffers from a poor image and has problems with congestion and other environment issues.

At the same time there is a need to accommodate a large amount of residential and employment growth as part of the Local Plan strategy.

The purpose of this Interim Planning Framework is to start the process of producing a Master Plan for the Centre of Slough which can help to resolve all of these issues by promoting sustainable growth and investment in the area. The Framework covers an area that stretches beyond the current retail and commercial core of the town centre.

It sets out current thinking about how sites could be used in the future and how they could be linked together in a way that ensures that we get the maximum benefit from the comprehensive regeneration of the centre of the town.

In order to do this it promotes an “activity” led strategy which seeks to maximise the opportunities for everyone to use the centre for a range of cultural, social, leisure and employment activities which are unique to Slough.

It explains that plans for three of the main elements are already in place. The centre will become a major transport hub, it has the potential to be a thriving business area and can accommodate a large amount of new housing. It also recognises the aspiration to create a new cultural hub in Slough.

All of these will generate the footfall and spending power that can be captured by a regenerated and revitalised shopping, leisure and cultural centre

The site owner’s proposals for the redevelopment of the existing shopping centres have still not been firmed up. The Framework proposes that it should happen in a way which “rediscovers the High Street” and makes it the focal point.

As part of this it is proposed to create a new pedestrian street which links the High Street to the station via Brunel Way. This will help to break down the barrier that is currently formed by the high volume of traffic on the A4 Wellington Street and start to knit the centre back together.

It recognises that there is an important role for some “meanwhile” uses in the centre in order to maintain its vitality and viability. The aim is for these to be incorporated as permanent facilities which enterprises can use.

The Framework is not over prescriptive as to what will happen to individual sites recognising that more detailed masterplanning work is required. It does,

however, set out the broad principles for how the centre should look in terms of building heights, street patterns, key linkages and design quality. It also identifies where redevelopment should and should not take place.

The Interim Framework does not deal with some of the big issues facing the centre of Slough such as congestion, parking, air quality, affordable housing, sustainability and viability. These will be addressed in the emerging detailed Masterplan and other subsequent planning and transport work.

The Framework aims to direct development to key areas and sites and ensure new development is coordinated to ensure it ties in with transport objectives and contributes to an improved image of the town through good quality design and placemaking. Whilst the strategy supports growth and redevelopment there is no intention of all parts of the centre of Slough being redeveloped nor having high density schemes or tall buildings. Some areas will remain as they are.

The Framework does not replace any of the existing policies in the Local Plan, Core Strategy or Site Allocations DPD.

It does, however, provide a land use framework that future work can be hung upon.

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1 Introduction

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.¹

“present a comprehensive vision and master-planning of opportunities, and to encourage and influence high quality design and development throughout the town centre.”²

We will involve residents in shaping “meanwhile” improvements and in the longer-term redevelopment plans for the town centre.³

1.1 Background

- 1.1.1 The Council is promoting “*major comprehensive redevelopment within the Centre of Slough*” as part of its wider growth agenda. This, together with support for the expansion of Heathrow and the creation of a new “garden suburb” north of Slough, is a key element of the Local Plan’s Preferred Spatial Strategy.
- 1.1.2 There is a need for more housing and employment in Slough, as well as improved shopping, leisure and cultural facilities. The Centre of Slough, as identified in Figure A, is well placed to provide for much of this. It already has a lot of facilities but there are also a large number of sites that are potentially available for redevelopment as shown in Figure B. The centre has excellent transport links and is capable of absorbing some large scale high density development.
- 1.1.3 It is important to acknowledge that there is considerable uncertainty about the future of town centres and Slough’s centre in particular.
- 1.1.4 It is currently failing as a shopping centre and only has a limited leisure offer but there are signs of it regaining its position as a major office centre. It still suffers from a poor image, a legacy of some outdated buildings and peak time traffic congestion.
- 1.1.5 In order to deal with this the Council’s Five Year Plan requires us to produce a comprehensive vision and master plan which will encourage high quality design and development throughout the centre.
- 1.1.6 This will be achieved through the production of a “Centre of Slough Master

¹ Slough Issues and Options Document (2017, P12)

² Five Year Plan (2019 - 2024) Document (2019, P 22)

³ Council Pledge 2019-2020

Plan” which will bring together all of the Council’s strategies to promote the sustainable regeneration of the centre in a way which works for everyone.

- 1.1.7 The Master Plan will have to be fully tested to ensure that it is deliverable and capable of being implemented. It could then be adopted as a Supplementary Planning Document.

1.2 Interim Planning Framework

- 1.2.1 This Interim Planning Framework is the first step in producing a Centre of Slough Framework Master Plan. It sets out current thinking about how sites could be used in the future and how they could be linked together in a way that ensures that we get the maximum benefit from the comprehensive regeneration of the centre of the town.
- 1.2.2 It takes as its starting point the work that we carried out as part of the Issues and Options consultation on the Local Plan. This established a “Vision for Slough” and series of Planning Objectives, many of which are directly relevant to the Centre of Slough.
- 1.2.3 It also takes account of the Council’s 5 Year Plan and the Manifesto pledges that have been adopted as Council policy. (Relevant extracts are set out in the grey boxes below)
- 1.2.4 The Framework is based upon an “activity” and culture led strategy which seeks to maximise the opportunities for everyone to use the centre for a wide range of appropriate purposes which provide the necessary footfall to support new investment in retail, leisure and cultural facilities.
- 1.2.5 It is therefore a “concept” led strategy which seeks to promote the centre’s potential as location for major employment and housing growth and destination for leisure and cultural activities, all underpinned by a sustainable transport network and world-class transport hub.
- 1.2.6 The key is to try to knit everything together in a way which maximises the number of people who have an affinity with the centre and want to work, rest, play or stay there.

2 Transport Hub

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.⁴

*We will complete construction of phase 2 of the Mass Rapid Transit Bus scheme (MRT), **connecting the town centre to Heathrow.***

*We will significantly **improve the public forecourt to the north side of Slough station** and deliver improved paths and walking routes around the town centre*

*We will deliver a new public transport vision for Slough including a public transport corridor for the town centre and a **new pedestrian bridge link to connect communities north of the railway with the High Street**⁵*

- 2.1.1 One of the key elements to delivering the “Activity led” strategy is to create a world class transport Hub. Each year, Slough station is the entrance/exit point for 7.5 million rail journeys. A further 750,000 people stand at platform 1 looking at Slough whilst waiting to catch the train to Windsor. The bus station and adjoining stops are used for many journeys.
- 2.1.2 The opening of the Queen Elizabeth Line and rail link to Heathrow (WRLtH) plus the other public transport schemes such as the development of the Slough Mass Rapid Transit (MRT) scheme will increase the number of people using the transport hub.
- 2.1.3 It is important that we make the most of all of this activity and encourage more people to use the centre on their way to or from the transport facilities.
- 2.1.4 The railway/bus station provides many people with their first impressions of Slough centre. Both are attractive/distinctive buildings with the railway station being one of the few Listed Buildings in the centre.
- 2.1.5 There have been significant improvements to the environment around these facilities but more needs to be done to enhance the visitor experience and way finding.
- 2.1.6 Improvements to the northern forecourt of the railway station are proposed which would remove the car parking in this area and create environmental enhancements which can open it up as an alternative location for taxis and car/mini bus drop offs. This could then reduce pressure on Brunel Way and free up space for further rationalisation of the area south of the station. This could also help facilitate the creation of a new MRT stop outside of the

⁴ Slough Issues and Options Document (2017, P16)

⁵ Council Pledge 2019-2020

station's main frontage.

- 2.1.7 They will also improve the attractiveness of the location for businesses. It is important that we also create opportunities for people to meet eat and drink around the station.
- 2.1.8 In order to promote its use we also need to improve accessibility to the station from all directions.
- 2.1.9 A key proposal of this Framework is that a new pedestrian route is created from the station to the High Street by extending Brunel Way southwards. This will include breaking down the physical and psychological barrier that is currently created by the A4 by creating a super crossing across Wellington Street. It will also be important that the route through the bus station is maintained and enhanced which could potentially involve extending the canopy to Wellington Street.
- 2.1.10 The current Stoke Road improvement project, which we hope to have funding for from the Local Enterprise Partnership (LEP), will include improvements to the local environment and pedestrian links.
- 2.1.11 Improved cycle links are required from the north and west with new routes through the Horlicks site and a new bridge over the railway line through the TVU site.
- 2.1.12 We have a long standing ambition to build a new bridge over the railway line to better connect the area north of the railway to the centre. If this cannot be accommodated next to the station it would have to be provided as part of any changes to the existing Tesco site.
- 2.1.13 It is proposed to build a new multi storey car park on the railway land to the west of William Street which will consolidate (and increase) the parking available for rail users as well as providing parking for the proposed redevelopments on the former TVU site. This will free up space in front of the station for other uses.
- 2.1.14 All of these physical changes, together with the Council's proposals for reducing the use of the private car will increase the use of the rail and bus stations. This will increase the amount of activity around the transport hub which can help promote the centre as a vibrant business, shopping, leisure and residential location.

3 Business Quarter

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.

By encouraging investment, regeneration, innovation and high standards of design we will have created distinct environments with high quality public realm that creates a sense of place.

D To ensure that 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 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.⁶

- 3.1.1 One of the other key elements of the Planning Framework is to develop the centre as a location for major employment growth. The Heart of Slough strategy envisaged the area immediately south of the railway station, which also contains the new bus station, being the Central Business District where major new office development would take place. It has taken some time to happen, but the combination of the new Porter Building, the first phase of the Future Works and proposals for the former Octagon site mean that a Business Quarter is now taking shape.
- 3.1.2 This can be expanded by the development of the of the former TVU site. This is proposed for a mix of uses including new offices which could be built on the William Street frontage. With improved connectivity this could be integrated into the Business Quarter (Fig. C).
- 3.1.3 These sites will between them provide around 90,000 m² of new Grade A office space. In addition they will provide ground floor uses which can provide cafes, bars or small scale shops which can meet some of the day to day needs of the office workers. Additional supporting facilities in close proximity include the Tesco superstore, The Curve community centre, new hotels under construction and the shopping centre.
- 3.1.4 It is recognised that this anticipated growth in the business sector must be supported by the availability of cutting-edge digital infrastructure. Slough will have the benefit of the full fibre network being rolled out by CityFibre which will provide an ultrafast service.
- 3.1.5 There may be scope to expand the Business Quarter further to meet the anticipated demand for new HQ offices and other flexible workspace.

⁶ Slough Issues and Options Document (2017, P12)

- 3.1.6 The western end of the Queensmere Shopping centre which currently contains Dukes House could be developed for a mix of uses including employment/workspace. This could be carried out as part of the proposals to break down the barrier which is currently created by the A4 Wellington Street and reconnect the railway station with the High Street.
- 3.1.7 The west façade of Tesco's, alongside Brunel Way and opposite the business quarter, does not look attractive. The Strategy seeks to remodel Brunel Way including the adjacent part of Tesco's to improve its appearance and introduce active frontages. In the long term the Tesco site might be comprehensively redeveloped for mixed uses including a smaller food store.
- 3.1.8 The overall conclusion is that all of the necessary elements are in place to enable the Business Quarter to flourish as a commercial centre which, in addition to bringing significant employment opportunities, will transform the appearance of the area and generate significant weekday footfall and expenditure to support the proposed new retail and leisure facilities.

4 Central Area

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.

By encouraging investment, regeneration, innovation and high standards of design we will have created distinct environments with high quality public realm that creates a sense of place.⁷

4.1 Introduction

- 4.1.1 For the purposes of the Framework, the "Central Area" is defined as the High Street; Queensmere; and Observatory shopping centres, which together perform many of the traditional town centre functions for Slough.
- 4.1.2 In the context of a decline in the number of visitors to the Town Centre, and a significant number of shop closures, the Framework is being developed to provide guidance for the future of the Central Area to ensure that it:

- Manages a reduction in the amount of retail floorspace

⁷ Slough Issues and Options Document (2017, P12)

- Supports the “meanwhile” strategies and other related initiatives that are in place;
- Encourages new facilities to be provided in in the most appropriate manner to benefit the local community; and,
- Supports the overall strategy of the Centre of Slough for accommodating considerable amount of development as part of the comprehensive regeneration of the centre of Slough.

4.1.3 It is clear that the overall size of the shopping centre will have to be reduced. Whilst there may be the opportunity to introduce many new uses, as part of the activity led strategy, the amount of retail floorspace needed in the centre will be less than it is at present. In deciding how we shrink the shopping centre we have two basic choices. Do we reduce the role of the High Street or the shopping precincts?

4.1.4 The preferred strategy is to keep the High Street as the primary shopping area and redevelop the southern part of the Queensmere and Observatory centres as integral parts of the new High Street. This will then allow the northern parts of the precincts, including the Wellington Street frontage, to be redeveloped for a mix of other uses including high rise residential.

4.1.5 The longer term proposals for this, including the proposal to link the High Street with the railway station by extending Brunel Way, are explained below.

4.2 Proposals for the Short Term

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.⁸

We will bring forward plans for a “meanwhile” improved food and beverage offer for the town centre while major regeneration takes place.

We will introduce more regular intensive cleaning of the town centre and hotspot areas.

We will begin work on two new hotels with ground floor branded restaurants, affordable shared ownership homes and an attractive public realm on the former Slough Library site.⁹

4.2.1 The Framework sets out a short term strategy for the High Street and surrounds for the next five years or more, whilst major redevelopment and regeneration takes place. This assumes that the Tesco superstore will remain as an anchor for the centre in the short term but could be remodelled or

⁸ Slough Issues and Options Document (2017, P12)

⁹Council Pledge 2019-2020

redeveloped in the medium term as explained below.

- 4.2.2 Pedestrian counts show that around 9,000 people walked along the High Street on a peak day which shows that, despite the closure of shops, it remains a popular destination.
- 4.2.3 It is an important entrance point for many people coming to the centre and part of the circulation route around it. It helps define the character and image of the centre.
- 4.2.4 As a result we cannot afford the High Street to become run down and have to take measures to prevent this.
- 4.2.5 The Council has developed The Curve and is building two new hotels to the west of the High Street which will help to anchor this end.
- 4.2.6 The Eastern end of the High Street has adapted to provide an eclectic mix of specialist shops, takeaways and restaurants. This needs to be encouraged and promoted. It has also seen a substantial amount of new residential built above it.
- 4.2.7 The main part of the High Street was comprehensively refurbished as part of the Council's Art@Centre scheme which was inspired by the town's art, historic and cultural background. This introduced high-quality natural stone paving materials, bespoke granite benches, new lighting, artwork, open spaces, public plazas, and semi-mature tree planting to dramatically change the high street's physical appearance and open it up to pedestrians.
- 4.2.8 As a result of this, the High Street retains a familiar feel with a mixture of some historic buildings and some more modern development.
- 4.2.9 It is recognised that improvements can be made but it is not proposed that any significant changes should be made to the fabric of the High Street in the short term.
- 4.2.10 The south side of the High Street contains an important part of the central area retail offer. Development of vacant plots will be encouraged where it will support the town centre. Continued trading of existing south side shops will allow the High Street to remain vibrant whilst the north side is redeveloped. Some vacant or new south side shops could provide temporary space for retailers having to vacate the shopping centres for the initial phase of redevelopment. Consequently substantial redevelopment of existing south side buildings will not be encouraged in the short term.
- 4.2.11 There are a number of important initiatives which are currently taking place which will help to maintain the vitality of the central area.
- 4.2.12 One of the most important is the proposal to create a Business Improvement

District (BID) which will cover the High Street plus the Queensmere and Observatory centres which has just been agreed. This will produce more than £2 million investment over the five year term of the BID paid for by the business community.

4.2.13 The partnership will:

- tackle crime and antisocial behaviour;
- create a clean safe and welcoming environment;
- support and lobby for physical changes that will encourage increased customer dwell time;
- carry out a new audit of signage to make necessary improvements; and
- undertake marketing events and provide business support.

4.2.14 This will augment the work already being carried out by the Town Centre Management team. As a result of this the Council has recently committed to a programme of more regular intensive cleaning of the town centre. In addition a “Purple Flag” programme is being developed as the possible solution to developing an evening and night time economy. Purple Flag is the international accreditation scheme and “gold standard” for town centres in the evening and at night.

4.2.15 The Council is also developing a Slough cultural arts strategy. As part of this Home Slough has been awarded £1 million through the Arts Council to enable its creative people and places program to support a further three years of community driven arts and cultural activity in Slough. This can include the organisation of arts events and activities in the High Street.

4.2.16 In addition, the Council was successful in bidding for the Open Doors pilot scheme funded by MHCLG which matches landlords struggling to find tenants for empty properties with community groups looking for space. The first property being offered in Slough is in the Queensmere centre but this initiative can also be applied to the High Street.

4.2.17 The Council is also proposing that there should be major new “Meanwhile” uses in the centre which could provide, amongst other things, a new food and beverage offer. This could install temporary buildings on a site which is awaiting longer term development or use a vacant building.

4.2.18 The nature and location of the proposed major “Meanwhile” food and beverage facility has not yet been determined. Wherever it is within the centre, it should help to restore confidence and draw in more activity which will benefit the High Street.

4.2.19 This package of short term measures should give time for the longer term comprehensive redevelopment of the Queensmere and Observatory centres, including the northern side of the High Street to be sorted out.

4.3 Redevelopment of the Central Area

By encouraging investment, regeneration, innovation and high standards of design we will have created distinct environments with high quality public realm that creates a sense of place.¹⁰

We will help the owners of the High Street shopping centres to deliver their ambitious plans for the northern side of Slough High Street.¹¹

4.3.1 The most significant change that will take place in the central area will be the comprehensive redevelopment of the Queensmere and Observatory shopping centres.

4.3.2 The demolition of the precincts and reduction in retail floorspace will allow new uses to be created on the sites including major new residential development, employment uses, replacement retail and new leisure uses. It will also allow the existing car parks to be reconfigured. The principles for development are set out in more detail below.

4.3.3 It will also provide the opportunity to refocus major retail development back onto the High Street which should become the prime frontage for the retail/leisure units within the Queensmere and Observatory centres when they are redeveloped.

4.3.4 The predominance of this “rediscovered” High Street will be reinforced by the proposal to reconnect it with the railway station by creating a new pedestrian street from Mackenzie Square through to Brunel Way. More details as to how this could be achieved are set out below. (See Fig. C)

4.3.5 This proposal will provide the Queensmere and Observatory sites with two prime frontages for the replacement retail. One facing south onto the High Street, the other facing onto the new extended Brunel Way. We don’t know what the nature or scale of the new retail and leisure offer will be but this gives the developer the flexibility to bring forward their proposals in due course which can be fitted into this overall approach.

4.3.6 These proposals could include a large new supermarket to replace Tesco,

¹⁰ Slough Issues and Options Document (2017, P12)

¹¹Council Pledge 2019-2020

some large stores and big leisure complex including a replacement cinema. The basic requirement will be that all buildings along the south side respect the scale of the High Street and the primary frontages and entrances are from the High Street.

- 4.3.7 The expected reduction in the overall amount of retail space within the town centre will create the opportunity for the High Street to become the busiest shopping street. It will contain a variety of shops and facilities including local shops meeting daily needs. It will also be important that it continues to provide a range of shops, including those that cater for people on low incomes.
- 4.3.8 The historic fabric of the High Street will be protected and the historic pattern of streets will be explored and incorporated in proposals wherever possible.
- 4.3.9 This will ensure that the “rediscovered” High Street remains valued by the community and attractive to visitors to Slough Central area.
- 4.3.10 Any development proposals on the south side of the High Street will need to clearly support High Street retail activity/vibrancy, protect and enhance the High Street environment and not disadvantage adjacent future redevelopment opportunities nor the proposed redevelopment of Queensmere/Observatory as explained below. They will also need to respect the character of the small scale Herschel village area alongside and to the south of Herschel St. Consequently only small scale redevelopment is expected for the area between Church St and Alpha Street north. (see paragraphs 8.1.4 – 8.1.5 for details)
- 4.3.11 The successful redevelopment of Queensmere and Observatory shopping centre is so important for the regeneration of the centre that it is appropriate to ensure that this is not compromised by incompatible development around it.
- 4.3.12 Redevelopment schemes are expected to incorporate residential development above retail/commercial units.
- 4.3.13 To the north of the High Street there will be a network of small streets or pedestrian links behind the new retail and leisure units which will provide permeability but there won't be a major shopping street or mall running parallel to the High Street as there is now through the precincts.
- 4.3.14 This will create space for major high rise residential development to take place on the rest of the Queensmere and Observatory sites which would also front onto Wellington Street. The exact scale and mix of uses does not have to be determined at this stage. When proposals come forward they will have to follow the design principles set out below which provide guidance for the height and form of development. The application of the building heights policy will facilitate the creation of a skyline that reflects the importance of this site within the Central area. At ground level there will be the opportunity to bring

the pedestrian network from the High Street through to Wellington Street resolving the issues of permeability and removing the barrier of Queensmere and Observatory centres. In particular a north/south link from the High Street to the Tesco's site is needed.

- 4.3.15 One of the aims of the Framework is to transform the character of Wellington Street so that it has less of a severing effect on the town centre and becomes visually more attractive. This will involve reducing and slowing traffic and improving its appearance and encouraging more activity on the street. The degree of traffic reduction is dependent upon how the Transport Vision is implemented.
- 4.3.16 It should have active frontages and become the address street for the new residential blocks along it.
- 4.3.17 The end result should be to change it from a bypass to a boulevard with new planting and landscaping which make it attractive for pedestrians and cyclists to use. This will enable Wellington Street to be reclaimed as an important part of the Centre of Slough and, make a key contribution to the regeneration of the Central Area.
- 4.3.18 The other key proposal for the redevelopment of the Queensmere centre would be the creation of a new pedestrian street linking the High Street via MacKenzie Square and Brunel Way to the railway station. This will support the development of the transport hub and Business Quarter by breaking down the physical and visual barrier to the shopping centre.
- 4.3.19 The Council's Transport Vision proposes to reduce the amount of traffic on Wellington Street and this will provide the opportunity for there to be a "super crossing" where Brunel Way meets the A4 which will give pedestrian priority over vehicular traffic. The design of this will also begin the process of turning Wellington Street into a more attractive, greener and pedestrian friendly area.
- 4.3.20 The crossing will lead to a gateway at the northwest corner of what is now Queensmere. From here there will be the opportunity to create prime retail frontages which link through to the reinvigorated High Street.
- 4.3.21 The creation of the new street would allow the area currently occupied by Dukes House and the retail units that back onto The Curve to be developed independently for uses that could include offices above. This would enable the area east of St Ethelbert's Church to be redeveloped in a sympathetic way which also creates an attractive pedestrian route and an enlarged public space at the west end of the Curve.
- 4.3.22 Prior to the new pedestrian street being created through the Queensmere there is the opportunity to improve the attractiveness of Brunel Way with the introduction of some temporary uses along the eastern side in front of Tesco's.

In the medium to longer term the Tesco's store could be partially redeveloped to create a new frontage along Brunel Way or completely redeveloped in a way which also achieves this.

5 Wider Central Area

5.1 Introduction

5.1.1 There are two other key sites which form part of the wider central area and are integral to the town centre. Redevelopment of both of each needs to be comprehensively planned. The sites are the Tesco superstore site south east of the station and the former Thames Valley University site south west of the station inclusive of Network Rail car park. The Curve is also part of the wider central area and is part of the Cultural Hub referred to below.

5.2 Tesco Site, Brunel Way

5.2.1 The Tesco superstore occupies a very important site within the centre of Slough and does not look very attractive when viewed from the north and west.

5.2.2 In the short term it is envisaged that it will remain as a superstore which helps to meet the needs of the town and continue to attract significant numbers of people into the centre. The car park also operates as a town centre facility for people doing linked trips.

5.2.3 In the future it is considered that, given its location, the site could be utilised for a variety of town centre uses which would be better integrated with and support the rest of the centre. This could positively improve the appearance of the site and provide the opportunity to create a new public realm.

5.2.4 Whilst it could be described as a "pivotal" site which could transform this part of the centre, it is not considered critical to the delivery of the framework in the short term. Indeed it is important that it remains as an anchor store whilst the future of the Queensmere/Observatory shopping centre is being resolved.

5.2.5 In the medium term there may be an option to partially remodel the western, Brunel Way side of the building which would retain most of the store but improve its appearance and provide an active frontage for Brunel Way. This would also provide more space for the MRT route proposed along Brunel Way.

- 5.2.6 The future access to the car park needs to be reviewed in conjunction with the Transport Vision's proposal to downgrade the use of the A4 and to reduce traffic on Brunel Way as part of the Strategy's key objective of enhancing Brunel Way as key link to the High Street from the Station.
- 5.2.7 The Tesco site, together with the Network Rail car park, is also linked to other Transport Vision proposals. Firstly the proposal to create a bridge over the railway line east of the station to improve town centre access for the area north of the railway. In particular to provide an MRT route to the redeveloped Akzo Nobel site and onwards to north east Slough, the Hospital and possible northern expansion of Slough. There are a number of MRT route options which will need to be explored through the work on the Transport Vision. This bridge link could also provide the opportunity for an additional passenger entrance into the railway station from the east. .
- 5.2.8 If the Tesco site is comprehensively redeveloped there is the opportunity to provide a route for the MRT through the middle of it towards the High Street instead of using Brunel Way. This would form part of a visionary idea to provide a visual and direct link between the railway station and the eastern end of the shopping centre site and High Street.
- 5.2.9 Comprehensive redevelopment of the site also provides the opportunity for a mixed use, street based development to better integrate with and support the town centre. This can include a major food store (unless Tesco's wish to move to the redeveloped shopping centre site), substantial residential development and potentially office uses on the Brunel Way frontage. Such redevelopment would also provide the opportunity to rationalise the existing station east car park and Tesco car park space to create a new town centre car park.

5.3 Thames Valley University Site (TVU)

- 5.3.1 Outline planning permission has previously been granted for a mix of uses on the TVU site as part of the Heart of Slough comprehensive regeneration scheme. This allowed up to 1,500 residential units and around 50,000m² of offices. The Heart of Slough Development Brief envisaged the site being developed with a series of high rise buildings, the tallest of which would be alongside the railway line to the north.
- 5.3.2 However the location of high buildings on the TVU site will have to take account of the potential adverse impact upon the setting of Windsor Castle as seen from the Copper Horse at the end of the Long Walk. This issue will have to be resolved through discussions with Historic England and other interested parties.

- 5.3.3 The opportunity should be taken to exploit views of Windsor Castle and the surrounding countryside that can be obtained from Slough town centre not just for residents but also for visitors. This can involve providing penthouse flats and facilities with public access in high rise buildings.
- 5.3.4 The Development Brief also made clear that the TVU site would be a mixed use quarter which complimented the town centre and the outline planning permission restricted the scale and type of retail development that could go on the site. It will be important to create vitality in the area by having a mix of uses which could involve major office development as well as ancillary retail and leisure uses.
- 5.3.5 The Network Rail land to the north is to be incorporated into the redevelopment. The scheme will include a new car park to serve the railway station and users of the redeveloped TVU site.
- 5.3.6 In terms of infrastructure the redevelopment will need to accommodate an MRT route from Bath Road to the Station and include a stop on this service. This route could go through the middle of the site but the preference is for it to be routed within but along the southern and eastern edge of the site adjacent to Wellington St/ William St.
- 5.3.7 As part of this Framework's proposal to better connect the centre with the suburbs and reduce the use of the private car, the redevelopment must provide for a pedestrian/cycle link through the site and over the branch line railway from the town centre to Lansdowne Avenue and beyond.

6 Cultural Hub

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.

*We will bring forward plans for a new arts, entertainment and cultural offer at the former **Adelphi Cinema** site, while protecting the building's heritage.¹²*

- 6.1.1 Building upon the work that is already being done in Slough to support the arts and creative industries, there is the opportunity to develop a Cultural Hub focused upon arts and leisure.

¹² Slough Issues and Options Document (2017, P12)

- 6.1.2 The Curve is the main venue for community based activities in the centre. The Council will be bringing forward plans for a new arts, entertainment and cultural offer at the former Adelphi Cinema site on the Bath Road.
- 6.1.3 The existing cinema can also be replaced with a new purpose built one as part of the regeneration of the Queensmere and there will also be the opportunity to introduce more cultural uses within the revitalised High Street.
- 6.1.4 A significant increase in cultural facilities and activities can therefore be provided which can enhance the quality and attractiveness of the centre and bring in more activity which will boost the evening economy.

7 Housing in and around the town centre

- A** *To meet the Objectively Assessed Housing Need of 913 dwellings per annum within the Borough or as close as possible to where the needs arises within a balanced housing market.*
- 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.*
- G** *To encourage sustainable modes of travel such as walking, cycling and public transport, reduce the need for travel, make non car modes the best choice for short journeys and tackle traffic congestion.*
- N** *To protect maintain and enhance those elements of the built and natural environment of local or historic value*

By encouraging investment, regeneration, innovation and high standards of design we will have created distinct environments with high quality public realm that creates a sense of place.¹³

We will continue regenerating our town; bringing forward detailed plans for the Montem Leisure Centre site, the Canal basin and the former Thames valley University Site.

We will work with partners to shape a regeneration plan for the former Horlicks factory.¹⁴

7.1 Introduction

- 7.1.1 The other main element of the activity led strategy is to promote major housing development in and around the centre which, in addition to providing much needed accommodation, will help to support the town centre economy.
- 7.1.2 Having more people living in or near the town centre will create additional

¹³ Slough Issues and Options Document (2017, P13)

¹⁴Council Pledge 2019-2020

footfall for local retail and leisure businesses and help support a range of community and cultural uses or activity. In order to help to achieve this it will be necessary to carry out public realm enhancements to encourage residents to walk from edge of centre housing areas and help them feel an affinity with the town centre.

- 7.1.3 We have identified sites and areas within the Centre of Slough that could accommodate around 9,000 new homes. (Areas of Change on Fig D) These are in a variety of locations which include the central area, infilling sites, redevelopment of existing buildings and large sites on the edge of the town centre or beyond such as Horlicks, Akzo Nobel and the Canal Basin site. The sites are periodically reviewed and some may change or more be added.
- 7.1.4 There may be scope for further windfall sites to come forward but it should be noted that not all sites close to or within the centre are intended for or are suitable for redevelopment. There are some character areas and “Stable Residential” areas where redevelopment would be inappropriate.
- 7.1.5 How these different categories of sites will be treated is explained below.
- 7.1.6 It should be noted that although we have identified a large number of potential housing sites, we have not yet tested whether this scale of development can actually be delivered within a small, constrained geographical area.
- 7.1.7 Comprehensive development is needed to ensure good quality design, and optimise the scale of development on the site whilst respecting its surroundings. Big sites designed as one, are more likely to achieve the regeneration benefits wanted, such as image change, and accommodate a substantial number of new homes. Merging of small sites may enable larger scale and better quality development compared to piece meal site by site development.
- 7.1.8 Some small sites can be redeveloped individually if there is a comprehensive masterplan to co-ordinate design and ensure piecemeal development does not disadvantage reasonable redevelopment of the next door sites or wider infrastructure needs such as new transport links.
- 7.1.9 Because most of the sites in the centre will be developed at a high density it will be difficult to get family housing. This will be sought wherever this is practical. Where flats are provided, it is important that they are designed in a variety of forms, within distinct housing areas, in order to accommodate a range of house hold types in terms of affordability and socio-economic mix. This could include the provision of penthouses at the top of tall buildings which can exploit the views of Windsor castle and the surrounding countryside.
- 7.1.10 Having a range of housing will support the Local Plan objective of making

Slough a place where people want to “*work rest play and stay*”. Having a mix of residents will also help to boost the range and type of facilities that the town centre can support.

7.2 Location of Development Sites and Areas

7.2.1 The sites and areas for residential development are located within the current retail and business area in the town centre or in selected areas on the edge of the town centre or near arterial routes radiating out from the centre. Most are within 1 km distance of either the centre of the High St or the railway station. The identified sites and areas are shown as Areas of Change D. Not all areas in the centre of Slough are intended for or are suitable for redevelopment. Stable Residential areas on plan are not promoted for redevelopment. Areas between the Stable residential and Areas of Change are not specifically identified for substantial redevelopment. These three categories are explained below. The areas and sites identified can accommodate about 9,000 new homes.

7.3 Stable Residential Areas

- 7.3.1 Some suburban areas are settled and no change, in terms of new development, is being promoted within them. They are established and have consistency in terms of character, providing family accommodation close to centre and contribute to providing a variety of accommodation in the centre of town. There is no specific regeneration benefit in redeveloping these “stable residential areas” and it is impractical to do so because of multiple ownership. Small scale infill is generally not viable or practical as garden areas are too small or it has an adverse effect on neighbours or the character of the area.
- 7.3.2 Suburban areas have already accommodated growth and will continue to do so through extensions and ancillary accommodation within gardens – ‘beds in sheds’. These areas have accommodated substantial additional homes and bed spaces over recent years.
- 7.3.3 “Herschel Village”, the area south of Herschel Street is a special area with a distinctive character. Whilst enhancements to this area will be sought no substantial redevelopment is being promoted and any proposal that do come forward will need to respect the character of the area.

7.4 Areas of Change - Residential Development Sites and Areas

7.4.1 Outside of the identified established, stable residential areas the strategy identifies “areas of change”. Within these areas are specific identified sites or areas for potential redevelopment (See Fig D). The identified sites and areas have been chosen for a variety of reasons. They have regeneration benefits

such as the ability to improve image of the town and level of activity. They have scope for large scale development which can optimise the number of homes built. They are considered to be likely to come forward and practical to development taking into account ownership and viability. They can also help to support the Council strategic objectives such as promoting viable public transport and walking routes.

7.4.2 The identified sites and areas for redevelopment are focussed on:

- The central area – a combination of TVU site; Queensmere/Observatory; parts of the High Street (above shops) and, if redeveloped, Tesco's.
- Certain sites along arterial routes – Stoke Road, Mill St/Petersfield Ave.; Royal Mail, Canal Basin.
- Major sites dominated by a single owner – e.g. Horlicks and adjacent Stoke Gardens

7.4.3 These sites are where owners have already expressed interest in redevelopment or where the Council has stated or indicated, as part of its strategic planning role, that they have potential for and are suitable for beneficial redevelopment. This latter category includes sites or small areas that have poor appearance or contain several vacant buildings but are in strategic locations in terms of proximity to the station or town centre in particular the area north of the railway station.

7.4.4 Several identified redevelopment sites are proposed for mixed use development. Other residential sites might also have mixed uses in the form of ground

7.5 Areas not Identified for Redevelopment

7.5.1 Areas within the centre but not identified for substantial redevelopment are not promoted for comprehensive or high density redevelopment. Any proposals that are submitted in these areas will need to take account of the Council's normal policies and guidelines and any other identified parameters for development.

8 Framework Delivery Principles

8.1 Managing Development

- 8.1.1 The following section sets out key principles that all development will have to comply with in order to deliver the Framework. These are not exhaustive and should be read in conjunction with all of the Council's existing policies and guidelines, inclusive of those referring to Section 106 planning obligations. In addition guidance specific to certain topics or sites may be issued to expand upon the elements of this Framework. In particular further guidance will be issued on (i) the scale and form of development for certain sites and (ii) where sites are affected by or need to take account of key bits of infrastructure, in particular for transport, to accommodate growth and implement the Framework, Transport Vision etc.
- 8.1.2 The Framework is primarily land use based but all new development must address environmental policies and the scale of development proposed for the town will need to be tested against these policies. Key considerations are air quality and climate change. The Council has a Low Emission Strategy which must be taken account of. The location and design of new development needs to take account of air quality issues. The effect of new development on air quality in terms of transport, travel and emissions needs to be addressed. Climate change policies need to be addressed and these are expected to change in the near future. It is likely that new buildings will need to be built to be 19% better than building regulations in terms of carbon emissions. And the design of new homes will need to minimise the risk of overheating.

Coordinating Development

- 8.1.3 The Framework promotes redevelopment and some large scale development. However in the interest of good planning any redevelopment scheme was take account of its neighbours in terms of effect on existing uses or the effect on reasonable and viable redevelopment of adjacent plots. Redevelopment of multiple plots must be comprehensive or if that is not practical a comprehensive design is needed before redevelopment schemes for individual plots are approved.
- 8.1.4 Following on from paragraph 4.3.10, it is particularly important that future development south of the High Street is coordinated and takes account of the following:
- Many of the sites on the south side are narrow and it will be necessary in a number of circumstances for the promoters of specific sites to work

together, particularly in relation to rear servicing and to optimise redevelopment opportunities.

- Proposed heights of development should not lead to overshadowing or loss of sunlight to the High Street. (Even a small loss of sunlight could disadvantage the High Street environment particularly if multiple plots have buildings higher than now – bearing in mind the Frameworks emphasis on rediscovering the High Street it is appropriate to treat loss of sun light as a key consideration).
- Proposed developments on sites extending from the High Street to Herschel Street must be designed to enable a transition in height to be made reflecting the characteristics of the areas surrounding the site; (Visual amenity is a key consideration. The Framework does not promote tall buildings in this area and the proximity of distinctive small scale heritage development south of the area (Herschel Village) limits opportunities for large buildings nearby.
- The Design of any proposed development must ensure that the amenities of the occupiers of current and future properties are protected.
- Redevelopment must be comprehensively designed or coordinated with adjacent redevelopment opportunities/proposals to ensure good planning of the area. (There is an expectation that several plots between Church St and Alpha St. might be redeveloped in the future. It is important that any one redevelopment does not disadvantaged viable redevelopment of adjacent plots.

8.1.5 The stretch between Park St and Alpha St. is closest to the small scale Herschel Village area. Consequently visual amenity and issues regarding tall buildings are more sensitive on this stretch. The redevelopment of the Buckingham Gateway site west of Church Street has regeneration benefits but this will have to take account of the scale of development around it particularly on the High Street and Church Street frontages.

8.2 Transport and Connectivity

8.2.1 One of the purposes of the Framework is to develop land use proposals which will help to implement the Council's Transport Vision. It should be noted that it does not seek to cover the planning related issues that are being considered through the Transport Vision such as congestion and parking.

8.2.2 All new development should help to deliver one of the key aims of the Vision which is to achieve major improvements in the environmental quality and the ease of movement around the town centre through reducing flows on the A4 where it goes through the town centre. New development should also take the opportunity to restructure the street pattern in the centre by creating a high

quality pedestrian and cycle network that is permeable, well-connected and easy to understand and navigate.

- 8.2.3 The development of Slough as a world class transport hub is a key component of the activity led strategy and so any development will have to take account of the need to improve linkages and pedestrian flows to the transport hub.

Mass Rapid Transit (MRT)

- 8.2.4 One of the other key elements of the Transport Vision is the development of a Mass Rapid Transit (MRT) system to serve the centre. The initial proposals for the routes of the MRT and the proposed stops are shown in Figure E. The final configuration will depend upon which sites come forward for development, the overall land use strategy for the centre and the practicality of building and operating an efficient MRT network. Sites affected by a proposed MRT route will have to accommodate within any redevelopment proposals.
- 8.2.5 A key objective is for MRT passengers to be able to interchange easily between routes, the railway and bus stations. The railway station forecourt is envisaged as being the main interchange which supports the development of this area as a transport hub.
- 8.2.6 In order to help with the proposal to “rediscover the High Street” it will be important that passengers have easy and convenient access to it and the redeveloped shopping and leisure facilities. Whilst it may not be appropriate for the MRT to take the route along the length of the High Street, accessibility can be provided by having a route along Wellington Street, Wexham Road and the eastern end of the High Street. The ultimate aim would be to take the MRT on a diagonal route through the shopping centre.
- 8.2.7 The proposed MRT route to the former Akzo Nobel site includes a route alignment option over the railway east of the station and through an existing employment site (south of Petersfield Ave). This Framework does not propose to redevelop this area but the MRT route should be safeguarded to keep longer term redevelopment options open. This affects land owned by Network Rail, Tesco, and some private owners south of Petersfield Ave.
- 8.2.8 The Akzo Nobel site and adjacent Cadent and National Grid land are affected by the proposed MRT route to the north east of the town through to the Uxbridge Road. Any redevelopment of these sites will have to safeguard land for MRT and be designed to accommodate it.

Walking and Cycling

- 8.2.9 Every proposed development will be assessed on the basis that it contributes towards the creation of safe, continuous and convenient walking and cycling networks, particularly where they can provide a missing link or remove a barrier.
- 8.2.10 The redevelopment of the opportunity sites in the town centre can be structured to repair the urban grid, improving connections both within the centre and between the centre and the surrounding areas. The linkages proposed are primarily pedestrian connections, although there is potential for some routes to provide local vehicular access. The need for additional local connections will also be explored, in order to strengthen and improve existing connections, as well as introducing new linkages.
- 8.2.11 The plan will achieve new and improved linkages throughout the central area, including between the High Street and Wellington Street through the shopping centres, linking into at-grade crossings on Wellington Street. The aim is to provide high quality linkages which are available for use 24 hours per day, although it is recognised that it may not be practical to permit public access throughout the night to all the internal shopping centre streets.

Wider Network; Connecting the Suburbs to Town Centre

- 8.2.12 The aim is to create direct, high quality linkages between the town centre and surrounding areas. These are achieved by identifying key desire lines and improving attractiveness of routes (permeability, legibility, way marking, public realm, safety, pedestrian priority crossing points, landscaping/greening) and creating new routes where desire lines are currently blocked. Figure F is a diagram to indicate broadly where the desire lines are.
- 8.2.13 These improved links can help make residents feel connected to town centre, and use it for their daily needs. This footfall will support the town centre economy and reduce the use of the private car in line with the aims of the transport vision. Increasing activity will also help support the Council's health agenda.
- 8.2.14 The linkages also provide the opportunity to make nearby parks and open spaces (such as the canal) easily accessible from the town centre, for visitors, office workers and residents. This contributes to improving the image of Slough and making town centre living an attractive proposition.

8.2.15 The key routes are:

- North from Station to Canal Basin (and bridge over railway)
- Station to Horlicks and Stoke Poges Lane.
- TVU to west to Salt Hill Park
- Centre to Herschel Park and beyond to Jubilee River (past Church and Upton Hospital).
- To LascellesPark – via Upton Road or Via Sussex Place
- To Petersfield Ave for residential development on Akzo Nobel site

8.3 Urban Design and Placemaking

Network of Streets/Street Blocks

8.3.1 All new development will have to contribute to the proposal within the Framework to restructure the layout of the town centre in order to create smaller, more permeable and active street blocks, particularly at ground floor level.

8.3.2 These blocks should provide easy pedestrian access and create a street network which can sustain a variety of building types and uses, and adapt over time.

8.3.3 The street blocks should generally be designed as perimeter blocks in order to:

- provide building frontages to streets, with a clear distinction between the public fronts of buildings and the private backs;
- avoid exposing blank building sides, car parking and rear servicing to the street;
- provide enclosure to streets and spaces by developing buildings of an appropriate height
- encourage use and overlooking of the public realm and pedestrian routes. Active uses should be provided at ground floor level along key pedestrian routes, with overlooking provided by windows at upper levels. Elsewhere, buildings should front onto the street; and
- provide strong and consistent building lines to create well defined streets and spaces. Projections and set backs from the building line can be used to add emphasis where the function of the resulting spaces can be clearly defined.

8.3.4 Figure C shows how the new street pattern can be used to create new active

frontages in the town centre in particular north/south linkages between Wellington Street and the High Street. In addition an improved pedestrian street with active frontages can be created adjacent to St Ethelbert's Church, which links through to The Curve.

Building Heights

- 8.3.5 All new buildings will have to be designed in a way which takes account of their impact upon the sky line and their surroundings.
- 8.3.6 The philosophy underlying the approach to tall buildings was developed in Heart of Slough Development Brief which identified a hierarchy of east west corridors along the High Street, the A4 Wellington Street and adjacent to the railway line.
- 8.3.7 It is recognized that opportunities exist for a variety of landmark buildings which will mark key views into and across the centre of Slough, and create a new and varied skyline for Slough. The building heights must have regard to sensitive long distance views, particularly from Windsor Castle, as well as the setting of the Castle viewed from the Copper Horse and the setting of important local buildings such as St Ethelbert's Church and the railway station building.
- 8.3.8 The indicative building heights strategy is based on the following principles:
- creating an elegant, consolidated skyline for the town centre to create a positive image in long views;
 - focusing the tallest buildings in the most sustainable locations near the railway station and retail core;
 - providing enclosure and definition to streets and spaces, including the creation of boulevards along the town's key arterial routes (in particular parts of Wellington St.) ;
 - respecting the existing "pedestrian" scale of the High Street; and,
 - respecting the settings of key landmark buildings.
- 8.3.9 The building height strategy demarcates the town centre into zones for tall buildings (Fig. G):
- A higher rise zone along part of the south side of Wellington Street (Queensmere/Observatory site) stepping down to lower rise at the west (near the Church) and stepping down to the east.
 - A medium rise area for the Royal Mail/BT site on Wellington Street

- A higher rise cluster either side of the northern part of William Street and immediately south of the railway bridge (part of TVU and Octagon site).
- A medium rise cluster on the remainder of the TVU site, Tesco site, U&I site.
- Medium rise at Hatfield Road.
- Medium rise north of the station and south of Mill St. behind the Stoke Rd. frontage.
- Medium rise at Tower and Ashbourne House site.
- No tall buildings in other areas.

8.3.10 The precise height of buildings will be guided by further guidance to be issued in the future, site specific analysis including the setting of Windsor Castle viewed from the copper house. The latter matter may limit height on part of the TVU site. Medium rise means about 10 storeys for the purposes of this Framework. But this does not necessarily mean buildings less than 10 storeys and above typical heights of surrounding buildings will be acceptable outside the identified zones.

8.3.11 The Hatfield Rd. site is included as a location where comprehensive redevelopment may occur in the long term. Tower and Ashbourne is identified solely because there are existing tall buildings on the site, there is a need for regeneration of the area and a tall building is necessary for redevelopment to be viable to achieve regeneration.

8.3.12 Tall buildings should only be allowed if they are of the highest standard of design, improve the urban realm in particular the public spaces around the base and they do not have an adverse impact upon neighbouring uses. It is also important that they provide high quality living standards for their residents and in particular address air quality issues. This may require tall buildings to be set back a significant distance from the edge of street.

8.3.13 Specific design policies:

- The layout and orientation of tall building blocks should avoid single aspect apartments facing north.
- They maximise views from apartments to the south towards Windsor Castle
- They should provide the opportunity for communal uses or public access to the top floors in order to make the most of views.
- They should take the opportunity to provide for penthouses on top.
- They should be orientation to minimise overshadowing over adjoining development.
- The should be designed to prevent excessive wind at ground floor.

- Particular attention should be paid to the design of the tops of tall buildings
- Be on large enough sites to include good quality public realm and provide wider regeneration benefits.

8.3.14 Tall buildings will be embraced but only in certain locations and only if they are in accordance with this Framework and subsequent adopted policies and guidelines.

Public Space and Public Realm

8.3.15 To deliver the proposals in the Framework public spaces will need to be created, enhanced and connected by a network of high quality streets. This is associated with movement and transport objectives of making walking and cycling attractive, together with the desire to improve the image of streets and contribute to better way finding.

8.3.16 The aim is to develop a high quality at grade network which is:

- connected: provides a comprehensive network of linkages within the town centre and with surrounding areas;
- convenient: provides pedestrians with direct and unobstructed routes;
- comfortable: provides smooth, level, high quality footways and pedestrian facilities; and,
- convivial: provides an attractive, interesting, stimulating and safe environment which promotes health and wellbeing;
- creative: provides flexible spaces which can accommodate events, markets, street fairs.

8.3.17 Delivery will be through redevelopment of identified sites, the renewal of surfaces and street furniture, redevelopment of adjoining property (new facades to improve the appearance of streets), securing good quality maintenance (highway authority or private management of redeveloped sites), town centre partnership work to create a sense of ownership and street activity.

8.3.18 In addition there are opportunities to provide green links between the town centre and nearby high quality public open spaces, as well as to introduce high quality green elements to key town centre streets. The approach includes:

- The introduction of street trees where space and services permit;

- Buildings set back to provide planting at grade;
- Buttress planting to provide screening where backs of buildings or service areas cannot be avoided;
- Hedges and green/vegetated fences along boundaries; and
- Elevational planting incorporating green elements into building design.
- Sustainable urban drainage – incorporation within initial designs and coordination with landscape and public realm strategies, retention of existing trees.

8.3.19 Site specific public realm creation/enhancements proposed are:

- Brunel Way and its extension towards the High Street.
- The High Street and associated new spaces in the redeveloped shopping centre site
- The east side of St. Ethelberts Church and The Curve.
- TVU site.
- Station north forecourt including Railway Terrace.

8.3.20 In addition as outlined above there are proposals for connecting the inner suburbs to the town centre, and these connections will also have public realm enhancements.

Heritage

8.3.21 The Framework seeks to use existing heritage assets to contribute to placemaking and improving the image of the town centre. The centre and adjacent areas has the following range of built heritage assets:

- Historic street pattern, intact in places and which the plan will seek to have restored where lost;
- Important listed buildings within or adjacent to the town centre such as the railway station, St Ethelbert's Church, St Mary's Church, and part of Upton Hospital;
- Locally Listed buildings
- Two Conservation Areas – Sussex Place/Clifton
- Road Conservation Area to the east and Upton Park/Upton Village Conservation Area to the south (add brief details, any aspects of particular relevance to town centre);
- Herschel Village to the south of the town centre which, although not a designated Conservation Area, is a consolidated area of Victorian terraces

laid out on the traditional grid providing a popular and high quality edge of centre residential area;

- Herschel Park – Grade II Listed Park and Garden

8.3.22 The Old Town Area at the western end of the High Street was identified within the adopted Local Plan due to the existence of a number of good traditional buildings grouped around the historic road pattern. Saved Policy TC2 of the Local Plan sets out criteria for development within this area which seeks to protect and preserve its character.

8.3.23 Through this Framework and subsequent new policies and guidance opportunities will be taken to identify key heritage assets for enhancement, protect their setting and use them as focal points or distinctive features in combination with wider public realm enhancements including nearby redevelopment proposals. This will include exploring opportunities to enhance existing locally listed buildings as an integral part of wider development schemes. Heritage assets, that help create distinctive and attractive local characters, even if they have no statutory protection, will be used as the basis for policies and design guidance that will help retain or enhance the character of the area.

8.3.24 Examples of specific heritage assets or policy topics which could feature in future guidelines are:

- Improve the setting of St. Ethelbert's Church – east side.
- Improve the setting of the north side of the railway station.
- Upton Hospital workhouse – enhancement as part of conversion to a new use, improve the setting as part planned redevelopment of the rest of the hospital site, use the listed building as distinctive feature for the redevelopment.
- Herschel Village – prevent unsympathetic redevelopment within the area or adjacent.
- Old town area (buildings around the High St/William St./Windsor Rd cross roads) – criteria for development within this area which seeks to protect and preserve its character.
- Herschel Park – improve linkages to this historic and interesting area from the town centre.
- identify key local vernacular and locally distinctive features to provide cues for future development, including in the Herschel Village area; and resolve any issues related to nearby conservation areas.

Plans – A to G

Figure A – Area of Interest

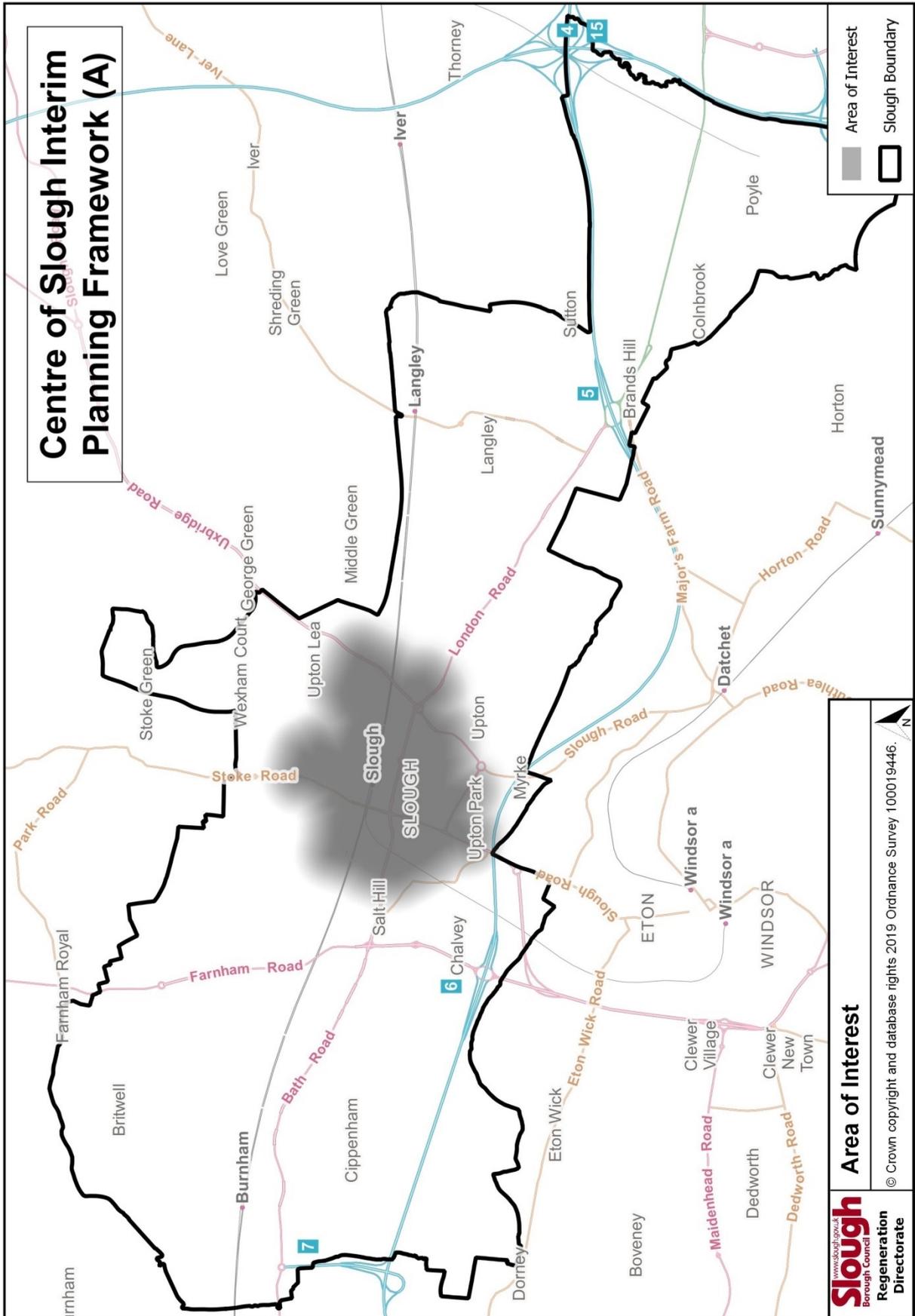


Figure B - Scale of Opportunity (Draft Proposed Development Sites)

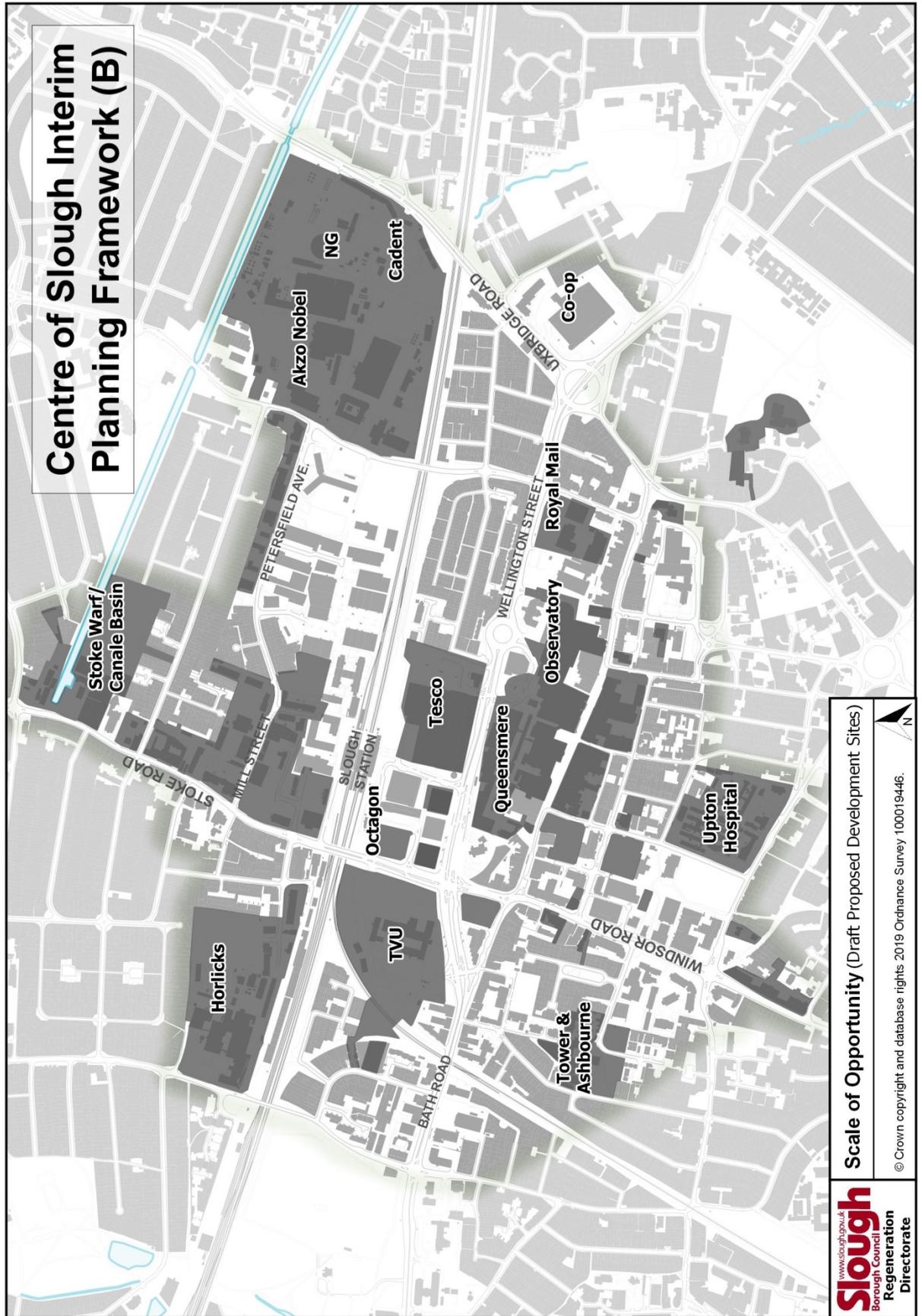


Figure C - Overall Strategy

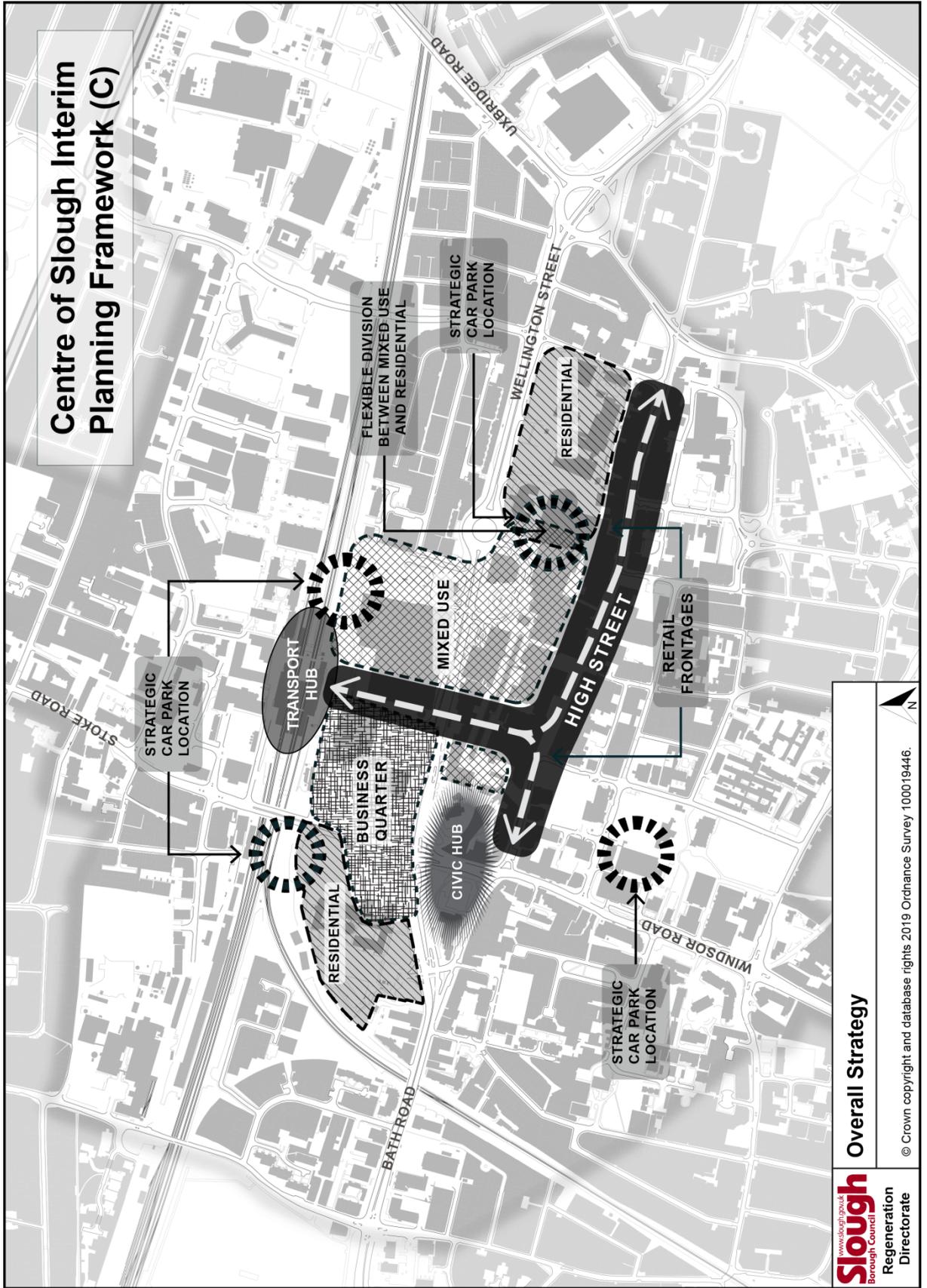


Figure D - Residential Areas

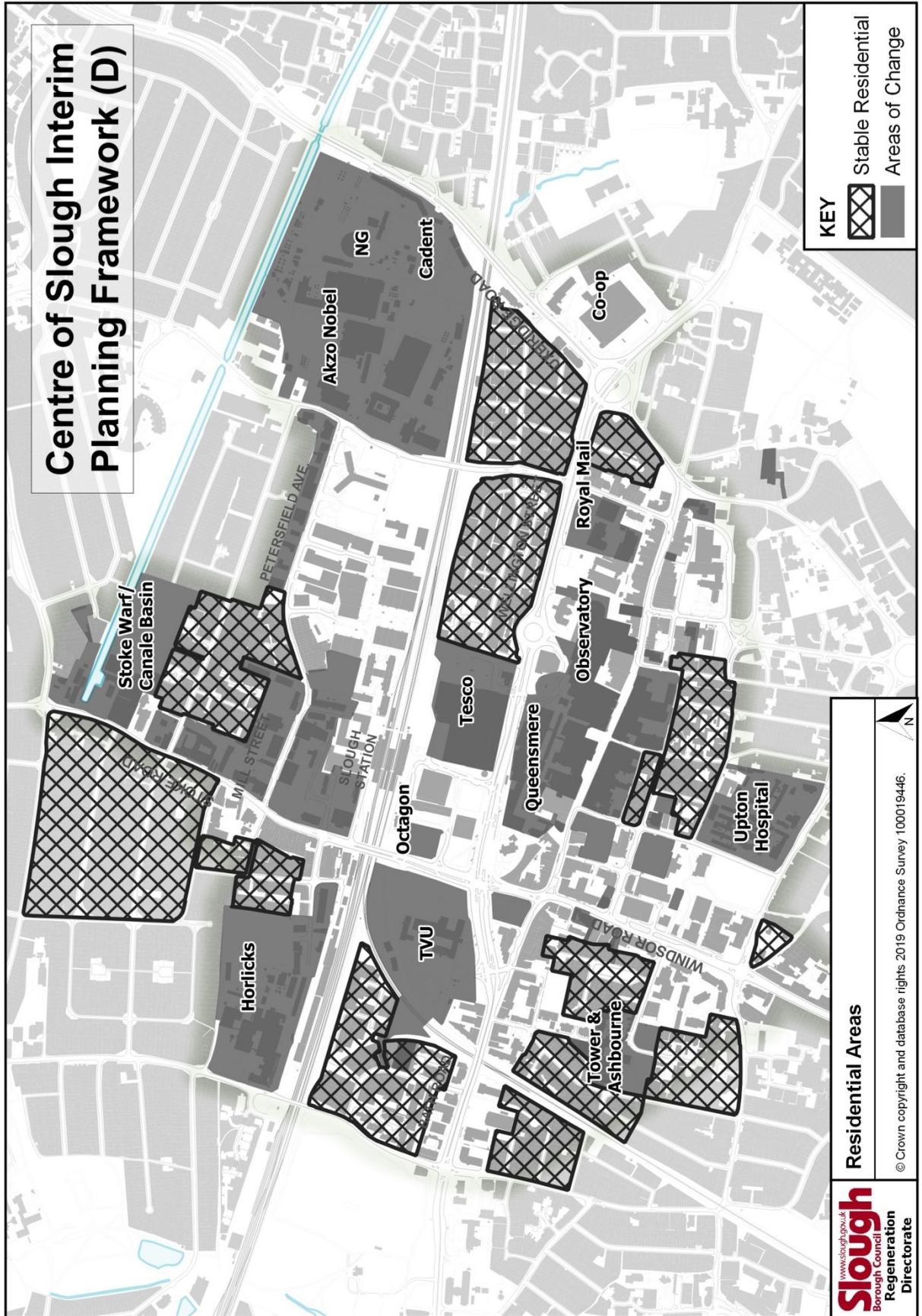


Figure B - Options for MRT Alignments in the Centre of Slough

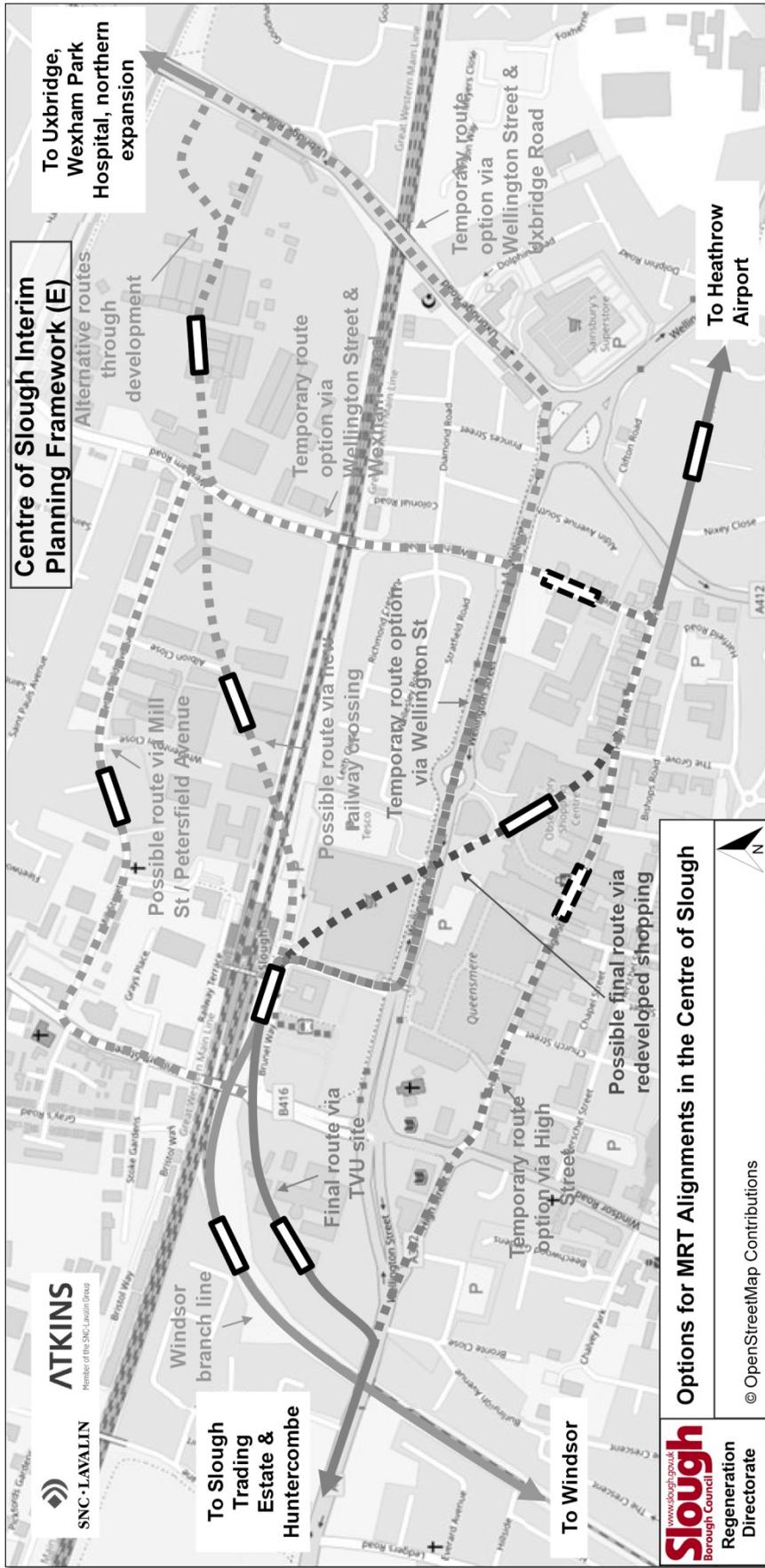


Figure C - Connections Diagram (Pedestrian And Cyclists)

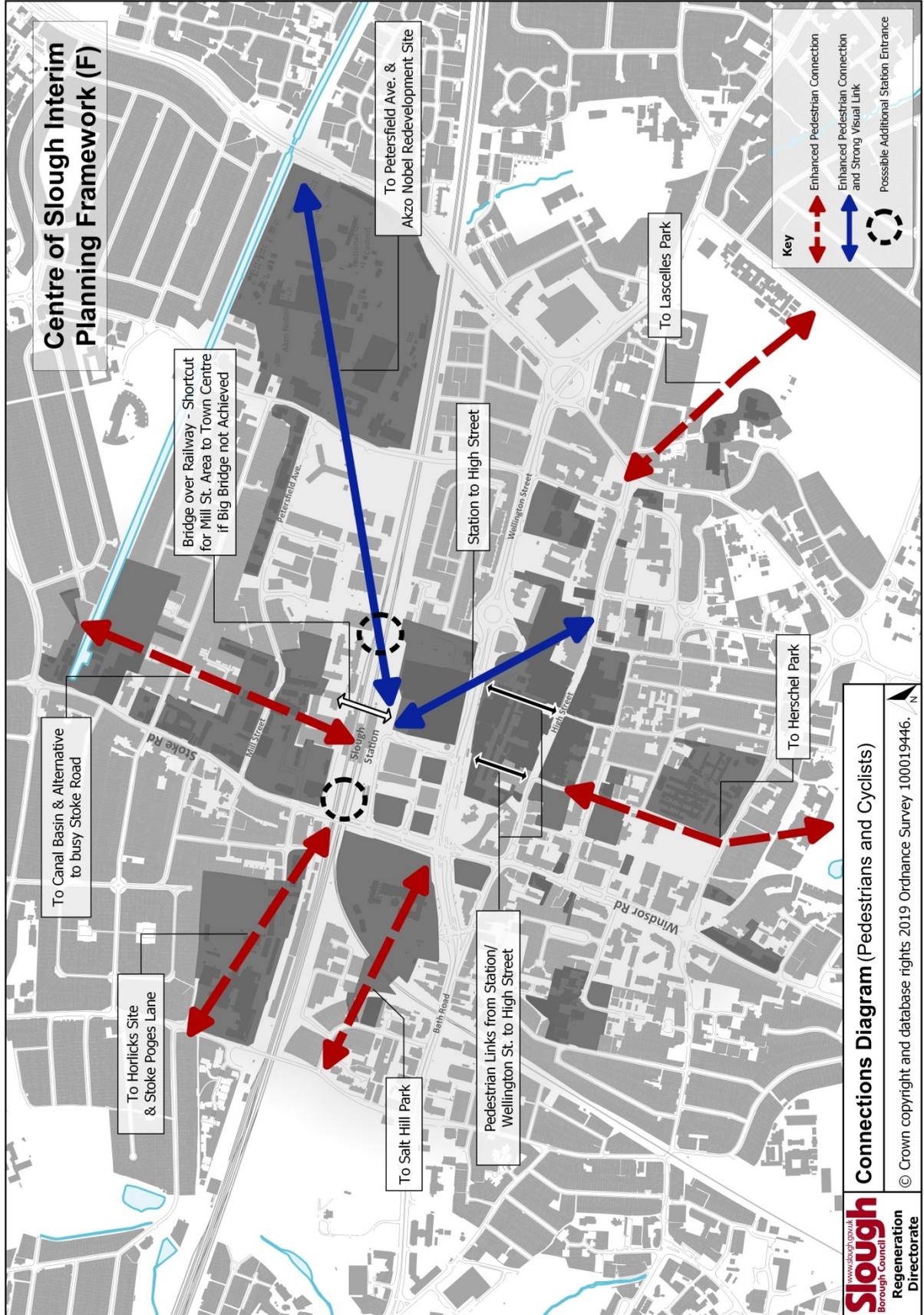
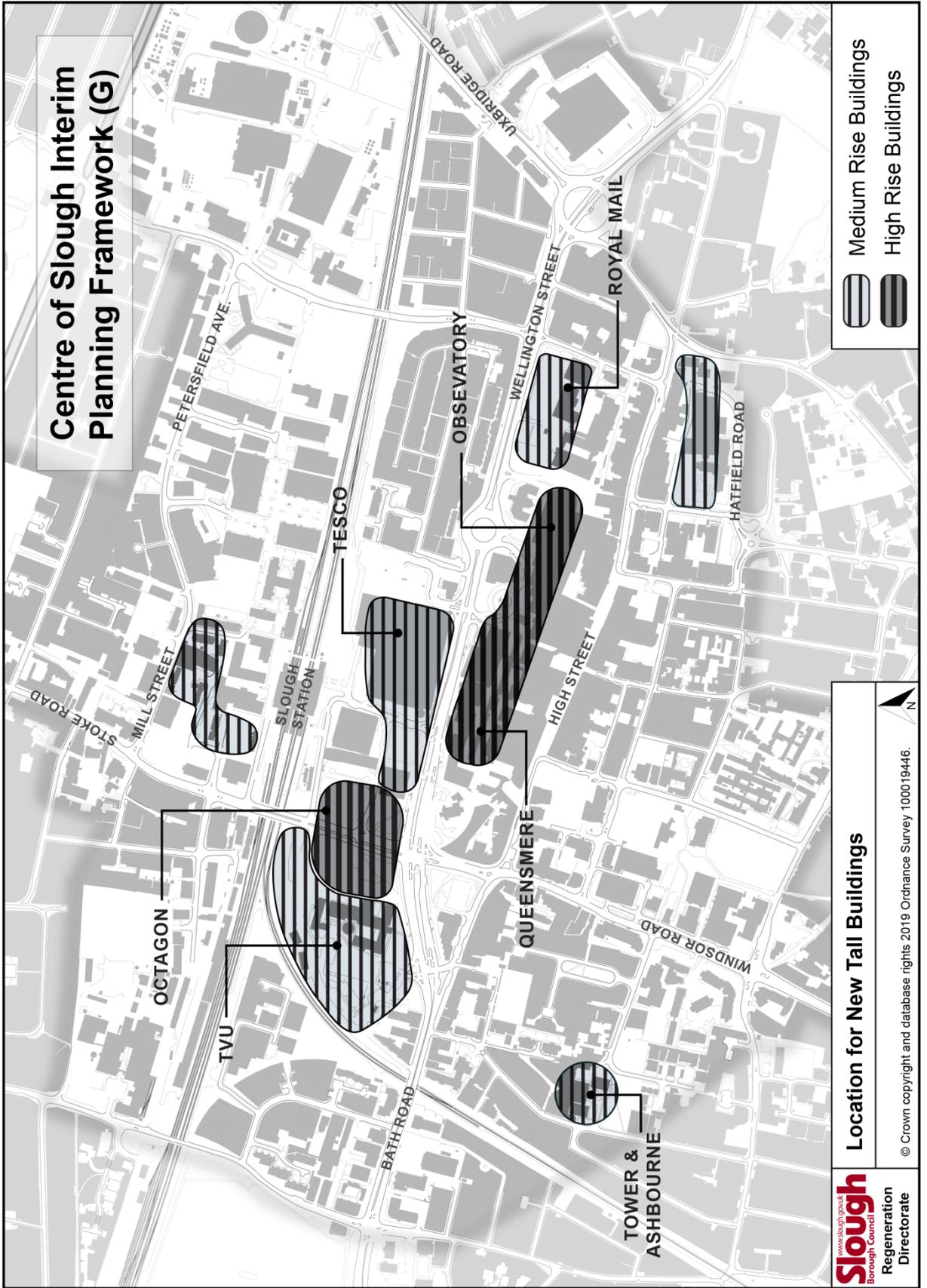


Figure D - Location for New Tall Buildings



SLOUGH BOROUGH COUNCIL

REPORT TO: Planning Committee **DATE:** 31st July 2019

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

WARD(S): All

PART I
FOR DECISION

SLOUGH HOUSING DELIVERY ACTION PLAN

1. **Purpose of Report**

1.1 The purpose of this report is to present the draft Housing Delivery Action Plan to Members.

2. **Recommendation(s)**

The Committee is requested to resolve:

- (a) That the Housing Delivery Action Plan be approved for publication on the Council's website.
- (b) That delegated powers be given to the Planning Policy Lead to make minor changes to the document before publication.

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

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

The Local Plan will have an impact upon the following SJWS priorities:

4. *Housing*

3b. **Five Year Plan Outcomes**

Improving housing delivery will contribute to the following Outcomes:

- *Slough will be an attractive place where people choose to live, work and visit.*
- *Our residents will have access to good quality homes.*

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 actions set out in the report be approved.	Failure to produce the Housing Delivery Action Plan will not meet the requirements of the National Planning Policy Framework.	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

5. **Supporting Information**

Introduction

- 5.1 The report to Planning Committee on 24th April explained that the updated National Planning Policy framework introduced a Housing Delivery Test. This measures net additional dwellings over a three-year period against councils' housing requirements which is based upon the local housing need figure from the standard methodology.
- 5.2 The results for Slough, which were published by the MHCLG in February, are shown in Table 1 below:

Table 1.

Year	Need	Supply	Surplus/Shortfall
2015/16	922	789	-133
2016/17	910	524	-386
2017/19	690	846	156
Total	2,522	2,159	-363 (86%)

- 5.2 This shows that Slough met 86% of the housing needs over the last three years which was mainly caused by the comparatively low number of completions in 2016/17.
- 5.3 Councils that supplied less than 95% of the housing need are deemed to have failed the Test. As a result Slough, along with around a third of authorities will

have to prepare an Action Plan. This has to explain what steps we will be taking to promote development and speed up housing delivery.

- 5.4 We have now prepared a draft Action Plan which is in Appendix 1 for approval.
- 5.5 The Action Plan contains four main parts. The first is a “housing delivery analysis” which sets out the data for the factors that are affecting delivery. The second part is a “Root Cause” analysis which examines the data and the extent that the Council can influence these factors.
- 5.6 The third part proposes “key actions” and responses that should be taken to try to ensure a quicker and higher level of housing delivery. The final section sets out the monitoring arrangements and how the actions in this plan will be implemented, and monitored.
- 5.7 This identifies that there is an underlying problem with a shortage of land for housing in Slough and that the supply from sources, such as greenfield sites and office conversions are likely to be significantly less in future.
- 5.8 We only have a two and a half year’s supply of housing with planning permission. Government expect Council’s to show a five years supply. 858 of the current supply were under construction in April this year. However, taking account of all identified development sites, the Council’s Housing Trajectory shows that there are approximately 11,000 housing units in the pipeline. And over the next five years sites are identified for close to 5,000 homes. Allowing for some sites to not deliver in that timescale there is scope for delivery at close to the annual average target of 893.
- 5.9 One of the key proposed actions is to try to encourage land owners to bring forward as many of these sites as possible and identify more sites. The Council as land owner and Housing Authority can assist in supply.
- 5.10 It is recommended that the following key planning related actions should be taken in order to support housing development:
 - Continue with preparation of the review of the Local Plan and associated policies to increase the supply of housing within the Borough.
 - Continue to promote the Northern Expansion of Slough within South Bucks in order to increase the supply of housing in the market area.
 - Review published planning policy and guidance to give confidence and certainty to land owners and developers. (For example – comprehensive guidance, clarity, up to date, accessible (web site).
 - Carrying out a new “Call for Sites” exercise and prepare a preliminary site allocations in advance of the Local Plan.
 - Promote development where owners do not appear interested in redevelopment in areas needing regeneration. (For example development briefs, feasibility studies, outline viability study, contact owners direct, seek out suitable potential developers in particular for land assembly to create comprehensive development sites).

- Review what comparable Councils are doing to increase housing supply.
- Continue the Council's joint partnership with Slough Urban Renewal SUR to deliver housing sites.
- Continue to liaise with Asset Management and Housing regarding use of its land holdings to supply new homes in accordance with the Council's planning policies.
- Continue to use S106 agreements instead of introducing the Community Infrastructure Levy. This provides more flexibility to maximise developer contributions and assist provision of affordable housing.
- Continue to use Planning Performance Agreements. Review resourcing to ensure comprehensive and timely communication of key issues to applicants.
- Continue the pre-application discussions process. Review resourcing to ensure comprehensive and timely communication of key issues to applicants.
- Engaging regularly with landowners and developers to obtain up-to-date information on development progress, build-out rate of current sites, identify any barriers to development and discuss how these can be addressed.

6. **Conclusion**

- 6.1 The report sets out the draft Housing Action Plan for approval which will be published on our website. The implementation of this should help to increase the supply of housing in Slough.

7. **Appendices Attached**

- '1' Draft Housing Action Plan

Slough Housing Delivery Action Plan

July 2019

1. Introduction

- 1.1. In 2018 the "Housing Delivery Test" (HDT) was introduced into the planning system as part of the new National Planning Policy Framework. This Action Plan has been produced in order to investigate ways in which the supply of housing in Slough could be increased so that in future it will be able to meet the Housing Delivery Test.
- 1.2. The scope and nature of an Action Plan is not fully prescribed by national policy or guidance but the advice is that it should relate to local circumstances and needs.
- 1.3. The role of an Action Plan, as set out in Planning Practice Guidance, is to:

"Identify the reasons for under-delivery, explore ways to reduce the risk of further under-delivery and set out measures the authority intends to take to improve levels of delivery."
- 1.4. This Action Plan therefore includes an analysis of housing delivery and barriers to delivery in Slough and recommends actions that could increase delivery in the future.

2. Housing Delivery Test

- 2.1. The Housing Delivery Test (HDT) measures net additional dwellings provided in a local authority area against the homes required. The methodology for calculating the Housing Delivery Test measurement is set out in the Housing Delivery Test Measurement Rule Book, and the Ministry of Housing, Communities and Local Government (MHCLG) will publish the HDT result for each local planning authority in England annually in November.
- 2.2. The results of the 2018 Housing Delivery Test which were published in February 2019 show that over the previous three years Slough delivered 86% of the required housing. Where delivery is below 95% of the Local Planning Authorities requirement it has to prepare an Action Plan in line with national guidance.

3. Action Plan

- 3.1. An Action Plan is intended to be a practical document aimed at increasing delivery that is locally specific, and underpinned by local evidence and research.
- 3.2. The Action Plan contains four main parts. The first is a "housing delivery analysis" which sets out the data for the factors that are affecting delivery. The second part is a "Root Cause" analysis which examines the data and the extent that the Council can influence these factors.
- 3.3. The third part proposes "key actions" and responses that should be taken to try to ensure a quicker and higher level of housing delivery. The final section sets out the monitoring arrangements and how the actions in this plan will be implemented, and monitored. A review of the Action Plan will take place when the results of the annual Housing Delivery Test are published.

- 3.4. It should be noted that whilst this Action Plan seeks to support an increase in housing delivery, it cannot guarantee it. Local Planning Authorities do not control the operation of the housing market. There may be other factors why sites do not come forward at a particular time, which are beyond the control of the Council.

4. Housing Delivery Analysis

- 4.1. This section looks at the causes of the 'under delivery' of new homes in Slough.

Slough Local Plan status and increased housing need

- 4.2. The Development Plans in Slough include the Core Strategy 2006-2006 which was adopted in December 2008 and the "saved" policies from the Local Plan (2004). The housing target in the Core Strategy is 315 per annum.
- 4.3. As part of the preparation of the new Local Plan and Strategic Housing Market Assessment was produced in 2015 which showed that Slough objectively assessed housing need was 915 per annum.
- 4.4. This was a massive increase from 315 per annum. As a result we adopted an interim housing target of 550 per annum which was in line with the Council's Five Year Plan. Table 1 below shows how we have used the targets of 315 a year and 550 a year between 2013 and 2017.

New Standard Methodology

- 4.5. Housing targets for Local Plans and 5 year land availability purposes are now required to be calculated using the new standard methodology published in the National Planning Policy Framework and Planning Guidance. This takes account of household projections and affordability ratios published by the Government.
- 4.6. The latest Local Housing Need figure for Slough is 893 per annum for April 2019. This is the figure that we are currently planning to meet in the review of the Local Plan as shown in Table 1.

Slough emerging Local Plan

- 4.7. The starting point for the review of the Local Plan for Slough was the Issues and Options consultation that we carried out in 2017.
- 4.8. This has produced an agreed Vision for Slough in 2036 and a set of Objectives for the Local Plan. The overall strategy is to deliver balanced cohesive growth which meets local needs as far as possible given all of the constraints to development. Our ambition is for Slough to become a place where people want to "*live, work, rest, play and stay*".
- 4.9. The emerging Preferred Spatial Strategy has the following five key elements:
- **Delivering** major comprehensive redevelopment within the "Centre of Slough";
 - **Selecting** other key locations for appropriate development;

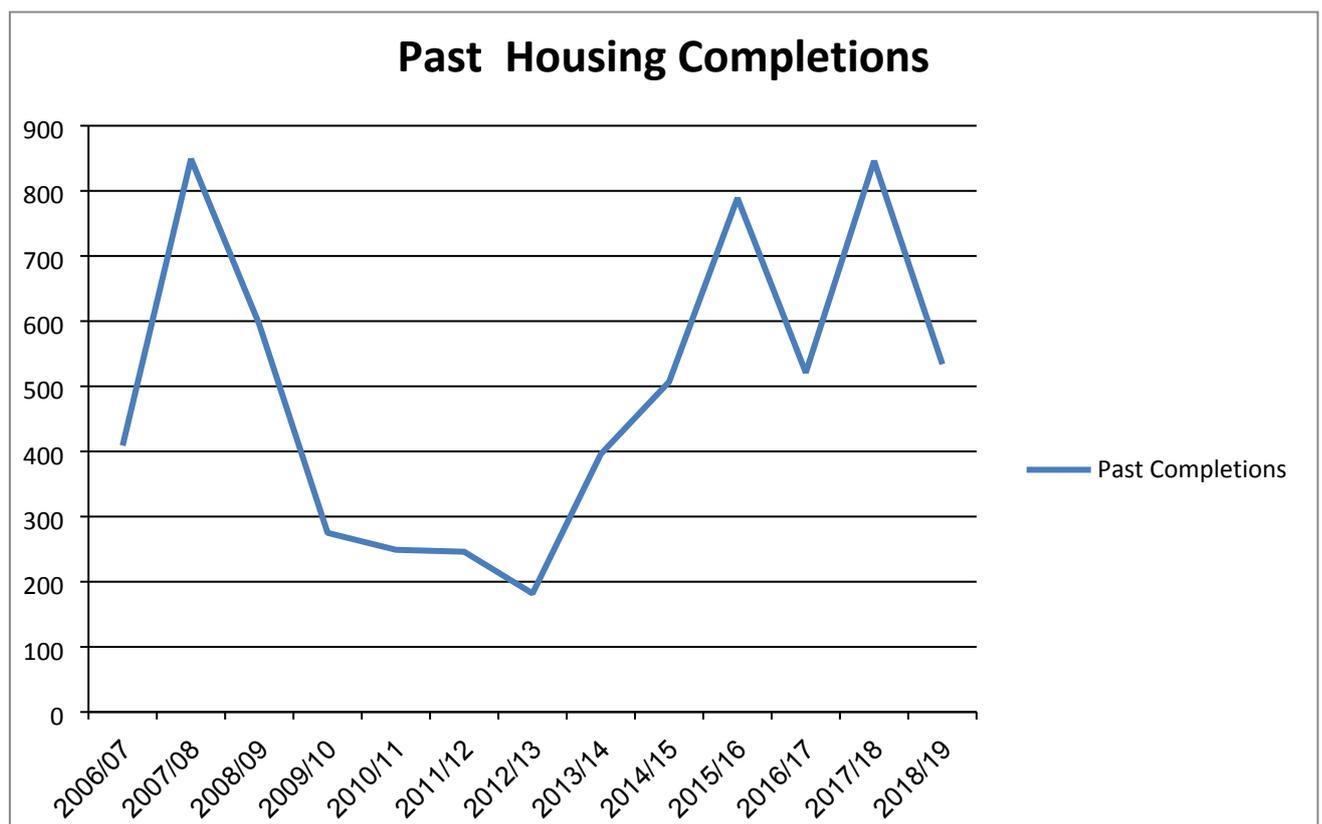
- **Protecting** the built and natural environment of Slough including the suburbs; **Accommodating** the proposed third runway at Heathrow and mitigating the impact;
- **Promoting** the northern expansion of Slough in the form of a “Garden Suburb”;

5. Local housing performance

Past Housing completions

5.1. Table 1 shows how Slough has delivered against its housing targets. This shows how we have had a successful record of delivery against the Core Strategy target of 315 and subsequent interim target of 550 (introduced voluntarily by the Council). This meant that up until last year we were able to show that we had a Five Year Land supply as demonstrated in the Annual Monitoring Report. Last year’s under delivery of housing has come about as a result of the adoption of the much higher housing needs figure.

Figure 1: Past Housing Completions from 2006/07-2018/19



5.2. The table below and graph above shows Slough past housing completions (net additional new homes). On average the number of homes delivered over the last 10 years is 455 per annum. These figures reflect the post 2008 economic down turn but it should be noted that the annual average completions in the last 3 years is 633 per annum.

5.3. The 846 completions in 2017/18 was the highest since 2007/08 when 849 were completed. The lowest level of housing completions, 182 was in 2012/13.

Table 1: Past Housing Completions from 2006/07-2018/19

Year	Past Completions	Housing target
2006/07	409	315
2007/08	849	315
2008/09	595	315
2009/10	275	315
2010/11	249	315
2011/12	246	315
2012/13	182	315
2013/14	396	315
2014/15	507	315
2015/16	789	550
2016/17	521	550
2017/18	846	550
2018/19	534	893

Housing in the Pipeline

5.4. At 1st April 2019, there was a pipeline of 2155 homes with planning permission of which 1297 units were not started and 858 were under construction. This shows that there is a significant amount in the pipeline in the short term including major and minor housing developments.

5.5. The Council's Housing Trajectory, which includes all potential housing sites and not just those with planning permission, shows that approximately 1100 housing units are in the pipeline.

Small Sites

5.6. Completions for small sites for the last 10 years can be seen in Table 2 below. On average there is around 60 small site completions a year.

5.7. Small sites account for a relatively small percentage of housing supply- eight percent of homes in schemes completed in 2015-2019 were from small sites (sites

less than 10 dwellings). This shows that in Slough small site completions do not have a significant impact on housing delivery.

Figure 2: Past Small Site Housing Completions from 2006/07-2018/19

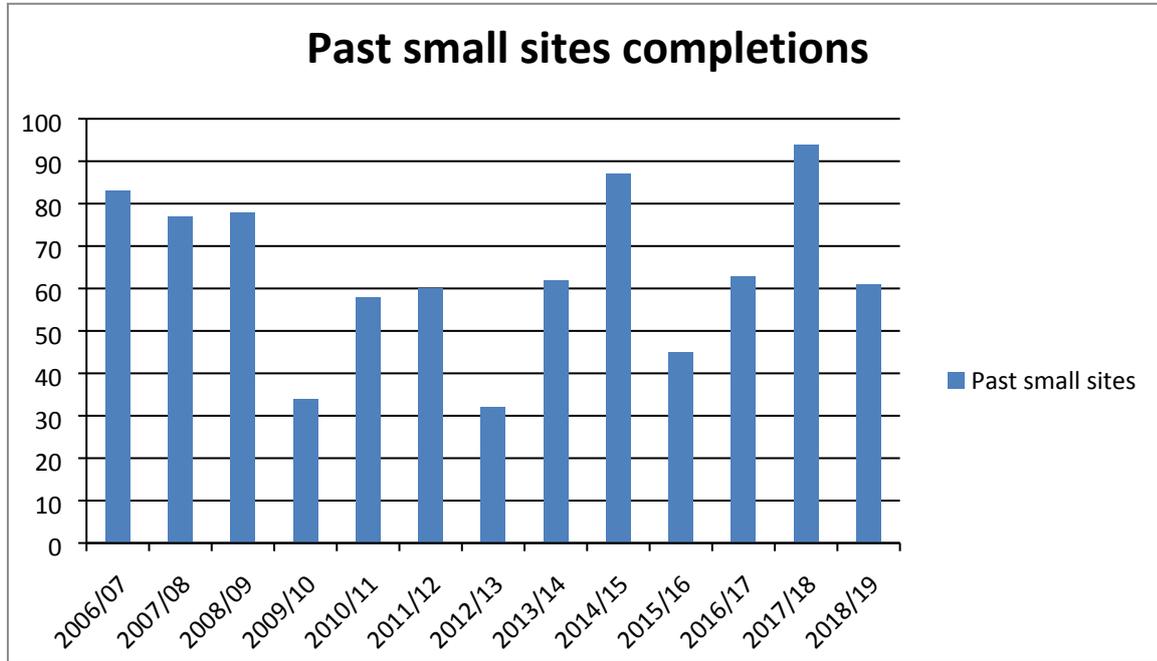


Table 2: Small site completions

Year	Past small sites	Year	Past small sites
2006/07	83	2013/14	62
2007/08	77	2014/15	87
2008/09	78	2015/16	45
2009/10	34	2016/17	63
2010/11	58	2017/18	94
2011/12	60	2018/19	61
2012/13	32		

Percentage of housing on Previously Developed Land/ Greenfield

5.8. Table 3 below shows that in the last few years the majority of the housing delivered has been on previously developed land. In 2018/19 100% was on previously developed land. The table shows that in the past up to half of completions have come from greenfield sites.

Figure 3: Percentage of Housing Completions on Previously Developed Land (PDL) and Greenfield (GF) land .from 2006/07-2018/19

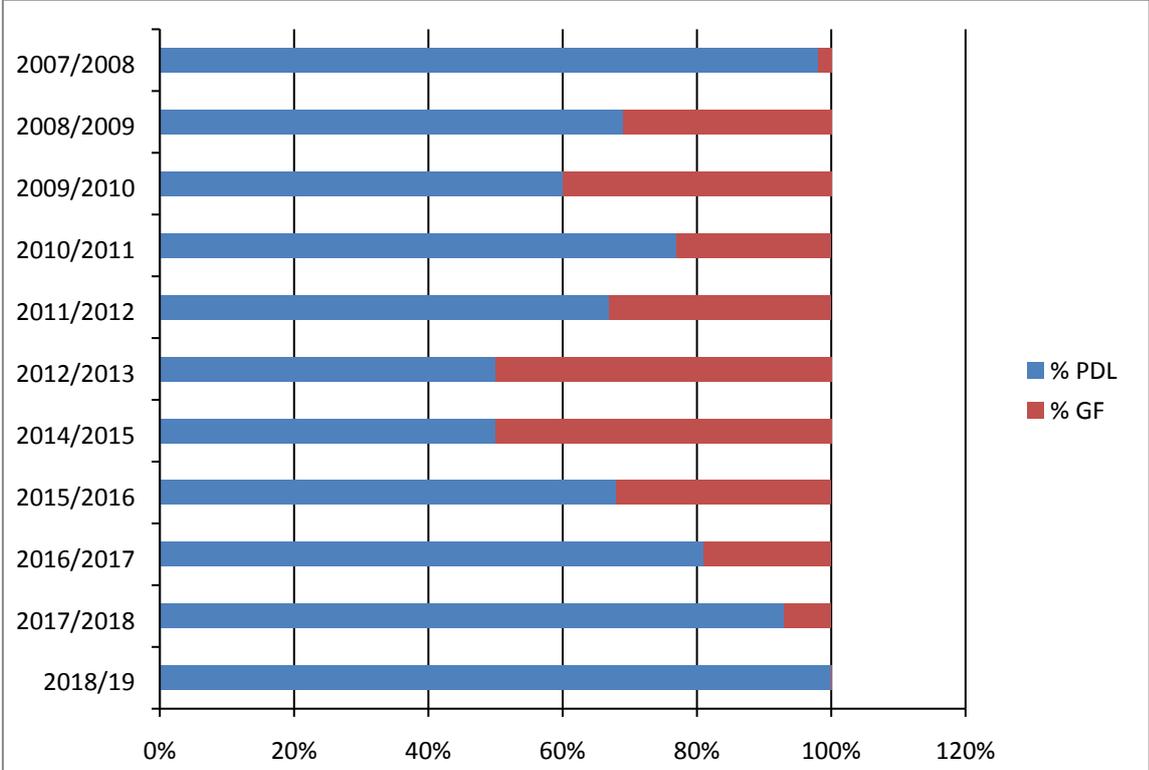


Table 3: Percentage of Housing Completions on Previously Developed Land (PDL) and Greenfield (GF) land .from 2006/07-2018/19

YEAR	% PDL	% GF
2018/19	100%	0%
2017/2018	93%	7%
2016/2017	81%	19%
2015/2016	68%	32%
2014/2015	50%	50%
2012/2013	50%	50%
2011/2012	67%	33%
2010/2011	77%	23%
2009/2010	60%	40%

2008/2009	69%	31%
2007/2008	98%	2%

Housing Types: Flats and Houses

5.9. Figure 4 and Table 4 below show the percentage of house and flats built in Slough over a 5 year period. This shows that 65% of dwellings delivered in the last five years have been flats. The graph also shows a general decline in the number of houses built.

Figure 4: Percentage of Housing Completions from Flats or Houses from 2014/15 - 2018/19

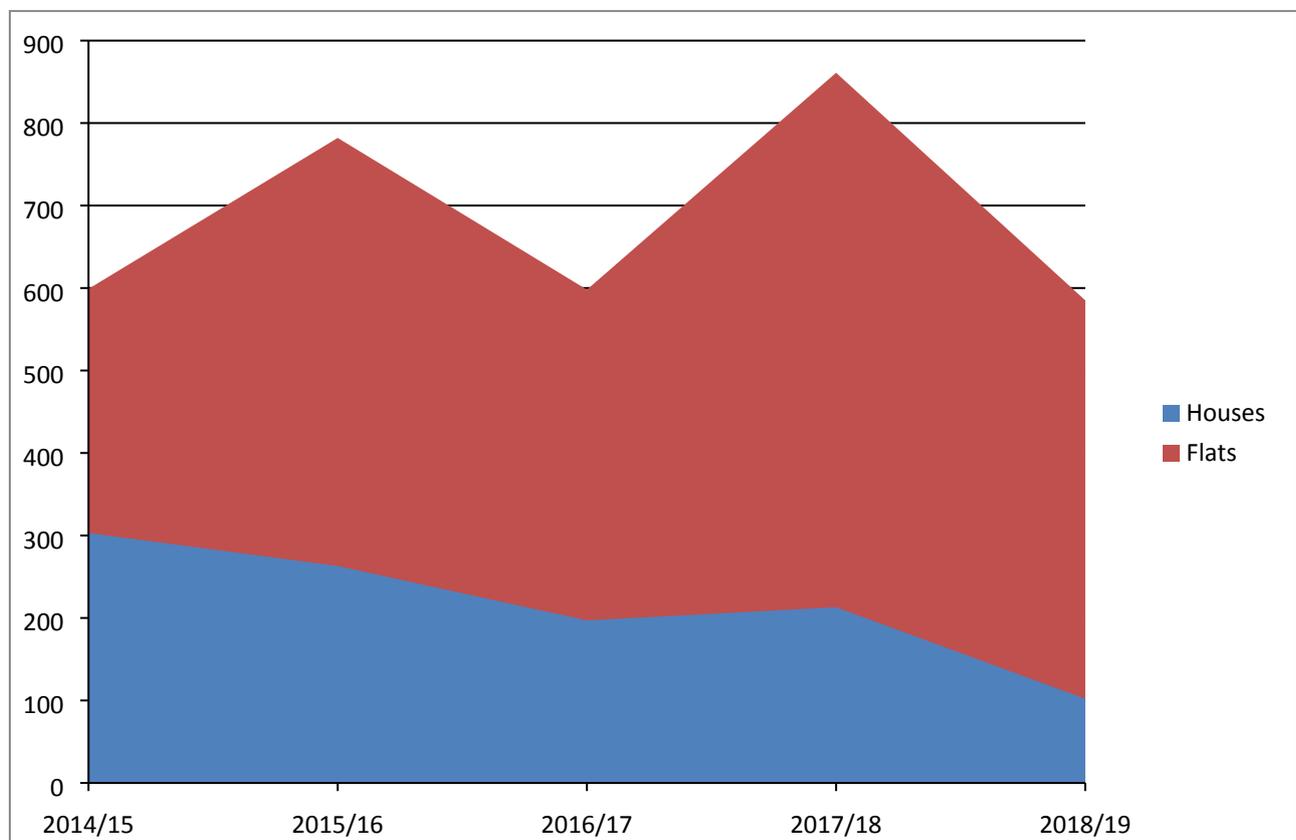


Table 4: Total Housing Completions from Flats and Houses from 2014/15 -2018/19

	2014/15	2015/16	2016/17	2017/18	2018/19
Houses	303	263	197	213	102
Flats	296	519	401	648	483

Housing statistics on conversions, Change of Use (COU) and New Build

5.10. Table 5 below shows the number of conversions and change of use to residential over a five year period. The majority of the change of use completions has been the result of Prior Approval applications from offices to residential use. The peak was 452 completions from changes of use from offices to residential in 2015/16. This has increased housing supply significantly. However, the table shows the number of conversions from office to residential has been gradually declining.

Table 5: Number of Completions from Conversions from 2014/15 -2018/19

Conversions, COU	2014/15	2015/16	2016/17	2017/18	2018/19
Dwellings demolished	6	4	74	4	38
Change of use to dwelling (not including prior approvals)	86	216	83	77	3
Change of use to dwelling (prior approvals and others)	124	452	296	267	185
Change of use to non dwelling	0	0	0	0	0
Dwellings before conversion (subdivision or merging)	2	0	3	11	13
Dwellings after conversion (subdivision or merging)	4	0	17	27	29

Status of Site Allocations

5.11. Table 6 shows the progress of allocated sites since the adoption of the Site Allocations DPD in 2010. The majority of these sites have been completed (6) or are progressing (4). For two of the sites owners have not made much progress but are still likely to be developed in the future.

5.12. However as the table shows some of these sites have not been developed. This shows that even if the Council promotes sites for residential use it does not mean it will be delivered. Three sites promoted for residential use with the support of the landowner have subsequently gone for an alternative use.

Table 6: Progress on Site Allocations and Issues and Options Allocations

Ref no.	Proposal Address	Proposed Use	Progress July 2019
SSA2	Britwell and Haymill Regeneration Area	Mixed use: community, retail, residential and public open space	Complete in 2016/17, 184 net additional units
SSA3	Newbeech, Long Readings Lane, Elderly Persons	Residential (family housing) and or community use	Complete 12/13, 10 net additional units

Ref no.	Proposal Address	Proposed Use	Progress July 2019
	Home and day centre		
SSA7	Cippenham Phase 4	Residential (family housing)	Complete 2012/13, 161 net additional units
SSA11	Slough Town Hall	Mixed use: residential, community, education, commercial, non-residential institution	Completed school and residential complete in 2017/18. 73 additional units
SSA13	Heart of Slough	Comprehensive regeneration for residential, offices, hotel, bus station, library, retail, restaurants and cafes, drinking establishments, education, leisure, associated changes to the road network, improvements to the public realm and parking.	Planning permission granted. Transport improvements completed and bus station complete 11/12. New Library complete. Some offices under construction. Hotel and flats not started in 2018/19 on former library site.
SSA14	Queensmere and Observatory Shopping Centres	Mixed use: retail, leisure, residential	Agreed in principle.
SSA15	Upton Hospital, Albert Street	Medical and Healthcare, residential	No progress to date
SSA16	Post Office Sorting Office, Wellington Street	or mixed use: business and residential	No progress to date
SSA17	Slough Canal Basin, Stoke Road	Residential, hotel, retail, business and public open space	Pre application discussions, not started
SSA18	Former Arbour Vale School, West Wing, St. Joseph's playing field, Stoke Road	Community, residential, playing fields	School and football stadium complete , no residential development
SSA19	Play Area off Moray Drive	residential development	Complete.
SSA22	BT Site and 297 Langley Rd	Residential	Complete 2019, 129 additional units
SKL1	Sites at Bath Road, Cippenham	Residential and mix use	Pre-app discussions on residential

Ref no.	Proposal Address	Proposed Use	Progress July 2019
SKL2	Chalvey High Street, Chalvey	Retail and Residential	School and community building under construction. No residential.
SKL4	Former Langley Oil Terminal	Residential	Going to flood storage as part of the Western Rail

Local Plan –Issues and Options site allocations

5.13. As part of the review of the Local Plan more strategic sites for residential development have been identified as part of the Issues and Options. The table indicates progress on those expected to progress in the short term – these will supply at least 2,000 homes. Other strategic sites have been identified for the medium term. Whilst the Akzo Nobel site is now owned by a warehousing/industrial developer their current proposals include some homes.

Table 7: Issues and Options Site Allocations: Progress report

Proposal Address	Proposed Use	Progress July 2019
Horlicks	Residential	Planning application in
Langley Business Centre	Residential	Pre-app proposals for alternative employment use
Akzo Nobel	Residential	Pre-app proposals for warehousing and residential
Montem leisure centre	Residential	Pre-app for residential expected soon
Tuns Lane	Residential	Pre-app for residential
Tower and Ashbourne	Residential	Approved subject to S106

6. Site Delivery

Implementation of Planning Permissions

6.1. The timescale for the implementation of a planning permission is generally not considered to be a significant issue within the Borough. Development is usually started within the permission period. However, there are a few some instances where permissions lapse without being replaced with a new permission.

6.2. Some developments have been unusually slow being completed. 28 units were stalled as at 1st April 2019 – meaning work has stopped on site. But 22 of those may have restarted since. For 136 units, construction has started but progress appears to be very slow for the size of development (i.e. no completions reported for two years). For 20 units demolition has occurred, which keeps a planning permission live, but no construction work has taken place over two reporting periods. The appendix headed ‘stalled sites’ shows a combination of stalled and slow to complete developments. The former Rogans garage now called Heathrow Gateway in Colnbrook (61 homes) is an unusual example of site that had stalled, in the recession, but construction has been very slow since work restarted. Local planning authorities have limited influence over delivery once planning permissions have been granted.

Planning Service Performance

6.3. The performance of decision making in the Council’s Planning Service is not considered to be a barrier to delivering new homes. On the whole, planning applications are being processed within the statutory timeframes.

6.4. For 2018-2019, 97% of major planning applications were processed within the statutory 13-week period as shown in the table below. This is above the national target of 60%. For minor applications, where the statutory time period to process an application is 8 weeks, 75% were processed within this timeframe, national target of 65%.

6.5. These statistics demonstrate the speed of decision making by the Planning Service. The processing of planning applications is not preventing the granting of planning permissions and in turn the delivery of new homes.

**Table 8: Planning Application Performance Statistics
Scale of Housing Development Applications 2018-2019**

Application Type	Number of Decisions	Number Granted	Percentage Granted	Speed of Decision*
Major	23	20	87%	97%
Minor	61	43	70.5%	75%
Total	84	63	75%	86%

Appeals

6.6. On those sites where planning permission is refused, the Planning Service appeal’s performance is good. The Council has continued to win appeal decisions.

6.7. Over the last five years we have refused 26 applications for additional housing units which equates to only 65 houses. This is on average around 13 a year, which shows that we have only refused a small number of applications for housing.

- 6.8. This statistic demonstrates the soundness of decision making by the Planning Service and that unsound decisions are not leading to unnecessary delays and costs to the delivery of new homes

Council Development

- 6.9. The Council as land owner and Housing Authority has been active in housing supply. It has reviewed its land holdings to dispose of surplus sites for housing or build new homes itself. It also works with partner housing associations to assist them purchasing, from private developers, affordable housing required as part of the grant of planning permission (Sec. 106 planning obligations).
- 6.10. There is a continuing programme of building new Council homes on surplus sites within housing estates and redeveloping parts of some estates at higher density. A joint venture partnership with the private sector, Slough Urban Renewal, is providing new homes on surplus Council land – private and affordable housing. Regeneration of part of Britwell housing estate was achieved by providing land to a developer for private and Council affordable housing. The Council has its own housing company to develop or purchase new homes. The Council will take advantage new borrowing powers to increase Council house building.

7. Root Cause Analysis

- 7.1. Once data has been gathered, there will then need to be an assessment of what it is saying about local delivery. This is called this the 'Root Cause Analysis' and it uses the information set out above in order to extract potential trends, issues, implications or factors influencing local delivery.

Housing Target

- 7.2. Table 1 shows that housing target for Slough has increased significantly in Slough from 315, to 550 and now 893. This change obviously takes time to plan for. The Local Plan Issues and Options consultation showed that there was no reasonable option or combination of options that would allow Slough to meet its housing and employment needs within the Borough. We have produced an Emerging Spatial Strategy which seeks to address this. One of the key elements involves promoting the Northern Expansion of Slough as a new garden suburb within South Bucks Green Belt. The Council is working with South Bucks, Chiltern and Windsor & Maidenhead on a joint Wider Area Growth Study which is looking at where unmet housing needs could best be met. Stage 1 of this study, which defines the areas of search has been completed. Stage 2 has not yet been commissioned.
- 7.3. There is the option of meeting some of Slough's housing needs in South Bucks. This will, however, take time to agree and for development to take place so it will not increase the supply of housing in the short term.
- 7.4. In the meantime we need to plan to meet our Local Housing Needs figure of 893 dwellings a year.

Past Completions

- 7.5. Table 1 also shows that the number of completions in Slough are significantly affected by the housing market. Only 182 houses were built in 2012/13 in the aftermath of the economic crash and it has taken a while for the market to recover.
- 7.6. It should be noted that, even with the peak years of 2007/8 and 2017/18, the average number of completions is not close to the new housing need figure of 893 per year.

Future Supply

- 7.7. The Council has a two and a half year's supply of housing with planning permission. Government expect Council's to show a five years supply. 858 of the current supply were under construction in April this year. However, taking account of all identified development sites, the Council's Housing Trajectory shows that there are approximately 11,000 housing units in the pipeline. And over the next five years sites are identified for close to 5,000 homes. Allowing for some sites to not deliver in that timescale there is scope for delivery at close to the annual average target of 893.
- 7.8. One of the key actions is to try to encourage land owners to bring forward as many of these sites as possible and identify more sites. The Council as land owner and Housing Authority can assist in supply.

Small Sites

- 7.9. Table 2 shows that there is a fairly consistent supply of around 60 dwellings a year on sites with less than 10 units. This does not appear to be so affected by market conditions and so it is assumed that they will continue to come forward at this rate and that there are no significant planning interventions that can be made to increase the supply which comes from a variety of sources.
- 7.10. Small sites represent only around 13% of past completions (2006 -2018) and it is not considered that this is likely to change significantly in the future. As a result actions to increase the overall supply of housing in Slough need to focus upon major sites. These sites tend to be more complex.

Brownfield and Greenfield

- 7.11. One of the main reasons why achieving an increased supply of housing will become more complicated is that the supply of relatively easily developed greenfield sites (in terms of construction) is drying up. After making major Green Belt releases in successive Local Plans, there are very few developable greenfield sites left in Slough. The future of these will be addressed in the review of the Local Plan but even if development on them is agreed completion of new homes will be many years away.
- 7.12. Table 3 shows that Slough has relied upon greenfield sites for a significant amount of its housing supply in the past. This also shows that the amount of development taking place on greenfields is drying up with no completions on greenfield sites in 2018/19. The lack of sites means that there is not likely to be many completions from this source in the near future.

7.13. Consequently brownfield sites are expected to continue to be the main source of new build housing supply in the near future. However there is less certainty about when and how such sites come forward because of competing uses, viability, site assembly and risk for developers. The value of existing or alternative uses can be higher than residential values. Business use values are currently close to residential values in Slough. Assembling sensible redevelopment sites carries risk and uncertainty for developers; existing owner's expectations of development value can be unrealistic. Contamination prevalent under brownfield sites can be expensive or unknown when developers are bidding for sites.

Type of Housing

7.14. Table 4 shows that in the last 5 years 68% of all completions have been flats. There has been a steady decline in the number of houses built from 300 to 100 a year. This reflects the fact that most development is now taking place on high density brownfield sites.

7.15. One option for increasing housing numbers would be to encourage a different mix of housing with more flats and fewer houses. Bearing in mind flats already dominate housing supply this would not meet the range of needs identified in the Strategic Housing Market Assessment in particular family homes of various sizes..

Change of Use

7.16. Table 5 shows that in the past five years 1,787 completions have come from changes of use. Once again this reflects the nature of Slough and the fact that it has had a surplus of office space. The introduction of the Prior Approval system, whereby planning permission is not needed for the change of use of offices, resulted in a surge of activity with over half of completions in 2015/16 coming from this source.

7.17. The Council has not sought to control this through the use of an Article 4 Direction even though some good quality relatively new office buildings have been lost and a concern about the living conditions for residents in some conversions.

7.18. The figures in Table 5 show that the supply of units from Prior Approvals is reducing and it is likely that it will begin to dry up as the supply of suitable offices reduces and the demand for office use increases. This is not something that the Planning Authority has any control over.

Allocated Sites

7.19. The Council has been proactive in promoting sites through the production of the Site Allocations DPD (2010) and carrying out the Issues and Options Consultation (2017) which identified new strategic sites. It has also carried "Call for Sites" exercises inviting owners and developers to put forward sites. Selection of some of these sites together with allocated sites and identification by planning officers of longer term potential development sites has informed the Housing Trajectory list of future development capacity. This is updated annually.

7.20. Table 6 shows that the progress to date on allocated sites has been mixed. It should be noted that three of the sites allocated for residential are now going for other uses. Two of these are now schools, the other is needed for the proposed Western Rail Link to Heathrow. This shows that there are competing uses for land in Slough and that sites allocated for residential may not be developed for this purpose.

Implementation of Planning Permissions

7.21. Even when sites come forward and are granted planning permission there is no guarantee that they will actually be built. The scale of the problem is outlined above.

7.22. The lack of development viability for many brownfield sites is a problem in Slough where remediation and demolition costs can be high, there are competing uses and construction costs may be high compared to residential values. Construction costs are probably close to those in London but residential values are a lot less than London.

7.23. Evidence of this can be seen from the high proportion of major applications that are accompanied by a Viability Assessment and the fact that very few provide the level of affordable housing to meet the Local Plan policy.

7.24. The Council has not introduced a Community Infrastructure Levy (CIL) because it is not currently viable. It would also be likely to have an adverse effect on the supply of affordable housing via the planning system and lack of flexibility for negotiation on contributions linked to the specific circumstances of individual development sites. Retention of Section 106 planning obligations has hopefully contributed to the supply of new housing.

7.25. In addition to those sites that are not implemented, there are some sites which start but then stall, or take a long time to build out. The associated homes do eventually complete in most cases so this does not affect overall supply and the numbers involved are low. But awareness of the reasons for slow progress and scope for intervention might help in reducing this problem in the future. The Rogan's Garage site in Brands Hill is an unusual example of slow progress where the blocks of flats have been under construction since 2008 and they are still not completed.

8. Key actions

8.1. The root cause analysis highlights that there are many different factors affecting the delivery of housing. Also some of the issues are not within the Council's control. The timescales that are required will vary for different key actions and responses. For example, some could be achieved in the short term, but others may be medium or long term.

8.2. The following list are key actions to support development:

- Continue with preparation of the review of the Local Plan and associated policies to increase the supply of housing within the Borough.
- Continue to promote the Northern Expansion of Slough within South Bucks in order to increase the supply of housing in the market area.

- Review published planning policy and guidance to give confidence and certainty to land owners and developers. (For example – comprehensive guidance, clarity, up to date, accessible (web site)).
- Carrying out a new Call for Sites and prepare a preliminary site allocations in advance of the Local Plan.
- Promote development where owners do not appear interested in redevelopment in areas needing regeneration. (For example development briefs, feasibility studies, outline viability study, contact owners direct, seek out suitable potential developers in particular for land assembly to create comprehensive development sites).
- Review what comparable Councils are doing to increase housing supply.
- Continue the Council's joint partnership with Slough Urban Renewal SUR to deliver housing sites.
- Continue to liaise with Asset Management and Housing regarding use of its land holdings to supply new homes in accordance with the Council's planning policies.
- Continue to use S106 agreements instead of introducing the Community Infrastructure Levy. This provides more flexibility to maximise developer contributions and assist provision of affordable housing.
- Continue to us Planning Performance Agreements. Review resourcing to ensure comprehensive and timely communication of key issues to applicants.
- Continue the pre-application discussions process. Review resourcing to ensure comprehensive and timely communication of key issues to applicants.
- Engaging regularly with landowners and developers to obtain up-to-date information on development progress, build-out rate of current sites, identify any barriers to development and discuss how these can be addressed.

9. Monitoring

- 9.1. The Action Plan will not be a one-off piece of work. Some elements could take time to implement and take effect.
- 9.2. The 'Actions' will be implemented, managed and monitored by the Planning Policy Team. That Team will continue to undertake annual analysis of housing completions and produce annual Housing Trajectories.
- 9.3. It is intended that the Action Plan and its impact on housing delivery will be monitored, with the plan updated and taken back for formal review and approval on an annual basis.

Appendix: Sites stalled or with slow progress as at April 2019

Reference	Address	Decision date	Development description
P/00731/032	26-40, Stoke Road, Slough, Berkshire, SL2 5AJ	07/02/2018	Demolition of garage building and redevelopment to provide 117 residential units with associated parking and landscaping
P/01163/006	Rogans Garage, 585, London Road, Colnbrook By Pass, Colnbrook, SL3 8QQ	11/02/2015	Development of site to provide 61 residential units in 3 separate blocks in a part 5 / part 4 / part 3 storey development on a podium above a semi basement car park providing for 75 car spaces (part retrospective).
P/00988/015	BMW House, Petersfield Avenue, Slough, SL2 5EA	14/03/2018	Demolition of the existing B8 and B1 office and warehouse and the construction of a part 4, part 3 and part 2 no. Storey residential building comprising of 24 no apartments, with a semi basement car park.
P/12934/009	Theale, Old Bath Road, Colnbrook, Slough, SL3 0NS	08/03/2016	Redevelopment of site to provide 22no. Flats contained within one 5 storey and 4 storey blocks together with access parking and landscaping.
P/16122/000	Driving Standards Agency, Driving Test Centre, Grays Place, Slough, SL2 5AF	23/11/2015	Construction of 3.5 storey high building to provide 14no. Flats (including accommodation in the roof space) plus landlord's office and basement to provide storage and facilities for residents, on-site parking for 10 no. cars and 14 bicycles plus refuse store.
P/01049/021	370-386, FARNHAM ROAD, SLOUGH, BERKSHIRE, SL2 1JD	25/05/2016	Alteration, extension and conversion of existing building to provide a1 food supermarket plus erection of mezzanine and new second floor to provide 7 no. Two bedroom flats and 6 no. One bedroom flats plus associated parking and servicing via Essex Avenue
P/16250/000	1a, St. Pauls Avenue, Slough, SL2 5EX	08/11/2016	Construction of 8 no. X 2 bed flats contained within one three storey building and one part three storey/part two and half storeys building and 1 no. Detached three bedroom house together with car parking and landscaping.

Reference	Address	Decision date	Development description
P/10382/003	86-90, Dolphin Road, Slough, Berkshire	14/02/2008	Demolition of 3 houses and construction of a two and half storey block of flats containing 6 two bedroom flats and 3 three bedroom flats with 24 parking spaces.
P/00393/007	388-390, FARNHAM ROAD, SLOUGH, BERKSHIRE, SL2 IJD	07/09/2015	Demolition of existing building and erection of part three storey / part single storey building comprising 2 no retail units at ground floor (class A1) and 8no two bedroom flats (class C3) above with new access road to side with associated car parking to rear and cycle storage.
S/00714/000	The Lynch Pin, Long Furlong Drive, Slough, SL2 2PJ	17/02/2016	Demolition of public house and construction of 6no. Semi-detached (3no.bedrooms) houses with associated amenity and car parking and associated works.
P/08848/007	Land R/O 34 - 38 Dolphin Road, Slough, SL1 1TD	23/04/2015	Erection of two pairs of semi-detached three bed room dwellings with rooms in roof space to the rear of 34-38 dolphin road and formation of access road between 36 and 38 dolphin road.
S/00721/000	54-66, Brook Path, Cippenham, Slough, Berkshire, SL1 5EN	09/06/2016	Construction of 3 new build bungalows with associated parking and fences and external areas.
S/00732/000	324, Trelawney Avenue, Langley, Slough, SL3 7UD	03/02/2017	Construction of 3no. 3 bedroom houses.
P/00373/005	76, Cippenham Lane, Slough, SL1 5BN	04/07/2011	Conversion of flats to form a three bedroomed dwelling and construction of an additional three bedroomed dwelling
P/04275/002	38, Dolphin Road, Slough, SL1 1TD	17/12/2014	Demolition of existing dwelling and redevelopment to provide a pair of 2.5 storey semi - detached houses with parking.
P/02702/014	Land rear of 10-18, Chalvey Rd West, Slough, SL1 2PN	30/07/2013	Demolition of existing single storey unit and erection of 2 X semi - detached dwellings

Reference	Address	Decision date	Development description
P/03538/008	Land R/O, 22-24, Wexham Road, Slough, SL1 1UB	24/10/2013	Erection of a detached 3 bedroom bungalow with flat roof and rear courtyard garden. Reconfiguration of existing car park including the laying out of 11 no car parking spaces and landscaping.
P/14516/001	23, Pearl Gardens, Slough, SL1 2YS	22/05/2012	Application for a new planning permission to replace extant planning permission reference p/14516/000 dated 27/04/2009 for erection of an attached two bedroom dwelling
P/03809/006	Land Adj, 1, Eastbridge, Slough, Berkshire	01/08/2007	Erection of a three storey three bedroom dwelling house
P/15464/000	80, Doddsfield Road, Slough, SL2 2AH	16/04/2013	Erection of a two bedroomed detached dwelling.
P/08338/002	LAND R/O, 5-9, ELLIMAN AVENUE	31/01/1992	Details of detached house submitted pursuant to conditions of permission ref. P/ 08338 dated 23.05.89. (amended plans dated 07.01.92)

SLOUGH BOROUGH COUNCIL**REPORT TO:** Planning Committee**DATE:** 31st July 2019

WARD(S) All

PART I
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.

Ref	Appeal	Decision
P/16993/002	<p>13, Parry Green North, Slough, SL3 8NW</p> <p>Front, side and rear external walls to be smooth rendered and painted to match existing bricks.</p> <p>Planning permission for the construction of a two storey side extension and a single storey rear extension with roof lights without complying with a condition attached to planning permission Ref P/16993/000, dated 3 August 2017.</p> <p>Two storey side and single storey rear extension constructed to an end of terrace property, with render applied to the walls (planning condition required materials to match the main house, which was a buff brick). The Local Planning Authority (LPA) considered that the application of render to the walls was out of keeping with the area which was predominantly exposed brickwork, and had a detrimental impact on the street scene.</p> <p>The planning inspector concluded that the application of render would not be "so conspicuous so as to cause unacceptable harm to the street scene or terrace". The Inspector resolved to vary condition 3 of the original planning permission (requiring construction materials to match the dwelling as existing at the time of permission) to allow the application of render to the extension and main house in order that the structure as a whole matched.</p> <p>The inspector imposed the following conditions:</p> <ol style="list-style-type: none"> 1) The development hereby permitted shall be commenced within three years from 3 August 2017. 2) The development hereby permitted shall be carried out in accordance with the following approved plans except for any matters or notations related to external materials of the walls that do not refer to render: Location Plan; 10B; 20A; 20E; 30A; 30E; and 40B. 3) The external materials for the walls of the existing property and the extension hereby approved shall be smooth render and painted in the same colour. Once the works have been undertaken the rendered walls shall be retained thereafter. 	<p>Appeal Granted</p> <p>19th June 2019</p>

	4) The window to be created in the first floor front (south) elevation (to the approved shower room en-suite on Drawing No. 40B) of the extension hereby approved shall be glazed in obscure glass and shall be non-opening below the height of 1.7 metres measured from the internal finished floor level and once installed the obscured glazing and shall be retained thereafter.	
P/02411/018	Thames Central, Hatfield Road, Slough, SL1 1QE External alterations to the eastern elevation of the existing building.	Appeal Dismissed 3 rd July 2019
P/02065/008	78, Alpha Street South, Slough, SL1 1QX Construction of a first floor rear extension and extension at roof level to enlarge existing loft accommodation.	Appeal Dismissed 3 rd July 2019
P/16759/003	36, Haymill Road, Slough, SL1 6NA Construction of a single storey rear, two storey side and part first floor rear extension following the demolition of existing garage. The Council stated that the condition was necessary to prevent the net loss of family homes. However, policy H8 refers to the loss of individual dwellings or any other forms of residential premises and not specifically to family homes. The removal of condition 5 would not lead to a net loss of residential accommodation as the current use (Class C3) as well as a potential HMO (Class C4) would both constitute residential accommodation. In terms of car parking, the Inspector had no evidence to suggest the demand for parking generated as a result of a possible change of use from a single dwellinghouse (C3) to a small HMO (C4) would be materially greater. It is an urban location with a railway station in close proximity and therefore not all occupants would necessarily need to own a car. As such the Appeal was allowed.	Appeal Granted 12 th July 2019



Appeal Decision

Site visit made on 6 June 2019

by D J Barnes MBA BSc(Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 19th June 2019

Appeal Ref: APP/J0350/D/18/3203841
13 Parry Green North, Slough SL3 8NW

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission under section 73 of the Town and Country Planning Act 1990 for the development of land without complying with conditions subject to which a previous planning permission was granted.
 - The appeal is made by Ms Ramandeep Mann against the decision of Slough Borough Council.
 - The application Ref P/16993/002, dated 27 December 2017, was refused by notice dated 6 April 2018.
 - The application sought planning permission for the construction of a two storey side extension and a single storey rear extension with roof lights without complying with a condition attached to planning permission Ref P/16993/000, dated 3 August 2017.
 - The condition in dispute is No. 3 which states that: All new external work shall be carried out in materials that match as closely as possible the colour, texture and design of the existing building at the date of this permission.
 - The reason given for the condition is: To ensure a satisfactory appearance of the development so as not to prejudice the visual amenities of the locality in accordance with Policy EN1 of The Adopted Local Plan for Slough 2004.
-

Decision

1. The appeal is allowed and planning permission is granted for the construction of a two storey side extension and a single storey rear extension with roof lights at 13 Parry Green North, Slough SL3 8NW in accordance with the application Ref P/16993/002 dated 27 December 2017, without compliance with condition number 3 previously imposed on planning permission Ref P/16993/000 dated 3 August 2017 but subject to the other conditions imposed therein, so far as the same are still subsisting and capable of taking effect, and subject to the following new condition:
 - 1) The development hereby permitted shall be commenced within three years from 3 August 2017.
 - 2) The development hereby permitted shall be carried out in accordance with the following approved plans except for any matters or notations related to external materials of the walls that do not refer to render: Location Plan; 10B; 20A; 20E; 30A; 30E; and 40B.
 - 3) The external materials for the walls of the existing property and the extension hereby approved shall be smooth render and painted in the same colour. Once the works have been undertaken the rendered walls shall be retained thereafter.

- 4) The window to be created in the first floor front (south) elevation (to the approved shower room en-suite on Drawing No. 40B) of the extension hereby approved shall be glazed in obscure glass and shall be non-opening below the height of 1.7 metres measured from the internal finished floor level and once installed the obscured glazing and shall be retained thereafter.

Procedural Matter

2. Although the extension has been substantially constructed it has yet to be completed. For this reason, this decision refers to the extension remaining a proposed development.

Main Issue

3. It is considered that the main issue is whether condition 3 is necessary to preserve the character and appearance of the property and the surrounding area.

Reasons

4. Planning permission has been granted by the Council for the erection of extensions at the appeal property (Ref P/16993/000) and condition 3 required the external materials to match those which existed at the appeal property at the date of the consent. The reason was to ensure that the approved scheme had a satisfactory appearance so as not to prejudice the visual amenities of the locality. This is reflected in Policies H15 and EN2 of The Local Plan for Slough 2004 (LP) and guidelines DP5 and EX6 of the *Residential Extensions Guidelines Supplementary Planning Document (SPD)* where the external materials of an extension should match the host property.
5. The variation sought to the condition is the removal of the requirement for matching external materials to be used but, instead, allow the extended appeal property to be fully rendered. The appellant's reasons for seeking to vary the condition are related to the physical quality of the existing bricks, the difficulty in removing a previous covering and, although the claim is questioned by a third party, the ability to obtain matching bricks. Work has started to enable the external rendering of the extended property. A fully rendered finish would ensure that the external surfaces of the original property and the extension would be compatible which is one of the aims of LP Policies H15 and EN2 and the SPD.
6. The property is a 2-storey dwelling situated at the end of a terrace of 6 dwellings and partially encloses a turning head at the end of a cul-de-sac. The dwellings along Parry Green North are of brick and tile construction. However, within the surrounding area there are examples of different external finishes, including render and uPVC horizontal boarding.
7. Although there are limited examples of rendered dwellings, the appeal scheme would not be unique within the context of the surrounding area. Further, because of its siting in a corner location at the end of the cul de sac a application of render to this extended end of terrace property would not result in a dwelling which was so conspicuous so as to cause unacceptable harm to the streetscene or the terrace. There would not be a conflict with LP Policies EN1,

Core Policy 8 of the Slough Local Development Plan Framework Core Strategy 2006-2026 (CS) and the SPD concerning high quality development and proposals respecting their location, streetscene and surroundings

8. For the reasons given, it is concluded that the variation of condition 3 as sought by the appellant would not result in unacceptable harm being caused to the character and appearance of the property and the surrounding area. Further, it is also concluded that there would not be a conflict with CS Core Policy 8, LP Policies EN1, EN2 and H15 and the SPD provided that the extended appeal property would possess the same external material. Condition 3 should be varied to reflect this requirement. Such a condition would be reasonable and necessary having regard to the tests contained in the National Planning Policy Framework and the Practice Guidance. Accordingly, it is concluded that condition 3 should be varied and this appeal should be allowed.

D J Barnes

INSPECTOR



The Planning Inspectorate

Appeal Decision

Site visit made on 24 April 2019

by J Evans BA(Hons) AssocRTPI

an Inspector appointed by the Secretary of State

Decision date: 03 July 2019

Appeal Ref: APP/J0350/W/19/3220245

Thames Central, Hatfield Road, Slough SL1 1QE

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr R Parkinson of Quinata Ltd against the decision of Slough Borough Council.
 - The application Ref P/02411/018, dated 29 October 2018, was refused by notice dated 17 December 2018.
 - The development proposed is the external alterations to the eastern elevation of the existing building.
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Decision

1. The appeal is dismissed.

Procedural Issues

2. The appeal site concerns a multi-storey office building which through recent decision notices¹ has established through the prior approval process the conversion of the building into a residential use. However, through the appeal paperwork I had not been provided with any confirmation that the conversion works had commenced, or are likely to take place. The appellant's Statement of Case refers to the appeal site as a 9-storey B1(a) office building and the description of the existing use on the application form refers to office.
 3. Notwithstanding this, the submitted plans indicate a residential layout to the accommodation. As a consequence, I sought clarification from the main parties on this matter. The appellant subsequently confirmed that no works had been undertaken to implement the conversion works, however, subject to bank funding, which the appellant advised is dependent on the approval of external works to the building, a residential conversion of the building is in their words 'inevitable'.
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4. The Council advised that the building has been vacant for some time and the owner has indicated their intention to implement a residential conversion, thus the Council expects a residential use in the future. I have therefore considered the appeal on the basis that whilst the building at present has a use falling within Class B1(a) (offices) of the Schedule to the Town and Country Planning (Use Classes Order) 1987, as amended, it is likely that it will be converted to a use falling within Class C3 (dwellinghouses) in the near future.

¹ F/02411/014 – Prior Approval for change of use from office (B1a) to form 147 apartments – Prior Approval Required and Approved on 06/06/2017; and F/02411/016 - Prior approval for change of use from offices (B1a) to form 146 apartments - Prior Approval not required 03/10/2018.

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5. In the appellant's Statement of Case reference is made to an application for costs. However, the appellant subsequently confirmed that this was not the case, and as a consequence there is no costs decision associated with this appeal.
6. Both the Council and the appellant have advised that a similar proposal to the appeal development before me was submitted to the Council and registered on 18 March 2019. I sought clarification from the Council on the progress of this application prior to writing my decision, and I was subsequently informed that no decision has been reached. I have therefore determined the appeal on the basis of the information before me.

Main Issue

7. The main issue in this case is the effect of the proposal on the living conditions of intended occupiers, with particular regard to outlook, privacy and disturbance as a result of the proximity of the appeal site to the adjacent Hatfield car park.

Reasons

8. The proposed windows would be located on the eastern elevation of the existing building and would serve levels 2 to 9 to the southern half of this elevation and levels 5 to 9 to its northern half. This variation is due to the positioning of the multi storey Hatfield car park flush to the exterior wall to the northern half of the appeal building, it steps away to the southern half. The car park's highest level is positioned towards the upper point of level 4 and is a similar, albeit slightly shorter width to the entirety of the appeal building's eastern elevation.
9. The Council's principal area of concern is the relationship of the proposed windows with the adjacent car park. The Council consider that this relationship would lead to a loss of privacy and intrusion and would provide for a limited view or outlook. It is apparent from their statement that the Council's concerns are with regard to a future residential use of the building, and not with regard to the existing B1(a) (offices) use.
10. From my site visit, which included viewing the appeal building from the different levels of the Hatfield car park, I noted that the windows which would serve levels 6 to 9 would be some distance above the higher level of the car park. These windows would have an outlook across Slough and beyond, not untypical of accommodation in multi-storey residential accommodation. Similarly, due to the distance of these levels above the highest point of the adjacent car park, there would not be an opportunity to impact upon the privacy of the likely future accommodation. I am therefore satisfied that the standard of outlook and privacy serving the intended residential occupiers at these levels would be more than adequate.
11. With the provision of windows at these upper levels I have also had regard to the potential for disturbance from activities within the car park, such as those suggested by the Council concerning the noise and disturbance arising from the tyres of cars moving about the car park, the opening or closing doors/boots, or the voices of users. However, whilst these activities would be noticeable from these upper floors, I do not consider they would be of such a nuisance to

- substantially erode the living environment that would be provided. This is due to the separation and level differences between levels 6 to 9 and the car park.
12. Turning to the windows that would serve the lower levels of the building, levels 2 to 4 would be located below the upper level of the car park and level 5 would be set just above it. From a review of the layout of the intended accommodation as indicated on Drawing Number 1196.05-109 Rev C dated Oct 2018, with the exception of the units to be located at the corners of the appeal building, the sole outlook that would serve the accommodation would be provided by the proposed windows. Whilst I appreciate that a variation in the internal layout of the accommodation may take place, nevertheless, it appears likely that the proposed windows will act as the primary outlook for some of the future units in the building. The standard of the outlook from these windows and the relationship with the activities on the car park I therefore consider to be of particular importance to the living conditions of intended occupiers.
 13. In this regard, I have significant concerns about the living environment that would be provided at these lower levels. The windows front directly towards the car park which would be situated within close proximity and would provide for an oppressive and unattractive environment to look out upon. There would be limited opportunity to view out past the car park itself. The harm that would arise from the poor standard of outlook, would be exacerbated by the limitations to natural daylight, particularly for levels 2 to 4, and the interaction with activities within the car park itself. It would also be possible for users of the car park to look into the proposed windows, and thereby invading privacy. The noise and traffic movements would additionally be annoying for intended residents, and there is the potential for disturbance by headlights on vehicles, such as during the winter months.
 14. I have had regard to the potential for conditions to resolve the adverse effects I have identified. I note suggestions regarding the potential for mitigation measures, such as acoustic/ vibration attenuation and the appellant has suggested that matters could be addressed by future occupiers through the installation of blinds or curtains or that an obscure glazing condition could be imposed. The Council have also suggested a condition with regard to the provision of a combined acoustic glazed louvre system serving the windows at levels 2 to 5 in their statement. The appellant has suggested an alternative condition requiring a noise assessment and appropriate mitigation measures, if required, to be undertaken prior to occupation. Be that as it may, in my mind the effects of such conditions, whilst having the potential to address my concerns regarding noise and disturbance, would not resolve, and would to my mind increase, the oppressive and enclosing living environment that would be created. I therefore do not consider that conditions could adequately address the concerns I have outlined with regard to outlook.
 15. Consequently, I find that the proposal would not provide for an acceptable standard of living environment for intended future occupiers. It would conflict with Saved Core Policy 8 of the Slough Local Development Framework Core Strategy 2006 – 2026 Development Plan Document 2008, which amongst other matters, requires that all development will be of a high quality design that is practical, attractive, safe, accessible and adaptable. The proposal would also conflict with paragraph 127 of the National Planning Policy Framework 2019 which requires, amongst other matters, that decisions should ensure that developments create places that are safe, inclusive and accessible and which

promote health and well-being, with a high standard of amenity for existing and future users.

16. The Council have also referred to saved Policy EN1 of the Local Plan for Slough 2004, however from my review of the policy wording and its supporting text it reads as one applicable to character and appearance matters, rather than with regard to the effects of development on living conditions, I therefore do not consider this policy is of particular relevance to the matters before me.

Other Matters

17. The appellant has made reference in their Statement of Case that the Council have expressed concerns with regard to the potential that the proposal would sterilise the re-development of adjacent land. However, this is not a matter that is raised in their decision, and is therefore not a matter for me to consider through this appeal.

Conclusion

18. For the reasons given above, having regard to all matters raised, I conclude that the appeal should be dismissed.

J Evans

INSPECTOR



Appeal Decision

Site visit made on 18 June 2019

by Megan Thomas Barrister-at-Law

an Inspector appointed by the Secretary of State for Housing, Communities and Local Government

Decision date: 3rd July 2019

Appeal Ref: APP/J0350/D/19/3227477

78 Alpha Street South, Slough, SL1 1QX

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Mohammed Ali Deen Awan against the decision of Slough Borough Council.
 - The application Ref.P/02065/008, dated 22 December 2018, was refused by notice dated 13 February 2019.
 - The development proposed is a first floor rear extension and a loft conversion with rear dormer.
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Decision

1. The appeal is dismissed.

Main Issues

2. The main issues in the appeal are the effect of the proposal on the character and appearance of the host dwelling and the wider area, and the effect on the living conditions of the occupants of no.80 Alpha Street South with particular regard to outlook.

Reasons

Character and appearance

3. The appeal site is a two storey detached house set in an irregularly-shaped plot in an area that is predominantly residential. It has a rear garden and vehicular access can be gained at the rear of the site. It is set back from the street behind a small front garden and is on the east side of Alpha Street South. On my site visit, I noted that some elements of the dwelling, such as the rear ground floor extension, were in the course of construction. There was the shell of a large rear dormer. It is not entirely clear whether or not the dormer has planning permission as at the date of this decision letter or accords with the tolerances under permitted development rights for roof enlargements/alterations. However, for the purposes of this appeal only, I have treated it as having permission but that does not affect the fact that it may be the subject of enforcement action if it is in fact unauthorised.
4. To the south of the appeal site is no.80 Alpha Street South which is a two storey semi-detached house with a ground floor rear/side extension, a rear garden and a rear dormer structure. To the north of the appeal site there is an empty plot but photographs produced by the Appellant indicate that it

previously had a large commercial building on it which was built close to the front of the plot and was at least two storeys in height. There is flatted development in Eastfield Close and on the opposite side of Alpha Street South there are short terraced rows of dwellings.

5. The proposed development includes the construction of a first floor rear extension which would sit above a ground floor rear element which is about 8m deep. An extension at roof level in order to enlarge the existing loft accommodation is also proposed. The existing roof is in two parts with a small element being at a slightly lower level than the main ridgeline. The new roof form would include a flat element and then a rear pitched roof slope.
6. The first floor extension would be about 3.3m deep and would extend across the full width of the house. The rear roof accommodation would result in the dwelling having a single roof ridge of even height, when viewed from the rear, broadly speaking.
7. Point DP3 of Slough Residential Extensions Supplementary Planning Guidance indicates that first floor rear extensions should be proportionate to the house and indicates that they should be about 50% or less of the width of the house. In this case, the proposed full width extension would not appear subordinate to the original dwelling. When that is coupled with the proposed depth of about 3.3m from the original rear wall, and the significant increase in roof form and bulk, the character of the original dwelling would be lost. I have borne in mind the Appellant's view that the "existing unsightly box dormer" is an unsympathetic addition to the property and that the proposed new roof form would appear more sympathetic and, in his view, better respect the original roof form of the house. However, I consider that the overall size and bulk of the proposed development would be detrimental to the appearance of the building and would be a dominant overall addition. There would be views of the rear of the property available from the public and private realms and to that extent the proposal would also harm the character and appearance of the wider area.
8. On this issue, I conclude that the proposed development would unacceptably harm the character and appearance of the host dwelling and wider area and would be contrary to Core policy 8 of the Slough Core Strategy 2006-2026 (adopted 2008), policies H15 (Residential extensions), EN1 (Standard of Design) and EN2 (Extensions) of the Slough Local Plan (adopted 2004) and the Slough Residential Extension Guidelines (adopted 2010). ??

Living conditions of occupants of 80 Alpha Street South

9. The Council consider that the proposal would appear overdominant and overbearing when viewed from the house and garden at no.80 Alpha Street South. Whilst I have come to the view above that the bulk, size and design of the proposal would harm the character of no.78, when in the garden of no.80 I do not consider that the occupiers of no.80 would find the resulting dwelling overbearing or would give them an undue sense of enclosure. On my site visit I was able to access the rear garden of no.80 and I formed the view that the separation distances between the houses and the position of the rear/side extension at no.80 would preclude an unacceptable loss of outlook.
10. When inside no.80 at either first floor or dormer level, I consider that whilst an occupant of no.80 would be aware of the proposal, it would not unduly interfere

with the living conditions to the extent that the proposal would be overbearing or overdominant or give an unacceptable sense of enclosure.

11. On this issue, I find that the proposal would not cause unacceptable living conditions for the occupants of 80 Alpha Street South with regard to loss of outlook. It would not be contrary to policy which

Conclusion

12. Whilst I have not found that there would be unacceptable living conditions through loss of outlook for the occupants of no.80 Alpha street South, I nevertheless conclude that the harm I have identified above to the character of and appearance of the host dwelling and wider area would be sufficient to refused planning permission. Consequently, having taken into account all representations made including a scheme at 20 Sutton Avenue which has obtained planning permission, for the reasons given above, I dismiss the appeal.

Megan Thomas

INSPECTOR



Appeal Decision

Site visit made on 24 June 2019 by Thomas Courtney BA(Hons) MA

Decision by Andrew Owen MA BA(Hons) MRTPI

an Inspector appointed by the Secretary of State

Decision date: 12th July 2019

Appeal Ref: APP/J0350/W/19/3226699

36 Haymill Road, Slough SL1 6NA

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a grant of planning permission subject to conditions.
 - The appeal is made by Mr Ujjal Sawhney against the decision of Slough Borough Council.
 - The application Ref P/16759/003, dated 30 November 2018, was approved on 25 January 2019 and planning permission was granted subject to conditions.
 - The development permitted is the construction of a single storey rear, two storey side and part first floor rear extension following the demolition of existing garage.
 - The condition in dispute is No 5 which states that: *The development hereby permitted shall be used only in conjunction with the existing house and shall not be sub- divided or used in multiple occupation.*
 - The reason given for the condition is: *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 in accordance with Policy H8 of The Adopted Local Plan for Slough 2004.*
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Decision

1. The appeal is allowed and planning permission Ref P/16759/003 for the construction of a single storey rear, two storey side and part first floor rear extension following the demolition of existing garage at 36 Haymill Road, Slough SL1 6NA granted on 25 January 2019 by Slough Borough Council is varied by deleting condition 5.

Appeal Procedure

2. The site visit was undertaken by an Appeal Planning Officer whose recommendation is set out below and to which the Inspector has had regard before deciding the appeal.

Main Issue

3. The stated reason for the planning condition relates to the 'amenity' of the area. However, Policy H8 of the adopted Local Plan for Slough 2004 (the 'local plan') refers to the loss of residential accommodation. The Council's appeal statement makes it clear that their concern lies primarily with the loss of 'family housing'. Therefore, the main issue in this case is whether the removal of the disputed condition would lead to a loss of housing.

Reasons for the Recommendation

4. It is necessary to consider whether the disputed planning condition meets the guidance for planning conditions set out in the National Planning Policy

Framework (NPPF) and Planning Practice Guidance (PPG). The condition in dispute effectively removes Class L, Part 3, Schedule 2 permitted development rights as are set out in the Town and Country Planning (General Permitted Development) (England) Order 2015 (GPDO) which relates to the change of use from a single dwellinghouse (Class C3) to a small house in multiple occupation (HMO) (Class C4).

5. The PPG states that conditions restricting the future use of permitted development rights will rarely pass the test of necessity and should only be used in exceptional circumstances.
6. The Council states that the condition is necessary to prevent the net loss of family homes in accordance with Policy H8 of the local plan. However, policy H8 refers to the loss of individual dwellings or any other forms of residential premises and not specifically to family homes. The removal of condition 5 would not lead to a net loss of residential accommodation as the current use (Class C3) as well as a potential HMO (Class C4) would both constitute residential accommodation.
7. Furthermore, the reason given for the condition is that it is necessary to ensure the development does not prejudice the amenity of the area. However, I have no reason to consider that, were the property used for C4 purposes, this would necessarily have an adverse impact on the character of the area and no substantive evidence relating to this has been put forward to me.
8. In addition, the Council suggests that the appeal property would be capable of accommodating a total of 8 people within the approved layout and therefore the disputed condition is necessary to restrict the possibility of the building being used as a large HMO. However, such a use would be Sui Generis and would thus require planning permission, and hence the condition has no effect.
9. The condition also seeks to prevent the subdivision of the property and the Council is concerned the ground floor 'parent's room' identified on the plans could be used as an independent self-contained residential unit. However, such subdivision would require planning permission, even if the condition were retained, and so again results in the condition having no effect. In any case the room in question would not provide a kitchen or a front door, is very small in size and so it is unlikely that this would be practicable.
10. I find the disputed planning condition is unnecessary and conflicts with paragraph 55 of the NPPF which seeks to ensure that planning conditions are only imposed where they are necessary and reasonable. Furthermore, the removal of the disputed condition would not lead to a loss of housing and would therefore not conflict with policy H8 of the local plan.

Other Matters

11. I note the neighbour's comment with regards to parking. However, I have no evidence to suggest the demand for parking generated as a result of a possible change of use from a single dwellinghouse (C3) to a small HMO (C4) would be materially greater. It is an urban location with a railway station in close proximity and therefore not all occupants would necessarily need to own a car. I have attributed limited weight to this point in my decision-taking.

12. Though I understand that Condition 5 was added for consistency with the previous approval on the site (ref. P/16759/002), this does not change my view that I find the disputed condition to be unnecessary.

Recommendation

13. For the reasons given above and having had regard to all other matters raised, I recommend that the appeal should be allowed.

Thomas Courtney

APPEAL PLANNING OFFICER

Inspector's Decision

14. I have considered all the submitted evidence and the Appeal Planning Officer's report and on that basis the appeal is allowed.

Andrew Owen

INSPECTOR

MEMBERS' ATTENDANCE RECORD 2019/20
PLANNING COMMITTEE

COUNCILLOR	29/5	3/7	31/7	4/9	2/10	6/11	4/12	15/1	19/2	18/3	22/4
Dar	P	P									
Davis	P	P									
M. Holledge	P	P									
Gahir	P	P									
Mann	P	P									
Minhas	P	Ap									
Plenty	P	Ap									
Sabah	P	P*									
Smith	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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